



## **Citizens Advisory Committee Meeting**

**January 16, 2020  
4:30 pm  
LeRoy Collins Public Library**

**Chair: Elva Peppers**

## **Agenda**

### **I. AGENDA MODIFICATIONS**

### **II. PRESENTATION/INFORMATIONAL ITEMS**

- Blueprint Project Updates
- Office of Economic Vitality Project Updates
- Draft CAC Retreat Agenda

### **III. CONSENT**

- |    |   |    |
|----|---|----|
| 1. | Approval of the December 5, 2019 Blueprint Intergovernmental Agency Citizens Advisory Committee Meeting Minutes | 1  |
| 2. | Recommendation of Acceptance of the Status Report on Blueprint Infrastructure Projects                          | 13 |
| 3. | Recommendation of Acceptance of the Capital Cascades Trail Segment 3 After Action Report                        | 31 |

### **IV. GENERAL BUSINESS/PRESENTATIONS**

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| 4. | Recommendation of Approval of the Minority Women Small Business Enterprise Policy and the Revision to the Blueprint Procurement Policy | 71  |
| 5. | Recommendation of Approval of a Policy Governing the Future Opportunity Leveraging Fund  | 197 |

**V. PUBLIC HEARING – 5:30 PM**

6. First Public Hearing to Approve a Substantial Amendment to the Blueprint Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure Project 207

**VI. CITIZENS TO BE HEARD ON NON-AGENDAED ITEMS**

Citizens desiring to speak must fill out a Speaker Request Form; the Chair reserves the right to limit the number of speakers or time allotted to each

**VII. ADJOURN**

NEXT CAC MEETING: February 12, 2020 at 9:00 AM (Retreat)  
February 27, 2020 at 4:30 PM (Regular Meeting)

In accordance with the Americans with Disabilities Act and Section 286.26, Florida Statutes, persons needing a special accommodation to attend this meeting should contact Susan Emmanuel, Public Information Officer, 315 South Calhoun Street, Suite 450, Tallahassee, Florida, 32301, at least 48 hours prior to the meeting. Telephone: 850-219-1060; or 1-800-955-8770 (Voice) or 711 via Florida Relay Service.

**Blueprint Intergovernmental Agency  
Citizens Advisory Committee  
Agenda Item #1  
January 16, 2020**

<b>Title:</b>	Approval of the December 5, 2019 Blueprint Intergovernmental Agency Citizens Advisory Committee Summary Meeting Minutes
<b>Category:</b>	Consent
<b>Intergovernmental Management Committee:</b>	Vincent S. Long, Leon County Administrator Reese Goad, City of Tallahassee Manager
<b>Lead Staff / Project Team:</b>	Benjamin H. Pingree, Director, Department of PLACE Autumn Calder, Director, Blueprint Cristina Paredes, Director, Office of Economic Vitality

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## STATEMENT OF ISSUE:

This agenda item presents the summary meeting minutes of the December 5, 2019 Blueprint Intergovernmental Agency Citizens Advisory Committee (CAC) meeting and requests the CAC review and approval of the minutes as presented.

## FISCAL IMPACT

This item does not have a fiscal impact.

## CAC OPTIONS:

- Option 1: Approve the December 5, 2019 Blueprint Intergovernmental Agency Citizens Advisory Committee meeting minutes.
- Option 2: Do not approve the December 5, 2019 Blueprint Intergovernmental Agency Citizens Advisory Committee meeting minutes.

## CAC RECOMMENDED ACTION:

- Option 1: Approve the December 5, 2019 Blueprint Intergovernmental Agency Citizens Advisory Committee meeting minutes.

Attachment:

1. Draft Summary Minutes of the Blueprint Intergovernmental Agency Citizens Advisory Committee Meeting on December 5, 2019



# Blueprint Intergovernmental Agency Citizens Advisory Committee Meeting Minutes

**Date:** January 16, 2020  
**To:** Citizens Advisory Committee  
**From:** Benjamin H. Pingree, PLACE Director  
**Subject:** Summary Minutes for December 5, 2019 CAC Meeting

## Committee Members present:

JR Harding	Alan Stucks
Bill Berlow	Claudette Cromartie
Sean McGlynn	Linda Vaughn
Robert Volpe	Jim McShane
Daniel Petronio	Peter Okonkwo
Elva Peppers	Neil Fleckenstein

## Committee Members absent:

Kathy Bell	Hugh Tomlinson
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## I. AGENDA MODIFICATIONS

- Item #1: Revised minutes were provided and the item was pulled for CAC review.
- Item #4: Attachment #1, the draft Annual Report, was provided and the item was pulled for CAC review.
- Item #10: A letter from the Killearn Homes Association was provided as supplemental information.

## III. CONSENT

**ACTION TAKEN:** Alan Stucks moved, seconded by Daniel Petronio, to approve the consent agenda. The motion passed 9/1 with Linda Vaughn casting the dissenting vote and Neil Fleckenstein and Elva Peppers absent.

2. Recommendation of Acceptance of the Status Report on Blueprint Infrastructure Projects  
**Option #1: Recommend the IA Board accept the December 2019 status report on Blueprint Infrastructure Agency infrastructure projects.**
3. Recommendation of Acceptance of the Status Report on the Tallahassee-Leon County Office of Economic Vitality  
**Option #1: Recommend the IA Board accept the Quarterly Operations Report of the Tallahassee-Leon County Office of Economic Vitality.**

5. Recommendation of Acceptance of the Southwest Area Transportation Plan Final Report  
**Option #1: Recommend the IA Board accept the Southwest Area Transportation Plan Final Report.**
6. Recommendation of Approval of a Local Funding Agreement with the Florida Department of Transportation for Pedestrian Crosswalk Improvements on South Monroe Street  
**Option #1: Recommend the IA Board authorize the Intergovernmental Management Committee to approve execution of a Locally Funded Agreement with the Florida Department of Transportation for the construction of pedestrian crosswalk improvements on South Monroe Street.**
7. Recommendation of Authorization to Advertise, Negotiate and Award Continuing Services Contracts for Planning and Design Services  
**Option #1: Recommend the IA Board proceed with the procurement of Continuing Service Agreement contracts for design services.**
8. Recommendation of Acceptance of the Status Report on the Emerging Florida Hemp Sector in the Capital and Northwest Florida Region  
**Option #1: Recommend the IA Board accept the Status Report on the Emerging Florida Hemp Sector in the Capital and Northwest Florida Region.**

#### IV. GENERAL BUSINESS

##### 10. Northeast Gateway: Welaunee Boulevard – Traffic Modeling Summary Report

Autumn Calder and Ryan Wetherell, Consultant Team Project Manager with Kimley Horn & Associates, provided a brief presentation on the Northeast Gateway including:

- Project purpose and need, history, planning, voter approval, Project Development & Environmental Study (PD&E), community feedback, IA Board direction to advance the evaluation of alternatives, and traffic modeling analyses and coordination.
- Public engagement and community collaboration through meetings, presentations, and pop up events with stakeholders, as well as updated to the Blueprint Technical Coordinating and CAC.
- Killearn Homes Association (KHA) endorsement of the recommendation to initiate the substantial amendment process for Roberts Road only or for Roberts and Shamrock Streets, on two conditions: that the projects be fully funded and that Roberts Road open first. (Presented as Corridor 3 and Corridor 1 respectively.)
- The analysis of the Capital Region Transportation Planning Agency (CRTPA) Traffic Demand Model detail including:
  - Focus on the 29 primary arterial and collector roadways of northeast Tallahassee; considering principal or major roadways and minor roadways also. Welaunee Boulevard was included as a principal arterial for modeling purposes.

- Two independent peer reviews of data input and results occurred.
- Evaluation criteria specific to traffic modeling was developed that aligned with the purpose and need of, the project including regional mobility, relief to canopy and primary roads, and potential support for a future Interstate-10 (I-10) interchange.
- The original project description called for four-lane roadway north of I-10. However, the traffic modeling process determined two-lanes to be sufficient for the need. The original requirements for right-of-way would be reserved in order to accommodate future transportation needs along the corridor. The reduction to a two-lane roadways would reduce the total cost for this segment of the project.
- Staff recommended Corridor 1 as it was most consistent with the purpose and needs criteria through the 2045 evaluation model and could be realized within the approved project budget.
- Cost comparisons and economic benefits that supported the potential development of approximately 6,000 acres identified in the Welaunee Critical Area Plan could include 6,500 homes and 4,500 new jobs over the next 20-30 years.
- The proposed I-10 interchange, while not yet approved, was included in the CRTPA's Long Range Transportation Plan and the Florida Department of Transportation's (FDOT) I-10 Master Plan. Furthermore, an I-10 interchange provides enhanced roadway connectivity, improved roadway safety through reduced congestion and relief to adjacent interchanges. It also increases leveraging opportunities with state and federal partners.
- Next steps included continued community engagement with focused stakeholder groups and a public meeting.
- A copy of the presentation is on file at Blueprint Intergovernmental Agency.

Ben Pingree stated that Blueprint staff and the consultant team worked diligently on the modeling process and closely with the stakeholders and their representatives. The methodology was agreed to, the findings reviewed, and KHA issued a letter, included in the agenda material, expressing their support for Corridors 1 and 3.

**Speakers:**

Max Epstein spoke to the timing of the construction and relief provided.

Casey Donovan spoke in opposition to a Northeast Gateway connection to Shamrock.

Max Hurley, representative of KHA, spoke in favor of Alternatives 3 and 1 and endorsed opening the Roberts Road connection prior to Shamrock Street or simultaneously with Shamrock.

Bill Berlow requested clarification of "best performing roadway." Ryan Wetherell stated that in engineering terms it meant that the roadway, from a traffic perspective and regardless of any other criteria, provided the best relief and moved the most traffic on the facilities. The Traffic Modeling Report was a data driven analysis intended to determine the best performing routes, not to provide a recommendation.

Jim McShane questioned if the roadways would widen in the future by FDOT or connections to Mahan Drive. Ryan Wetherell stated that conversations with FDOT, were extremely high-level regarding the Northeast Gateway because it was in the early stages of development. There had been no discussion, that he was aware of, regarding Mahan Drive.

Neil Fleckenstein requested clarification on the connection to Roberts Road and the phasing of the project. Ryan Wetherell stated for modeling purposes the intersection was reworked to prevent a five-legged intersection that would create future issues. It was a preliminary concept that would be considered in detail later in the study.

Neil Fleckenstein questioned what the phasing of the project might be. Autumn Calder stated that all of the corridors fit within the approved project budget, and noted the cost benefits of constructing portions of the project simultaneously. However, the opening of one could be delayed until the other was opened and/or operational for a period of time. Ben Pingree stated that KHA understood the economy of scale and that their greatest concern with phasing was that Roberts Road open simultaneously, or ahead of, the opening at Shamrock Street.

Claudette Cromartie inquired as to the inclusion of the Roberts Road area stakeholders. Autumn Calder stated that the majority of the land at the proposed connection was owned by Leon County Schools, Welaunee Plantation, and one other family. Representatives of each attended the public meetings and Blueprint was in direct conversation with them regarding potential effects to their property.

Linda Vaughn stated that at the September 5, 2019 IA Board meeting several citizen spoke in opposition to the project. She questioned how that factored into the proposed alternatives. Ben Pingree stated that the majority of the citizens who spoke on the subject at that meeting self-identified as residents of Killearn. He encouraged her to consider the comments of two of the earlier speakers, Mr. Hurley, the representative of the Killearn Homes Association and Mr. Donovan, a private resident of Killearn.

**Jim McShane moved, seconded by Sean McGlynn, to accept the staff report and recommend to the IA Board the approval of Alternative 3, the extension of Northeast Gateway-Welaunee Boulevard, over I-10, to Roberts Road.**

**Bill Berlow recommended a friendly amendment to include the language for order of priority, from the Killearn Homes Association endorsement letter.**

- 1. Direct staff to initiate the substantial amendment process for Roberts Road only.**
- 2. Direct staff to initiate the substantial amendment process for Roberts Road and Shamrock Street, on two conditions: that the project be fully funded and that Roberts Road open first.**

**Jim McShane accepted the amendment and Sean McGlynn concurred.**

Neil Fleckenstein stated that while he understood the concerns of KHA and the larger planning challenges of Tallahassee-Leon County, the lack of interconnectivity, in general, concerned him. The Roberts Road only alternative was less than ideal and presented potential long-term challenges with connectivity to future development along Welaunee Boulevard or in the Canopy District.

**The motion passed 7/3 with Neil Fleckenstein, Linda Vaughn, and Daniel Petronio casting the dissenting votes; Robert Volpe abstained; and Peter Okonkwo absent.**

## **II. INFORMATIONAL ITEMS/PRESENTATIONS**

- Office of Economic Vitality Project Updates

Drew Dietrich and Darryl Jones, Deputy Directors of the Office of Economic Vitality (OEV), provided a brief presentation on OEV project activities including: awards received by OEV, an overview of the quarterly and data driver reports, startup week activities and the hemp summits, MWSBE consolidated policy updates, and the development of mentor protégé and joint venture relationships with sub and prime contractors.

Allen Stucks asked about the loan program with the Apalachee Regional Planning Council discussed at the August 22, 2019 CAC meeting. Richard Fetchick stated that the application was still under consideration by the Economic Development Administration.

Elva Peppers expressed her support of the consolidated policies and progress made by the MWSBE program.

Claudette Cromartie noted that unemployment numbers were down and questioned if that included who had exhausted their unemployment. Jim McShane stated that approximately 60% of the upper age group were long-term or discouraged workers.

- Blueprint Project Updates

### **Speakers:**

Max Epstein spoke on the environmental and health concerns of stormwater ponds.

Jerry Miller spoke on the benefit of the citizen involvement.

Gerry Seay spoke on the Airport Gateway impacts to Providence Neighborhood.

JR Harding requested that staff provide a follow up on the water quality of stormwater ponds at a future meeting.



Autumn Calder provided a brief presentation on Blueprint project updates including: staff updates, procurement and schedule updates, and community engagement activities.

Allen Stucks questioned how much right-of-way was needed for the Airport Gateway project and when the design would be available for CAC consideration. Dan Scheer stated that the project was in the very early stages of development and that it could be a few years before conceptual renderings were designed. Those concepts would be designed in harmony with the feedback received through the public engagement process.

Autumn Calder stated that all Blueprint projects begin with a simple project description and map. The Airport Gateway project has the benefit of data from the Southwest Area Transportation Plan (SATP) (Consent Agenda Item #5) that was completed by the Capital Region Transportation Planning Agency (CRTPA). Blueprint would use the public comments received through the SATP along with their own planning and public outreach; plus public comments received through the substantial amendment process in 2017 and 2018 in the development of design concepts. Right-of-way needs would be determined through that process as well.

### III. CONSENT – continued

#### ITEMS PULLED FROM CONSENT

1. Approval of the August 22, 2019 Blueprint Citizens Advisory Committee Meeting Minutes

**Bill Berlow moved, seconded by Robert Volpe, to approve the revised August 22, 2019 Blueprint Intergovernmental Agency Citizens Advisory Committee meeting minutes.**

Linda Vaughn stated that she could not support the motion because she did not think that they reflected the public speakers opposition to the removal of the trees at the Regional Stormwater Facility/Pond 3DB site. Susan Dawson clarified that the CAC Bylaws did not require verbatim minutes.

**The motion passed 8/3 with Linda Vaughn, Allen Stucks, and Sean McGlynn casting the dissenting votes; and Peter Okonkwo absent.**

4. Recommendation of Acceptance of the Blueprint Intergovernmental Agency Annual Report

**Allen Stucks moved, seconded by Elva Peppers, to accept Option 1.**

**Option 1: Recommend the IA Board accept the annual report.**

Linda Vaughn stated that it was difficult to accept a report that was provided at the table without review time. She stated that there seemed to be an ongoing issue with the CAC receiving information. JR Harding concurred.

Bill Berlow suggested holding the discussion for the upcoming CAC Retreat.

**The motion passed 10/1 with Linda Vaughn casting the dissenting vote.**

**V. GENERAL BUSINESS – continued**

9. Election of Blueprint Citizens Advisory Committee Vice-Chair

Jim McShane volunteered to serve as Vice-Chair for 2020.

**Claudette Cromartie moved, seconded by Allen Stucks, to elect Jim McShane as Vice-Chair for 2020.**

**The motion passed 11/0.**

11. Recommendation of Approval of Revisions to the Blueprint Real Estate Policy and Blueprint Relocation Policy and Procedures Manual

Kristen Mood provided a brief presentation on the recommended revisions to the Blueprint Real Estate Policy and the Blueprint Relocation Policy and Procedures Manual including: expanded benefits for moving cost schedule, relocation housing payments, business reestablishment expenses, and an incentive offer program; less stringent occupancy requirements; and new relocation assistance for owner-occupants and replacement housing of last resort.

Bill Berlow questioned if the components that Blueprint previously provided were memorialized in policy. Autumn Calder noted the importance of replacement housing of last resort, balanced with the flexibility to provide assistance in hardship cases as they were identified. Mr. Berlow stated that he wanted to ensure that policy reflected the extension of professional courtesy. Kirsten Mood offered to review the policy and the requirements of relocation consultants with Mr. Berlow.

Daniel Petronio requested clarification on the housing of last resort action. Kirsten Mood stated that it was through application and documentation of financial hardship.

Linda Vaughn questioned if the Blueprint Relocation Policy conformed to that of FDOT and if the rates of compensation would be standardized across the state. She stated that it did not seem feasible or sustainable. Kirsten Mood stated that at the September 5, 2019 IA Board meeting the IA Board directed staff to bring Blueprint relocation payment rate up to match that of FDOT. The rates utilized in the FDOT manual were based on federal regulations established by the Federal Highway Administration for each state.

JR Harding reminded the CAC that their role was to recommend action to the IA Board to revise, or not, the Blueprint Relocation Policy, not to set the policy. Through the motion and action of the CAC, members could express weak points for the IA Board to consider.

**Speakers:**

Dr. Gerry Seay requested the consideration of impacts that Jim Crow era laws still had on property values, as well as educational poverty and economic segregation.

Max Epstein stated that the revisions did not meet the federal guidelines and the limited stock of affordable housing options.

**Allen Stucks moved, seconded by Jim McShane, to accept Option 1.**

**Option 1: Recommending that the IA Board approve the revisions to the Blueprint Real Estate Policy and Relocation Policy and Procedure Manual.**

Claudette Cromartie suggested that houses in the Providence Neighborhood be purchased, rehabilitated, and offered rent free to the people affected by. Those that could and would work, could be in the apprenticeship program through OEV.

**The motion passed 11/0.**

**12. Consideration of a Blueprint Affordable Housing Policy and Recommendation of Approval of a Proposed Revision to the Blueprint Real Estate Policy to Support Affordable Housing**

Susan Dawson provided a brief presentation on the proposed revisions to the Blueprint Real Estate Policy and the Blueprint Relocation Policy and Procedures manual including: the formalization of a process for Blueprint to partner with the City and County Affordable Housing Offices to convey existing surplus property to support affordable housing use; and a draft policy allowing Blueprint to purchase land for donation to the City or County for use as affordable housing when a Blueprint project affected affordable housing stock.

**Allen Stucks moved, seconded by Jim McShane, to accept Option 2.**



**Option 2: Recommend that the IA Board approve the Proposed Revision to Blueprint Real Estate Policy Section 107.12**

Jim McShane stated that he served on the City's Affordable Housing Committee. He preferred to call it "workforce" housing because it was imperative for business to understand that if people could not afford to live in the housing available in the region, the business owners would not find the type of person they wanted to hire for their company. It was a significant issue for the community; he fully supported the motion on the floor and felt that it could be even more aggressive in nature.

Allen Stucks expanded on Mr. McShane's comments and the associated issues of economic stratification. Mr. Stucks stated it was essential that the City and County address the issues of housing. He was grateful to see the progress of the past year and glad to support the policy revisions.

Bill Berlow questioned what, if any, requirements were in place to ensure the availability of existing inventory of affordable housing prior to the resident's relocation. Susan Dawson stated that currently there was no policy to support Mr. Berlow's suggestion.

Robert Volpe questioned if the IA Board amended the Interlocal Agreement to add Affordable Housing if would it add that component to each project. He also questioned the cost implications as well. Susan Dawson stated that the substantial amendment process would add Affordable Housing to Exhibit 2, Section D, where detail could be included for the 2020 projects. Cost impacts were unknown and would need to be determined on a case by case basis and approved by the IA Board.

Bill Berlow requested legal guidance for the CAC, stating that Mr. McShane presented a case for more work on an Affordable Housing policy in Tallahassee-Leon County. He wondered which of the options presented, would best position the IA Board for progress. Susan Dawson stated that she could not answer that for the advisory committee. Their recommendation would need to be their decision based on the presentation and discussion.

**Claudette Cromartie offered a friendly amendment to also include Option 4: IA Board guidance.**

**Allen Stucks accepted the amendment; Jim McShane concurred.**

**The motion passed 11/0.**

- Improving the Blueprint Citizens Advisory Committee Agenda and Meeting Processes

Megan Doherty provided a brief presentation on improvements to the CAC agenda and meeting process including: clarification of the CAC's role as an advisory committee to the IA Board and community liaisons for Blueprint projects and programs; upcoming public engagement events and community presentations; and

recommendations for IA Board action follow up emails, joint meetings with the Technical Coordinating Committee, and the upcoming CAC Retreat.

Neil Fleckenstein stated that the CAC Retreat may provide the opportunity for a deeper dive into complex or controversial projects, for example the environmental and planning concerns presented at the August 22, 2019 CAC meeting on the Regional Stormwater Facility/Pond 3DB, than was suitable for a CAC meeting format.

Robert Volpe noted that the bylaws state that the CAC operated by open vote and the voting sheets could be considered ballot votes. Furthermore, voting sheets would not address or resolve complicated vote process, such as at the August 22, 2019 meeting, or even the earlier vote for Item #12 where options two and four could have been separated. He recommended keeping to the bylaws for an open vote process with the CAC Secretary recording the outcome. Various members of CAC express agreement and suggested show of hands or roll call votes.

Bill Berlow stated that he understood the voting sheet to be a supplement to the open vote, not a replacement.

JR Harding stated that the details could be discussed at the CAC retreat on Wednesday, February 12, 2020, at 9:00 am.

#### **IV. CITIZENS TO BE HEARD**

##### **Speakers:**

Terry Ryan spoke on issues with the underground sewage collection system.

Brian Lupiano spoke on impacts to public confidence when the Democrat misrepresents a story without a published correction.

#### **V. ITEMS FROM MEMBERS OF THE COMMITTEE**

There were no items from members of the committee.

#### **VI. ADJOURN**

**The meeting adjourned by consensus at 8:00 pm.**

# Blueprint Intergovernmental Agency Citizens Advisory Committee Agenda Item #2

January 16, 2020

<b>Title:</b>	Recommendation of Acceptance of the Status Report on Blueprint Infrastructure Projects
<b>Category:</b>	Consent
<b>Intergovernmental Management Committee:</b>	Vincent S. Long, Leon County Administrator Reese Goad, City of Tallahassee Manager
<b>Lead Staff/Project Team:</b>	Benjamin H. Pingree, Director, Department of PLACE Autumn Calder, Director, Blueprint Infrastructure Program

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## STATEMENT OF ISSUE:

This agenda item seeks a recommendation of acceptance by the Citizens Advisory Committee's (CAC) to the Blueprint Intergovernmental Agency Board of Directors on the status report on Blueprint Intergovernmental Agency (Blueprint) infrastructure projects.

## FISCAL IMPACT:

This item does not have a fiscal impact.

## CAC OPTIONS:

- Option 1: Recommend that the Blueprint Intergovernmental Agency Board of Directors accept the January 2020 Status Report on Blueprint Infrastructure Projects.
- Option 2: Other Direction.

## CAC RECOMMENDED ACTION

- Option 1: Recommend that the Blueprint Intergovernmental Agency Board of Directors accept the January 2020 Status Report on Blueprint Infrastructure Projects.

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**Blueprint Intergovernmental Agency  
Board of Directors  
Agenda Item #X  
January 30, 2020**

**Title:** Acceptance of the Status Report on Blueprint Infrastructure Projects

**Category:** Consent

**Department:** Blueprint Intergovernmental Agency

**Intergovernmental Management Committee** Vincent S. Long, Leon County Administrator  
Reese Goad, City of Tallahassee Manager

**Lead Staff / Project Team:** Benjamin H. Pingree, Director, Department of PLACE  
Autumn Calder, Director, Blueprint  
Daniel Scheer, Design and Construction Manager, Blueprint

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**STATEMENT OF ISSUE:**

This agenda item seeks Blueprint Intergovernmental Agency Board acceptance of the status report on Blueprint Intergovernmental Agency (Blueprint) infrastructure projects. Attachment #1 includes a five-year project-phasing schedule that details active Blueprint 2000 and 2020 projects. Attachment #2 is a calendar for the December 2019 and January 2020 community engagement activities, as well as planned activities in February 2020.

**FISCAL IMPACT:**

This item does not have a fiscal impact.

**RECOMMENDED ACTION:**

Option 1: Accept the January 2020 Status Report on Blueprint Infrastructure Projects.

## SUPPLEMENTAL INFORMATION:

### PROJECTS UNDER CONSTRUCTION OR RECENTLY COMPLETED

#### *Capital Cascades Trail – Segment 3*

Pond 3D-B Regional Stormwater Facility (RSF) - The City has awarded a construction contract to Allen's Excavation for FAMU Way Phase 3, which includes the CCT Segment 3 Regional Stormwater Facility (RSF) near Lake Bradford Road and the St. Marks Trail Head. Notice to Proceed for construction was issued on August 19, 2019 for the FAMU Way Phase 3 elements of the project. The construction notice to proceed for the RSF and trailhead components is anticipated for February 2020. A status of the Report on Water Quality and Function of Stormwater Management Facilities is presented later in this agenda item.

The design team is developing concepts for an expanded community gathering space to be included near the pond for public input and consideration. Initial concepts were shared at a Blueprint Public Engagement community breakfast on December 14, 2019. Blueprint presented interactive exhibits to the community to explore the proposed community gathering space. Comments and recommendations on the final layout of the new space were recorded. Also at the community breakfast, Blueprint Staff provided information on the Segment 3 RSF and pending Coal Chute Pond enhancements along FAMU-Way.

### PROJECTS UNDER DESIGN & RIGHT-OF-WAY ACQUISITION

#### *Greenway and Bike Routes*

In early 2020, Blueprint staff will present a prioritization update for the Blueprint Greenways projects considering the Capital Region Transportation Planning Agency's (CRTPA) Bicycle Pedestrian Master Plan, leveraging opportunities, and the approved Blueprint FY 2020-2024 Capital Improvement Plan.

To ensure the greenway and bike route projects would be ready for construction beginning in 2020, the IA Board directed staff to proceed in planning, design, and permitting the following projects:

- Integrated Tallahassee - Leon County Bike Route and Greenways Implementation Plan – *update to IA Board in March 2020 with consideration of CRTPA Bicycle and Pedestrian Master Plan and Tallahassee-Leon County Planning Department One-Stop Shop for Trail Connectivity effort.*
- Capital Circle Southwest Greenway & Debbie Lightsey Nature Park – *Design services procured (George & Associates); complete design in summer 2020*
- Lake Jackson & Lake Jackson South Greenways – *Design services procured (Gresham-Smith); complete design in winter 2020*
- Thomasville Road Trail – *In FY 2020, Blueprint will coordinate with the CRTPA implementation of this project. The first phase of this project will be a feasibility study funded by the CRTPA in FY 2020.*

- University Greenway - *Due to the close proximity to the Airport Gateway project area, it is anticipated this project will move forward with the Airport Gateway project beginning in FY 2020.*

In addition to the advance funding, the Five Year Blueprint Capital Projects Program includes funding for greenway and bike route projects in an allocation of \$1,155,000 in Fiscal Year (FY) 2020 and \$1,540,000 each year from 2021 – 2039.

#### *Capital City Amphitheater Weatherization*

At its February 13, 2018 meeting, the Leon County Board of County Commissioners approved a concept to reduce rainwater impacts on the Amphitheater stage. Leon County Tourism is the fiscal agent for the overall project. Blueprint is assisting Leon County Tourism with managing the design, construction, and construction, engineering, and inspection (CEI) services for the Amphitheater canopy extension. Staff anticipates fabrication of structural elements to proceed in spring of 2020. No action has been taken with regard to the sound wall component of the project as the IA Board removed the Sound Wall from the Cascades Park Project at the meeting on September 20, 2018.

A new speaker system is included within Blueprint's amphitheater project description. The speakers will be installed after the canopy extension project is complete as the new canopy extension frame will support them.

The proposed construction window for the canopy extension is set for May and June of 2020. Anticipated construction duration is to be four to six weeks and will be coordinated with the City Parks, Recreation and Neighborhood Affairs and Leon County Division of Tourism to avoid conflicts with scheduled performances at the Amphitheater.

#### *Magnolia Drive Multiuse Trail*

The project limits are between Adams Street and Apalachee Parkway with the segment between Adams Street and Monroe Street completed. Design is currently at 90% for the remaining phases. Right-of-way acquisition and utility coordination for the project are continuing and staff anticipates construction of segments 1 and 4, Monroe Street to Pontiac Drive, to be advertised for competitive bids in spring 2020. Per the funding agreement for the project, Leon County will provide the procurement of construction and CEI services for all phases. FDOT is currently constructing an intersection reconfiguration at Apalachee Parkway in order to improve motorist and pedestrian safety. The project should be complete in early 2020.

#### *Orange/Meridian Placemaking*

The permanent portions of the Orange Avenue/Meridian Street Placemaking Project include enclosing the East Ditch between Meridian Street, revisions to the existing Leon County Stormwater facility and creation of a public gathering space with trails and parking on the parcel at the southwest corner of Orange Avenue and Meridian Street. Blueprint negotiated with Genesis-Halff, Inc. and a design services contract will be awarded soon. Staff anticipates the design to take 18 months with construction anticipated to begin in mid 2021.



#### *Capital Circle Southwest (Crawfordville Road to Orange Avenue)*

State Funding for right-of-way acquisition and construction is included in the current FDOT Five-Year Work Program and presented below. Note: Construction funding for the Crawfordville to Springhill Road segment has moved up to FY 2021.

##### Springhill Road to Orange Avenue

- Right-of-Way: Acquisition underway through partnership with Blueprint
- Construction: Funded in FY 2021 in the amount of \$55,741,000

##### Crawfordville Road to Springhill Road

- Right-of-Way: Funded from FY 2018 - FY 2020 in the amount of \$16,314,823
- Construction: Funded in FY 2024 in the amount of \$33,879,000

#### *Woodville Highway (Southside Gateway)*

Right-of-way acquisition is funded and underway by FDOT and scheduled to continue through FY 2020. The Draft FY 2020 – 2024 FDOT Work Program does not identify funding for construction. In response to community concerns over the design, the Capital Region Transportation Planning Agency Board requested FDOT review of an alternative design and coordination with community members that have indicated concerns over the existing design.

#### *Market District Planning and Park Programming*

This project includes creating a new urban park along Maclay Boulevard, regional mobility, and connectivity in and around the Market District. The FY 19 budget allocated \$1,000,000 for planning and design to start the project, and the project is anticipated to be fully funded by FY 2022. Staff anticipates public outreach to begin in the spring of 2020 to support the development of a concept plan for the park space.

The City of Tallahassee Underground Utilities and Public Infrastructure (Stormwater) is leading the project in the Market District that includes repurposing the existing stormwater ponds, and beautification and transportation improvements on Maclay Boulevard and Maclay Commerce Drive. The City awarded a contract to DPB and Associates for design and planning services. To minimize cost and maximize time savings, Blueprint has received a proposed task order for site planning and programming, public outreach, and preliminary design services to DPB and Associates under the City's existing contract in accordance with the Blueprint Procurement Policy for Intergovernmental Management Committee (IMC) review and approval. Blueprint will procure the remaining project elements including pedestrian enhancements and connectivity in areas peripheral (from Maclay Road to Timberlane Road) to the multi-purpose stormwater project separately and in coordination with Leon County and City of Tallahassee.

#### *NE Connector Corridor – Bannerman Road*

Upon approval from the IA Board to procure planning and design services for this project on June 27, 2019, staff has awarded a contract with RS&H. The services include the update to the Leon County 2012 Bannerman Road Corridor Plan, a feasibility study of widening Bannerman Road from Tekesta Drive to Meridian Road, design and permitting. A project kickoff meeting will be held in January of 2020 and the initial data collection and public engagement for the project feasibility study will begin. Staff anticipates that the feasibility study will be complete in



the summer of 2020 with presentation to the IA Board in early fall 2020. Design and property acquisition are planned for completion in 2023, at which time the project will be advertised for construction.

## **PROJECTS IN PLANNING OR PRELIMINARY DESIGN**

### *Airport Gateway*

The Southwest Area Transportation Plan (SATP) final draft is now complete. The SATP provides the planning analysis, public engagement, and existing data collection for various segments of the Airport Gateway project, including North and South Lake Bradford Roads, Springhill Road, and Orange Avenue. Stuckey Avenue and the new roadway are not included in the SATP.

The FY 19 budget allocated \$1,000,000 and the FY 20 budget allocated \$3,500,000 to the project to fund planning, design, and joint use stormwater needs. The project is anticipated to be fully funded by FY 2022. Concurrent with the conclusion of the SATP, Blueprint will procure pre-engineering and design services for the Airport Gateway project in early 2020. Staff is currently developing the scope supporting the procurement of all phases of the project. Staff is currently exploring the opportunity for a joint use stormwater pond with the Tallahassee International Airport and FDOT that will meet Blueprint's requirements for Springhill Road improvements as well as FDOT's Capital Circle widening project and future Airport needs.

### *Northeast Gateway (Welaunee Boulevard)*

The PD&E study for the Northeast Gateway began in November 2018. The engineering and environmental analyses are underway, including the finalized traffic analysis. The traffic analysis provides traffic volume projections out to year 2045, and it covers the area bordered by Thomasville Road/Capital Circle NE to the west, Pisgah Church Road to the north, Proctor Road/Crump Road to the east, and Mahan Drive to the south. Staff and the project consultant will develop roadway and intersection concepts based on the technical analysis and the public comments received. The tentative project schedule includes completion of the PD&E study in fall 2020 with final design and permitting completion in 2022. The traffic analysis was presented to the Board on December 12, 2019. The board directed staff to initiate the process to significantly amend the project to extend Welaunee Boulevard to Roberts Road and to include the Shamrock Extension. Staff scheduled the first public hearing for the Blueprint Citizens Advisory Committee (CAC) meeting on January 16, 2020 and the second and final public hearing for the Blueprint IA Board meeting on January 30, 2020, at which time a supermajority vote must take place to modify the project.

### *CCT Segment 3 History and Culture Trail (HCT)*

Staff is finalizing the RFQ package for the historic and interpretive elements for the HCT along Capital Cascades Trail Segment 3. Once the procurement is complete, the selected firm will work closely with members of the History and Culture Trail Working Group and Blueprint to develop and refine thematic concepts, identify new opportunities along the trail, and identify locations for interpretive signage and artistic installations. The selected firm will also co-facilitate meetings with the Working Group to ensure concept development is performed with

collaboration with local citizens; design and develop the written content for the interpretive kiosks. At the February 28, 2019 IA Board meeting, the IA Board approved the concept of honoring Dr. Charles U. Smith through the HCT project. The project design scope will include this concept. Staff anticipate advertisement of the RFQ for design services in the winter of 2019 with construction in the spring of 2021.

#### *Capital Cascades Trail Segment 4*

The Capital Cascades Trail (CCT) Segment 4 is the final project in the Capital Cascades Trail. Segment 4 will continue the trail and stormwater elements of the CCT south along the Central Drainage Ditch with the goal to provide significant stormwater treatment and flood control improvements south of Orange Avenue downstream of the Saint Augustine Branch. The project will also provide greenway linkages to both commercial and residential areas. The project provides amenities and multimodal options for the southside urban areas of Tallahassee. The Project will include stormwater improvements to enhance water quality in Lake Henrietta and in Munson Slough, addressing specific issues of concern including sediment loads and trash accumulation at Lake Henrietta and flood stage elevations south of Orange Avenue. Staff is developing the request for qualifications for professional services and will procure design services for the project this winter; construction is anticipated to begin in 2022.

#### *Monroe-Adams Placemaking*

The proposed FY 2020 allocation of \$1,000,000 will fund preliminary engineering and design services for this placemaking project. Recently, a potential leveraging opportunity emerged as the result of a scheduled FDOT resurfacing project. A detailed update on Blueprint's results from working with FDOT, City, and CRTPA to engage in a cost-sharing opportunity to improve the pedestrian crosswalks consistent with the goals of the Placemaking project by delineating the crosswalks through the installation of pattern pavement was provided to the Board on December 12, 2019. The IA Board authorized the Intergovernmental Management Committee to approve execution of a Locally Funded Agreement with the Florida Department of Transportation for the construction of pedestrian crosswalk improvements on South Monroe Street, and staff is currently developing the agreement in coordination with FDOT.

#### *Alternative Sewer Solutions Study*

Consistent with IA Board direction at the June 13, 2017 meeting, Leon County is managing the first phase of this project: The Comprehensive Wastewater Treatment Facilities Plan (CWTFP). The consultant, Jim Stidham and Associates, is leading the CWTFP, including the public input opportunities. The project began in November and will take 12-18 months to complete.

#### *Coal Chute Pond & Cascades Trail Segment 3 Amenities*

The Skateable Art Design-Build RFQ for Coal Chute Pond has closed. A total of four respondents were approved to submit proposals by the Project Selection Committee. Proposals, from which a candidate will be selected, are due in February of 2020 and a contract for design build services to construct the proposed Skateable Art amenity is anticipated in April of 2020. The selected

team will conduct public outreach with the surrounding community and the skate community to finalize a design that best represents local culture and facilitates a superb recreational experience. The new restroom facilities at the FAMU Way playground are in final design. Construction of these enhancements is expected to be in the Summer of 2020.

Blueprint is currently finalizing the design of the enhanced amenities along FAMU Way, including the Coal Chute Pond area. The amenities in this area were refined through a public involvement process throughout the spring of 2019 with Florida A&M University, Florida State University, and surrounding neighborhoods and businesses whereby over 300 citizens submitted their amenities preferences. In fall of 2018, the 880 Cities, Public Spaces to Great Places week of activities included a citizen idea session on the Coal Chute Pond space.

In the Capital Cascades Trail Segment 3 agenda item presented to the IA Board at its September 20, 2018 meeting, Blueprint provided an update on the KCCI 2019 class project and inclusion in the Coal Chute Pond area. Coal Chute Pond along Capital Cascades Trail Segment 3 is an ideal location for this installation because of it falls within the History and Culture Trail Project footprint and because of its proximity to university campuses, residential neighborhoods, and Railroad Square Art Park. Consistent with the goal of the History and Culture Trail to provide historical and cultural amenities along Cascades Trail Segment 3, the History and Culture Trail (HCT) Project Budget identifies \$30,000 of funding for the KCCI project. The IA Board approved budget for the HCT project is \$942,000 and includes interpretive panels and sculptural elements. Within the confines of the \$30,000 budget, the KCCI project will enhance the Coal Chute Pond area by adding musical instruments to complement spaces, programmed by Blueprint, at the site. Blueprint Staff and the KCCI team are working with City of Tallahassee representatives to ensure the design minimizes maintenance costs.

## **UPDATES ON NON-PROJECT SPECIFIC ITEMS**

### *History and Culture in Blueprint Projects*

The IA Board provided staff direction at the June 27 meeting to produce an agenda item memorializing community history and culture as part of each Blueprint Infrastructure Project. Staff is researching comparable communities and best practices to develop options for IA Board consideration. Staff anticipates that this item will be ready for IA Board review by the March 2020 meeting.

### *Capital Cascades Trail Segment 3 After Action Report*

At the September 5, 2019 meeting, the IA Board directed staff to prepare an after action report reflecting on the Capital Cascades Trail Segment 3 project. The IA Board specified that the after action report should include a review of the Capital Cascades Trail Segment 3 project, an assessment of project-specific communication and coordination for parallel projects, recommendations for the assessment of local historical structures, and recommendations for expanding and improving public outreach based on lessons learned from this project. This after action report is provided in Agenda Item #7.

#### *Status Report on North Monroe Street Corridor*

The November 12, 2019 Board of County Commissioners meeting included an agenda item on the Consent agenda providing a status report on recent and anticipated projects along the North Monroe corridor. This agenda item, developed by Blueprint Infrastructure, highlighted recent collaborations with FDOT resulting in improvements to the corridor consistent with local priorities. Consistent with the goals of the Blueprint 2020 North Monroe Gateway project, the agenda item also described two opportunities to collaborate with FDOT to continue implementation of the North Monroe Gateway project; first, through the design and construction of landscaping improvements in the medians from Interstate 10 to John Knox Road and secondly, through collaboration on an upcoming sidewalk project. The current FDOT FY 2020 – 2024 Work Program includes \$520,000 in funding for the design of a sidewalk on the west side of North Monroe from John Knox to Lakeshore Drive. Blueprint will continue to coordinate with the CRTPA to add specific improvements along the North Monroe corridor, such as sidewalk improvements, to the local Project Priority Lists with the goal of integrating these improvements into the FDOT Five-Year Work Program.

#### *Sale of Surplus Property*

In 2018, the IMC declared two parcels as surplus property in accordance with the Blueprint Real Estate Policy, 1231 Stearns Street and 4750 Capital Circle Southeast. The sale of both properties, in accordance with Blueprint policies, concluded in December 2019.

#### *Report on Water Quality and Function of Stormwater Management Facilities*

At the December 12, 2019 meeting, the IA Board directed staff to prepare an agenda item containing a comprehensive report on: potential health hazards and maintenance of selected stormwater ponds, a survey of how other communities have mitigated the potential health effects, information on water quality standards for recreational use and for stormwater, and how standards and technology have changed over time. On December 19, Blueprint staff held a meeting with City and County stormwater technical experts to develop an approach for assembling the requested information and analysis. The comprehensive report will be developed in collaboration between City, County and Blueprint staff and is anticipated to be presented to the IA Board at the May 21, 2019 meeting.

## **SUMMARY OF PUBLIC ENGAGEMENT**

Calendars displaying December 2019 community engagement activities completed by Blueprint, as well as upcoming activities in January 2020 and February 2020 are included as Attachment #2.

#### **Action by the TCC and CAC:**

## **OPTIONS:**

Option 1: Accept the January 2020 Status Report on Blueprint Infrastructure Projects.

Option 2: IA Board direction.

## **RECOMMENDED ACTION:**

Option 1: Accept the January 2020 Status Report on Blueprint Infrastructure Projects.

### Attachments:

1. Schedule of Current Blueprint 2000 and 2020 Project Phases and Timelines
2. Blueprint Community Engagement Calendar for December of 2019 and January and February of 2020



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## Schedule of Current Blueprint 2000 and 2020

## Project Phases and Timelines

Date Submitted: January 30, 2020

Program	Project	Phase	2020				2021		2022		2023		2024	
			1st Q	2nd Q	3rd Q	4th Q	1-6 Mos	7-12 Mos	1-6 Mos	7-12 Mos	1-6 Mos	7-12 Mos	1-6 Mos	7-12 Mos
Blueprint 2000	Capital Cascades Trail Segment 3 - Van Buren Street	Design												
		Construction												
	Capital Cascades Trail Segment 3D	Design												
		Construction												
	Capital Cascades Trail Segment 3 - Amenities <sup>1</sup>	Design												
		Construction												
		Planning												
	Capital Cascades Trail Segment 4	Design												
		Right-of-Way Acquisition												
		Construction												
	Cascades Park Alum	Design												
		Construction												
	Cascades Park Amphitheater Weatherization	Design												
		Construction												
	Magnolia Drive	Design												
		Right-of-Way Acquisition												
		Construction												
Blueprint 2020	Alternative Sewer Solutions Study (Phase 1)	Comprehensive Wastewater Treatment Facilities Plan												
	Bike/Greenways Implementation Plan	Prioritization/Planning												
		Design												
	Debbie Lightsey Nature Park & Capital Cir Southwest Greenway	Right-of-Way Acquisition												
		Construction												
		Planning/Pre-Engineering												
	Lake Jackson South Greenway	Design												
		Right-of-Way Acquisition												
		Construction												
	Orange Avenue (FDOT Project)	PDE												
		Planning/Pre-Engineering												
	Orange/Meridian Placemaking	Design												
		Construction												
	Southwest Area Transportation Plan (CRTPA Project)	Planning	Completed											
		Planning/Pre-Engineering												
	Market District Park Element	Design												
		Construction												
		Planning/Pre-Engineering												
	Market District Trail Connectivity	Design												
		Right-of-Way Acquisition												
		Construction												
		Design												
	Monroe-Adams Corridor	Right-of-Way Acquisition												
		Construction												

Program	Project	Phase	2020				2021		2022		2023		2024	
			1st Q	2nd Q	3rd Q	4th Q	1-6 Mos	7-12 Mos	1-6 Mos	7-12 Mos	1-6 Mos	7-12 Mos	1-6 Mos	7-12 Mos
	Lake Lafayette and St Marks Regional Park	Planning/Pre-Engineering												
		Design												
	Airport Gateway	Planning/Pre-Engineering												
		Design												
		Right-of-Way Acquisition												
		Construction												
	Northeast Connector - Bannerman Road	PDE Re-evaluation & Feasibility Study												
		Design												
		Right-of-Way Acquisition												
		Construction												
	Northeast Gateway Welaunee Boulevard	Roadway - PDE												
		Roadway - Design												
		Construction												
		Dove Pond - Const.												

1. Amenities may include those around Coal Chute pond, Skate Feature and, History and Culture Trail. The proposed trailhead will be constructed as part of Pond 3D-B.

	Planning/Pre-Engineering
	PD&E
	Design
	Right-of-Way Acquisition
	Construction



# December 2019

December 2019							January 2020						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
1	2	3	4	5	6	7				1	2	3	4
8	9	10	11	12	13	14	5	6	7	8	9	10	11
15	16	17	18	19	20	21	12	13	14	15	16	17	18
22	23	24	25	26	27	28	19	20	21	22	23	24	25
29	30	31					26	27	28	29	30	31	

SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
Dec 1	2 1:00pm BP TCC Meeting	3 5:30pm NE Gateway Traffic Modeling Public Meeting (Montford Middle) - Blueprint Community Engagement	4 6:00pm Grow Tallahassee Presentation on NE Gateway (5th and Thomas ) - Autumn Calder	5 4:00pm BP CAC Meeting	6	7
8	9	10	11	12 3:00pm BP IA Board Meeting	13	14 7:30am CONFIRMED: CCT Seg 3 Amenities Community Breakfast (Bond Elementary School) - Autumn Calder
15	16	17	18	19 5:00pm Fallschase Town Hall Meeting (Eastside Library ) - Susan Tanski	20	21
22	23	24	25 Winter Holiday - Autumn Calder	26	27	28
29	30	31	Jan 1, 20	2	3	4

# January 2020

January 2020							February 2020						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
5	6	7	1	2	3	4	2	3	4	5	6	7	8
12	13	14	8	9	10	11	9	10	11	12	13	14	15
19	20	21	15	16	17	18	16	17	18	19	20	21	22
26	27	28	22	23	24	25	23	24	25	26	27	28	29

SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
Dec 29	30	31	Jan 1, 20 New Year's Day Holiday - Autumn Calder	2 11:00am WFSU Perspectives (WFSU Studios) - Susan Emmanuel	3	4
5	6 3:30pm TMBA / Blueprint Meeting (Overtion & Assoc. 101 E College, Sutie 302) - Ben Pingree	7	8	9	10 11:00am OEV EVLC Strategic Plan Review Meeting (Grand Conference Room) - Cristina L. Paredes	11
12	13 1:00pm BPIA TCC Meeting (Grand Conference Room) - 6:00pm FW: (Renaissance Center,	14	15	16 4:30pm BPIA CAC Meeting (Grand Conference Room) - Autumn Calder	17	18
19	20	21	22	23	24	25
26	27	28	29 8:30am KCCI Presentation - Ben Pingree	30 3:00pm Blueprint IA Board of Directors Meeting (City Commission Chambers) - Ben Pingree	31	Feb 1

# February 2020

February 2020							March 2020						
Su	Mo	Tu	We	Th	Fr	Sa	Su	Mo	Tu	We	Th	Fr	Sa
2	3	4	5	6	7	8	1	2	3	4	5	6	7
9	10	11	12	13	14	15	8	9	10	11	12	13	14
16	17	18	19	20	21	22	15	16	17	18	19	20	21
23	24	25	26	27	28	29	22	23	24	25	26	27	28
							29	30	31				

SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
Jan 26	27	28	29	30	31	Feb 1
2	3	11:00am Blueprint PRNA Coordination Meeting (Smith-Williams) 5:00pm HOLD: NE Gateway Noise Study Meeting (TBD) -	8:00am APA Public Policy Workshop (TBD) - Blueprint Community Engagement Calendar	6	7	8
9	6:00pm Joint City County Bicycle Working Group Meetings (Renaissance Center, 435 N. Macomb)	11	9:00am Citizens Advisory Committee Retreat (TBD) - Blueprint Community Engagement Calendar	13	14	15
16	17	18	19	20	21	22
23	1:00pm BPIA TCC Meeting (Grand Conference Room) - Autumn Calder	25	26	4:30pm BPIA CAC Meeting (Grand Conference Room) - Autumn Calder	28	29

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# Blueprint Intergovernmental Agency Citizens Advisory Committee

## Agenda Item #3

January 16, 2020

<b>Title:</b>	Recommendation of Acceptance of the Capital Cascades Trail Segment 3 After Action Report
<b>Category:</b>	Consent
<b>Intergovernmental Management Committee:</b>	Vincent S. Long, Leon County Administrator Reese Goad, City of Tallahassee Manager
<b>Lead Staff/Project Team:</b>	Benjamin H. Pingree, Director, Department of PLACE Autumn Calder, Director, Blueprint Infrastructure Program Megan Doherty, Planning Manager, Blueprint Tatiana Daguillard, Planner, Blueprint

### STATEMENT OF ISSUE:

This agenda item seeks a recommendation of acceptance by the Citizens Advisory Committee's (CAC) to the Blueprint Intergovernmental Agency Board of Directors on the Cascades Trail Segment 3 After Action Report (Report). The Report has been prepared by Blueprint staff based upon review of the Segment 3 project management process, and includes the identification of six issue areas for improvement and 15 recommendations to improve project processes, as well as areas of strength. Option #1, a CAC recommendation of acceptance of the Report by the IA Board, will direct Blueprint to move forward with implementing the recommendations contained herein.

### FISCAL IMPACT:

This item does not have a fiscal impact.

### CAC OPTIONS:

- Option 1: Recommend that the Blueprint Intergovernmental Agency Board of Directors accept the Capital Cascades Trail Segment 3 After Action Report and direct staff to implement the Report's recommendations.

Option 2: Recommend that the Blueprint Intergovernmental Agency Board of Directors do not accept the Capital Cascades Trail Segment 3 After Action Report.

Option 3: Other Direction.

## **CAC RECOMMENDED ACTION**

Option 1: Recommend that the Blueprint Intergovernmental Agency Board of Directors accept the Capital Cascades Trail Segment 3 After Action Report and direct staff to implement the Report's recommendations.



**Blueprint Intergovernmental Agency  
Board of Directors  
Agenda Item #X  
January 30, 2020**

**Title:** Acceptance of the Capital Cascades Trail Segment 3 After Action Report

**Category:** General Business

**Intergovernmental Management Committee:** Vincent S. Long, Leon County Administrator  
Reese Goad, City of Tallahassee Manager

**Lead Staff/Project Team:** Benjamin H. Pingree, Director, Department of PLACE  
Autumn Calder, Director, Blueprint  
Megan Doherty, Planning Manager, Blueprint  
Tatiana Daguillard, Planner, Blueprint

## **STATEMENT OF ISSUE:**

Consistent with IA Board direction received at the September 5, 2019 meeting, this agenda item presents the Capital Cascades Trail Segment 3 After Action Report (Report) for review and acceptance by the Blueprint Intergovernmental Agency Board of Directors (IA Board). The Report, contained herein as Attachment #1, has been prepared by Blueprint staff based upon review of the Segment 3 project management process, and includes the identification of six issue areas for improvement and 15 recommendations to improve project processes, as well as areas of strength. Specifically, the Report identifies the continuous and meaningful inclusion of the community, surrounding the project area, as a primary strength of the project process in collaboration with the City of Tallahassee's FAMU Way project. It also identifies opportunities for continuous improvement in public information sharing and involvement, particularly during the period from project approval by the IA Board to implementation and construction. Option #1, acceptance of the Report by the IA Board, will direct Blueprint to move forward with implementing the recommendations contained herein.

## **FISCAL IMPACT:**

This item has no fiscal impact.

## RECOMMENDED ACTION:

Option 1: Accept the Capital Cascades Trail Segment 3 After Action Report and direct staff to implement the Report's recommendations.

## SUPPLEMENTAL INFORMATION

### *CAPITAL CASCADES TRAIL SEGMENT 3 PROJECT BACKGROUND*

The Capital Cascades Trail Segment 3 project is the culmination of over 12 years of community collaboration led by the vision of the IA Board to create a true gateway to the FAMU campus and provide transportation infrastructure and recreational amenities for southside Tallahassee residents. The project not only meets the multi-modal transportation needs of the community, but also complements one of the most beautiful roadways in Tallahassee, FAMU Way. Prior to the project, the corridor was a dangerous, open ditch and underutilized as a gateway to one of the nation's most honored Historical Black Colleges/Universities, Florida A&M University (FAMU). Previously, the corridor offered few amenities for recreation and lacked vital pedestrian and bicycle facilities. Where there was once a steep-walled drainage canal, the Capital Cascades Trail Segment 3 and FAMU Way corridor now provide colorful landscaping, pedestrian amenities including crosswalks, and a multiuse trail providing connectivity to the Gaines Street and College Town Districts, the Railroad Square Art Park, and connects downtown Tallahassee to the coastal community of St. Marks via the Tallahassee-St. Marks Historic Railroad Trail.

The former industrial Canal Street corridor has been transformed into a cutting-edge and uniquely local transportation facility, balancing vehicular and pedestrian levels of service with aesthetics. The final design of the project achieves multiple goals and incorporates the following design principles as outlined in the February 2000 Economic and Environmental Consensus Committee (EECC) *Blueprint 2000 and Beyond Project Definitions Report*:

- Improves water quality and significantly reduces flooding at South Monroe;
- Provides stormwater treatment through an extensive construction of retention and treatment facilities along the corridor;
- Stormwater facilities (ponds) have been designed as park-like amenities that also maximize attenuation and treatment;
- Includes the design of the St. Marks Trailhead (with amenities) in the vicinity of Mill Street;
- Connects Cascades Park to the St. Marks Trail and provides a direct connection to FAMU;
- Provides new infrastructure and improves safety for cyclists and pedestrians; and
- Acts as a catalyst for Southside revitalization and enhances the connections between FSU and FAMU.



In recognition of these achievements, the project has received local and state awards, including: Capital Cascades Trail, Segment 3 (*American Planning Association Florida Award of Merit*): Awarded for its cultivation of physical and social changes along the corridor, the project's community oriented design has greatly enhanced the FAMU entryway, making it one of the most beautiful roadways in Tallahassee, in turn creating a must see destination for all ages in the Capitol Hill area. The enhanced roadway system has provided better traffic flow and connectivity between FAMU, Downtown, and College Town Districts by implementing multi-modal and traffic circle design. Users running, biking, or walking down the corridor are able to access park amenities, college campuses, local businesses, all within walking distance.

FAMU Way Phase 2 Roadway Improvements & Capital Cascades Trail Segment 3D-A (*American Public Works Association Big Bend Branch, Project of the Year Transportation, Beautification and Multifunction*): The project addresses multiple aspects of issues, such as combinations of environmental/stormwater, transportation and beautification. The Project of the Year distinction spotlights projects that exceed public expectations and highlights Blueprint's commitment to improving safety, protecting the community's natural features, and investing in the future. Blueprint engaged area residents and numerous stakeholders throughout the design process while also working to minimize impacts to the environment, historic neighborhoods, and businesses.

#### Capital Cascades Trail Segment 3 – Amenities Projects

Segment 3 of the Capital Cascades Trail project is significantly more than a multi-use trail. As a result of IA Board vision and direction, and community collaboration, nine amenities projects provide new recreational opportunities and a canvas for sharing local history, and contribute to the sense of place created by the project. Over four acres of new community spaces are interspersed along the trail from Adams Street to Gamble Street, including a new playground, skate park, and trailhead. These projects capitalize on the corridor's beauty, built assets, and provide multi-faceted, vibrant community spaces. While the multi-use trail provides vital local pedestrian and bicycle connections through downtown and regional connections to the Florida coast, the amenities projects provide community assets that make the Capital Cascades Trail and FAMU Way area a gateway, a unique destination, and driver of new economic opportunities.

On December 14, 2019, Blueprint held a Segment 3 Amenities Community Breakfast at Bond Elementary School. Community members were invited to learn more about Capital Cascades Trail amenities projects. At the event Blueprint was able to capture oral histories of attendees who have lived, worked, or socialized in the areas surrounding the Capital Cascades Trail and FAMU Way projects as part of the History and Culture Trail project. The following amenities projects have been completed or are planned for construction:

- *Coal Chute Pond Amenities*: Based on the public engagement and site constraints, the design will include lighting, seating, tables, shade, a hammock and relaxation garden, a drinking fountain, a pond fountain, a multi-use trail around the pond, and an informal performance space with entrance to Railroad Square. Construction is scheduled to begin in spring 2020 with completion anticipated in the summer of 2020.
- *Skateable Art*: This signature skate facility enhances the local community vibe, complements the surrounding area landscape, and serves as a landmark symbolizing creativity and innovation in Tallahassee. The Skateable Art amenity is south of Coal Chute Pond and adjacent to the Capital Cascades Trail. Blueprint advertised the project for design-build proposals and is currently reviewing the response in accordance with the procurement policy. Design will commence in spring 2020 with construction beginning in the fall. Staff anticipates project completion by early 2021.
- *St. Marks Trailhead*: Located at the Regional Stormwater Facility, the Trailhead connects the Cascades Trail and St. Marks Historic Rail Trail and will feature on-site parking spaces. The design will feature an open and well-lit trailhead including amenities such as a water bottle filling station, bike repair station, and drinking fountain, which will promote safety and crime prevention.
- *Community Gathering Space at the Regional Stormwater Facility*: This new public space will overlook the Regional Stormwater Facility. The design team is developing concepts for an expanded community gathering space to be included near the RSF for public input and consideration. Initial concepts were shared at the Blueprint community breakfast on December 14, 2019. Blueprint displayed an interactive exhibit for the community to explore the proposed community gathering space and be able to offer comments/recommendations on the final layout of that new space.
- *History & Culture Trail (HCT)*: The project will focus on honoring stories of adjacent resilient neighborhoods, civil rights advocates, and economic engines and will highlight the culture of these communities and their stories through artistic cultural and historical interpretations. Interpretive history kiosks will display images, photographs, and historic information about the neighborhoods, businesses, and people living and working in the area surrounding the Capital Cascades Trail Segment 3 and FAMU Way projects. Through a partnership with the Council on Culture and Art (COCA), artistic installations are planned to complement the educational kiosks. Staff has finalized the RFP package for the interpretive elements for the HCT along Capital Cascades Trail Segment 3. Staff anticipate advertisement of the RFP for design services in Spring 2020 with construction in Spring 2021.
- *Restroom at FAMU Way Playground*: The new restroom facility will feature two family restroom stalls near the existing playground and Railroad Square, on the north side of FAMU Way.
- *Anita Favors Thompson Plaza*: On the eastern end of the segment, Anita Favors-Thompson Plaza is a multi-function terraced gathering area within a floodplain management facility.

The flexible gathering space was completed as part of the first phase of the Segment 3 project and provides the community with endless opportunities for informal gatherings and outdoor classes. Additionally, vendor spaces, unique lighting, and landscaping have come together to create a state of the art facility available to host events.

- *FAMU Way Playground*: Completed in 2016, the playground is located adjacent to Railroad Square Art Park off FAMU Way, this park features climbing ropes, swings, and a splash zone for children of all ages.
- *Market Area*: Completed in 2016 as part of the first phase of the Segment 3 project, the Market Area has turf panels of Centipede grass for vendor tents, electrical connections, and seat walls to gather around during community activities. This year-round multiuse event space can host farmers' markets, artists and special community events.

### *SEGMENT 3 AFTER ACTION REPORT*

At the September 5, 2019 IA Board meeting, Blueprint staff was directed to bring back an After Action Report (Report) to serve as an aid for performance evaluation and improvement by analyzing project processes, determining their effectiveness, and proposing adjustments and recommendations to improve future projects. The Report, contained herein as Attachment #1, identifies six issue areas for improvement and 15 recommendations to improve project processes, as well as areas of strength. As detailed in the following section, this Report is based in a methodology that evaluated the project management process against fundamental Blueprint Intergovernmental Agency documents, such as the Interlocal Agreement and Blueprint Public Engagement Plan, and Florida Department of Transportation general project management standards. Actions taken or to be taken to improve the project communication, delivery, and development processes are also identified.

### *REPORT METHODOLOGY*

The process for identifying the project management strengths as well as opportunities for improvement began with the question: Does the final project product meet the IA Board vision for the project? This was measured against the project goals and descriptions from the April 1999, *Economic and Environmental Consensus Committee (EECC) Report* and the February 2000 *Blueprint 2000 and Beyond Project Definitions Report* as well as subsequent IA actions and direction. Secondly, the project implementation oversight from the *Second Amended and Restated Interlocal Agreement* dated December 9, 2015: were the Blueprint Technical Coordinating Committee and Citizens Advisory Committee properly engaged? Third, while the Blueprint Intergovernmental Agency Community approved at the June 27, 2019 meeting the *Blueprint Intergovernmental Agency Public Engagement Plan*, this document was also used for guidance in answering the question: Did the project public engagement meet the guiding principles of:

- Public engagement is two-way communication aimed at incorporating the views and concerns of the public;
- Public engagement is ongoing through all phases of a project, from concept to construction, programming and maintenance;
- Public engagement is inclusive of all decision-makers and stakeholders;
- The most appropriate tools and techniques are identified and utilized for each audience;
- Comprehensive project records assure the public their comments and concerns have been heard and commitments are carried throughout all phases of a project.

Lastly, the Florida Department of Transportation publishes the *Project Management Handbook*, last updated in 2016, that provides guidelines and recommended practices for FDOT and consultant Project Managers. This document was used to ask and answer the question: Did the CCT Segment 3 Project Manager(s) develop a quality work plan, and were proper monitoring and control methods for project objectives, budget, schedule and quality identified and employed? Given that project is still underway, from this After Action review question, the Report focused primarily on the project work plan(s).

#### OVERVIEW OF ISSUE AREAS, RECOMMENDATIONS, AND STRENGTHS

The Report identifies six issue areas for improvement and 15 recommendations to improve project processes, as well as areas of strength, supported by five actions as part of the project management processes. Issue areas and recommendations for improvement are included in Table 1, below, and areas of strength and supporting actions are summarized in Table 2. For each of the 15 recommendations and five supporting actions contained within these tables, the current status and timeframe for implementation is identified as follows:

- *In progress*, to identify actions previously underway or new actions that have been initiated by Blueprint in response to the findings of the Report. In progress recommendations also include the timeframe for completion as follows:
  - *Short-term*: Action will be completed within next six months, or
  - *Intermediate*: Action will be completed within one to two years;
- *Ongoing*, to identify actions that are included in current projects and will be carried forward through future projects for continuous implementation; and
- *Completed*, to identify actions that have been completed.

Table 1, below, summarizes issue areas and recommendations contained in the Report regarding areas for improvement.

Table 1. Identification of Improvement Areas and Recommended Actions

Issue Area	Recommendation
<b>1.0 Public Information, Involvement, and Outreach</b>	
1.1: Increased Communication Before & During Project Implementation	<ul style="list-style-type: none"> <li>• Develop an overview presentation on the Blueprint Infrastructure Program to share information with the community on future projects and purpose. <b>(Complete)</b></li> <li>• Ensure that all project-specific public involvement plans include a strategy for the “gap period”, defined as the time following project approval but before project implementation. <b>(Complete)</b></li> </ul>
1.2: Improve Project Awareness	<ul style="list-style-type: none"> <li>• Continuously update and use project contact database <b>(Ongoing)</b></li> <li>• Develop a new, user-friendly Agency website <b>(In progress/Short-term)</b></li> <li>• Diversify the method of disseminating information to include social and digital media strategies <b>(In progress/Short-term)</b></li> <li>• Install project specific signage on-site <b>(In progress/Short-term)</b></li> <li>• Retain a strategic communications consultant to assist with key message development, development of media and community-oriented materials for Blueprint projects. <b>(Complete)</b></li> </ul>
1.2: Citizen Advisory Committee (CAC)	<ul style="list-style-type: none"> <li>• Communicate CAC role as community liaisons <b>(Complete)</b></li> <li>• Hold CAC Retreat, scheduled for February 12, 2020 <b>(In progress/Short-term)</b></li> <li>• Increase CAC attendance at upcoming public events <b>(Ongoing)</b></li> </ul>
<b>2.0 Project Process</b>	
2.1: Development of Project Profiles	<ul style="list-style-type: none"> <li>• Create robust project profiles for each of the Agency’s infrastructure projects. Profiles will have information regarding the description of work, and also incorporate community, environmental, and cultural features. <b>(In progress/Intermediate)</b></li> </ul>
2.2: Use of Plain Language	<ul style="list-style-type: none"> <li>• Communicate technical terms in plain language throughout public facing documents such as agenda items, websites, and project fact sheets. <b>(Ongoing)</b></li> </ul>



2.3: Site Survey Quality Control	<ul style="list-style-type: none"> <li>• Verify survey for Segment 3 project. <b>(Complete)</b></li> <li>• Include full project area, including private property approved for acquisition, in future survey scopes. <b>(Ongoing)</b></li> <li>• As applicable, include specifications to verify all surveys not conducted by project team in all future consultant contracts. <b>(Ongoing)</b></li> </ul>
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Table 2, below, summarizes findings related to areas of strength and actions that supported these project processes:

Table 2. Identified Areas of Strength

Area of Strength and Supporting Actions
<b>1. Engaging the Surrounding Community, the primary stakeholders for the CCT Segment 3 and FAMU Way project</b>
<ul style="list-style-type: none"> <li>• A variety of outreach techniques have been used over the 12-year history of the Segment 3 project. Numerous neighborhood sessions were conducted, meetings were held with community partners such as Florida A&amp;M University, local churches, and businesses. <b>(Ongoing)</b></li> <li>• Engaging community members (stakeholders) through passive and interactive activities to inform the project development process. <b>(Ongoing)</b></li> </ul>
<b>2. Community Inclusion</b>
<ul style="list-style-type: none"> <li>• Creating partnerships with FAMU Department of History and School of Architecture to inform project design and development. <b>(Ongoing)</b></li> <li>• Collaborating with the FAMU Way Citizen Advisory Committee and members of the community to establish the History and Culture Trail project and working group. <b>(Ongoing)</b></li> </ul>
<b>3. Meeting the Project Goals</b>
<ul style="list-style-type: none"> <li>• The goals of the project as identified in the April 1999, <i>Economic and Environmental Consensus Committee (EECC) Report</i> and the February 2000 <i>Blueprint 2000 and Beyond Project Definitions Report</i> have been met. The majority of the project has been completed and the remaining components are currently being designed or under construction. <b>(Complete)</b></li> </ul>

## SUMMARY

Staff is recommending the IA Board accept the Report, which will direct Blueprint to move forward with implementing the recommendations contained herein. Based on this assessment of Capital Cascades Trail Segment 3 project processes, the Report identifies strengths as well as

opportunities for continuous improvement, including public information, involvement and outreach. Improvements in these areas will increase the Agency's efficiency, accuracy, and ability to share clear and consistent public information. For example, the review revealed that the development of a public information strategy to enhance the delivery of project information during the "gap" period between project approval and implementation would increase community awareness of projects during these slower periods of project activities.

The Agency embraces a culture of building on lessons learned from past to improve future projects. The prioritization of these lessons learned are part of the reason why the Agency successfully implements its projects in accordance with community priorities. Likewise, the lessons learned from the Capital Cascades Trail Segment 3 project will ensure that the Agency continues to prioritize sound but innovative practices, while keeping the citizenry informed and involved during the development and delivery of Blueprint infrastructure projects.

## **OPTIONS:**

- Option 1: Accept the Capital Cascades Trail Segment 3 After Action Report and direct staff to implement the Report's recommendations.
- Option 2: Do not accept the Capital Cascades Trail Segment 3 After Action Report.
- Option 3: IA Board Direction.

## **RECOMMENDED ACTION:**

- Option 1: Accept the Capital Cascades Trail Segment 3 After Action Report and direct staff to implement the Report's recommendations.

### Attachment:

1. Capital Cascades Trail Segment 3 After Action Report

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# Capital Cascades Trail Segment 3 After-Action Report

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Report and Recommendations to the Blueprint  
Intergovernmental Agency Board of Directors

January 30, 2020

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## Executive Summary

At the September 5, 2019 IA Board meeting, Blueprint staff was directed to bring back an Capital Cascades Trail (CCT) Segment 3 After Action Report (Report) to provide a comprehensive assessment of the project management process. As detailed herein, this Report is based in a methodology that evaluated the project management process against fundamental Blueprint Intergovernmental Agency documents, such as the Interlocal Agreement and Blueprint Public Engagement Plan, and Florida Department of Transportation general project management standards. Actions taken or to be taken to improve the project communication, delivery, and development processes are also identified. Based on this evaluation, the Report identifies six issue areas for improvement and 15 recommendations to improve project processes, as well as areas of strength.

Following the Executive Summary, the Report begins with a background and high-level review of the CCT Segment 3 project, presents areas for improvement and concludes with areas of for application to all Blueprint projects. Recognizing opportunities to adapt and improve, as well as celebrating and building from accomplishments, are core to the successful implementation of the Blueprint program and fulfillment of the Agency's mission to "implement the Blueprint programs in a timely and cost effective manner, utilizing sound but innovative business practices, while keeping the citizenry informed and involved."

## Overview of Issue Areas, Recommendations, and Strengths

The Report identifies six issue areas for improvement and 15 recommendations to improve project processes, as well as three areas of strength, supported by five actions as part of the project management processes. Issue Areas and recommendations for improvement have included in Table 1, below, and areas of strength and supporting actions are summarized in Table 2. For each of the 15 recommendations and five supporting actions contained within these tables, the current status and timeframe for implementation is identified as follows:

- *In progress*, to identify actions previously underway or new actions that have been initiated by Blueprint in response to the findings of the Report. In progress recommendations also include the timeframe for completion as follows:
  - *Short-term*: Action will be completed within next six months, or
  - *Intermediate*: Action will be completed within one to two years;
- *Ongoing*, to identify actions that are included in current projects and will be carried forward through future projects for continuous implementation; and
- *Completed*, to identify actions that have been completed.

Table 1, below, summarizes issue areas and recommendations contained in the Report regarding areas for improvement.

Table 1. IDENTIFICATION OF IMPROVEMENT AREAS AND RECOMMENDED ACTIONS

Issue Area	Recommendation
<b>1.0 Public Information, Involvement, and Outreach</b>	
1.1: Increased Communication Before & During Project Implementation	<ul style="list-style-type: none"> <li>Develop an overview presentation on the Blueprint Infrastructure Program to share information with the community on future projects and purpose. <b>(Complete)</b></li> <li>Ensure that all project-specific public involvement plans include a strategy for the “gap period”, defined as the time following project approval but before project implementation. <b>(Complete)</b></li> </ul>
1.2: Improve Project Awareness	<ul style="list-style-type: none"> <li>Continuously update and use project contact database <b>(Ongoing)</b></li> <li>Develop a new, user-friendly Agency website <b>(In progress/Short-term)</b></li> <li>Diversify the method of disseminating information to include social and digital media strategies <b>(In progress/Short-term)</b></li> <li>Install project specific signage on-site <b>(In progress/Short-term)</b></li> <li>Retain a strategic communications consultant to assist with key message development, development of media and community-oriented materials for Blueprint projects. <b>(Complete)</b></li> </ul>
1.2: Citizen Advisory Committee (CAC)	<ul style="list-style-type: none"> <li>Communicate CAC role as community liaisons <b>(Complete)</b></li> <li>Hold CAC Retreat, scheduled for February 12, 2020 <b>(In progress/Short-term)</b></li> <li>Increase CAC Attendance at Upcoming Public Engagement Events and Project Meetings <b>(Ongoing)</b></li> </ul>
<b>2.0 Project Process</b>	
2.1: Development of Project Profiles	<ul style="list-style-type: none"> <li>Create robust project profiles for each of the Agency's infrastructure projects. Profiles will information regarding the description of work, and also incorporate community, environmental, and cultural features. <b>(In progress/Intermediate)</b></li> </ul>
2.2: Use of Plain Language	<ul style="list-style-type: none"> <li>Communicate technical terms in plain language throughout public facing documents such as agenda items, websites, and project fact sheets. <b>(Ongoing)</b></li> </ul>
2.3: Site Survey Quality Control	<ul style="list-style-type: none"> <li>Verify survey for Segment 3 project. <b>(Complete)</b></li> <li>Include full project area, including private property approved for acquisition, in future survey scopes. <b>(Ongoing)</b></li> <li>As applicable, include specifications to verify all surveys not conducted by project team in all future consultant contracts. <b>(Ongoing)</b></li> </ul>

Table 2, below, summarizes findings related to areas of strength and actions that supported these project processes:

Table 2. Identified Areas of Strength

Area of Strength and Supporting Actions
<p><b>1. <i>Engaging the Surrounding Community, the primary stakeholders for the CCT Segment 3 and FAMU Way project</i></b></p>
<ul style="list-style-type: none"> <li>• A variety of outreach techniques have been used over the 12-year history of the Segment 3 project. Numerous neighborhood sessions were conducted, meetings were held with community partners such as Florida A&amp;M University, local churches, and businesses. <b>(Ongoing)</b></li> <li>• Engaging community members (stakeholders) through passive and interactive activities to inform the project development process. <b>(Ongoing)</b></li> </ul>
<p><b>2. <i>Community Inclusion</i></b></p>
<ul style="list-style-type: none"> <li>• Creating partnerships with FAMU Department of History and School of Architecture to inform project design and development. <b>(Ongoing)</b></li> <li>• Collaborating with the FAMU Way Citizen Advisory Committee and members of the community to establish the History and Culture Trail project and working group. <b>(Ongoing)</b></li> </ul>
<p><b>3. <i>Meeting the Project Goals</i></b></p>
<ul style="list-style-type: none"> <li>• The goals of the project as identified in the April 1999, <i>Economic and Environmental Consensus Committee (EECC) Report</i> and the February 2000 <i>Blueprint 2000 and Beyond Project Definitions Report</i> have been met. The majority of the project has been completed and the remaining components are currently being designed or under construction. <b>(Complete)</b></li> </ul>

## After Action Report Methodology

The process for identifying the project management strengths as well as opportunities for improvement began with the question: Does the final project product meet the IA Board vision for the project? This was measured against the project goals and descriptions from the April 1999, *Economic and Environmental Consensus Committee (EECC) Report* and the February 2000 *Blueprint 2000 and Beyond Project Definitions Report* as well as subsequent IA actions and direction. Secondly, the project implementation oversight from the *Second Amended and Restated Interlocal Agreement* dated December 9, 2015: were the Blueprint Technical Coordinating Committee and Citizens Advisory Committee properly engaged? Third, while the Blueprint Intergovernmental Agency Community recently approved the *Blueprint Intergovernmental Agency Public Engagement Plan*, this document was also used for guidance in answering the question: Did the project public engagement meet the guiding principles of:

- Public engagement is two-way communication aimed at incorporating the views and concerns of the public;
- Public engagement is ongoing through all phases of a project, from concept to construction, programming and maintenance;
- Public engagement is inclusive of all decision-makers and stakeholders;
- The most appropriate tools and techniques are identified and utilized for each audience, and
- Comprehensive project records assure the public their comments and concerns have been heard and commitments are carried throughout all phases of a project.

Lastly, the Florida Department of Transportation publishes the *Project Management Handbook*, last updated in 2016, that provides guidelines and recommended practices for FDOT and consultant Project Managers. This document was used to ask and answer the question: Did the CCT Segment 3 Project Manager(s) develop a quality work plan, and were proper monitoring and control methods for project objectives, budget, schedule and quality identified and employed? Given that project is still underway, from this After Action review question, the Report focused primarily on the project work plan(s).

## Project Background - Capital Cascades Trail Segment 3

Segment 3 extends from South Monroe Street to the Central Drainage Ditch, east of Lake Bradford Road. The Segment 3 project is comprised of the following segments, all of which are complete, except Segment 3D-B and the amenities along the trail, which are currently in design.

- **Segment 3A:** Construction of a box culvert from South Monroe Street to west of South Adams Street. Construction completed in 2013.
- **Segments 3B and 3C:** Construction of the box culvert, trail, and amenities from west of South Adams Street to West of Cleveland Street. Construction completed in 2016.
- **Segment 3D-A:** Construction of the box culvert, trail, and amenities from west of Cleveland Street to south of the Gamble Street roundabout. Construction completed in 2018.
- **Segment 3D-B:** Contains the stormwater treatment components prior to merging with the Central Drainage Ditch (CDD). Segment 3D-B extends the double box culverts from the end of Segment 3D-A to the Regional Stormwater Facility (RSF).

### *Segment 3D-B Alignment*

On September 28, 2015, the IA Board approved the Capital Cascades Trail Segment 3D - Southern Alignment and Concept Plan. On February 29, 2016, the IA Board approved the Capital Cascades Trail Segment 3D – Concept Plan from Coal Chute Pond to Lake Bradford Road. Blueprint staff was directed to proceed with design, permitting, and right-of-way acquisition for Segment 3D in coordination with the City's FAMU Way Extension Project. Appendix A contains documentation of all agenda items presented to the IA Board since June 2015 related to the Segment 3D-B RSF area, and key actions taken by the IA Board.



## Identified Areas of Improvement and Recommended Actions

On reflection of the CCT Segment 3 project management process, Agency staff has identified two overarching areas for improvement: public information, involvement and outreach; and project process. Improvements in these areas will increase the Agency's efficiency, accuracy, and ability to share clear and consistent public information. It is important to note that many of the actions listed below are already underway.

### **1.0 Public Information, Involvement, and Outreach**

#### **Recommendation 1.1: Increased Communication in Project "Gap Periods":**

The Agency recognizes that members of the public may feel uninformed due to the reduction in communication during "gaps" in the project delivery process. For example, there is an interim period between a project being added to the Blueprint list in 2014 and the "kick-off" of that project. The Orange-Meridian Placemaking project was added to the Blueprint list in 2014 and the public kick-off meeting for design will be held in early 2020, six years later. The length of time between a project concept approval and the construction is another example of a gap period. In the case of Segment 3D-B, it was three years between concept approval and construction start. During this gap period, essential project tasks such as planning, design, and property acquisition may be underway and the timeline to complete these tasks may be years following the IA Board approval. Since IA Board approval of the Segment 3D-B alignment in 2016, the Blueprint CAC and IA Board have received regular updates on project progress through agenda items, but an external information effort was not undertaken.

**Recommendation 1.1.1 Blueprint Infrastructure Community Presentation.** Blueprint has developed an overview presentation on the Blueprint Infrastructure Program to share information with the community on future projects and purpose. This presentation will help to continuously engage community members with the Blueprint program while keeping the infrastructure projects relevant for the community. Blueprint has, and will continue, to proactively provide this presentation at community meetings, homeowner association meetings, local events, service organizations, or any other groups, organizations, or associations as requested.

**Recommendation 1.1.2 Integrate "Gap" Period Strategy into Project-Specific Public Involvement Plans.** Future projects will include public engagement strategies for addressing the "gap period". Public engagement is often focused prior to the point of decision by the IA Board, which is intentional to ensure the inclusion of public input for consideration by the IA Board. Following IA Board approval of a project or design, the length of project phases such as permitting and right-of-way acquisition can sometimes result in reduced communication as the visible components of a project seem to idle as it advances towards construction. Moving forward, Blueprint will ensure that all project-specific public involvement plans include a strategy for the "gap period", defined as the time following project approval but before project implementation.

### Recommendation 1.2: Improve Project Awareness

The Agency has heard that members of the public feel unaware of the Blueprint projects. The Agency recognizes that diverse, efficient, and timely information sharing methods are crucial to improving project awareness.

**Recommendation 1.2.1 Project Contact Database:** Currently the project contact database is underutilized. The Agency is growing the database through enhancement of the “opt-in” function. This function is beneficial because it can be accessed across additional platforms such as the Blueprint website and tablets at public events, therefore increasing the number of contacts in the database. More contacts means enhanced information sharing.

**Recommendation 1.2.2 New Blueprint Website and Digital Media:** As approved at the September 5, 2019 IA Board meeting, the Fiscal Year 2020 Operating Budget included funding for a new Blueprint website. This new site will include interactive, robust project profiles on all 27 Agency projects. Agency staff is actively working with the Tallahassee-Leon County GIS team to revamp the Blueprint 2020 project story maps to include key project information.

The Agency recognizes that the method by which the public interacts with government and receives information is evolving and thus the methods by which the Agency disseminates information must adapt. In a digital world many people, regardless of age, receive information through social media (Facebook, Instagram, Twitter, etc.). Currently, the Agency does not have its own social media account and is exploring obtaining accounts to grow its online presence, create awareness of project activities, and to distribute information in a widely accessible manner. Digital media strategies that the Agency is exploring are: project videos, sponsored project content through various social media platforms, incorporating QR codes on print material, and responsive web design.

**Recommendation 1.2.3 Project Signage:** In exploring ways to diversify the method of disseminating project information, the Agency recognizes that visibility is key throughout the project development process. Placing adequate signage that includes updated project information and contact information at project sites will not only brand Blueprint projects but will aid in cultivating awareness.

**Recommendation 1.2.4 Public Engagement Plan:** On June 27, 2019 the IA Board approved the Blueprint Public Engagement Plan (Plan). The Plan guides public engagement over the lifetime of each Agency project. Recognizing that successful public engagement provides the best project outcomes, the Agency is committed to the development and execution of trusted, high quality, and effective public engagement. The Plan serves as a foundation for stakeholder involvement for all Agency activities and guides the development of project-specific public engagement plans. Developing a project-specific Public Engagement Plan at the beginning of each project is a crucial first step in ensuring all engagement efforts are efficient, effective and contribute to the success of the project. As the Agency initiates individual Blueprint 2020 projects, the Plan will serve as the guide for

developing, implementing and evaluating customized public engagement plans for each project.

**Recommendation 1.2.5 Strategic Communications:** The Agency recently awarded a contract to Vision First Advisors for strategic communications services. Vision First Advisors will work with the Agency on key message development, development of media and community-oriented materials and provide strategic communications counsel. Strategic Communications services increases the capacity of the Agency to engage in purposeful communication. The strength of retaining this service is its emphasis on strategy rather than on specific tactics as well as its focus on communications understood holistically.

### **Recommendation 1.3: Citizen Advisory Committee**

The Blueprint Citizens Advisory Committee (CAC) serves as an advisory committee to the IA Board and considers agenda items related to the implementation of Blueprint infrastructure projects and the economic development program. In their role as an advisory committee, the CAC makes recommendations to the IA Board. At the December 5, 2019 CAC meeting, Blueprint presented an item providing recommendations for improving CAC meeting processes, which included considerations for improving member engagement with Blueprint projects and information related to Blueprint projects and programs.

**Recommendation 1.3.1 CAC Retreat:** The CAC Retreat is scheduled for February 12, 2020 from 9:00 am to 1:00 pm. The purpose of the retreat is to provide time take to a deep-dive into specific topics related to the Blueprint Infrastructure program and Office of Economic Vitality. A portion of the retreat will be dedicated to the Blueprint 2020 program as well as the remaining Blueprint 2000 projects. A review of the Sunshine Law and applicability to CAC members will also be included.

**Recommendation 1.3.2 CAC Members as Community Liaisons for Blueprint Projects and Programs:** As noted in the Bylaws, the 14 CAC members represent diverse interests and Tallahassee-Leon County organizations. Eleven of the 14 CAC members are directly nominated for CAC membership by their member organizations. One of the goals of structuring the CAC membership in this manner is to gain the perspective of these interest groups in the Blueprint and OEV projects and programs, and in turn the CAC members are expected to share this progress with their respective organizations. Blueprint stands ready to assist CAC members in keeping their organizations updated on current and upcoming Blueprint and OEV initiatives.

**Recommendation 1.3.3 Increased CAC Attendance at Upcoming Public Events:** Numerous Blueprint 2020 infrastructure projects will begin over the next few years, and the Blueprint team is working to engage the community with these planned improvements. Moving forward, CAC members will receive more frequent emails with updates about upcoming Blueprint and OEV events and scheduled community outreach. CAC members are encouraged to attend events and share

engagement opportunities with interested community members. CAC members have been encouraged to share suggestions regarding organizations or groups where the Blueprint team could discuss the Blueprint program and/or upcoming projects.

## **2.0 Project Process**

### **Recommendation 2.1: Development of Project Profiles**

The Agency recognizes that members of the public would like to see project information presented in a concise, consumable manner. To that end, the Agency is creating project profiles for each of its 27 projects. Accessible via the website, project profiles would be available prior to procuring planning and design services and updated as the projects move through each project delivery phase through construction. Drawing from the Blueprint Intergovernmental Agency vision to preserve, protect, and enhance the community's quality of life through the implementation of holistic and coordinated planning, transportation, water quality, environmental and green space projects, project profiles would include the following information:

- *Neighborhood/Community:* This section would focus on place-oriented data such as schools, businesses, and churches existing within the project area. Would also capture social locations most frequented within a project area by members of the immediate community
- *Affordable Housing:* Would include information about existing affordable housing located within a project area.
- *Demographic Data:* Information about the population makeup of a project area. This information could include statistics on race, income, education, etc.
- *Historic Sites and Landscapes:* The inclusion of historic sites including buildings, cemeteries, scenic highways, special communities, institutional grounds, etc. as part of the project profile will address existing known and/or recorded resources as well as if a project is in a Historic Preservation Overlay Zone.
- *Recreational Facilities:* Would identify parks, trails, community centers, etc. in or around a project area.
- *Land Uses and Special Districts:* Would include existing zoning and future land uses as well as if the project area is in a special taxing district such as a Community Redevelopment Area.
- *Environment:* The following environmental features could be included in a project profile as applicable: wetlands, wildlife/habitat, contamination, floodplains.
- *Case by Case:* This category would catch unique and special qualities of an area not captured by the categories above.

### **Recommendation 2.2: Use of Plain Language**

Misinterpretations occur when technical terms, used by planners, engineers, and other industry experts, are not easy to understand. This can lead to members of the public redefining a technical term to best suit their understanding which can lead to confusion.

This confusion was apparent on the Segment 3D Regional Stormwater Facility (RSF) project. The project provides floodplain compensation for the St. Augustine Branch watershed associated with the Capital Cascades Trail projects located upstream. However, those unfamiliar with the terminology understood floodplain compensation to be equivalent to flood reduction. Floodplain compensation is storage area set aside as floodplain which accounts for loss, disturbance, or development which occurred elsewhere in the floodplain. This ensures that the same volume of storage is available at all levels of flooding. When disturbances or developments occur, flood storage areas are lost and flood heights increase because there is less room for floodwater. The Segment 3D RSF is hydraulically linked to the upstream bodies along the Capital Cascades Trail so the area of compensation floods from the same waterway. Since no additional volume was added to the floodplain, there is no flood reduction benefit as part of the Segment 3D RSF project goal. When communicating with members of the public and non-technical persons throughout the project process, especially during public involvement and outreach, Blueprint will communicate technical terms in plain language throughout public facing documents such as: agenda items, websites, and project fact sheets. In the case that a technical term cannot be replaced by plain language, Blueprint will provide a clear and concise definition. Where applicable, a section for terms and definitions can be added to project profiles to educate members of the public on technical terms and their applicability to a project.

#### **Recommendation 2.3: Site Survey Quality Control**

The tree survey for the Capital Cascades Trail Segment 3D-B project area was completed by City of Tallahassee staff in approximately 2015. The initial purpose of the survey was to support the design of FAMU Way Phase 3; however, it also included the Segment 3D-B project area. The survey was provided to Kimley-Horn, the Blueprint consultant and engineer of record for Segment 3DB. In late 2015, Kimley-Horn staff performed a general review of the survey file to certain elements of the data. The purpose of the review was to determine if the Kimley-Horn team was comfortable using the City of Tallahassee survey file for design and permitting of Segment 3D-B, which included both the trail and the RSF. The review was limited to general spot-checking of information, datums, and coordinate systems. The consultant did not confirm or verify each element of the survey. It was determined by the consultant that the City of Tallahassee survey was adequate for the design and permitting of Segment 3D-B, and the design of the RSF was based on this survey.

In mid-2019 it was determined that a 76" live oak was not included in the survey. From 2015, several site visits occurred throughout the design process and the discrepancy was not recognized. **The oak was located in the back yard of a private piece of property and at the time the tree survey was completed the team did not enter the private property and the oak was missed.** Therefore, the 76" oak had not been specifically considered during the RSF design process.

**Recommendation 2.3.1 Verify CCT Segment 3D Survey:** Since the determination that the oak was not included in the survey, the project team has verified the survey, and it has been confirmed to be accurate.

**Recommendation 2.3.2 Include Full Project Area, Including Private Property Approved for Acquisition, in Future Survey Scopes:** Once the IA Board approves a project concept plan the project management team will ensure that all items are included in the survey and perform a specific review of critical items based on overall project goals and objectives. The project team will include in the survey scope the review of all private property and field verify critical items based on overall project goals and objectives.

**Recommendation 2.3.3 As applicable, include specifications to verify all surveys not conducted by project team in all future consultant contracts:** To ensure that all surveys are accurate before project design begins, if an existing survey is used, the project team will verify that all data is accurate.



## Identified Areas of Strength

Blueprint performed particularly strong, made improvements utilizing previous lessons learned, and performed innovatively beyond the normal operating procedures. These practices have been documented for further development as potential best practices.

### Finding 1: Engaging the Surrounding Community, the primary stakeholders for the CCT Segment 3 and FAMU Way project

Community engagement, a primary component of a Blueprint project process, is essential in developing projects that balance technical, social, and environmental elements inherent in community infrastructure projects. Engaging the surrounding community, the primary stakeholders for the CCT Segment 3 and FAMU Way project, has been a strength of the project process. A variety of outreach techniques have been used over the 12 year history of the Segment 3 project, including a FAMU Way Citizen's Advisory Committee, 13 community meetings, a project web page and dedicated social media account, 16 media releases, 16 direct mailings, four door-to-door outreach efforts, 1,300 fliers regarding the alignment modification, two citizen surveys and numerous one-on-one conversations with area residents. In addition to the community and neighborhood sessions, meetings were held with other community partners such as Florida A&M University, local churches, as well as several presentations to the City Commission and the IA Board. A comprehensive review of public outreach for CCT Segment 3 is included in Appendix B. In addition, interactive and passive engagement has been a key component of the development of the project during 2018 and 2019, as detailed below:

1. On October 1, 2018, Blueprint facilitated an interactive workshop at Domi Station with the help of planning staff from the 8 80 Cities consulting firm. Eleven participants attended representing Railroad Square Art Park, the Tallahassee Senior Center, the Community Foundation of North Florida, Big Bend Big Brothers Big Sisters, Domi Station, and Florida State University.
2. On October 4, 2018, a second 8 80 Cities Coal Chute Pond workshop was held in partnership with the Knight Creative Communities Institute (KCCI). Approximately twenty community and civic leaders participated, including Blueprint planning staff. A presentation on 8 80 Cities placemaking principles was given by 8 80 Cities founder, Gil Penalosa, and small groups of participants were formed to participate in a visioning exercise.
3. On March 27, 2019, three Blueprint staff members attended Florida State University's (FSU's) outdoor Market Wednesday Fair.
4. On March 29, 2019, two Blueprint staff members attended Florida A&M University's (FAMU) outdoor SET Friday market and festival. This is a weekly event held on the heart of FAMU's campus outside its student center. Blueprint staff set up a table with the same engagement board for a similar style engagement and outreach. Blueprint staff spoke with roughly 50 students.
5. On December 14, 2019 Blueprint hosted a Community Breakfast which focused on the Cascades Trail amenities along FAMU Way. Members of the community were provided with the opportunity to learn more about the History and Culture Trail, Coal Chute Pond Amenities, Skateable Art, Restroom Facility at FAMU Way Playground, St. Marks Trailhead, Community Gathering Space at the Regional Stormwater Facility, and the 3D-B Regional Stormwater Facility projects. During



this event the public was able to provide valuable design feedback on the Community Gathering Space at the Regional Stormwater Facility. Blueprint was able to collect oral histories of attendees who lived, worked, or socialized in the areas surrounding the Capital Cascades Trail and FAMU Way projects as part of the History and Culture Trail project.

6. Project Websites: To help inform the public of the Capital Cascades Trail and FAMU Way projects, multiple project webpages and websites were developed and updated with progress videos and photographs throughout the life of the project.  
Website 1: <https://www.talgov.com/projects/famuway-proj-overview.aspx>  
Website 2: <http://blueprint2000.org/projects/capital-cascades-trail/>  
Website 3: <http://www.woodandpartners.com/famu-way-extension-capital-c/>  
Website 4: <https://www.genesisgroup.com/projects/details/FAMU-Way>  
Website 5: <http://www.famu.edu/index.cfm?FacilitiesPlanning&FAMUWAY>
7. Online surveys: Used to capture the design opinions of members of the public who were unable to attend in person meetings and activities. The online surveys replicated the style of an in-person outreach experience. The survey information was distributed in a variety of ways, outdoor signage provided a conceptual rendering of the project, along with a QR code and written web link directing viewers to the survey. The survey was advertised through multiple channels. Blueprint partners at FAMU forwarded the survey to FAMU students. Blueprint partners at FSU shared the survey on their social media pages and forwarded the survey to students. The survey was also distributed to Railroad Square, residents of the Stadium Enclave student housing development directly north of Coal Chute Pond, and to Domi Station.

### Finding 2: Community Inclusion

Community inclusion has been a theme and a strength of this project since its inception. Some members of the FAMU Way CAC were from historic neighborhoods adjacent to the roadway and voiced the need to reflect the unique history and culture of those communities. In 2015 the City of Tallahassee contracted with FAMU Department of History professors to capture, document, and share these communities stories with a goal of incorporating them into the FAMU Way project. Thus, the Capital Cascades Trail – History and Culture Trail project was established and a working group comprised of former FAMU Way CAC members was developed in 2016.

From the earliest phases of the Capital Cascades Trail project, Blueprint engaged with FAMU. This allowed for School of Architecture students and faculty to collaborate with Blueprint, community members, and the project design team on the overall corridor concept including the hardscape and landscape plans, artistic sculptural elements, and roadway parking. The School of Architecture also helped to determine the themes that are now present throughout the project corridor, and have worked closely with the History and Culture Trail working group and the DesignWorks team from the Planning Department to conceptualize the History and Culture Trail project.

### Finding 3: Meeting the Project Goals

Lastly, a strength of this project process has been the planning and engineering effort and expertise to meet the project goals as identified in the April 1999, *Economic and*

*Environmental Consensus Committee (EECC) Report* and the February 2000 *Blueprint 2000 and Beyond Project Definitions Report*. In summary, the CCT project goals are as follows:

This segment features major stormwater facilities and an integrated linear greenway. The project will maximize economic benefits and retrofit existing stormwater problems. This project will contribute significantly to downtown and southside revitalization, improve neighborhood stability, and link the three centers of activity in the area – FSU, FAMU and the Capitol complex with an urban, linear water park.

With the benefit of having the majority of the project completed and the remaining components designed or under construction, a strength of this project process is that goals of the project have been met.

## Summary

In reflecting on the Capital Cascades Trail Segment 3 project, the Report identifies strengths as well as opportunities for continuous improvement of the Agency's project processes, including public information, involvement and outreach. Improvements in these areas will increase the Agency's efficiency, accuracy, and ability to share clear and consistent public information. For example, the review revealed that the development of a public information strategy to enhance the delivery of project information during the "gap" period between project approval and implementation would increase community awareness of projects during these slower periods.

The Agency embraces a culture of building on lessons learned from the past to improve future projects. The prioritization of these lessons learned are part of the reason why the Agency successfully implements its projects in accordance with community priorities. Likewise, the lessons learned from the Capital Cascades Trail Segment 3 project will ensure that the Agency continues to prioritize sound but innovative practices, while keeping the citizenry informed and involved during the development and delivery of Blueprint infrastructure projects.

## Appendices

- Appendix A: Review of IA Board Agenda Items Regarding Capital Cascades Trail Segment 3D
- Appendix B: Capital Cascades Trail Segment 3 - Project and Community Engagement Timeline

## Appendix A: Review of IA Board Agenda Items Regarding Capital Cascades Trail Segment 3D

IA Board Meeting	Actions Taken
June 22, 2015	<p><b>Agenda Item:</b> Blueprint Project Updates  <b>Excerpt:</b> Segment 3D (West of Cleveland Street to Central Drainage Ditch): The expanded Existing Condition Consolidated Model and Proposed Condition Consolidated Model was completed on March 10, 2015 and subsequently provided to the Capital Cascades Trail Stormwater Working group for review and comment. The goal of the expanded modeling effort is to create an XPSWMM model that produces results consistent with the City's ICPR model for the Central Drainage Ditch.</p> <p>On April 9, 2015, a second Capital Cascades Trail Stormwater Working Group meeting was conducted. The group discussed the Consolidated Model results and established short and long term goals for the group. The short term goals include making a decision on the Segment 3D alignment (north vs. south) and minimizes gaps in construction between FAMU Way Phase 1 and Phase 2. The long term goals include developing a design to improve water quality (total maximum daily load) at Lake Munson, provide strategic trail connections and replace structural deficient or functionally obsolete bridges in the corridor such as Stearns, Gamble and Springhill Road.</p>
September 28, 2015	<p><b>Agenda Item:</b> Capital Cascades Trail – Segment 3D – Approval of Southern Alignment and Concept Plan  <b>IA Board Approved Action - Option 1:</b> Approve the CCT- Segment 3D - Southern Alignment and Concept Plan. Blueprint will proceed with further analysis of the 3D Study Area (Gamble to the Central Drainage Ditch) in coordination with the City's Phase 3 FAMU Way Extension Project and will return to the IA as soon as practical to request approval of the complete Segment 3D Concept Plan.</p>
February 29, 2016	<p><b>Agenda Item:</b>  <b>IA Board Approved Action - Option 1:</b> Approve the CCT- Segment 3D – Concept Plan from Coal Chute Pond to Lake Bradford Road. Blueprint will proceed with design and permitting for Segment 3D in coordination with the City's FAMU Way Extension Project.</p>
June 20, 2016	<p><b>Agenda Item:</b> Blueprint Project Updates  <b>Excerpt:</b> Capital Cascades Trail - Segment 3D (Coal Chute Pond to Lake Bradford Road) Stormwater modeling and design of a regional stormwater facility is ongoing.</p>

IA Board Meeting	Actions Taken
September 12, 2016	<p><b>Agenda Item:</b>  <i>The IA Board was provided with an updated concept plan dated August 2016 for Segment 3D which included the Regional Stormwater Facility.</i>  <b>IA Board Approved Action – Option 1:</b> Board approval of the Capital Cascades Trail Segment 3D Project Budget at a cost not to exceed \$20,490,000 and authorizes the project implementation described below:</p> <ul style="list-style-type: none"> <li>• The CCT Segment 3D from Pinellas to Gamble will be combined (plans, specifications, permits, etc.) with the City’s FAMU Way Extension Project Phase II (Pinellas to Gamble).</li> <li>• City of Tallahassee Underground Utilities &amp; Public Infrastructure Department, in coordination with Blueprint Intergovernmental Agency, will administer the Construction Contract and provide CEI Services for the combined projects.</li> <li>• Blueprint Intergovernmental Agency and City of Tallahassee Underground Utilities &amp; Public Infrastructure Department will enter into a Joint Project Agreement for the funding associated with construction and construction related services.</li> <li>• Project funding will come from Blueprint utilizing existing available project funds and Fiscal Year 2017, 2018, and 2019 sales tax allocations.</li> </ul>
June 13, 2017	<p><b>Agenda Item:</b> Blueprint Project Updates  <b>Excerpt:</b> FAMU Way Extension/Capital Cascade Trail Segments 3B and 3C and 3D-A (Adams St. to Gamble Street)</p> <ul style="list-style-type: none"> <li>• Blueprint is moving forward with FEMA Letter of Map Revision to revise 100-year floodplain in area from Leon High School to Coal Chute Pond outfall.</li> <li>• Construction on Segment 3D-A (Pinellas to Gamble) started on April 3, 2017 with an expected project duration of 600 days.</li> </ul>
September 19, 2017	<p><b>Agenda Item:</b> Blueprint Project Updates  <b>Excerpt:</b> FAMU Way Extension/Capital Cascade Trail Segments 3B and 3C and 3D-A (Adams St. to Gamble Street)</p> <ul style="list-style-type: none"> <li>• Blueprint is moving forward with the FEMA Letter of Map Revision to revise the 100-year floodplain in the area from Leon High School to the Coal Chute Pond outfall. The draft</li> </ul>

IA Board Meeting	Actions Taken
	<p>will be provided to City Stormwater for review by October 2017. Blueprint anticipates transmittal to FEMA in December 2017 and expects to have revised floodplain maps approved in late 2018 or early 2019.</p> <ul style="list-style-type: none"> <li>• Construction on Segment 3D-A (Pinellas to Gamble) started on April 3, 2017 with an estimated completion near the end of 2018.</li> </ul> <p><b>Capital Cascades Trail – Segment 3</b></p> <ul style="list-style-type: none"> <li>• <b>Segment 3D</b> (Gamble Street to Lake Bradford Road) – Right-of-way acquisition is underway.</li> <li>• <b>Capital Cascades Trail Segment 3D Regional Stormwater Management Facility (SWMF)</b> - The design scenarios for the SWMF include an in-line option and an off-line (bypass) option. The design consultants have developed an evaluation matrix to facilitate the decision making. The Stormwater Working Group (SWWG) will convene in early September 2017 to review the options, analyze the evaluation matrix and provide technical feedback. The matrix includes flood compensation, storage capacity, facility maintenance, water quality, and construction cost. The community criteria includes aesthetics, construction cost and amenities. Upon receiving feedback from the SWWG, Blueprint will schedule a special TCC meeting in October to review and comment before completing the final design.</li> </ul>
December 5, 2017	<p><b>Agenda Item:</b> Blueprint Project Updates</p> <p><b>Excerpt:</b> FAMU Way Extension/Capital Cascade Trail Segments 3B and 3C and 3D-A (Adams St. to Gamble Street)</p> <ul style="list-style-type: none"> <li>• In October 2017, Blueprint submitted to City Stormwater for review a FEMA Letter of Map Revision seeking to revise the 100-year floodplain. Blueprint anticipates transmittal of the letter to FEMA in December 2017 and expects to have revised floodplain maps approved in late 2018 or early 2019.</li> <li>• Construction on Segment 3D-A (Pinellas St. to Gamble St. ) started on April 3, 2017 and has an estimated completion near the end of 2018.</li> </ul> <p><b>Capital Cascades Trail – Segment 3</b></p> <ul style="list-style-type: none"> <li>• <b>Segment 3D</b> (Gamble Street to Central Drainage Ditch) – Right-of-way acquisition is underway.</li> </ul>

IA Board Meeting	Actions Taken
	<ul style="list-style-type: none"> <li>• <b>Capital Cascades Trail Segment 3D Regional Stormwater Management Facility (SWMF)</b> - The Stormwater Working Group (SWWG) and the Blueprint Technical Coordinating Committee (TCC) met in October 2017 to discuss two design scenarios for the SWMF - an in-line option and an off-line (bypass) option. Blueprint and the design team are working to provide the additional information requested.</li> </ul>
March 1, 2018	<p><b>Agenda Item:</b> Blueprint Project Updates</p> <p><b>Excerpt: Capital Cascade Trail Segments 3D-A (Pinellas to Gamble Street)</b></p> <ul style="list-style-type: none"> <li>• Roadway and trail construction began in April 2017 and is expected to be complete in late 2018. The double box culvert installation is nearing completion, and the Gamble/FAMU Way Roundabout opened to traffic in November 2017.</li> </ul> <p><b>Capital Cascades Trail – Segment 3</b></p> <ul style="list-style-type: none"> <li>• <b>Segment 3D</b> (Gamble Street to Central Drainage Ditch) – Right-of-way acquisition is underway.</li> <li>• <b>Capital Cascades Trail Segment 3D Regional Stormwater Management Facility (SWMF)</b> – The multi-agency Stormwater Working Group has recommended a preferred design for the Segment 3D regional stormwater facility. The Blueprint Technical Coordinating Committee (TCC) will meet on February 12, 2018 to review and discuss design characteristics including a trash collection system and aesthetics.</li> </ul>
September 20, 2018	<p><b>Agenda Item:</b> Blueprint Project Updates</p> <p><b>Excerpt: Capital Cascades Trail Segment 3D (Pinellas to Gamble Streets)</b></p> <ul style="list-style-type: none"> <li>• Trail construction began in April 2017 and is now complete. The roadway was opened to the public on August 16, 2018. Grand opening activities are being coordinated with the City and County.</li> </ul> <p><b>Capital Cascades Trail – Segment 3 (Gamble Street to Central Drainage Ditch)</b></p> <ul style="list-style-type: none"> <li>• Per direction from the IA Board in September of 2016, right-of-way acquisition and design services are underway and are nearing completion, and the multi-agency Stormwater Working Group and the Technical</li> </ul>



IA Board Meeting	Actions Taken
	<p>Coordinating Committee (TCC) have recommended a preferred design for the Segment 3D Regional Stormwater Facility (RSF) as well as the permitting strategy. Permitting for the project is currently under review by City Growth Management and by the FDEP. The design and permitting effort will be completed in December of 2018. A master plan for the amenities around the proposed stormwater management facility, including the new trailhead for the St. Marks Trail and amenities at Coal Chute Pond, is presented in Item #12 as part of this IA Board Agenda. Staff intends to advertise the RSF project with the amenities listed herein concurrently with the FAMU Way Phase 3 Project offered by City Underground Utilities and Public Infrastructure in November/December of 2018.</p>
September 20, 2018	<p><b>IA Board Approved Action - Option 1:</b> Authorize Blueprint to proceed with the procurement of the construction of the proposed Pond amenities, the St. Marks Trailhead, and the Coal Chute Pond Trail Loop in conjunction with the City of Tallahassee's FAMU Way Phase 3 project; and authorize the Intergovernmental Management Committee to execute a 3rd Amendment to the MOU by and between the City of Tallahassee and Blueprint Intergovernmental Agency, dated May 2, 2017, consistent herewith in a form approved by legal counsel.</p> <p><b>Option 2:</b> Authorize Blueprint to procure the design and construction services for of the Capital Cascades Trail Segment 3 Restroom in accordance with the Blueprint Procurement Policy.</p> <p><b>Option 3:</b> Authorize Blueprint to issue a RFP for the History &amp; Culture Trail interpretive kiosk installations in accordance with the Blueprint Procurement Policy. Authorize staff to enter into an agreement with the Council on Culture and Arts to assist with the artist solicitation and selection of the public art component of this project, in a form approved by legal counsel and authorize the Intergovernmental Management Committee to execute same, in accordance with Blueprint Procurement Policies.</p> <p><b>Option 4:</b> Accept the project status report.</p>
December 6, 2018	<p><b>Agenda Item:</b> Blueprint Project Updates</p> <p><b>Excerpt:</b> Capital Cascades Trail – Segment 3</p> <ul style="list-style-type: none"> <li>• <u>Regional Stormwater Facility</u> – Per direction from the IA Board at the September 12, 2016 meeting, right-of-way acquisition and design services are underway and are nearing completion, and the multi-agency Stormwater</li> </ul>



IA Board Meeting	Actions Taken
	<p>Working Group and the Technical Coordinating Committee (TCC) have recommended a preferred design for the Segment 3D Regional Stormwater Facility (RSF) as well as the permitting strategy. Additional survey is currently being gathered to ensure the project does not adversely impact residents downstream of the proposed pond. Permitting for the project is currently under review through City Growth Management and through FDEP. The design and permitting effort will be completed in the spring of 2019. As approved by the IA Board at the Blueprint Intergovernmental Agency Board of Directors Meeting Item Title: Acceptance of the Status Report on Blueprint Intergovernmental Agency Infrastructure Projects Page 3 of 5 September 20, 2018 meeting, Blueprint is proceeding with the advertisement of the RSF project with the amenities and the St. Marks Trailhead concurrently with the FAMU Way Phase 3 Project offered by City Underground Utilities and Public Infrastructure.</p>
February 28, 2019	<p><b>Agenda Item:</b> Blueprint Project Updates</p> <p><b>Excerpt:</b> Capital Cascades Trail – Segment 3</p> <ul style="list-style-type: none"> <li>• <u>Regional Stormwater Facility</u> – The project design is substantially completed and is being advertised for bids concurrently with the FAMU Way Phase 3 project, as approved by the IA Board at the September 20, 2018 meeting. Right-of-way acquisition continues with an anticipated completion of spring 2019. Permitting for the project is underway through City Growth Management. Consistent with the recommendations of the Stormwater Working Group and Blueprint Technical Coordination Committee (TCC), the permit application will not include redevelopment capacity. This will allow the project to move forward in conjunction with the bidding of FAMU Way Phase 3, as well as meet the original goals of the project to improve current water quality and reduce existing flooding downstream.</li> </ul>
June 27, 2019	<p><b>Agenda Item:</b> Blueprint Project Updates</p> <p><b>Excerpt:</b> Capital Cascades Trail – Segment 3</p> <ul style="list-style-type: none"> <li>• <u>Pond 3D-B Regional Stormwater Facility (RSF)</u> – The City’s advertisement for bids for construction of FAMU Way Phase 3, which includes the CCT Segment 3 Regional Stormwater Facility (RSF) near Lake Bradford Road and the St. Marks Trail Head, has closed and the City has awarded a</li> </ul>

IA Board Meeting	Actions Taken
	construction contract. Right-of-way acquisition continues with anticipated completion in summer 2019, at which point the City's contractor will begin construction (estimated June 2019). Concurrently, Blueprint's permitting efforts are underway for the RSF, and staff anticipate completing permitting in the summer of 2019.
June 27, 2019	<b>IA Board Approved Action - Option 1:</b> Authorize the Intergovernmental Management Committee to execute a Grant Agreement with the Florida Department of Environmental Protection to reimburse design, permitting, and construction expenditures relating to the Capital Cascade Trail Segment 3D-B project with grant funds.
September 5, 2019	<b>Agenda Item:</b> Blueprint Project Updates <b>Excerpt:</b> Capital Cascades Trail – Segment 3 <u>Pond 3D-B Regional Stormwater Facility (RSF)</u> - The City has awarded a construction contract to Allen's Excavation for FAMU Way Phase 3, which includes the CCT Segment 3 Regional Stormwater Facility (RSF) near Lake Bradford Road and the St. Marks Trail Head. A preconstruction meeting was held on August 1 and a Notice to Proceed was issued on August 19 for the FAMU Way Phase 3 elements of the project with a delayed notice to proceed pending for the RSF and trailhead components. A thorough update is presented in Agenda Item #11.
September 5, 2019	<b>Agenda Item:</b> Acceptance of the Capital Cascades Trail Segment 3 Status Report on Public Engagement, Acquisition Processes, and 3D-B Regional Stormwater Facility  <b>Option 1:</b> Accept the status report on the Capital Cascades Trail Segment 3 public engagement, acquisition processes and 3D-B Regional Stormwater Facility.  <b>Option 2:</b> Direct Blueprint staff to enhance community gathering spaces along Capital Cascades Trail Segment 3D-B including expansion of the St. Marks Trailhead and creation of the RSF overlook space and to reuse the live oak tree wood as available.
December 12, 2019	<b>Agenda Item:</b> Blueprint Project Updates <b>Excerpt:</b> Capital Cascades Trail – Segment 3 <u>Pond 3D-B Regional Stormwater Facility (RSF)</u> - The City has awarded a construction contract to Allen's Excavation for FAMU Way Phase 3, which includes the CCT Segment 3 Regional Stormwater Facility (RSF) near Lake Bradford Road and the St. Marks Trail Head. Notice to Proceed for construction was issued on August 19 for the FAMU Way Phase 3 elements of the project. The construction notice to proceed for the RSF and trailhead components is anticipated for February 2020.

IA Board Meeting	Actions Taken
	<p>The design team is developing concepts for an expanded community gathering space to be included near the pond for public input and consideration. Initial concepts will be shared at a Blueprint Public Engagement community breakfast on December 14, 2019. Blueprint will have an interactive exhibit for the community to explore the proposed community gathering space and be able to offer comments/recommendations on the final layout of that new space. Also at the community breakfast, information on the Coal Shute Pond enhancements along FAMU- Way will also be available.</p>

**Appendix B: Segment 3 Project and Community Engagement Timeline**

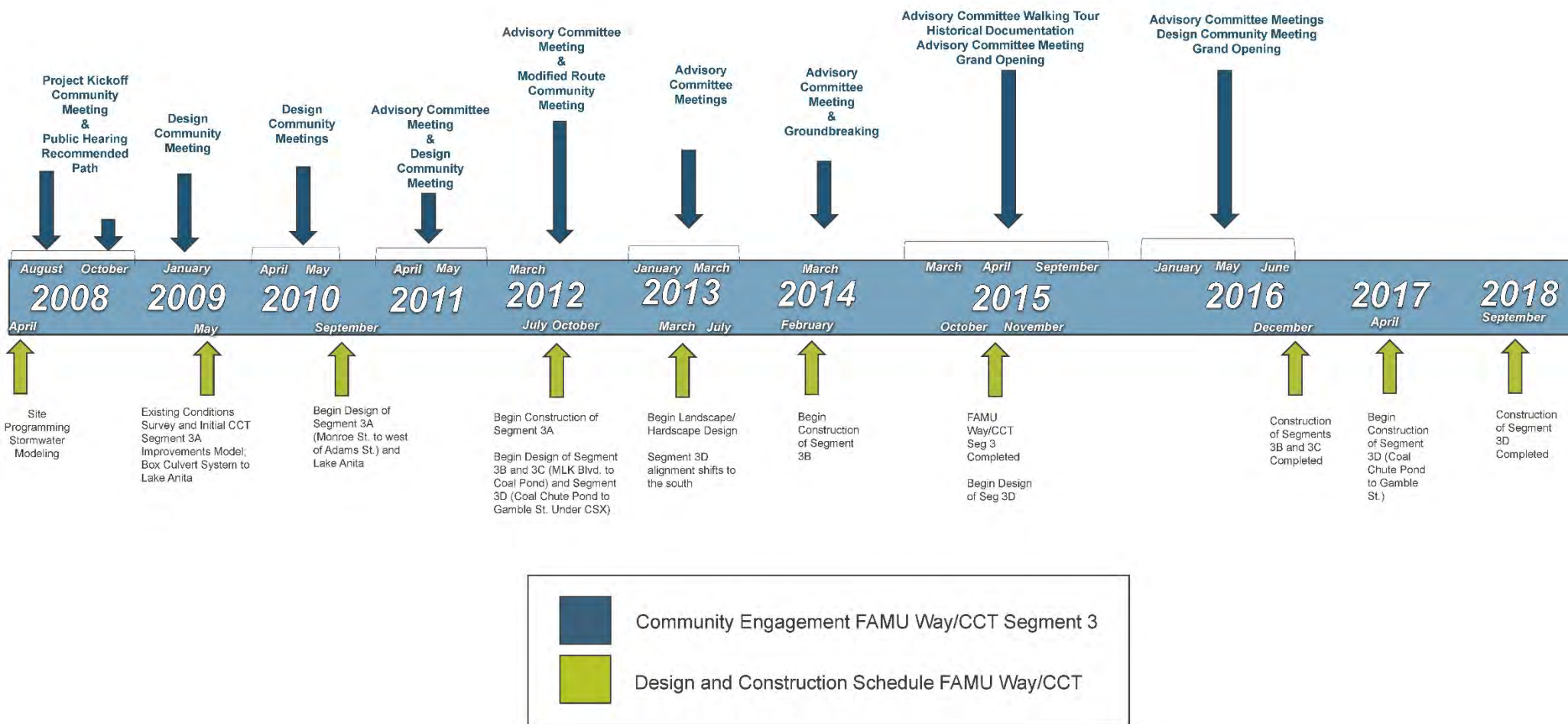
A detailed timeline of the project history and community engagement beginning in 2008 is included as a part of Appendix B. A variety of outreach techniques have been used including, 13 community meetings, a project web page and dedicated social media account, 16 media releases, 16 direct mailings, four door-to-door outreach efforts, distributed 1300 fliers regarding the alignment modification, two citizen surveys and numerous one-on-one conversations with area residents. Additionally, the FAMU Way Citizen's Advisory Committee formed in winter 2010, met throughout the project duration, and substantially informed project decisions. Beginning in 2008, properly noticed formal community-wide meetings convened. The City and/or Blueprint hosted the following formal meetings:

- August 2008 (Project Information)
- October 2008 (Public Hearing – recommended path)
- January 2009 (Design)
- April 2010 (Design)
- May 2010 (Design)
- April 2011 (FAMU Way Advisory Committee)
- May 2011 (Design)
- March 2012 (FAMU Way Advisory Committee)
- March 2012 (Modified Route)
- January 2013 (FAMU Way Advisory Committee)
- March 2013 (FAMU Way Advisory Committee)
- March 2014 (FAMU Way Advisory Committee)
- March 2014 (Groundbreaking Ceremony)
- March 2015 (FAMU Way Advisory Committee, Walking Tour)
- April 2015 (Historical documentation)
- September 2015 (FAMU Way Citizen Committee)
- October 2015 (Grand Opening FAMU Way/CCT Segment 3)
- January 2016 (FAMU Way Citizen Committee) – *Discussion of proposed design change*
- January 2016 (Flier Mailed to Residents) – *Invitation to community meeting to discuss proposed design change*
- January 2016 (Community Meeting) - *Discussion of proposed design change*
- February 2016 (Flier Mailed to Residents and Door-to-Door Outreach) – *Summary of proposed design change and invitation to February 29, 2016 IA Board meeting*
- May 2016 (FAMU Way Citizen Committee)
- June 2016 (Grand Opening FAMU Way/CCT Segment 3B )

In addition to the community and neighborhood sessions, meetings with other community partners such as Florida A&M University, local churches, as well as several

presentations to the City Commission and the IA Board were conducted. The final design is representative of a collaboration between community partners and technical staff. Community engagement has helped create a final product that seeks to balance the technical, social, and environmental challenges associated with this complicated project.

# Capital Cascades Trail and FAMU Way Project Outreach and Construction Timeline



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# Blueprint Intergovernmental Agency Citizens Advisory Committee

## Agenda Item #4

**January 16, 2020**

**Title:** Recommendation of Approval of the Minority Women Small Business Enterprise Policy and the Revision to the Blueprint Procurement Policy

**Category:** General Business

**Intergovernmental Management Committee:** Vincent S. Long, Leon County Administrator  
Reese Goad, City of Tallahassee Manager

**Lead Staff / Project Team:** Benjamin H. Pingree, Director, Department of PLACE  
Cristina Paredes, Director, Office of Economic Vitality  
Susan Dawson, Blueprint Attorney  
Darryl Jones, Deputy Director Office of Economic Vitality  
Kirsten Mood, Assistant Blueprint Attorney

### STATEMENT OF ISSUE:

This agenda item seeks the Blueprint Citizen Advisory Committee's recommendation of approval of the consolidated Minority Women and Small Business Enterprise (MWSBE) Policy (Attachment #1) and corresponding update to the Blueprint Procurement Policy providing that Blueprint solicitations will be subject to the consolidated MWSBE Policy (Attachment #3). The MWSBE Policy is based on the findings of the 2019 Disparity Study (Attachment #3), which demonstrated that a consolidated MWSBE program for Blueprint, the City of Tallahassee, and Leon County Government could be supported by factual, predicate evidence of disparity in the four-county market area of Leon, Gadsden, Wakulla, and Jefferson Counties.

The revision to the Blueprint Procurement Policy that removes references to the former, separate MWSBE programs of the City and County and provides that Blueprint solicitations will be governed by the consolidated MWSBE Policy. Following IA Board approval, the MWSBE Policy will go before the City of Tallahassee Commission and Leon County Board of County Commissioners, respectively. Corresponding revisions to City and County procurement policies that provide for City and County solicitations to follow the MWSBE Policy will be presented for consideration and approval. Following the approval of all three entities and revision of all corresponding procurement policies, the consolidated MWSBE Policy will apply to all

solicitations of all three entities as administered by the Tallahassee – Leon County Office of Economic Vitality MWSBE Division.

## **FISCAL IMPACT:**

This item does not have a fiscal impact.

## **CAC OPTIONS:**

- Option 1: Recommend the IA Board of Directors approve the Minority, Women, and Small Business Enterprise Policy for the Blueprint Intergovernmental Agency and approve the revisions to the Blueprint Procurement Policy.
- Option 2: Recommend the IA Board of Directors direct staff to work with City and County Staff to bring the Minority, Women, Small Business Policy and corresponding updates to City and County Policies before their respective governments.
- Option 3: CAC direction.

## **CAC RECOMMENDATION:**

- Option 1: Recommend the IA Board of Directors approve the Minority, Women, and Small Business Enterprise Policy for the Blueprint Intergovernmental Agency and approve the revisions to the Blueprint Procurement Policy.
- Option 2: Recommend the IA Board of Directors direct staff to work with City and County Staff to bring the Minority, Women, Small Business Policy and corresponding updates to City and County Policies before their respective governments.

# **Blueprint Intergovernmental Agency**

## **Board of Directors**

### **Agenda Item #X**

#### **January 30, 2020**

**Title:** Approval of the Minority Women Small Business Enterprise Policy and the Revision to the Blueprint Procurement Policy

**Category:** General Business

**Intergovernmental Management Committee:** Vincent S. Long, Leon County Administrator  
Reese Goad, City of Tallahassee Manager

**Lead Staff / Project Team:** Benjamin H. Pingree, Director of PLACE  
Susan Dawson, Blueprint Attorney  
Cristina Paredes, Director of the Office of Economic Vitality  
Darryl Jones, Deputy Director of the Office of Economic Vitality  
Kirsten Mood, Assistant Blueprint Attorney

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## **STATEMENT OF ISSUE:**

This agenda item seeks the Blueprint Intergovernmental Agency Board of Directors (IA Board) approval of the consolidated Minority Women and Small Business Enterprise (MWSBE) Policy (Attachment #1) and corresponding update to the Blueprint Procurement Policy providing that Blueprint solicitations will be subject to the consolidated MWSBE Policy (Attachment #3). The MWSBE Policy is based on the findings of the 2019 Disparity Study (Attachment #3), which demonstrated that a consolidated MWSBE program for Blueprint, the City of Tallahassee, and Leon County Government could be supported by factual, predicate evidence of disparity in the four-county market area of Leon, Gadsden, Wakulla, and Jefferson Counties.

The revision to the Blueprint Procurement Policy that removes references to the former, separate MWSBE programs of the City and County and provides that Blueprint solicitations will be governed by the consolidated MWSBE Policy. Following IA Board approval, the MWSBE Policy will go before the City of Tallahassee Commission and Leon County Board of County Commissioners, respectively. Corresponding revisions to City and County procurement policies that provide for City and County solicitations to follow the MWSBE Policy will be presented for consideration and approval. Following the approval of all three entities and revision of all corresponding procurement policies, the consolidated MWSBE Policy will apply to all solicitations of all three entities as

administered by the Tallahassee – Leon County Office of Economic Vitality MWSBE Division.

## **FISCAL IMPACT:**

This item does not have a fiscal impact.

## **RECOMMENDED ACTION:**

- Option 1: Approve the Minority, Women, and Small Business Enterprise Policy for the Blueprint Intergovernmental Agency and approve the revisions to the Blueprint Procurement Policy.
- Option 2: Direct staff to work with City and County Staff to bring the Minority, Women, Small Business Policy and corresponding updates to City and County Policies before their respective governments.

## **EXECUTIVE SUMMARY:**

This agenda item presents the consolidated MWSBE Policy and a corresponding revision to the Blueprint Procurement Policy approving Blueprint participation in the proposed consolidated MWSBE Program.

On April 26 and 27, 2016, the Leon County Board of County Commissioners and the City of Tallahassee Commission, respectively, accepted the Final Report of the Minority, Women, and Small Business Enterprise Programs Evaluation Committee and approved its recommendations, including a new disparity study and consolidation of the County and City MWSBE Programs under the Tallahassee – Leon County Office of Economic Vitality (OEV). The City and County merged their respective supplier diversity offices into the OEV Minority, Women, and Small Business Enterprise (MWSBE) Division. One of the MWSBE Division's first tasks was to secure a disparity study whose findings and recommendations would serve as the foundation of the MWSBE Division. In order to continue a legally defensible race- or gender-conscious government program, a disparity study must first identify evidence of disparity in the relevant market area. Accordingly, the MWSBE Division advertised a contract that was awarded to MGT of America, Inc. (MGT), to conduct the 2019 Disparity Study. Over the next three years, staff worked with MGT to conduct a thorough analysis of five fiscal years of expenditures, held dozens of stakeholder meetings, and engaged as many stakeholders as possible.

The 2019 Disparity Study considered the expenditures of the City of Tallahassee, Leon County Government, and Blueprint, and compared the utilization of Minority Business Enterprise (MBE) and Women Business Enterprise (WBE) firms to their availability in

the relevant market area. The 2019 Disparity Study revealed evidence of disparity to support not only a continued race- and gender-conscious MWSBE Program but a single, consolidated MWSBE Program that serves all three entities. In addition, the 2019 Disparity Study included new, consolidated aspirational goals for all three entities adopted by the IA Board at its June 27, 2019 meeting (Attachment #4). Following IA Board acceptance of the 2019 Disparity Study on June 27, 2019, the Disparity Study became the basis of the proposed consolidated MWSBE Policy.

Aspirational Goals		
Procurement Category	Aspirational MBE Goal	Aspirational WBE Goal
Construction Prime Contractors	5.00%	4.00%
Construction Subcontractors	14.00%	9.00%
Architecture & Engineering	8.00%	6.00%
Professional Services	5.00%	6.00%
Other Services	6.00%	8.00%
Materials and Supplies	1.00%	6.00%

Representatives of the City, County, and Blueprint considered the twelve recommendations set forth in the 2019 Disparity Study to develop consolidated MWSBE Policy and necessary revisions to the Blueprint Procurement Policy presented in this agenda item.

The staff and MGT, the Disparity Study consultant, have been engaged with local industry stakeholders and public sector leaders on the consolidated MWSBE Policy. This preliminary engagement with principal constituencies ensures the successful compliance and utilization of the new policies and procedures. To date the OEV staff completed the following meetings to engage both internal and external stakeholders (Attachment #5) in the development of these consolidated policies:

- 11 internal stakeholder meetings (members of the leadership team of the City of Tallahassee and the Leon County Government)
- 7 external stakeholder meetings (representatives and businesses within the industry with interest in MWSBE policies).

This agenda item seeks IA Board approval of the proposed consolidated MWSBE Policy and corresponding revision to the Blueprint Procurement Policy. The proposed revision to the Blueprint Procurement Policy removes references to the former programs of the City and County and provides that Blueprint solicitations will be governed by the consolidated MWSBE Policy.

The key attributes of the consolidated MWSBE Policy include the following:

- MBE, WBE, and SBE firm certification and reciprocity with the Department of Management Services Office of Supplier Diversity program
- MWBE Program including project specific MBE and WBE goals for all feasible solicitations

- Small Business Program to reserve projects for SBE firms and unbundling where feasible
- Mentor-Protégé; Joint Venture, Partnership, and Association; and Apprenticeship or Externship to build capacity among MWSBE firms

The differences among the attributes of the former City, former County, and proposed consolidated MWSBE Policy are highlighted in Attachment #6 to this agenda item.

This consolidated MWSBE Policy required significant edits to the Blueprint Procurement Policy because previously the Blueprint Procurement Policy referenced both City and County supplier diversity goals for subcontracting and MWBE participation on projects and purchasing. Amendment to the Blueprint Procurement Policy is necessary for the MWSBE Division to administer the consolidated MWSBE Policy. This uniformity includes the MWSBE division setting narrowly tailored goals for solicitations, analyzing bid responses, and providing contract compliance monitoring and oversight for all jurisdictions. Thus, the revised Blueprint Procurement Policy requires IA Board approval..

This agenda item also seeks the IA Board's direction to bring the consolidated MWSBE Policy and corresponding amendments to the City and County procurement policies before their respective commissions for approval.

## **SUPPLEMENTAL INFORMATION:**

This agenda item presents the consolidated MWSBE Policy and a corresponding revision to the Blueprint Procurement Policy approving Blueprint participation in the proposed consolidated MWSBE Program.

### **I. New MWSBE Policy Highlights**

The key attributes of the consolidated MWSBE Policy include the following:

- Standardizes MBE, WBE, and SBE firm size requirements.
- Provides five certification categories: MBE, WBE, SBE, MBE/SBE, and WBE/SBE.
- Increases size requirements to \$5 million firm net worth and a maximum of 200 employees.
- Allows for reciprocal certification with the State of Florida's Department of Management Services Office of Supplier Diversity (OSD).
- Directs the MWSBE Division, City Procurement Services Division, County Purchasing Division, and all project managers to work together to set project specific goals for subcontracting and sub-consultants in every solicitation suitable for MBE and WBE participation.
- Only dollars expended with certified MWBE firms from Leon, Gadsden, Jefferson, and Wakulla counties, will be counted towards satisfying project specific MWBE goals.



- Submission of Good Faith Effort documentation will not be eligible for MWBE Participation Plan points, but will allow the submittal to be responsive.
- Provides two strategies to increase utilization of SBE firms by reserving, where feasible, contracts valued under \$150,000 for competition among SBE firms. The second is to encourage the “unbundling” of projects into smaller projects.
- Encourages Mentor-Protégé relationships and Joint Venture, Partnership, and Association to afford prime contracting and consulting opportunities for MWBE firms on City, County, and Blueprint projects.
- The MWSBE Division will compile MWBE and SBE Program information into an annual report

## **II. Background and Workgroup Engagement**

The City of Tallahassee and Leon County Government operated separate MWSBE Programs based on disparity studies from different years and based on the respective entities' prior MBE and WBE utilization.<sup>1</sup> The Office of Economic Vitality (OEV) Minority Women Small Business Enterprise (MWSBE) Division merged from the respective supplier diversity offices within the City of Tallahassee and Leon County Government. In April 2016, the City and County agreed to functionally consolidate their MWSBE Programs under the newly created OEV and fund a new Disparity Study to provide the most recent, legally defensible data, but also to determine whether evidence existed to support the consolidation of the two MWSBE Programs or whether the MWSBE Programs must remain separate. For the last three years, the MWSBE Division has operated two MWSBE Programs side-by-side to serve the City, County, and Blueprint. On June 27, 2019, the IA Board accepted the 2019 Disparity Study conducted by MGT of America, Inc. (MGT), providing factual predicate evidence to support a consolidated MWSBE program serving all three entities and directed the creation of a policy to govern the consolidated program.

MGT worked with OEV and a workgroup of internal stakeholders to complete the 2019 Disparity Study. Upon MGT's completion of an initial draft consolidated MWSBE Policy, OEV reconvened the workgroup comprised of staff from the City, County, and Blueprint to refine the consolidated MWSBE Policy to address the requirements of each office (Attachment #5). A subset of the workgroup consisting of the MWSBE Division, City Procurement Services Division, and County Purchasing Division worked collaboratively to tailor the proposed consolidated MWSBE Policy to the needs of the City, County, and Blueprint. Members of the internal stakeholder workgroup held eleven meetings to discuss external stakeholder recommendations and review existing policies for both the City of Tallahassee and Leon County Government.

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<sup>1</sup> As with many of its policies and procedures, Blueprint adopted the supplier diversity policies of the City of Tallahassee.



The proposed consolidated MWSBE Policy includes a process for certifying Minority and Women Business Enterprise (MWBE) firms for participation in the MWBE program. The MWSBE Policy also includes a process for certifying Small Business Enterprise (SBE) firms and updated the existing SBE Programs. In addition, the MWSBE Policy includes a process for encouraging mentor-protégé relationships, joint ventures, and apprenticeships and externships. These programs will serve the local business community and provide capacity building for MWSBE firms in an effort to stimulate job creation in the local economy. Accordingly, the MWSBE Division sought input and collaboration from key external stakeholders in the business and workforce development community.

The group of external stakeholders included members of the Minority, Women, and Small Business Enterprise Programs Evaluation Committee and the MWSBE Citizens Advisory Committee. The external stakeholders met with the MWSBE Division seven times to review the proposed MWSBE Policy over a period of three months. The expertise of the external stakeholders was invaluable to the creation of the proposed consolidated MWSBE Policy. The MWSBE Division is proud of the buy-in to the proposed consolidated MWSBE Policy that these meetings generated in the business and workforce development community.

### **III. Certification**

External stakeholder input was most valuable in the area of MWSBE certification. Currently, MBE, WBE, and SBE firms can be certified when their gross receipts fall under thresholds identified in the City and County policies and they employ 50 employees or less. The proposed MWSBE Policy standardized MBE, WBE, and SBE firm size requirements across all three entities. In addition, the size requirements increased to a \$5 million firm net worth and a maximum of 200 employees. The new size requirements are in keeping with reciprocal certification for firms that hold a certification with the State of Florida's Department of Management Services Office of Supplier Diversity (OSD), another feature of the proposed MWSBE Policy endorsed by the external stakeholders. Reciprocal certification for those firms certified with OSD has the potential to expand the MWSBE Division list of certified firms threefold. Attachment #6 to this agenda item highlights the differences among certification requirements of the City and County's Current MWSBE Policies, the State of Florida's OSD program, and the proposed consolidated MWSBE Policy.

### **IV. MWBE Program**

The consolidated MWBE Program is driven by the aspirational goals identified in the 2019 Disparity Study. The aspirational goals represent payments to certified firms performing work on City, County, and Blueprint projects as a percentage of total spending. The aspirational goals for MBE and WBE spending is presented below.

Aspirational Goals		
Procurement Category	Aspirational MBE Goal	Aspirational WBE Goal
Construction Prime Contractors	5.00%	4.00%
Construction Subcontractors	14.00%	9.00%
Architecture & Engineering	8.00%	6.00%
Professional Services	5.00%	6.00%
Other Services	6.00%	8.00%
Materials and Supplies	1.00%	6.00%

The following sections describe how the aspirational goals inform each solicitation through setting project specific goals for all solicitations where feasible and how the MWSBE Division will score the MWSBE portions those solicitations.

### Project Specific Goals

To meet the aspirational goals and maintain a narrowly-tailored, legally defensible program, the MWSBE Policy provides that the MWSBE Division, City Procurement Services Division, County Purchasing Division, and all project managers will work together to set project specific goals for subcontracting and sub-consultants in every solicitation suitable for MBE and WBE participation before advertisement to the public. Not all solicitations will be suitable for MBE and WBE project specific goals. For example, MBE and WBE project specific goals would not be appropriate for a solicitation of services for which there are no certified MBE or WBE firms willing or able to perform the work.

Usually, solicitations for all three entities involve a project manager or department notifying the Procurement Services or Purchasing Division of a procurement need. The Procurement Services or Purchasing Division work with the project manager to develop a solicitation and the purchasing agent, project manager, and a representative from the MWSBE Division hold a solicitation development meeting to produce a solicitation with project specific goals, if feasible. Once the solicitation has been developed, it is advertised to the public. Following the advertisement, the purchasing agent may schedule a pre-bid meeting with potential respondents. Following the public opening, the MWSBE Division is responsible for scoring the MWSBE portions of the solicitation, where applicable, and the Procurement Services or Purchasing Division and solicitation scoring committee are responsible for scoring the other components of the solicitation. The MWSBE Policy provides guidelines for MWSBE Division evaluation of responses to solicitations that include project specific goals.

The consolidated MWBE Program also provides an incentive for MBE and WBE firms to become primes. The proposed consolidated MWSBE Policy provides that when an MBE or WBE firm is a prime contractor or consultant, the project specific goal is fulfilled for its certification designation. For example, where a WBE firm is the prime respondent to a solicitation, the project specific goal for WBE utilization is fulfilled. The WBE firm remains responsible for meeting the project specific goal for MBE utilization.

## Responsiveness

Among the substantive changes included in the consolidated MWSBE Policy is the recommended uniformity of MWSBE goal setting, communication with vendors on MWSBE goals for projects. This will be achieved first through new policies that recommend pre-solicitation meetings that include the project manager, purchasing agent, and other internal stakeholders before a bid is made public. With improved input obtained during the pre-solicitation meeting, the MWSBE Division will be better equipped to set narrowly tailored goals for all Blueprint projects based upon the specifications outlined in solicitations and the availability of certified MWSBE firms in the subcontracting industries necessary for the project. Next, the MWSBE Policy authorizes project managers and purchasing agents to convene pre-bid meetings that will describe the RFP for all respondents, including MWBE project specific goals and scoring. Not only does the law require narrowly tailoring, but project specific goals on each project accurately represent the opportunity for MWBE utilization that respondents will be capable of meeting. Pre-bid meetings allow the MWSBE Division to describe its supplier diversity process on all projects. These policy changes are intended to increase the responsiveness of respondents and lessen the need for Good Faith Effort documentation in responses.

The MWSBE Division will be responsible for evaluating the responses to all solicitations with project specific goals for responsiveness. Where project specific goals are set, respondents will be asked to provide an **MWBE Participation Plan** and/or **Good Faith Effort documentation** as part of their responses. An MWBE Participation Plan asks respondents to list the MWBE firms that will be utilized on the project to meet project specific goals, to aver that they will monitor the MWBE firms to ensure participation, and to agree to comply with the MWSBE Policy. Where a respondent does not meet the full project specific goal for MWSBE Good Faith Effort documentation provides evidence of a bid respondent's efforts to utilize MWBEs who are unavailable.

If the MWSBE Division finds that a response is non-responsive to the MWBE portion of the solicitation, the MWSBE Division will recommend that the responsible purchasing agent deem the respondent non-responsive. The purchasing agent's determination of responsiveness will be governed by the applicable Purchasing Manual or Procurement Policy of the appropriate entity. The MWSBE Division will evaluate responsiveness according to the table below.

MWBE Response Evaluation: Responsiveness	
Recommendation	Response
<b>RESPONSIVE</b>	<ul style="list-style-type: none"> <li>Completed <b>MWBE Participation Plan</b> that is eligible for 8 or 10 points;</li> <li>Completed <b>MWBE Participation Plan</b> that is eligible for 2, 4, or 6 points and <b>Good Faith Effort documentation</b> demonstrating why respondent could not meet the full project specific goal; <b>OR</b></li> <li>Completed <b>Good Faith Effort documentation</b>.</li> </ul>
<b>NON-RESPONSIVE</b>	<ul style="list-style-type: none"> <li>Completed <b>MWBE Participation Plan</b> that is eligible for 2, 4, or 6 points but no <b>Good Faith Effort documentation</b> demonstrating why respondent could not meet the full project-specific goal;</li> <li>An <b>MWBE Participation Plan</b> that is incomplete, unsigned, or otherwise ineligible for points and no <b>Good Faith Effort documentation</b>; <b>OR</b></li> <li>No <b>MWBE Participation Plan</b> or completed <b>Good Faith Effort Documentation</b>.</li> </ul>

## Scoring

For solicitations that have project specific goals and involve scoring, the MWSBE Division will award points for an MWBE Participation Plan. The MWSBE Division is only responsible for the scoring of the MWBE Participation Plan and determining whether the MWBE Participation Plan and Good Faith Effort documentation, if any, is responsive. The MWSBE Division then provides the MWBE Participation Plan score and determination of responsiveness to the purchasing agent. The purchasing agent and any relevant scoring committee is responsible for scoring the remainder of the solicitation as provided in each entity's relevant procurement policy.

The consolidated MWSBE Policy provides that, generally, a maximum number of points available for the MWBE portion of a solicitation is a total of **10 points**. A total of **8 points** is available for an MWSBE Participation Plan. Demonstrating one or more of Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationships may earn an additional **2 points**.

- Submission of an MWBE Participation Plan will earn **8 points** for the following: (1) utilizing certified MWBE firm(s); (2) to meet the project specific goals; and (3) agreeing to monitor, report, and abide by the MWSBE Policy.
- Submission of an MWBE Participation Plan will earn **4 points** for the following: (1) utilizing certified MWBE firm(s); (2) to meet a portion of the project specific goals; and (3) agreeing to monitor, report, and abide by the MWSBE Policy.
- Submission of an MWBE Participation Plan demonstrating one or more of Joint Venture, Partnership, and Association; mentor-protégé; or apprenticeship relationships will earn **2 points**.

The table below lays out all possible MWBE Participation Plan score outcomes.

MWBE Participation Plan Score Outcomes	
Score	Response
<b>2 Points</b>	Submission of an MWBE Participation Plan that demonstrates Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship, but is ineligible for 4 or 8 points. <b>Good Faith Effort documentation demonstrating why respondent could not meet the project specific goal is necessary for responsiveness.</b>
<b>4 Points</b>	Submission of an MWBE Participation Plan that demonstrates (1) utilization of a certified MWBE firm, (2) meets a portion of the project specific goals for MBE and/or WBE utilization, (3) agreeing to monitor. Does not demonstrate Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship. <b>Good Faith Effort documentation demonstrating why respondent could not meet the project specific goal is necessary for responsiveness.</b>
<b>6 Points</b>	Submission of an MWBE Participation Plan that demonstrates (1) utilization of a certified MWBE firm, (2) meets a portion of the project specific goals for MBE and/or WBE utilization, (3) agreeing to monitor. Also demonstrates Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship. <b>Good Faith Effort documentation demonstrating why respondent could not meet the project specific goal is necessary for responsiveness.</b>
<b>8 Points</b>	Submission of an MWBE Participation Plan that demonstrates (1) utilization of a certified MWBE firm, (2) meets the project specific goals for MBE and/or WBE utilization, (3) agreeing to monitor. Does not demonstrate Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship.
<b>10 Points</b>	Submission of an MWBE Participation Plan that demonstrates (1) utilization of a certified MWBE firm, (2) meets a portion of the project specific goals for MBE and/or WBE utilization, (3) agreeing to monitor. Also demonstrates Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship.

## Good Faith Effort

When a respondent fails to meet project specific goals in whole or in part at the time of response submittal, supplier diversity professionals like the MWSBE Division presume that MWBE firms were available to complete the work, but the respondent did not engage them. The respondent is responsible for demonstrating that it made a good faith effort to engage MWBE firms to meet the project specific goals, but was unable to do so, through submission of Good Faith Effort documentation.

Good Faith Effort documentation will, for the first time, be evaluated the same way for all three entities. Ten different kinds of Good Faith Effort documentation, including attendance at a pre-bid or pre-proposal meeting, copies of advertisements placed in the local newspaper and minority publications, and copies of written correspondence sent to certified MWBE firms, will be acceptable to demonstrate Good Faith Effort. Each kind of documentation is worth 10 points. Any combination of the activities reaching 50 points will be sufficient to demonstrate Good Faith Effort.



## **V. SBE Program**

The proposed MWSBE Policy provides two strategies to increase the utilization of Small Business Enterprise (SBE) firms. The first is to reserve, where feasible given project time constraints and certified SBE firm availability, those projects valued under \$150,000 for competition among only certified SBE firms. Solicitations for reserved projects valued under \$150,000 will be advertised only to certified SBE firms, and only certified SBE firms will be allowed to respond. If no certified SBE firms respond to a reserved solicitation or the responses are deemed unreasonable, all responses will be rejected and the project will be re-advertised in the usual manner to all prospective respondents.

The second strategy is to encourage as a matter of policy the “unbundling” of projects into smaller projects which may be more suitable for SBE firm participation. As part of the solicitation development meetings arranged by the City Procurement Services and County Purchasing Divisions, the MWSBE Division will recommend that projects be broken into smaller projects to encourage SBE firm participation.

## **VI. Mentor-Protégé; Joint Venture, Partnership, and Association; and Apprenticeship or Externship**

The proposed MWSBE Policy encourages Mentor-Protégé relationships and Joint Venture, Partnership, and Association to afford prime contracting and consulting opportunities for MWBE firms on City, County, and Blueprint projects. Where applicable, Mentor-Protégé relationships and Joint Ventures, Partnerships, and Associations will be worth 2 points towards a respondent’s MWBE Score.

### **Mentor-Protégé Relationships**

The MWSBE Division will approve a Mentor-Protégé relationship between a Mentor and a Protégé that is an MBE, WBE, or SBE firm certified with the MWSBE Division for an initial period of 3 years. Each year, the Mentor and Protégé will prepare a three-year development plan that will help the certified firm build capacity and experience. A Mentor responding to a City, County, or Blueprint solicitation can demonstrate a Mentor-Protégé relationship in its MWBE Participation Plan for 2 points and may count the work of its Protégé towards one half of the relevant MBE or WBE goal.

### **Joint Venture, Partnership, and Association**

A Joint Venture is a joint business association—a separate legal entity like a corporation or LLC—consisting of one certified MWBE firm and one non-MWBE firm or two certified MWBE firms formed to carry on a single business activity which is limited in scope and duration. A Partnership or Association is subject to the same requirements as a Joint Venture, but does not require the formation of a legal entity separate from its component firms. The MWBE firm or smaller MWBE firm in a Joint Venture, Partnership, or

Association will comprise a minimum of ten percent (10%) of the association and will receive a share of contract dollars proportionate to the percentage of its participation. From its creation and each year subsequent, a Joint Venture, Partnership, or Association will submit a Joint Venture, Partnership, and Association Affidavit and all contractual agreements related thereto. Joint Ventures, Partnerships, and Associations responding to City, County, and Blueprint solicitations can earn 2 points for demonstrating their relationship in their MWBE Participation Plan and may count the work of the smaller MWBE firm towards one half of the relevant MBE or WBE goal.

### **Apprenticeship or Externship**

Respondents may earn 2 points towards for averring in their MWBE Participation Plans that the Respondents themselves or their subcontractors or sub-consultants will participate in an apprenticeship program registered with the Florida Department of Education or the United States Department of Labor or utilize otherwise-qualifying apprentices or externship for at least ten percent (10%) of the labor hours on the construction project. Respondents will be required, quarterly, to submit documentation of the company's participation in an apprenticeship program or an externship program offered by qualified workforce development intermediary or educational institution or documentation of apprentice utilization.

## **VII. Reporting**

The effectiveness of the MWBE Program and SBE Program will be measured by a review of dollars spent with MWSBE firms as a percentage of the total spending of the City, County, and Blueprint. Program effectiveness will also be measured by efforts of City, County, and Blueprint staff to provide prime contracting opportunities for MWSBE firms. The MWSBE Division will compile MWBE and SBE Program information into an annual report. These annual supplier diversity reports on MWSBE utilization will be captured uniformly for all three governments because 1.) a consolidated MWSBE Policy ensures uniformity in processes, thus uniformity in data collection; 2.) the utilization of the B2GNow Contract Compliance Monitoring software, that tracks both non-MWSBE and MWSBE subcontracting, will capture the same data for the City of Tallahassee, Leon County Government, and Blueprint. This compliance software has been used by Leon County Government for more than a decade. This tool has been invaluable in collecting Leon County's subcontracting data and verifying subcontractor utilization through payment documentation. Presently, staff is on-boarding this software in partnership with the City of Tallahassee procurement and finance staff for utilization by the City of Tallahassee and Blueprint. This next step will make data collection and compliance monitoring more efficient and synonymous with all three jurisdictions.

As with the existing program, prime contractors and consultants will be expected to maintain records about their subcontractors, sub-consultants, or suppliers and make



those records available to the MWSBE Division. Primes will also be responsible for providing a Final Pay Affidavit documenting the same. In addition, the MWSBE Division will work with purchasing card vendors to upload information about purchasing card expenditures into the City and County's electronic tracking system, B2GNow. City Purchasing and County Procurement Services Divisions will continue to work with the MWSBE Division to ensure the accurate capture of prime and subcontractor data in the B2GNow system. Capture of the full universe of all prime and subcontracting data, including MBE, WBE, SBE, and non-minority firms, will prepare all three entities for a successful future disparity study should the race- and gender-conscious program continue.

## **VIII. Capacity Building Component**

The proposed consolidated MWSBE Policy also codifies the work that the MWSBE Division continues to do to reach out to MBE, WBE, and SBE firms and help connect them with resources to build capacity. The MWSBE Division looks forward to establishing a method of evaluating all firms that do business with the City, County, and Blueprint to provide better feedback to vendors and provide MBE, WBE, and SBE firms with another qualification that can help them land the jobs they want.

## **IX. Blueprint Procurement Policy Update**

Attachment #2 to this agenda item is a proposed revision to the Blueprint Procurement Policy that removes the reference to the former programs and policies of the City and the County and provides that the MWSBE Division will administer the MWBE and SBE in accordance with the proposed consolidated MWSBE Policy.

## **X. Next Steps**

The 2019 Disparity Study recommendations have implications for changes to the purchasing and procurement policies of all three entities. If approved by the IA Board, OEV staff will work to complete the IA Board direction from its June 2019 meeting in cooperation with the purchasing/procurement offices of the City of Tallahassee and Leon County Government. Specifically, OEV and the purchasing and procurement offices of the City of Tallahassee and Leon County Government will complete the following:

- Work with City and County staff to bring the consolidated MWSBE Policy to the City of Tallahassee and Leon County Government for approval and inclusion in their respective procurement policies.
- Finalize the integration of the B2G Now software system for all three entities to enhance contract monitoring and compliance for all three entities and also enable data capture in advance of the next Disparity Study.

- Convene a Taskforce to implement the mentor-protégé, joint venture, and apprenticeship elements of the MWSBE Policy and schedule meetings in cooperation with MGT to implement them.
- Finalize and update the City's DBE Plan for approval by the City of Tallahassee Commission.
- Staff will continue to work with the City and County departments to facilitate the implementation of the new MWSBE Policy.
- Upon approval of the consolidated MWSBE Policy, staff will host stakeholder meetings with the appropriate industry associations in new aspirational targets and consolidated purchasing/procurement policies and procedures.

## **XI. Conclusion**

The proposed consolidated MWSBE Policy lays the foundation for a successful program of work for the MWSBE Division and the ability of all three entities to meet the Aspirational Goals identified in the 2019 Disparity Study. This agenda item presents the consolidated MWSBE Policy and a corresponding revision to the Blueprint Procurement Policy approving Blueprint participation in the proposed consolidated MWSBE Program. Following IA Board approval of the consolidated MWSBE Policy and corresponding revision to the Blueprint Procurement Policy, the City of Tallahassee Commission and Leon County Board of County Commissioners will consider the MWSBE Policy and corresponding revisions to their procurement policies.

Once approved by all three entities, the consolidated MWSBE Program will serve all three entities with one uniform program. The consolidated MWSBE Program is the culmination of the 2016 Final Report of the MWSBE Programs Evaluation Committee accepted by the Leon County Board of County Commissioners and City of Tallahassee Commission, the consolidation of the MWSBE Division within the Office of Economic Vitality, and the conclusion of the 2019 Disparity Study.

**Action by the MWSBE CAC, Blueprint CAC, and EVLC:**

## **OPTIONS:**

- Option 1: Approve the Minority, Women, Small Business Enterprise Policy for the Blueprint Intergovernmental Agency and approve the revision to the Blueprint Procurement Policy.
- Option 2: Direct staff to work with City and County Staff to bring the Minority, Women, Small Business Policy and corresponding updates to City and County Policies before their respective governments.

Option 3: IA Board Direction.

## **RECOMMENDED ACTION:**

Option 1: Approve the Minority, Women, Small Business Enterprise Policy for the Blueprint Intergovernmental Agency and approve the revision to the Blueprint Procurement Policy.

Option 2: Direct staff to work with City and County Staff to bring the Minority, Women, Small Business Policy and corresponding updates to City and County Policies before their respective governments.

### Attachments:

1. Proposed Minority, Women, Small Business Enterprise Policy
2. Revision to the Blueprint Procurement Policy
3. 2019 Disparity Study Executive Summary
4. June 27, 2019 Disparity Study Agenda Item
5. Workgroup Membership
6. Certification Comparison Chart: Existing City of Tallahassee and Leon County, State of Florida OSD, and Consolidated MWSBE Policy

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# MINORITY, WOMEN, AND SMALL BUSINESS ENTERPRISE POLICY

Leon County Government  
City of Tallahassee  
Office of Economic Vitality

*OFFICE OF ECONOMIC VITALITY*  
*MINORITY, WOMEN, AND SMALL BUSINESS ENTERPRISE POLICY*

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## I. AUTHORITY

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This policy supersedes City of Tallahassee MWSBE Policies 16.5, adopted January 22, 2014, and Leon County Purchasing Policy No. 96-1 Part B, adopted June 20, 2017. The City of Tallahassee, FL (City) adopted this policy on (date). Leon County Government (County) adopted this policy on (date). The Blueprint Intergovernmental Agency (Blueprint) Board of Directors (IA Board) adopted this policy on January 30, 2020. This consolidated policy will be administered by the Minority, Women, and Small Business Enterprise (MWSBE) Division of the Office of Economic Vitality (OEV).

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## II. SCOPE AND APPLICABILITY

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This policy is applicable to solicitations advertised by any and all City, County, and Blueprint officials and departments.<sup>1</sup> All three entities reserve those rights set forth in their respective purchasing and procurement policies to the extent they are not in conflict with this MWSBE Policy.

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## III. POLICY STATEMENT

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Pursuant to City of Tallahassee Administrative Policies and Procedures Manual Section No. 1204 and Leon County Government Policy No. 18-1, the City, County, and Blueprint will not tolerate any form of discrimination in any of their programs, services, or activities.

The Small Business Enterprise (SBE) Program is race- and gender-neutral and intended to promote City, County, and Blueprint utilization of SBE firms. The Minority Women Business Enterprise (MWBE) Program outlined in this policy is narrowly tailored to remedy discrimination documented in the 2019 Disparity Study conducted by MGT of America, Inc., and accepted by the IA Board at its meeting held June 27, 2019. The 2019 Disparity Study identified disparity in City, County, and Blueprint spending sufficient to support a race- and gender-conscious MWBE program for all three entities.

The City, County, and Blueprint intend to institute and maintain an MWBE Program and an SBE Program that provide for:

- A. Representative utilization of MWSBE firms in all aspects of City, County, and Blueprint procurement activity.
- B. Elimination of any institutional and procedural barriers which would prohibit active participation in City, County, and Blueprint procurement opportunities.
- C. Training, education and technical assistance to enhance opportunities for MWSBE firm

<sup>1</sup> Although the City of Tallahassee Procurement Services Division administers solicitations for the Consolidated Dispatch Agency (CDA) and Capital Region Transportation Planning Agency (CRTPA), this policy does not apply to the solicitations of the CDA and does not apply to the solicitations of the CRTPA.

participation in the City, County, and Blueprint purchasing and contracting activities.

- D. Public information on the opportunities available for doing business with the City, County, and Blueprint.

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## IV. OBJECTIVES

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- A. To provide minority, women, and small businesses in the Market Area equal access and opportunities to compete and be awarded contracts and purchases.
- B. To remedy any disparate treatment of minority, women, and small businesses attempting to do business with the City, County, and/or Blueprint.
- C. To effectively communicate procurement and contracting opportunities, business and professional development resources for minority, women, and small businesses.

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## V. BACKGROUND

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In 2016, the City and County merged their respective supplier diversity offices into the Office of Economic Vitality (OEV) Minority, Women, and Small Business Enterprise (MWSBE) Division. OEV commissioned the Disparity Study in 2017 to determine whether evidence of disparity existed in the market, and if so, whether that disparity was sufficient to support an MWSBE Program that serves the City, County, and Blueprint.

In 2019 the Disparity Study revealed evidence of disparity sufficient to support the continuation of a race- and gender-conscious MWBE Program, as well as a single, consolidated MWBE Program and aspirational goals that serve all three entities. The IA Board accepted the 2019 Disparity Study at its June 27, 2019 meeting and directed staff to develop this policy with the support of City, County, and Blueprint staff and officials as well as external stakeholders in the contracting community.

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## VI. DEFINITIONS

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The terms and words used in this policy are defined below.

1. “Affiliate” or “Affiliation” – When the owner of a firm either directly or indirectly controls or has the power to control another firm; a third party or parties controls or has the power to control both; or other relationships between or among parties exist such that affiliation may be found between the two firms. A firm is an affiliate of another when the owner of the firm has possession, direct or indirect of either: (i) the ownership of or ability to direct the voting of, as the case may be, more than fifty percent (50%) of the equity interest, value, or voting power of such firm, or (ii) the power to direct or cause the direction of the management and policies of such firm whether through the ownership of voting securities by contract or otherwise. In determining whether a firm is an affiliate with another firm or with an owner of another firm, consideration will be given to all appropriate factors including but not limited to common ownership, common

management, contractual relationship, and shared facilities.

2. "Applicant" – a person who has submitted an application for certification as an MBE, WBE, or SBE to the MWSBE Division of the Office of Economic Vitality.
3. "Apprentice" – Any person who is enrolled in and participating in an apprenticeship program registered with the Florida Department of Education or the United States Department of Labor. If a registered apprenticeship program does not exist for the type of work on the construction project, then apprentice means any person who is participating in a company-sponsored training program for that type of work.
4. "Apprenticeship or externship relationship" – The relationship between a prime or subconsultant or subcontractor and apprentices or externs participating in a qualifying apprenticeship or externship program.
5. "Award" – The final selection of a respondent for offer of a specified prime contract or subcontract dollar amount. Awards are made by the City, County, and Blueprint to prime contractors or consultants or by prime contractors or consultants to subcontractors or subconsultants, usually pursuant to solicitations.
6. "Broker" – A person or firm engaged as a subcontractor or subconsultant whose sole involvement in a contract is for the purpose of collecting a broker's commission or fee, and with the intent of not performing any of the direct labor activities or services by his or her employees, and who subcontracts his or her portion of the work to another firm or firms.
7. "Business days" – Monday through Friday, 8:00am to 5:00pm EST (not including City, County, or Blueprint observed holidays).
8. Business Categories for which the City, County, and Blueprint have established MWBE Aspirational Goals include the following and have the following meaning:
  - a) "Architecture & Engineering" – Architectural or engineering services provided by an appropriately licensed professional architect or engineer or by a professional architectural or engineering firm related to architectural or engineering services.
    - i. "Architecture" - When provided by an appropriately licensed architect or architectural firm that employs appropriately licensed architects, "architecture" will mean the rendering or offering to render services in connection with the design and construction of a structure or group of structures which have as their principal purpose human habitation or use, and the utilization of space within and surrounding such structures. These services include planning, providing preliminary study designs, drawings and specifications, job-site inspection, and administration of construction contracts.
    - ii. "Engineering" – Will include the term "professional engineering" and, when provided by an appropriately licensed professional engineer, licensed engineer, or an engineering firm that employs appropriately licensed professional or licensed engineers, "engineering" will mean any service or creative work, the adequate performance of which requires engineering education, training, and experience in the application of special knowledge of the mathematical, physical, and engineering sciences to such services or

creative work as consultation, investigation, evaluation, planning, and design of engineering works and systems, planning the use of land and water, teaching of the principles and methods of engineering design, engineering surveys, and the inspection of construction for the purpose of determining in general if the work is proceeding in compliance with drawings and specifications, any of which embraces such services or work, either public or private, in connection with any utilities, structures, buildings, machines, equipment, processes, work systems, projects, and industrial or consumer products or equipment of a mechanical, electrical, hydraulic, pneumatic, or thermal nature, insofar as they involve safeguarding life, health, or property; and includes such other professional services as may be necessary to the planning, progress, and completion of any engineering services.

- b) "Construction" – Services that include the building, attaining, repairing, improving, or demolishing any public structure or building, or other public improvement of any kind to any public real property. "Construction" does not include routine operation, routine repair, or routine maintenance of existing buildings or facilities.
  - c) "Professional Services" – Any service provided by a person or firm that is of a professional nature, with special licensing, educational degrees, and unusual or highly specialized expertise. Examples include, but are not limited to Financial Services, Legal Services, Medical Services, and Advertising/Marketing Services. "Professional Services" do not include "Architecture & Engineering," which is separately defined herein.
  - d) "Other Services" – Any service that is labor intensive and not considered professional or construction services as defined above. Examples include, but are not limited to maintenance services, janitorial services, lawn services, employment services, and printing services.
  - e) "Materials and Supplies/Purchases" – Equipment and consumable items purchased in bulk or deliverable products. Examples of such include, but are not limited to equipment and parts, chemicals, and paper products.
- 9. "Calendar Days" – All days of the week.
  - 10. "Certification" – Verification that a business meets all eligibility criteria for participation in the MWSBE Program as an SBE and/or an MBE or WBE.
  - 11. "Certification Application" – Forms and documents an applicant must complete to be considered for Certification.
  - 12. "Certified Minority Business Enterprise" – A for-profit business which has been certified to be a minority-owned business enterprise by the MWSBE Division of the Office of Economic Vitality.
  - 13. "Certified Women Business Enterprise" – A for-profit business which has been certified to be a woman-owned business enterprise by the MWSBE Division of the Office of Economic Vitality as defined in this policy (not included in a minority group).
  - 14. "Change Order" – Modification to the work scope, cost, or schedule phasing of a capital project contract, as authorized by the appropriate City, County or Blueprint authority. Also, for purposes of this policy, Change Order will include budget transfers and supplemental appropriations.

15. “Commercially Useful Function” (CUF) - A business performs a “Commercially Useful Function” when the business: (a) is responsible for the execution of a distinct element of work or services; (b) carries out its obligation by actually performing, managing, or supervising the work involved; (c) performs work that is normal for its business, services and function; and (d) is not further subcontracting a portion of the work that is greater than that expected to be subcontracted by normal industry practices. A prime contractor or consultant, subcontractor or subconsultant, or supplier will not be considered to perform a Commercially Useful Function if its role is limited to that of an extra participant in a transaction, contract, or project through which funds are passed in order to obtain the appearance of MWBE participation.
16. “Consultant” - Any person, firm, or legal entity that provides professional services governed by the Florida Consultants Competitive Negotiation Act and that has entered into a contract with the City, County, or Blueprint, or any of their contracting agencies.
17. “Contract” - Any agreement, regardless of what it may be called, between the City or County and a person, firm or legal entity to provide or procure labor, materials, supplies, or services to, for, or on the behalf of the City or County.
18. “Contractor” - Any person, firm, or legal entity, except those governed by the Consultants Competitive Negotiation Act, that has entered into a contract with the City, County, or Blueprint, or any of their contracting agencies.
19. “Control” – An applicant firm owner exercises control over the firm’s operations, work, management, and policy. Indication of control may include the following:
  - a) Applicant firm owner(s) must demonstrate the ability to make unilateral and independent business decisions as needed to guide the future and destiny of the business, and their business must not be subject to any formal or informal restrictions that limit the customary discretion of such owner(s). There can be no restrictions through corporate provisions, by-law provisions, contracts or any other formal or informal devices that prevent the owner(s) from making any business decision of the firm without the cooperation or vote of another entity or person that is not an owner(s) or who would not be eligible for the MWBE Program.
  - b) Applicant firm owner(s) must control the day-to-day operations of the business in critical area(s). Administrative responsibilities alone are not sufficient to prove control. The owner(s) may delegate various areas of the management or daily operations of the business to other persons, who would not be eligible for the MWBE Program or who are not owners, only if such delegation is typical in the industry for such business and such delegation is revocable.
  - c) Applicant firm owner(s) must have an overall understanding of, and managerial and technical competence, experience, and expertise directly related to the firm’s operations and work.
20. “Director of PLACE” – The Director of the Department of Planning, Land Management, and Community Enhancement (PLACE).
21. “Front” – A business that intentionally and/or falsely holds itself out as a business that is controlled or owned at least 51% by a minority or minorities, or by a woman or women, when in fact it is not.

22. "Good faith effort" – Effort made in good faith by a respondent to meet project specific MWBE goals. Respondents may demonstrate good faith effort by meeting the project specific goals, or by demonstrating it has made reasonable effort to do so by submitting documentation of good faith effort.
23. "Graduation" – A firm's ineligibility to be certified as an MWSBE firm with the MWSBE Division of the Office of Economic Vitality because the firm has exceeded the size standards set forth in this policy.
24. "Independent" – A firm whose viability does not depend on its relationship with another firm is independent. Recognition of an applicant firm as a separate entity for tax or corporate purposes is not necessarily sufficient to demonstrate that a firm is independent. Indicators that a firm is independent include: (i) relationships with other businesses in such areas as personnel, facilities, equipment, financial and/or bonding support, and other resources; (ii) whether present or recent family, or employer/employee relationships compromise the applicant owner(s)' independence; and (iii) whether the applicant owner(s)' exclusive or primary dealings with a prime contractor compromises the applicant owner(s)' independence.
25. "Joint Venture" – As used in this policy is a short-term business association—a separate legal entity like a corporation or LLC—consisting of certified MWBE firm(s) and non-MWBE firm(s) or certified MWBE firms formed to carry on a single business activity which is limited in scope and duration, which the parties jointly undertake for a transaction, for which they combine their property, capital, efforts, skills, and knowledge. Generally, each party will contribute assets and share risks. Joint ventures can involve any type of business transaction and the parties involved can be individuals, groups of individuals, companies, or corporations.
26. "Market Area" – The geographical area consisting of the following Florida counties: Leon, Gadsden, Jefferson, and Wakulla.
27. "Majority Ownership" or "Majority Owner" – Owning no less than 51% of a business enterprise.
28. "Manufacturer" – Will mean a person or firm engaged in the process of making, fabricating, constructing, forming or assembling a product(s) from raw, unfinished, semi-finished, or finished materials through a direct contract/agreement on behalf of the general contractor.
29. "Mentor-Protégé relationship" - A Mentor-Protégé relationship exists when an experienced company, firm, or individual (Mentor) provides assistance and training to an MWBE firm (Protégé).
30. "Minority Business Enterprise" (MBE) – A firm whose MBE Certification is recognized, current, and accepted by the MWSBE Division of the Office of Economic Vitality.
31. "Minority or Women Business Enterprise" (MWBE) – Refers jointly to MBE and WBE firms or the policies and procedures related thereto.
32. "Minority Person" or "Minority" - An individual who is a citizen of the United States, or a lawfully admitted permanent resident, and who identifies himself or herself as being African, Hispanic, Asian, or Native American.

- a) "African American" – All persons having origins in any of the Black racial groups of Africa.
  - b) "Hispanic American" – All persons having origins from a Hispanic country regardless of race.
  - c) "Asian American" – All persons having origins in the Far East, Southeast Asia, the Indian Subcontinent, or the Pacific Islands.
  - d) "Native American" - Persons who are enrolled members of a federally or State recognized Indian tribe, Alaska Natives, or Native Hawaiians.
33. "Minority, Women, or Small Business Enterprise" (MWSBE) – Refers collectively to MBE, WBE, and SBE firms or the policies and procedures related thereto.
34. "MWSBE Director" – The Director of the MWSBE Division of the Office of Economic Vitality.
35. "MWSBE Program" – The programs and efforts under the provisions of this policy, either directly or through partners, to enhance participation in City, County, and Blueprint contracts to achieve parity between spending with MBE, WBE, and SBE firms and their existence in the local market.
36. "NAICS (North American Industry Classification System)" – The standard used by Federal statistical agencies in classifying business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the U.S. business economy.
37. "Office of Economic Vitality (OEV) Director" - The Director of the Office of Economic Vitality.
38. "Owner" or "Ownership" – The person(s) who own(s) a business.
39. "Participation Plan" – The portion of a response to a solicitation provided by a respondent giving detailed information regarding respondent's plan to meet the project specific goals contained in the solicitation, intention to comply with this policy, and intention to utilize certified MBE and WBE firms to meet the project specific goals.
40. "Partnership or Association" - A short-term business association—a partnership or association—consisting of certified MWBE firm(s) and non-MWBE firm(s) or certified MWBE firms formed to carry on a single business activity which is limited in scope and duration, which the parties jointly undertake for a transaction, for which they combine their property, capital, efforts, skills, and knowledge. Generally, each party will contribute assets and share risks. Partnerships or Associations can involve any type of business transaction and the parties involved can be individuals, groups of individuals, companies, or corporations. For the purposes of this policy, Partnerships and Associations are held to all the same standards as Joint Ventures with the exception of the requirement that the businesses form a separate legal entity.
41. "Pre-Bid Meetings" or "Pre-Proposal Meetings" – A meeting held for respondents to gather information about a solicitation prior to the respondent due date.
42. "Prime" – A person or firm who is qualified and responsible for the entire project, who may have one or more subcontractors or subconsultants, and with whom the City, County, or Blueprint has a direct contractual relationship. A prime contractor provides goods or performs a service not governed by section 287.055, Florida Statutes. A prime consultant performs professional



architectural, engineering, landscape architectural, or surveying and mapping services governed by section 287.055, Florida Statutes.

43. "Principal Place of Business" – A location wherein a firm maintains a physical office and through which it obtains no less than fifty percent (50%) of its overall customers or sales dollars.
44. "Present Business Relationship" – A shared space, equipment, financing, employees, or both firms having some of the same owners.
45. "Project specific goals" – The percentage of MBE and WBE participation for a particular procurement opportunity.
46. "Purchasing" or "Procurement" - Buying, renting, leasing or otherwise obtaining or acquiring any goods, supplies, materials, equipment, or services.
47. "Regular Dealer" – A firm that owns, operates, or maintains a store, warehouse, or other establishment in which the materials, supplies, articles or equipment of the general character described by the specifications and required under the contract are bought, kept in stock, and regularly sold or leased to the public in the usual course of business. To be a regular dealer, the firm must be an established, regular business that engages, as its principal business and under its own name, in the purchase and sale or lease of the products in question.
  - (a) A person may be a regular dealer in such bulk items as petroleum products, steel, cement, gravel, stone, or asphalt without owning, operating, or maintaining a place of business as provided in this paragraph if the person both owns and operates distribution equipment for the products. Any supplementing of regular dealers' own distribution equipment will be by a long-term lease agreement and not on an ad hoc or contract-by-contract basis.
  - (b) Packagers, brokers, manufacturers' representatives, or other persons who arrange or expedite transactions are not regular dealers within the meaning of this paragraph.
48. "Reserved" – A contracting practice restricting eligibility for the competitive award of a contract solely to SBE firms.
49. "Respondent" – The person or party that responds to a solicitation.
50. "Response" – A bid, proposal, statement of qualifications, or other response to a solicitation.
51. "Small Business Enterprise" (SBE) – A firm whose SBE Certification is recognized, effective, and accepted by the MWSBE Division of the Office of Economic Vitality.
52. "Small Business Enterprise Program" (SBE Program) – Those components of this policy that target increased participation of SBE firms in City, County, and Blueprint procurement, including the coordination with other entities and agencies that assist small businesses through various means such as education and networking.
53. "Solicitation" – Any request for proposals, request for qualifications, invitation for bids, invitation to bid, or other document issued by the City, County, or Blueprint seeking goods or services.

54. "Solicitation Development Meeting" – An internal staff meeting to create and develop solicitations and discuss potential MWBE goals, SBE reserved or unbundling, or other elements of this policy applicable to the solicitation under development.
55. "Subcontract" - Any agreement, arrangement, or understanding, written or otherwise, between a prime contractor or consultant and any party (in which the parties do not stand in relationship of employer and employee) which assigns some of the obligations of the contract:
- a) For the furnishing of supplies or services or for the use of real personal property; including lease arrangements which, in whole or in part, are utilized in the performance of one or more contracts with the City, County, or Blueprint; or
  - b) Under which any portion of the prime's obligation under one or more contracts with the City, County, or Blueprint is performed, undertaken, or assumed.
56. "Supplier" - A business that furnishes needed items to a prime contractor or consultant, and (i) is either involved in the manufacture or distribution of the supplies or materials; or (ii) otherwise warehouses and ships the supplies.
57. "Tallahassee-Leon County MWSBE Citizens Advisory Committee" - Consists of eleven members: four appointed by the County Commission, four appointed by the City Commission, and one nominated appointee each from the Big Bend Minority Chamber of Commerce, Capital City Chamber of Commerce, and the Greater Tallahassee Chamber of Commerce. Members serve two-year terms with vacancies being filled for the remainder of a term; and, reappointments will be limited to three consecutive terms. The Committee will be chaired by a Chairperson nominated and elected by the members of the Committee.
58. "Unbundle" – The act of separating projects or large projects into smaller projects which may be more suitable for MWSBE participation.
59. "Woman" or "Women" - An American woman who has not self-identified, within the definition of this policy, as a Minority Person or Minority.
60. "Women Business Enterprise" (WBE) - A business whose WBE Certification is recognized, effective, and accepted by the MWSBE Division of the Office of Economic Vitality.

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## VII. ORGANIZATION AND RESPONSIBILITY

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### A. City of Tallahassee City Commission, Leon County Government, and IA Board

The City of Tallahassee City Commission, Leon County Government, and IA Board are responsible for policy decisions as they relate to the MWBE Program and SBE Program.

### B. Intergovernmental Management Committee (IMC) and Director of PLACE

The IMC, consisting of the City Manager and County Administrator, and the Director of PLACE are responsible for:

1. The joint administration of the MWBE and SBE Programs.
2. Promulgation of any amendments to this policy to ensure consistency with any law, regulation, or grant requirement.

### C. MWSBE Division of the Office of Economic Vitality

The MWSBE Division is responsible for:

1. The administration and management of the MWBE and SBE Programs on a day-to-day basis.
2. Certification of MBE, WBE, SBE, and DBE firms.
3. Scoring of MBE, WBE components of solicitations.
4. Receiving and evaluating quarterly MWSBE Participation Reports and providing a quarterly and annual report on MWSBE participation.
5. Reviewing forthcoming City, County, and Blueprint solicitations to generate an awareness by MWSBE firms of potential opportunities.
6. Providing technical assistance and training to MWSBE firms to facilitate a better understanding of solicitation and contracting procedures.
7. Maintaining communication with minority and non-minority contractor's associations, the construction industry, financial institutions, community organizations, and businesses in general.
8. Monitoring of City, County, and Blueprint contracts with MWSBE participation and assisting in resolution of contract problems.
9. Creating project specific MWBE goals on a case-by-case basis, taking into account the availability of MWBE firms in each contracting and procurement category.
10. Establishing written procedures to implement the MWBE and SBE Programs, including the

certification of businesses as MBE, WBE, and SBE firms.

11. Assessing the certification applications for the MWBE and SBE Program and coordinating certifications with the City, County, and Blueprint.
12. Maintaining a database of MWSBE firms and providing assistance to City and County departments and Blueprint in identifying MWSBE firms for anticipated procurements.
13. Identifying and working to eliminate barriers that inhibit MWSBE participation in City, County, and Blueprint procurement processes.
14. Establishing realistic MBE and WBE project specific goals.
15. Identifying procurement opportunities for competition among SBEs.
16. Monitoring the utilization of MWSBEs and the progress of the MWSBE Program to ensure that MWSBEs have opportunities to participate in City, County, and Blueprint procurement of goods and services, and report on the progress of the MWSBE Program at least annually.
17. Implementing mechanisms and procedures for monitoring utilization of MWSBEs in accordance with contract requirements.
18. Performing outreach by networking with state and local government, nonprofit, professional, and trade organizations and participating in conventions and seminars sponsored and widely-attended by MBE, WBE, and SBE firm owners.
19. Complying with this policy.

#### D. City Procurement Services Division and County Purchasing Division

The City Procurement Services Division and County Purchasing Division are responsible for:

1. Obtaining project-specific goals for each solicitation from the MWSBE Division before the solicitation is advertised to the public.
2. Organizing solicitation development meetings and pre-bid or pre-proposal meetings
3. Notifying the MWSBE Division of Change Orders and other contract compliance information that affect MBE, WBE, or SBE firms
4. Maintaining accurate data in the contract compliance process and electronic tracking system.
5. Accepting recommendations to initiate debarment procedures for violations of this policy.
6. Complying with this policy.

## E. City and County Departments, Blueprint, and Appointed Officials

City and County departments, Blueprint, and appointed officials are responsible for:

1. Assisting in the promotion of the MWBE and SBE Programs and participating in the MWBE and SBE Programs.
2. Coordinating with OEV to improve the utilization of MWSBE firms within each entity.
3. Utilizing the MWSBE Directory and documenting effort to secure MWSBE participation.
4. Reporting MWSBE utilization for entry into the contract compliance process and electronic tracking system.
5. Complying with this policy.

## F. Tallahassee-Leon County MWSBE Citizens Advisory Committee

The Tallahassee-Leon County MWSBE Citizens Advisory Committee is responsible for:

1. Monitoring the progress of the MWSBE Program toward achieving program performance goals established by the City Commission, Board of County Commissioners, and the IA Board.
2. Reviewing and providing MWSBE policy alternatives, as well as providing programmatic recommendations relative to seeking resolution of disputes regarding Certification.
3. Scheduling and implementing meetings which will be noticed and open to the public; recording and maintaining minutes of any such meetings.

## VIII. MWBE PROGRAM

To ensure that MBE and WBE firms in the Market Area have equal opportunity to engage in City, County, and Blueprint business, the MWBE Program encourages respondents to engage MBE and WBE firms as subcontractors or subconsultants in responses to City, County, and Blueprint solicitations. Each solicitation that is capable of being broken down into work that may be sublet will be issued with a project specific MWBE goal set by the MWSBE Division. Respondents are required to meet the project specific goal or provide documentation of their good faith effort to engage MWBE firms.

To ensure the narrow tailoring of the MWBE Program, the City, County, and Blueprint are responsible for maintaining accurate records documenting all spending with prime contractors and consultants and subcontractors and subconsultants. Therefore, uploading accurate and complete data in the City, County, and Blueprint contract compliance process and electronic tracking system is a necessary component of the MWBE Program. Accurate and complete data is necessary for the creation of narrowly tailored MWBE Aspirational Goals.

### A. MWBE Aspirational Goals

Each project specific goal is based on both current availability of MWBE firms in the Market Area and an aspirational goal intended to remedy past disparate treatment of MWBE firms identified in the 2019 Disparity Study. The MWBE aspirational goals were developed based on a comparison of two groups of percentages. First, the 2019 Disparity Study identified the percentage dollars spent with MWBE firms out of the total spending for the City, County, and Blueprint. Second, the 2019 Disparity Study identified the actual percentage of MWBE firm availability in the Market Area. Disparity exists when the percentage of MWBE spending is less than MWBE firm availability. The MWBE aspirational goals are intended to lift MWBE spending up to the level of MWBE availability in the Market Area.

TABLE 1  
MWBE ASPIRATIONAL GOALS

Aspirational Goals		
Procurement Category	Aspirational MBE Goal	Aspirational WBE Goal
Construction Prime Contractors	5.00%	4.00%
Construction Subcontractors	14.00%	9.00%
Architecture & Engineering	8.00%	6.00%
Professional Services	5.00%	6.00%
Other Services	6.00%	8.00%
Materials and Supplies	1.00%	6.00%

### B. Project Specific Goals

The MWBE Program is intended to ensure utilization of MWBE firms in all aspects of City, County, and Blueprint procurement activity and to award contracts with MWBE participation consistent with the MWBE aspirational goals. In furtherance of that intent, project specific MWBE goals will be established for each solicitation with the goal of achieving overall MWBE participation as outlined in **Table 1**. Only

the dollars expended with certified MWBE firms from the local Market Area will be counted towards satisfying the project specific MWBE goals. More details on counting MWBE utilization can be found in **Section XII**.

1. City and County Departments and Blueprint will plan their solicitations to provide ample time for the MWSBE Division of OEV to establish project specific goals for inclusion into each solicitation, where feasible, before the City Procurement Services Division and Leon County Purchasing Division advertise the solicitation to the public.
2. City Procurement Services and County Purchasing Divisions will obtain a project specific goal established for each individual solicitation from the MWSBE Division before the solicitations are advertised to the public.
  - a. As part of the creation of a solicitation document, City, County, and Blueprint project managers will make an effort to identify components in the solicitation's scope of work or scope of services that may reasonably be performed or supplied by a subcontractor or subconsultant and the percentage of the total contract value that those components represent. City, County, and Blueprint project managers will promptly notify the purchasing agent—the responsible employee of the City Procurement Services or County Purchasing Division—of the percentage identified above and the type of work included in that percentage.
  - b. City Procurement Services and County Purchasing Divisions may schedule a solicitation development meeting including the MWSBE Division to identify project specific goals. Solicitation development meetings may occur in person or via teleconference, video conference, email, or other technology.
3. The project specific goals for individual solicitations may be higher or lower than the aspirational goals identified in **Table 1** and should reflect realistic MWBE availability for a particular project. The MWSBE Division will determine project specific goals for each solicitation based on contract compliance and supplier diversity industry standards.
4. Project specific goals are considered the minimum level of MBE or WBE participation expected for a particular procurement. Project specific goals are considered targets set to achieve participation levels commensurate with available businesses, and for which there are opportunities for exemptions based upon good faith effort.
5. Project specific goals will be reasonable and give consideration to both subcontracting opportunities and the availability of MBE firms or WBE firms in the Market Area who are capable of performing the work.
6. Project specific goals may not be appropriate when subcontracting is not reasonable or permitted.
7. In the event of an emergency purchase under the City Purchasing Manual Section 3.12 or County Purchasing Policy No. 96-1 Section 5.11, project specific goals may be waived.
8. In cases where it is not reasonable to set project specific goals, the MWSBE Director may encourage MWBE participation through respondent's purchase of goods or services from MWBE firms, consistent with the project specific goals, or provide for any combination thereof.



9. Project specific goals will apply to all respondents, including MBE, WBE, and SBE firms. When an MBE or WBE firm is the prime contractor or consultant, the goal is fulfilled for their certification designation and the other portion of the goal must be fulfilled. For example, if a certified MBE firm responds to a solicitation as a prime contractor, the goal for MBE participation is fulfilled. The MBE prime contractor remains responsible for meeting the goal for WBE participation.
10. To meet project specific goals, all City and County departments and Blueprint will cooperate with the MWSBE Division and make every reasonable effort, consistent with this policy, to utilize MWBE firms when available. The MWSBE Director will coordinate and promote the process by taking active steps to encourage full participation of certified, capable, and competitive MBE and WBE businesses and by keeping staff informed of MWSBE availability.
  - a. Each department will be responsible for obtaining MWBE participation at the minimum level identified in **Table 1**. All purchases for goods and services will be made in conformance with the City and County Purchasing Manuals.
  - b. The MWSBE Division will annually evaluate relevant expenditure and contracting data to determine the performance and progress of the MWBE Program with the assistance of the City and County Budget Offices, City Procurement Services Division and County Procurement Division, and any other applicable departments.

### C. Good Faith Effort Documentation

In those instances where a respondent has failed to meet the MWBE goals in whole or in part at the time of response submittal, there is a rebuttable presumption that MWBE firms were available for the project. The burden of proof then shifts to the respondent to rebut this presumption through documentation of its good faith effort (GFE). In those cases, the respondent—even a respondent that is a certified MWSBE firm or a non-MWSBE firm participating in a Joint Venture, Partnership, and Association; Mentor-Protégé; or Apprenticeship arrangement—must submit documentation of GFE with the response to the solicitation.

Each of the following activities are worth 10 points towards documentation of GFE. A combination of the following activities reaching a minimum of 50 points will demonstrate GFE:

1. Attendance at pre-bid or pre-proposal meeting, if applicable.
2. Copies of written correspondence sent to the MWSBE Division no later than fifteen (15) business days before the solicitation response deadline seeking help in identifying firms available to meet the project specific goals.
3. Copies of advertisements placed by the respondent in the local newspaper and minority publications in the Market Area announcing the project and seeking MBE or WBE participation.
4. Copies of written correspondence sent to certified MBE or WBE firms. The correspondence should include:
  - a. The specific work the contractor intends to subcontract;

- b. That interest in participation by the MWBE firm on the contract is being solicited; and,
  - c. How to obtain information for the review and inspection of contract plans and specifications.
5. Documentation that the respondent selected economically feasible portions of work to be performed by MWBEs, including, where appropriate, breaking down contracts or combining elements of work into economically feasible units. (The ability of the contractor to perform the work with its own work force will not in itself excuse a contractor from making positive efforts to meet contract goals).
  6. Documentation that the respondent negotiated in good faith with interested MWBE firms and did not reject any interested MWBE firms without sound business reasons. Price alone does not constitute a sound business reason unless the respondent can demonstrate that no reasonable price can be obtained from an MWBE firm.
  7. Documentation that the respondent reviewed all quotations received from MWBE firms, and for those quotations not accepted, an explanation of why the MWBE will not be used during the course of the contract. (Receipt of a lower quotation from a non-MWBE will not in itself excuse a contractor's failure to meet contract goals).
  8. Documentation detailing respondent's effort to contact MBE and WBE firms who provide the services needed for the solicitation and indicating that the respondent provided ample time for potential MWBE firms to respond, including a chart outlining the methods of contact and schedule or time frame in which respondent conducted its good faith effort.
  9. Documentation that the respondent offered to provide interested MWBE firms with assistance in reviewing the solicitation plans and specifications at no charge to the MWBE firms.
  10. Documentation of follow-up telephone calls with potential MWBE firms encouraging their participation.

Respondents should contact the MWSBE Division immediately for guidance and assistance in any of the following events: (1) the respondent anticipates or has difficulty identifying an MWBE firm to meet project specific goals; (2) the respondent cannot identify portions of the work that can be contracted to MWBE firms; or (3) the respondent determines that contracting portions the work to another entity is not possible.

#### D. Evaluating MWBE Participation in Solicitations

Every City, County, or Blueprint solicitation issued with project specific goals will contain language and forms describing how respondents must demonstrate their utilization of MWBE firms to meet the project specific goals for MWBE participation.

## 1. Responsiveness for All Solicitations

The MWSBE Division will review for responsiveness all responses to solicitations that are assigned project specific goals during the solicitation development process. This includes both solicitations that involve the scoring of points and solicitations awarded based primarily on price. The MWSBE Division will deem responses responsive to the MWBE portion of the solicitation if they include a completed MWBE Participation Plan that is eligible for points and/or Good Faith Effort documentation. As described below, responses that do not include an MWBE Participation Plan or that include an incomplete MWBE Participation Plan that is not eligible for points may be deemed responsive to the MWBE portion of the solicitation if they include Good Faith Effort documentation.

TABLE 2  
MWBE RESPONSE EVALUATION: RESPONSIVENESS

MWBE Response Evaluation: Responsiveness	
Recommendation	Response
<b>RESPONSIVE</b>	<ul style="list-style-type: none"> <li>Completed <b>MWBE Participation Plan</b> that is eligible for 8 or 10 points;</li> <li>Completed <b>MWBE Participation Plan</b> that is eligible for 2, 4, or 6 points and <b>Good Faith Effort documentation</b> demonstrating why respondent could not meet the full project specific goal; <b>OR</b></li> <li>Completed <b>Good Faith Effort documentation</b>.</li> </ul>
<b>NON-RESPONSIVE</b>	<ul style="list-style-type: none"> <li>Completed <b>MWBE Participation Plan</b> that is eligible for 2, 4, or 6 points but no <b>Good Faith Effort documentation</b> demonstrating why respondent could not meet the full project-specific goal;</li> <li>An <b>MWBE Participation Plan</b> that is incomplete, unsigned, or otherwise ineligible for points and no <b>Good Faith Effort documentation</b>; <b>OR</b></li> <li>No <b>MWBE Participation Plan</b> or completed <b>Good Faith Effort Documentation</b>.</li> </ul>

Upon evaluation of all responses to a solicitation, the MWSBE Division will inform the purchasing agent responsible for the solicitation of the evaluation of each response. The MWSBE Division will recommend that the purchasing agent deem non-responsive all responses that the MWSBE division deems non-responsive to the MWBE portion of the solicitation. The purchasing agent's determination of responsiveness will be governed by the applicable Purchasing Manual or Procurement Policy of the appropriate entity (City, County, or Blueprint).

## 2. Point Evaluation for Scored Solicitations (CCNA Professional Services)

For solicitations seeking professional services governed by the Florida Consultants' Competitive Negotiations Act (CCNA)—professional architectural, engineering, landscape architectural, or surveying and mapping services—that have project specific goals, the MWSBE Division will award points during the solicitation evaluation process. The MWSBE Division may award points for an MWBE Participation Plan and associated documents demonstrating the following: **(1)** committing to utilizing a certified MWBE firm or firms holding an MWBE certification in conformance with the project specific goals, monitoring requirements, and the requirements of this policy; and **(2)** identifying the certified MWBE firm(s). Points will be identified in each solicitation.

### 3. Point Evaluation for Scored Solicitations (All Other Services)

For solicitations seeking other services not governed by CCNA, for which the solicitation evaluation process involves scoring and has project specific goals, the MWSBE Division will award points during the solicitation evaluation process. Generally, points will be awarded according to the schedules below. Each solicitation will identify the points associated with the MWBE portion of each solicitation.

Generally, the maximum number of points available for the MWBE portion of solicitation is a total of **10 points**.

A total of **8 points** can be awarded for an MWBE Participation Plan:

- a. Submission of an **MWBE Participation Plan** will earn **8 points** for meeting the following requirements: **(1)** utilizing an MWBE firm or firms holding an MWBE Program certification; **(2)** meeting the project specific goal for both MBE and/or WBE utilization based on percentage of the contract value paid to the MWBE firm(s); and **(3)** agreeing to monitor the work of the MWBE firms, provide subcontractor and subconsultant payment information to the MWSBE Division, and abide by this policy.
- b. Submission of an **MWBE Participation Plan** will earn **4 points** if it meets **(1)** and **(3)** above but only meets a portion of the project specific goal for both MBE and/or WBE utilization in **(2)** above. Such responses must include **Good Faith Effort documentation** demonstrating why respondent could not meet the full project specific goal to remain responsive.

Demonstrating one or more of **Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationships** may earn an additional **2 points**.

**Table 3** below indicates the points available for an MWBE Participation Plan for non-CCNA solicitations. **Table 4** on the next page lists all possible point outcomes and how they may be obtained.

TABLE 3  
MWBE PARTICIPATION PLAN EVALUATION

MWBE Participation Plan Evaluation: Scoring	
Score	MWBE Participation Plan
<b>2 Points</b>	An MWBE Participation Plan demonstrating Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship relationship is eligible to earn 2 points
<b>4 Points</b>	An MWBE Participation Plan that meets the following requirements is eligible for 4 Points: <ol style="list-style-type: none"> <li>1. Utilizing an MWBE firm or firms holding an MWBE Program certification.</li> <li>2. Meeting a portion of the project specific goals for MBE and/or WBE utilization based on the percentage of the contract value ultimately paid to MWBE firms.</li> <li>3. Agreeing to monitor the work of the MWBE firms, provide subcontractor and subconsultant payment information to the MWSBE Division, and abide by this policy.</li> </ol>
<b>8 Points</b>	An MWBE Participation Plan that meets the following requirements is eligible for 8 Points: <ol style="list-style-type: none"> <li>1. Utilizing an MWBE firm or firms holding an MWBE Program certification.</li> <li>2. Meeting the project specific goals for MBE and/or WBE utilization based on the percentage of the contract value ultimately paid to MWBE firms.</li> <li>3. Agreeing to monitor the work of the MWBE firms, provide subcontractor and subconsultant payment information to the MWSBE Division, and abide by this policy.</li> </ol>

TABLE 4  
MWBE PARTICIPATION PLAN SCORE OUTCOMES

MWBE Participation Plan Score Outcomes	
Score	Response
<b>2 Points</b>	Submission of an MWBE Participation Plan that demonstrates Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship, but is ineligible for 4 or 8 points. <b>Good Faith Effort documentation demonstrating why respondent could not meet the project specific goal is necessary for responsiveness.</b>
<b>4 Points</b>	Submission of an MWBE Participation Plan that demonstrates (1) utilization of a certified MWBE firm, (2) meets a portion of the project specific goals for MBE and/or WBE utilization, (3) agreeing to monitor. Does not demonstrate Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship. <b>Good Faith Effort documentation demonstrating why respondent could not meet the project specific goal is necessary for responsiveness.</b>
<b>6 Points</b>	Submission of an MWBE Participation Plan that demonstrates (1) utilization of a certified MWBE firm, (2) meets a portion of the project specific goals for MBE and/or WBE utilization, (3) agreeing to monitor. Also demonstrates Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship. <b>Good Faith Effort documentation demonstrating why respondent could not meet the project specific goal is necessary for responsiveness.</b>
<b>8 Points</b>	Submission of an MWBE Participation Plan that demonstrates (1) utilization of a certified MWBE firm, (2) meets the project specific goals for MBE and/or WBE utilization, (3) agreeing to monitor. Does not demonstrate Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship.
<b>10 Points</b>	Submission of an MWBE Participation Plan that demonstrates (1) utilization of a certified MWBE firm, (2) meets a portion of the project specific goals for MBE and/or WBE utilization, (3) agreeing to monitor. Also demonstrates Joint Venture, Partnership, and Association; Mentor-Protégé; or apprenticeship or externship relationship.

#### E. Substitutions or Replacements

It is the intent of this policy to ensure that MWBE firms identified by respondents in their responses are the firm(s) with which the respondents actually do business as prime contractors or consultants. However, the prime may, under specific circumstances and for good cause, substitute or replace the original certified MWBE firm with another certified MWBE firm. Such substitution will only be made with the prior approval of the MWSBE Division based on a written statement of good cause. The substitution or replacement must not result in MWBE participation lower than provided for in the original response and the substitution will not dramatically affect the percentage distribution by MWBE groups. A prime that substitutes MWBE firms without the prior written approval of the MWSBE Division may be subject to penalties.

The MWSBE Division will not count dollars spent with an unauthorized MWBE firm towards satisfaction of the MWBE goal. The prime will remain responsible for meeting the MWBE goals as stated in the original contract.

1. For purposes of this policy, good cause includes, but is not limited to the following circumstances:
  - a. The listed MWBE firm fails or refuses to execute a written contract;
  - b. The listed MWBE firm fails or refuses to perform the work of its subcontract in a way consistent with normal industry standards;
  - c. The listed MWBE firm becomes bankrupt or insolvent;
  - d. The listed MWBE firm is ineligible to work on public works projects because of suspension and/or debarment proceedings in accordance with City/County ordinances or applicable state law;
  - e. The City or County has determined that the listed MWSBE firm is not a responsible contractor;
  - f. The listed MWBE firm voluntarily withdraws from the project and provides to you written notice of its withdrawal;
  - g. The listed MWBE firm is ineligible to receive MWSBE credit for the type of work required;
  - h. MWBE firm owner dies or becomes disabled with the result that the listed MWBE firm is unable to complete its work on the contract; or,
  - i. Other documented examples of good cause submitted to MWSBE Director justifying the termination of the MWBE firm.
2. Good cause does not exist if the failure or refusal of an MWBE firm to perform work results from bad faith or discriminatory action of the prime; if the prime seeks to substitute, replace, or terminate the MWSBE to self-perform the MWSBE contractor's portion of work, or to substitute another MWSBE or non-MWSBE after contract award without prior written approval from the MWSBE.
3. Before submitting a request to terminate and/or substitute a MWSBE firm, the prime contractor must give notice in writing to the MWBE firm, with a copy to the MWSBE Director, of its intent to request to terminate and/or substitute, and the reason for the request.

## F. Change Orders

The Procurement Services or Purchasing Division or City, County, or Blueprint project manager responsible for the contract work will notify the MWSBE Division of all change orders on contracts with MWSBE participation that alter payment to and work performed by any MWSBE firm. This information should be recorded through the contract compliance process and electronic tracking system. Notification of the MWSBE Division and record in the contract compliance process and electronic tracking system is necessary to maintain accurate data and accurate reporting. Accurate data and accurate reporting ensure narrow tailoring of the MWBE Program.

## G. Bad Faith or Dishonesty in the Response

Bad faith or dishonesty in violation of the MWSBE Program in the response to a solicitation will be grounds for penalty as provided under **section VIII.J** below. Examples of bad faith or dishonesty in the response include but are not limited to the following:

1. Knowingly and willfully submitting an MWBE Participation Plan that includes false or misleading information for the purpose of winning a contract.
2. Knowingly and willfully submitting an MWBE Participation Plan that the respondent has no intention of following once the contract has been awarded.
3. Failure to in fact utilize an MWBE firm that was originally listed in a response to a solicitation to satisfy project specific goals, unless the respondent meets the requirements of **Section VIII.E** above.

## H. Contract Compliance

The contract compliance process and electronic tracking system will have the ability to produce compliance, labor, and contract management reports to the City, County, and Blueprint, and to other stakeholders.

1. All prime contractors and consultants, subcontractors and subconsultants, and MWBE subcontractors and subconsultants must maintain records for the period prescribed by Florida law after contract performance. All parties must make these records available for inspection by the MWSBE Division and the City, County, and Blueprint.
2. Prime contractors and consultants are required to maintain records of all progress payments that they have made. The MWSBE Division will periodically review and verify these records by obtaining certified statements from subcontractors or subconsultants.

## I. Monitoring and Enforcement Mechanisms

The MWSBE Division will monitor and enforce this policy utilizing the following measures:

1. The designated MWSBE Division staff member will attend the post award project meeting, that is, the preconstruction or kickoff meeting. Note: In some instances of professional services contracts, a post award meeting may not be held. At such a meeting, MWSBE Division staff will discuss any MWSBE questions and/or procedures and ascertain any corrections or adjustments in the project schedule.
2. An MWSBE Division staff member determines, based upon the work that the MWBE firm is to perform and the project schedule, a schedule for random on-site monitoring. This on-site monitoring verifies the work performed by those contracted MWBE firms.
3. On site monitoring will be performed as applicable by MWSBE Division staff, construction inspectors, or project managers or their designees. Observations of the onsite visit will be documented on a



monitoring checklist form. The form is to be completed, signed and dated by the staff person conducting the site visit.

4. Upon request of MWSBE Division staff, the prime must provide invoices or other documentation of payment to MWBE firms. MWSBE Division staff review the documentation submitted and check for MWSBE participation. For contract compliance purposes, MWSBE Division staff member may contact the MWSBE subcontractor to verify appropriate work and payment.
5. When a project involving MWSBE participation is completed and closed, the responsible department will notify the MWSBE Division and provide any information regarding changes in the scope or size of the project that affect MWSBE participation.
6. Any additional fact-finding which may be deemed necessary due to a lack of proper recordkeeping; failure of the prime contractor to cooperate; failure of MWSBE(s) to cooperate; or visible evidence of unsatisfactory performance; and may warrant further investigation.

#### J. Penalties and Remedies for Non-Compliance of Prime Contractors or Consultants

Penalties for non-compliance of prime contractors or consultants may include any and/or all of the following:

1. Withholding payment for work not completed on the project until the MWSBE Director determines that the contractor has complied with this policy as provided by contract. The MWSBE Director will set forth the basis for any such withholding in a written notice of non-compliance.
2. If the prime contractor is an MWBE firm, the prime may lose its MWBE Program certification for a period not to exceed three years at the discretion of the MWSBE Director, as set forth in a written notice of non-compliance.
3. If the MWSBE Director determines that evidence exists indicating a violation in a response as described under Section VIII.G above, the MWSBE Director will issue a written notice of non-compliance and may recommend that the City Procurement Services Division or County Purchasing Division disqualify a respondent from further consideration for award.
4. If the MWSBE Director determines that evidence exists indicating that fraud or other unlawful activity has been committed by a certified MWSBE or majority prime contractor, such as falsely reporting the utilization of MWBE firms; or by an individual or firm attempting to benefit from or participate in the MWSBE Program, through fronting activity, false representation of a commercially useful function (CUF), or other fraudulent or unlawful activity, the matter will be referred to the appropriate legal authorities for prosecution and the City, County, or Blueprint Attorney's Office will be notified as appropriate. In the event that a conviction or guilty plea is obtained stemming from such criminal prosecution, the MWSBE Director will issue a written notice of non-compliance and recommend that the Procurement Services Manager or Purchasing Director initiate procedures to bar or suspend the entity from participation in City, County, or Blueprint contracts.
5. If the MWSBE Director determines that evidence exists indicating non-compliance that does not rise to the level of fraud or other unlawful activity by a certified MWSBE or majority prime contractor,

the MWSBE Director will issue written notice of the non-compliance and make a recommendation to the Procurement Services Manager and/or Purchasing Director to initiate procedures to bar the firm and its principals from participation in City, County, or Blueprint contracts.

#### K. Notice of Non-compliance Right of Appeal

1. A prime contractor or consultant in receipt of a written notice of non-compliance will have the right to appeal. Prime must file an appeal in writing to the Office of Economic Vitality Director within seven (7) business days of receipt of the written notice of non-compliance from the MWSBE Director. Failure to file a timely appeal will be considered a waiver of the contractor or consultant's right to appeal the decision of the MWSBE Director.
2. The written appeal will indicate reason(s) and provide additional information, if appropriate, as to why the business believes the notice of non-compliance was issued in error.
3. The MWSBE Division will provide a written response acknowledging receipt of the correspondence to the business within seven (7) business days upon receipt of the formal appeal.
4. The Office of Economic Vitality Director will review the appeal and render a written final decision within thirty (30) calendar days of receipt of the formal appeal. This review by the Office of Economic Vitality Director is the final step available in the administrative process for an appeal of a notice of non-compliance.

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## IX. SBE PROGRAM

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### A. Objective

The City, County, and Blueprint intend to afford maximum utilization of MWSBE firms in all aspects of procurement activity and to award contracts with MWSBE participation consistent with the goals contained herein. A race- and gender-neutral program promotes the utilization of all SBEs, including MBE/SBE, and WBE/SBE firms in City, County, and Blueprint contracts.

This Small Business Enterprise Program benefits the City, County, and Blueprint by: (a) promoting competition in City, County, and Blueprint contracting; and (b) promoting economic growth and development in the Market Area. The small business standards set at 200 or fewer employees and a firm net worth of under \$5 million are reasonably reflective of business size in the Tallahassee Market Area.

The program will meet its objectives using a combination of the methods below. City Procurement Services and County Purchasing Divisions may schedule a solicitation development meeting including the MWSBE Division to identify whether a particular solicitation may be advertised as an SBE, including MBE/SBE, and WBE/SBE reserved solicitation or unbundled and advertised as multiple solicitations.

### B. Reserved Projects

1. Where feasible, the City, County, and Blueprint may reserve contracts valued at \$150,000 or less for competition among only certified SBE firms.
2. If no SBE firms respond to a solicitation for reserved projects or the responses submitted are deemed too high or unreasonable based upon the nature of the service or prices for similar services in the local Market Area, then all responses will be rejected, and the project will be re-advertised in the normal manner to all prospective respondents.

### C. Unbundling

The City, County, and Blueprint, where feasible, may “unbundle” projects or separate large projects into smaller projects which may be more suitable for small business participation. The MWSBE Division will review selected solicitations to determine whether portions of the project could be unbundled and advertised separately as part of the solicitation development meetings arranged by the City Procurement Services and County Purchasing Divisions. This determination will be made based on the estimated availability of small businesses able to provide specific scopes of work and will consider any economic or administrative burdens which may be associated with unbundling. The MWSBE Division will also monitor whether federally funded projects may be unbundled and advertised through separate solicitations. Similarly, the MWSBE Division will encourage prime contractors or consultants to subcontract to facilitate participation by small businesses. The MWSBE Division will assist the prime contractors or consultants in identifying portions of work which may be unbundled and subcontracted to SBE firms, including MBE/SBE and WBE/SBE

## X. MENTOR-PROTÉGÉ AND JOINT VENTURE, PARTNERSHIP, AND ASSOCIATION

The City, County, and Blueprint encourage Mentor-Protégé relationships and Joint Venture, Partnership, and Association to afford prime contracting and consulting opportunities for MWBE firms on City, County, and Blueprint projects. Where applicable, Mentor-Protégé relationships and Joint Ventures, Partnerships, and Associations will be worth 2 points towards a respondent's MWBE Score.

### A. Mentor-Protégé Relationship

A Mentor-Protégé relationship exists when an experienced company, firm, or individual (Mentor) provides assistance and training to an MWBE firm (Protégé). The Mentor-Protégé relationship can range from technical or management assistance to the creation of a new agreement or jointly owned firm. No firm will be penalized based upon its participation or nonparticipation in a Mentor-Protégé Program.

1. The Protégé in any proposed Mentor-Protégé relationship must be a certified MWBE firm before application for MWSBE Division approval of the Mentor-Protégé relationship.
2. For purposes of making determinations of business size under this section, the MWSBE Division will not treat Protégé firms as affiliates of Mentor firms, when both firms are participating in an approved Mentor-Protégé Program.
3. The common forms of assistance that a Mentor may provide a Protégé include:

Business Planning	Financial Counseling
Record Keeping	Bonding Technical Assistance
Equipment Utilization	Capital Formation

### B. Mentor-Protégé Requirements

The MWSBE Division may approve a Mentor-Protégé relationship in all applicable industries in which Mentor assistance is needed to develop capacity in the Protégé MWSBE firm. A Mentor and Protégé may request MWSBE Division approval of their Mentor-Protégé relationship by submitting annually the Mentor Protégé development plan form. The Mentor-Protégé relationship will initially be limited to three (3) years, with two possible one (1) year extensions, for a maximum of five (5) years. The MWSBE Division will approve in writing for a period of one (1) year from the date of approval Mentor-Protégé relationships that have demonstrated the following requirements:

1. The Protégé must be certified with the MWSBE Division as an MBE, WBE, or SBE firm before entering into a Mentor-Protégée relationship. The Protégé must continue to meet all MWSBE certification criteria to remain eligible for Mentor-Protégé relationship approval.
2. The Mentor and Protégé must be separate firms. Compensation to the Protégé should be relative to the amount of work accomplished rather than an hourly basis.

3. In general, a Mentor may be involved in up to three Mentor-Protégé relationships. A Protégé can only be involved in one Mentor-Protégé relationship.
4. Each year, the Mentor and Protégé will prepare a three-year development plan using the form approved by the MWSBE Division. The development plan will include the following information about the Mentor and Protégé:
  - (a) information on the background and experience of the Protégé owners;
  - (b) the number of and types of personnel;
  - (c) the amount of capital;
  - (d) the number, types and values of equipment;
  - (e) and the amount and types of projects to be pursued
5. The Mentor and Protégé will annually update and submit the Mentor-Protégé development plan to the MWSBE Division, documenting progress of the Protégé in each category and summarize the work accomplished.

### C. Monitoring of Mentor-Protégé Relationships

The MWSBE Division will conduct an annual review of each Mentor-Protégé relationship. If the MWSBE Division determines that the Mentor and/or Protégé are not complying with this policy or if the Mentor and Protégé have not submitted their annual Mentor-Protégé development plan form, the MWSBE Division will issue a written notice of noncompliance and the Mentor and Protégé will have seven (7) business days to cure. If the Mentor and Protégé fail to respond to the notice of noncompliance or fail to cure noncompliance, the MWSBE Division will issue written notice of ineligibility to respond to City, County, and Blueprint solicitations as having a Mentor-Protégé relationship.

### D. Joint Venture, Partnership, and Association

A Joint Venture is a joint business association—a separate legal entity like a corporation or LLC—consisting of one certified MWBE firm and one non-MWBE firm or two certified MWBE firms formed to carry on a single business activity which is limited in scope and duration. A Joint Venture must include at least one MWBE firm.

A Partnership or Association is a joint business partnership or association that does not require formation of a legal entity separate from its component firms and that consists of one certified MWBE firm and one non-MWBE firm or two certified MWBE firms formed to carry on a single business activity which is limited in scope and duration. A Partnership or Association must include at least one MWBE firm.

## E. Joint Venture, Partnership, and Association Requirements

1. In the case of a Joint Venture, Partnership, or Association consisting of one MWBE firm and one non-MWBE firm, as used in this policy, the smaller firm will comprise a minimum of ten (10%) of the association and will receive a share of contract dollars proportionate to the percentage of participation that the smaller firm represents in the Joint Venture, Partnership, or Association. In the case of a Joint Venture, Partnership, or Association consisting only of certified MWBE firms, the ten percent (10%) participation requirement will also apply.
2. When a Joint Venture, Partnership, or Association is proposed, the MWSBE Director will review and approve a signed and completed Joint Venture, Partnership, and Association Affidavit and all contractual agreements regarding a proposed Joint Venture, Partnership, or Association. The MWSBE Director will determine the degree of MWBE participation resulting from the Joint Venture, Partnership, and Association Affidavit and all agreements, which may be credited toward the evaluation of its response to a solicitation. This determination will be based on the clearly defined roles of the Joint Venture, Partnership, or Association partners, sharing of real economic interest, and proportionate control of the ownership and management of the Joint Venture, Partnership, or Association.
3. The Joint Venture, Partnership, or Association will be responsible for meeting project specific goals and complying with all applicable state and local laws, rules, and regulations governing Joint Venture creation, certification, and bidding.
4. The Joint Venture, Partnership, or Association responses to solicitations will include an MWBE Participation Plan identifying all firms, the percentage ownership of each firm, and clearly defined scopes of services to be provided by each firm in the Joint Venture on the project.
5. For the MWSBE firm to remain eligible for Joint Venture, Partnership, and Association participation, it must continue to meet all MWSBE eligibility criteria contained in this policy.

## F. Monitoring of Joint Venture, Partnership, and Association

The MWSBE Division will conduct an annual review of each Joint Venture, Partnership, and Association agreement. If the MWSBE Division determines that the Joint Venture, Partnership, or Association is not following the requirements of this policy, the MWSBE Division will issue a written notice of noncompliance and the Joint Venture, Partnership, or Association will have twelve (12) business days to respond. If the Joint Venture, Partnership, or Association fails to respond to the notice of noncompliance or fails to cure noncompliance, the MWSBE Division will issue written notice of ineligibility to the Joint Venture, Partnership, or Association that it is no longer eligible to respond to City, County, and Blueprint solicitations as a Joint Venture, Partnership, or Association.

## G. Notice of Ineligibility Right of Appeal

5. A Mentor and Protégé or Joint Venture, Partnership, or Association in receipt of an MWSBE Division written notice of ineligibility will have the right to appeal. The Mentor and Protégé or Joint Venture, Partnership, or Association must file an appeal in writing to the MWSBE Director

within seven (7) business days of receipt of the notice of ineligibility from the MWSBE Division.

6. The written appeal will indicate reason(s) and provide additional information, if appropriate, as to why the business believes the notice of ineligibility was error.
7. The MWSBE Director will provide a written response acknowledging receipt of the correspondence to the business within seven (7) business days upon receipt of the formal appeal.
8. Failure to file with the MWSBE Director within the prescribed time frame will constitute a waiver of proceedings under this section. The MWSBE Director will schedule a review within thirty (30) calendar days of receipt of the appeal. This review by the MWSBE Director is the final step available in the administrative process for an appeal of a notice of ineligibility.
9. A firm whose appeal has been denied may re-apply six months after final denial notice.



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## XI. APPRENTICESHIP OR EXTERNSHIP

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An apprenticeship or externship program is a tried-and-true approach for preparing workers for jobs – and meeting the business needs for a highly-skilled workforce that continues to innovate and adapt to meet the needs of the 21st century. The City, County, and Blueprint will encourage businesses to use apprenticeships and externships to reduce worker turnover by fostering greater employee loyalty, increasing productivity, and improving the bottom line. Apprenticeships and externships offer workers a way to start new careers with good wages.

Registered apprenticeship programs and externship programs enable employers to develop and apply industry standards to training programs for registered apprentices that can increase productivity and improve the quality of the workforce. Apprentices who complete registered apprenticeship programs are accepted by the industry as journey workers. By providing on-the-job training, related classroom instruction, and guaranteed wage structures, employers who sponsor apprentices provide incentives to attract and retain more highly qualified employees and improve productivity. Apprenticeships and externships can be flexible training strategies and can be integrated into current training and human resource development strategies. Apprentices and externs can be new hires – or businesses can select current employees to join an existing program. Apprenticeships and externships are a good way to reward high-performing entry-level employees and move them up the career ladder within the business.

Significant talent shortages and skill gaps are slowing companies' efforts to expand, innovate, and thrive. Among these challenges:

- An aging workforce of highly-skilled and experienced workers;
- Attracting new and more diverse talent pools;
- Closing gaps in workers' skills and credentials;
- Investing in talent that can keep pace with the latest industry advances; and
- Implementing workforce training models that effectively develop and “up-skill” talent.

The success of this program requires collaboration among partners – businesses, workforce development intermediaries (such as industry associations or labor organizations), educational institutions, the public workforce system, and other key community organizations. The collaboration requires partners to work together to identify the resources needed, design a program, and recruit apprentices and externs.

### A. The Role of Partners

**Business Partners** – construction and construction-related firms:

1. Identify the skills and knowledge that apprentices and externs must learn
2. Hire new workers, or select current employees, to be apprentices or externs
3. Provide on-the-job training
4. Identify an experienced mentor to work with apprentices and/or externs
5. Pay progressively higher wages as skills increase
6. Can provide related instruction in-house or in partnership with others

**Workforce Development Intermediaries** - industry association, labor and joint labor-management organization, community-based organization <https://nabtu.org/apprenticeship-and-training/>:

1. Provide industry and/or workforce specific expertise (e.g. curriculum development) to support employers in a particular industry sector
2. Can serve as sponsor of an apprenticeship or externship program, taking responsibility for the administration of the program, thereby reducing the burden on employers
3. Aggregate demand for apprentices, particularly with small- and medium-size employers, that may not have the capacity to develop an apprenticeship program on their own
4. Can be the provider of related instruction and supportive services as appropriate

**Educational Institutions** - 4-year college, community college, career and technical education, such as Lively Technical College and Tallahassee Community College:

1. Develop curriculum for related instruction.
2. Can serve as sponsor of an apprenticeship or externship program, taking responsibility for the administration of the program, thereby reducing the burden on employers
3. Deliver related instruction to apprentices and externs
4. Can provide college credit for courses successfully completed
5. Aggregate demand for apprentices and externs

**State Apprenticeship Agency** – Florida Department of Education  
<https://www.doleta.gov/OA/occupations.cfm>:

1. Provide technical assistance and support to new sponsors
2. Answer questions about the apprenticeship model
3. Guide the partners through the steps to develop and register a program
4. Connect businesses with training providers
5. Advise partners on sources of funding to support apprenticeships

## B. Core Components

### **Business Involvement.**

Employers are the foundation of every apprenticeship or externship program and the skills needed by their workforce are at the core. Businesses must play an active role in building the program and be involved in every step in designing the apprenticeship or externship.

### **On-the-Job Training.**

Every program includes structured on-the-job training. Apprentices and externs receive hands-on training

from an experienced mentor at the job site for typically not less than one year. On-the-job training is developed through mapping the skills and knowledge that the apprentice or extern must learn over the course of the program in order to be fully proficient at the job.

### C. Apprenticeship or Externship Requirements and Exceptions

When responding to a solicitation for a construction, design-build, or similar project, in order to receive 2 points as described in section VIII.D, respondent must certify that:

1. The respondent or its subcontractors or subconsultants participate or will participate in an apprenticeship program that is registered with the Florida Department of Education or the United States Department of Labor; or
2. Respondent or its subcontractors or subconsultants participate or will participate in an externship program offered by an educational institution or workforce development intermediary; or
3. The respondent avers that at the time the respondent executes a construction contract, respondent or its subcontractors or subconsultants will be participating in an apprenticeship program that is approved by the Florida Department of Education or the United States Department of Labor.

This program will not apply to a subcontractor or subconsultant that is an MWBE firm if the compensation to be paid under the applicable subcontract for labor costs is less than \$1,000,000

### D. Required Documentation, Noncompliance, and Reporting

1. *Required documentation.* The prime contractor or consultant must prepare and submit, on a quarterly basis for the duration of the construction contract, accurate and timely records identifying the name, address, trade classification, whether the worker is an apprentice or extern, the labor hours of all workers used by the prime and each subcontractor or subconsultant on the construction project, and the cumulative number of hours worked on the project to date by apprentices. If the apprentice or extern is participating in an apprenticeship or externship program offered by qualified workforce development intermediary or educational institution, quarterly documentation must include documentation required by the workforce development intermediary or educational institution. The prime must require that each of its subcontractors or subconsultants prepare and maintain, for submittal by the prime to the City, County, or Blueprint, accurate and timely records identifying the name, address, trade classification, and labor hours for apprentices and externs used by the subcontractors or subconsultants on the construction project.
2. *Noncompliance.* Failure of a prime contractor or consultant to comply with the requirements of this policy may subject the contractor to all remedies available to the City, County, or Blueprint at law, including but not limited to debarment or suspension of the contractor from consideration for the award of future contracts.
3. *Reporting.* With the help of City, County, and Blueprint staff, the MWSBE Division will annually

prepare a report that includes the total dollar value of awards of construction projects, the number of apprentices hired for the construction projects, the number of apprentices or externs working on construction projects, the number of hours worked by apprentices on the construction projects, and the total labor hours expended on the construction projects.

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## XII. COUNTING MWSBE UTILIZATION

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The following guidelines clarify how to count SBE utilization and how to count MBE and WBE utilization for both project specific goals and overall aspirational MBE and WBE goals for various goods and services.

### A. Counting MWSBE Utilization Generally (Construction, Architecture & Engineering, Professional Services, and Other Services)

1. When an MWSBE firm participates in a contract, the City, County, and Blueprint will count only the value of the work actually performed by the MWSBE firm.
2. When an MBE or WBE firm is the prime contractor or consultant, the goal is fulfilled for its certification designation. However, the other project specific goal must also be fulfilled. For example, if a certified MBE firm responds to a solicitation as a prime contractor or consultant, the MBE goal is fulfilled. The MBE prime remains responsible for meeting the remaining WBE goal.
3. The MWSBE Division will count the entire portion of a contract that is performed by an MWSBE firm itself. The MWSBE Division will include the cost of supplies and materials obtained by the MWSBE firm for the work of the contract, including supplies purchased or equipment leased by the MWSBE firm (except supplies and equipment the MWSBE firm purchases or leases from a prime contractor or its affiliate).
4. The MWSBE Division will count the entire amount of fees or commissions that an MWSBE firm charges for providing a bona fide service, such as professional, technical, consultant, or managerial services, or for providing bonds or insurance specifically required for the performance of a contract, provided the MWSBE Division determines that the fee is reasonable and not excessive as compared with fees customarily allowed for similar services.
5. The MWSBE Division will count payments to an MWSBE firm only if the MWSBE is performing a commercially useful function (CUF) on that contract.
6. MBE and WBE prime contractors must perform a CUF of 30 percent of the total cost of the contract with their own forces to meet an applicable MBE or WBE goal.
7. If an MWSBE firm does not perform or exercise responsibility for at least 51 percent of the total cost of its subcontract with its own work force, or 30 percent if the firm is an MBE or WBE firm acting as a prime contractor, or the MWBE subcontracts a greater portion of the work of a contract than would be expected on the basis of normal industry practice for the type of work involved, the MWSBE Division must presume that the firm is not performing a CUF.
8. MWSBE firms are discouraged from subcontracting all or a majority of their work to another firm

or firms. The MWSBE Division will not count the work of an MWSBE firm whose sole intent is collection of a broker's fee or commission and whose employees perform none of the direct labor or service activities specified in the contract.

9. The MWSBE Division will not count any work that an MWSBE firm subcontracts back to:
  - a. The prime contractor or consultant, either directly or through any other company or firm owned and/or controlled by the prime contractor, or;
  - b. Any firm with which the MWSBE firm has a present business.
10. In the event that a first tier MWSBE firm acting as a subcontractor or subconsultant (in a direct contractual relationship with a prime) contract work to a second tier subcontractor or subconsultant (sub-sub), the MWSBE Division will only count the work if the first tier subcontractor or subconsultant must perform a CUF with 51 percent of its own workforce.
11. When an MBE or WBE firm subcontracts part of the work of its contract to another firm, the value of the subcontracted work may be counted toward MWBE project specific or aspirational goals only if the subcontractor is itself an MWBE firm.
12. When an MBE or WBE firm performs as a participant in a Joint Venture, Partnership, or Association, the MWSBE Division will count a portion of the total dollar value of the contract equal to the distinct, clearly defined portion of the work of the contract that the MBE or WBE firm performs with its own forces.
13. In calculating overall utilization, the MWSBE Division will not count the participation of an MWSBE firm toward until the MWSBE firm has been actually paid for the work.

## B. Counting Materials & Supplies

1. If the materials or supplies are directly obtained from a MWSBE manufacturer, the MWSBE Division will count 100 percent of the cost of the materials or supplies. For purposes of this paragraph, a manufacturer is a firm that operates or maintains a factory or establishment that produces, on the premises, the materials, supplies, articles, or equipment required under the contract and of the general character described by the specifications. If the materials or supplies are purchased from an MWSBE regular dealer, the MWSBE Division will count 60 percent of the cost of the materials or supplies. However, this amount cannot be used to satisfy more than 60 percent of any applicable MWBE goal.
2. Packagers, brokers, manufacturers' representatives, or other persons who arrange or expedite transactions are not regular dealers within the meaning of this policy.
3. With respect to materials or supplies purchased from an MWSBE firm which is neither a manufacturer nor a regular dealer, the MWSBE Division will count the entire amount of fees or commissions charged for assistance in the procurement of the materials and supplies or fees or transportation charges for the delivery of materials or supplies required on a job site, provided the MWSBE Division determines that the fees are reasonable and not excessive as compared with fees customarily allowed for similar services. The MWSBE Division will not count any portion of

the cost of the materials and supplies themselves.

### C. Counting Trucking/Transport

1. The MWSBE firm must be responsible for the management and supervision of the entire trucking operation for which it is responsible on a particular contract, and there cannot be a contrived arrangement.
2. The MWSBE firm must itself own and operate at least one fully licensed, insured, and operational truck used on the contract.
3. The MWSBE firm receives credit for the total value of the transportation services it provides on the contract using trucks it owns, insures, and operates using drivers it employs.
4. The MWSBE firm may lease trucks from another MWSBE firm, including an owner-operator who is certified as a MWSBE. The MWSBE firm who leases trucks from another MWSBE firm receives credit for the total value of the transportation services the lessee MWSBE firm provides on the contract.
5. The MWSBE firm may also lease trucks from a non-MWSBE firm, including from an owner-operator. The MWSBE firm who leases trucks from a non-MWSBE firm is entitled to credit for the total value of transportation services provided by non-MWSBE lessees not to exceed the value of transportation services provided by MWBE-owned trucks on the contract. Additional participation by non-MWBE lessees receives credit only for the fee or commission it receives as a result of the lease arrangement.
6. A lease must indicate that the MWSBE firm has exclusive use of and control over the truck. This does not preclude the leased truck from working for others during the term of the lease with the consent of the MWSBE firm, so long as the lease gives the MWSBE firm absolute priority for use of the leased truck. Leased trucks must display the name and identification number of the MWSBE firm.

### D. Counting Joint Venture, Partnership, and Association

1. Joint Venture, Partnership, and Association respondents will demonstrate that at least one partner to the Joint Venture Partnership, and Association is an MBE or WBE firm, as applicable to the project specific goal, and that such partner is responsible for a clearly defined portion of the work to be performed, will be performing a commercially useful function under the contract, and shares in the ownership, control, management, responsibilities, risks, and profits of the Joint Venture, Partnership, and Association.
2. This demonstration must be verified by pertinent documents and sworn statements. The MWSBE Division may review the demonstration at the time a response to a solicitation is submitted or before the contract award.
3. For the purpose of tentatively awarding credit towards a respondent meeting project specific goals, the MWSBE Division may consider a proposed partnership, that is not yet legally formed,

and which appears in all matters except legal formation as a Joint Venture. However, such partnership will become a legal organization before the Joint Venture enters a contract with the City, County, or Blueprint. Partnerships or Associations need not form a separate legal entity to receive credit.

4. The MWSBE Division may award credit towards a respondent meeting project specific goals calculated as the portion of the total dollar amount of a proposed contract equal to the percentage of the ownership and control held by the qualifying MBE or WBE firm as applicable to the project specific goals in the solicitation.

#### E. Counting Mentor-Protégé

1. Respondents in a Mentor-Protégé relationship will demonstrate that the Protégé is an MBE or WBE firm, as applicable to the project specific goal, and that the Protégé is responsible for a clearly defined portion of the work to be performed in terms of a percentage of the contract value, will be performing a commercially useful function under the contract, and is receiving training and education in the respondent's industry standards through the Mentor-Protégé relationship.
2. This demonstration must be verified by submission of an MWBE Participation Plan and sworn statements. The MWSBE Division may review the demonstration at the time a response to a solicitation is submitted or before the contract award.
3. The MWSBE Division may award credit towards a respondent meeting project specific goals calculated as the portion of the total dollar amount of a proposed contract equal to the clearly defined portion of the work to be performed.



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## XIII. REPORTING

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The effectiveness of the MWBE Program and SBE Program will be measured by a review of data indicating dollars spent with MWSBE firms as a percentage of the total spending of the City, County, and Blueprint. Program effectiveness will also be measured by efforts of City, County, and Blueprint staff to provide prime contracting opportunities for MWSBE firms. The following activities will be completed to ensure the effective tracking of these efforts:

### A. Prime Contractor and Consultant Responsibility

Each prime contractor or consultant will continuously maintain, compile, and make available to the MWSBE Division each month during the life of a contract data relating to its use of subcontractors or suppliers, both MWSBE firms and non-MWSBE firms, on City, County, Blueprint, and federally funded projects. This information will include without limitation the following information for each of the subcontractors and suppliers utilized by the Contractor on the project:

1. A description of the type of work, by applicable code(s), of contracts awarded to subcontractors and/or suppliers;
2. The dollar value of contracts paid to MWSBE or DBE firms;
3. Contact information for the subcontractors, subconsultants, and suppliers; and
4. A description of progress towards fulfilling any project specific MWBE goal.

### B. Project Closeout

At the close of every project, all prime contractors and consultants will be asked to provide a Final Pay Affidavit documenting all information relating to its use of subcontractors, subconsultants, or suppliers.

### C. Purchasing Card Data

The purchasing card vendor will supply expenditure data with both MWSBE certified firms and non-MWSBE certified firms. This data will automatically populate into the contract compliance process and electronic tracking system. City and County information technology or procurement employees will develop a method of securing an import file that extracts the data from City and County servers and uploads the data into the contract compliance process and electronic tracking system. Dollars spent with MWSBE firms will be counted in accordance with Section XII above.

### D. Annual Report

The MWSBE Division will prepare an annual report based on the information submitted by each prime contractor or consultant and information from the City Procurement Services Division and County Purchasing Division regarding the use of MWSBE firms as prime contractors or consultants. The annual report will identify awards of City, County, and Blueprint contracts to MWSBE firms, prime use of MWSBE firms, prime progress in achieving project specific goals, and other MWSBE information.

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## XIV. MBE, WBE, AND SBE FIRM CERTIFICATION

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An eligible MBE firm is a business concern that is both owned and controlled by minorities. An eligible WBE firm is a business concern that is both owned and controlled by women. This means that minorities or women must own at least fifty-one percent (51%) of the business and that they must control the management and daily operations of that business. An eligible SBE firm is a business concern owned by a person who is neither a minority nor a woman meeting the criteria in **Section XIV.C** below.

### A. Minority and Women Eligibility Standards

#### 1. Minority Group Membership

Bona fide minority group membership will be established on the basis of the individual's documented claim that they are a member of a minority group as defined in these procedures and is so regarded by that particular minority community and is a United States citizen or lawfully admitted resident alien. However, the MWSBE Division is not required to accept this claim if it determines the claim to be invalid as discussed below.

#### 2. Controlled by Minorities or Women

An eligible minority or woman owned business enterprise will be an independent business. The ownership and control by minorities or women will be real, substantial, and continuing, and will continue beyond the pro forma ownership of the firm as reflected in its ownership documents. The minority or women owners will enjoy the customary incidences of ownership and will share in the risks and profits commensurate with their ownership interests, as demonstrated by an examination of the substance of the firm rather than form or arrangements.

Recognition of the business as a separate entity for tax or corporate purposes is not necessarily sufficient for recognition as an MWBE. In determining whether a potential MWBE is an independent business, the Minority, Women, and Small Business Enterprise Division will consider all relevant factors, including the date the business was established, the adequacy of its resources for the type of work specified, and the degree to which financial, equipment leasing, and other relationships with non-minority firms vary from established industry practice.

#### 3. Operational Control

The primary consideration in determining operational control and the extent to which the minority person or woman actually operates the business will rest upon the peculiarities of the industry of which the business is a part.

Accordingly, in order to clarify the level of operational involvement of the minority person or woman in the business to be deemed as an MWBE firm, the following examples are not all inclusive:

- a. The minority person or woman will have experience in the industry for which certification is sought.
- b. The minority person or woman will demonstrate that basic decisions pertaining to the daily

operation of the business are independently made.

- c. The minority person or woman will technical competence in the industry for which certification is sought. Technical competence in this sense does not mean expert knowledge. It does mean the minority person or woman should have a working knowledge of the technical requirements of the business needed to operate in the industry.

#### **4. Managerial Control**

Control in this instance means that the minority person or woman has the demonstrable ability to make independent and unilateral business decisions necessary to guide the future and destiny of the business. Corporate bylaws and partnership agreements or other agreements should be free of restrictive language diluting the control of the minority person or woman, thus preventing or restricting him or her from making those decisions that affect the destiny of the business. Agreements for support services are permitted as long as the owner's power to manage the company or firm is not restrictive or impaired.

A minority person or woman must produce documentation demonstrating managerial control. A minority person or woman can demonstrate managerial control in any number of ways. This list below is not exhaustive; the MWSBE Division may accept documents demonstrating managerial control that are not on the list below. The MWSBE Division will accept the following examples of documentation of managerial control:

- a. Authority and responsibility to sign payroll checks and letters of credit.
- b. Authority for negotiations and signature responsibility for insurance and/or bonds.
- c. Authority for negotiations and signature services, and/or
- d. Authority for contractual negotiations with signature responsibility.

#### **5. Non-Minority Management**

If the owners of the firm who are not minorities or women are disproportionately responsible for the operation of the firm, then the firm is not an MBE or WBE firm within the meaning of this policy. Where the actual management of the firm is contracted out to individuals who are not minorities or women, those persons who have, for example, the ultimate power to hire and fire, for the purpose of this program, will be considered as controlling the business. Therefore, a firm with non-minority management is ineligible for MBE or WBE certification. Such a firm may be considered an SBE firm.

### **B. Certification Process Procedures**

1. The MWSBE Division will be solely responsible for certification of minority, women and small businesses. This certification will include but is not limited to:
  - a. Documentation of property and business income.

- b. Documentation of appropriate professional certification and/or registrations.
  - c. Documentation of minority status claimed, which may include copies of Driver's License, Voter Registration Card, Birth Certificate, etc. The appropriate department's engineering staff will be responsible for pre-qualifying construction contractors, if applicable.
  - d. City/County business licenses/business tax certificate, if applicable.
  - e. Bank/credit references for the company or firm.
  - f. Last two years federal income and state sales tax returns and/or current Financial Statement.
  - g. Copy of incorporation articles/list of officers.
  - h. Notarized affidavit attesting to minority or non-minority female status.
  - i. Inventory of major equipment, if applicable
  - j. Presence on State of Florida or other MWBE lists, if applicable.
2. Once an applicant has submitted the application and all appropriate supporting documentation, certification review will be completed within forty-five (45) days and the appeal procedures as outlined in Section XI.H below will apply.

### C. Certification Criteria

For Certification as an MBE, WBE, or SBE firm, the applicant must meet all of the criteria indicated in the chart below. Businesses may be Certified as follows: (1) MBE firm; (2) WBE firm; (3) SBE firm; (4) MBE/SBE firm; or (5) WBE/SBE firm. Businesses that qualify for certification as an MBE or WBE firm will be certified as an MBE firm.

MBE, WBE and SBE Certification Eligibility Criteria			
	Type of Certification (must meet ALL criteria marked X)		
	MBE	WBE	SBE
1. Majority Owner(s) must be a Minority or Minorities who manage and control the business. In the case of a publicly owned business, at least 51% of all classes of the stock, which is owned, will be owned by one or more of such persons.	X		
2. Majority Owner(s) must be a Woman or Women who manage and control the business. In the case of a publicly owned business, at least 51% of all classes of the stock, which is owned, will be owned by one or more of such persons.		X	
3. Majority Ownership in the business will not have been transferred to a woman or minority, except by descent or a bona fide sale within the previous 2 years.	X	X	
4. Majority Owner(s) must reside in the four-county Market Area of Leon, Gadsden, Jefferson, or Wakulla Counties.	X	X	X

5.	Majority Owner(s) must be a United States citizen or lawfully admitted permanent resident of the United States.	X	X	X
6.	Business must be legally structured either as a corporation, organized under the laws of Florida, or a partnership, sole proprietorship, limited liability, or any other business or professional entity as required by Florida law.	X	X	X
7.	Business must be Independent and not an Affiliate, Front, façade, broker, or pass through company or firm.	X	X	X
8.	Business must be a for-profit business concern.	X	X	X
9.	Business must be currently located within the four-county Market Area of Leon, Gadsden, Jefferson, or Wakulla Counties.	X	X	X
10.	Business must have all licenses required by local, state, and federal law.	X	X	X
11.	Business must currently be licensed and engaging in commercial transactions typical of the field, with customers in the Local Market Area other than state or government agencies, for each specialty area in which Certification is sought. Further, if a Supplier, business must be making sales regularly from goods maintained in stock.	X	X	X
12.	Business must have expertise normally required by the industry for the field for which Certification is requested.	X	X	X
13.	Business must have a business net worth no more than \$5 million.	X	X	X
14.	Business must employ 200 or fewer full- or part-time employees, including leased employees.	X	X	X
15.	Business must have been established for a period of one (1) calendar year prior to submitting its application for MWSBE certification.	X	X	X
16.	Business must have a record of satisfactory performance on no less than three (3) projects, in the business area for which it seeks certification, during the past 12 calendar months.	X	X	X

#### D. Reciprocity

Upon written request and submission of required documentation, the MWSBE Division will grant reciprocal MBE, WBE, or SBE certification to qualifying applicant firms. The MWSBE Division will grant reciprocal MBE or WBE certification to applicant firms domiciled in the Market Area (Leon, Gadsden, Jefferson, and Wakulla) that hold current MBE or WBE certification with the Florida Department of Management Services Office of Supplier Diversity (OSD). The MWSBE Division will grant reciprocal SBE certification to applicant firms domiciled in the Market Area that hold current Veteran-owned (VBE) certification with OSD. The term of reciprocal MBE, WBE, or SBE certification will follow the term of the applicant firm's certification with OSD.

The applicant firm will provide the MWSBE Division with documentation authenticating its OSD certification and expiration dates. The MWSBE Division reserves the right to request any additional documentation to verify or clarify the authenticity of the information provided.

An applicant firm that is currently under suspension or debarment by any governmental entity or that has been denied certification by the MWSBE Division in the six (6) months preceding its request for reciprocal certification may not use this reciprocity policy to circumvent the imposed sanctions or actions of the governmental entity.

#### E. Certification Review

Within forty-five (45) days of the completed application affidavit and required supporting documentation MWSBE Division staff will notify the applicant of approval or denial of certification. Applicants approved for certification will be assigned a certification number and notified by email. Certified MWBEs will be listed in the Online MWSBE Directory.

## F. Recertification

1. The MWSBE Division will send a Recertification Application link via email from B2GNow to the appropriate MWSBE firm at least thirty (30) days prior to the certification expiration date. The MWSBE Recertification Application link will be accompanied by appropriate instructions.
2. When the online Recertification Application is received by OEV, it is reviewed for comparison with the content of the original application. All appropriate changes are noted in the online MWSBE Directory. MWSBE Recertification is valid for two years.
3. If there has been a change in ownership interest and/or control, appropriate supporting documentation will be required for continued certification.

A company or firm that fails to submit all appropriate information by the anniversary date of certification will be deemed to have abandoned its application for recertification.

## G. Denial of Recertification

If the review by the MWSBE Division indicates that the previously certified MWSBE firm no longer meets eligibility standards as defined in these procedures for recertification as a MWSBE firm the application for recertification will be denied.

The MWSBE Division will notify the MWSBE firm by certified mail that the staff review has indicated that the business is no longer eligible for certification, and that the applicant will have the right to appeal such recertification denial in accordance with **Section XIV.H** below.

## H. Decertification

The MWSBE Division reserves the right to revoke the certification of a business at any time such action is deemed necessary. Grounds for revocation of certification will include but are not limited to the following:

1. Submission of fraudulent information as part of the certification process.
2. Failure to promptly report any change in ownership or control of the firm.
3. Failure to promptly report any name, address or phone number changes of the firm.
4. Failure to respond to request for information from the MWSBE Division.

5. Fraudulent representation or participation on City or County projects or contracts.
6. Submittal of fraudulent information or documentation to the MWSBE Division as may be requested or as part of the normal procurement process.
7. Revocation of certification by the State of Florida, Department of Management Services or the State of Florida Department of Transportation.

#### I. Certification Denial Right of Appeal

1. Any business denied certification, recertification, or decertified by the MWSBE Division will have the right to appeal such denial. Notice of appeal will be filed in writing to the MWSBE Director within seven (7) business days of receipt of the notice of denial from the MWSBE Division.
2. The Notice of Appeal will indicate the reason(s) and provide additional information, if appropriate, as to why the business believes the denial was in error.
3. The MWSBE Director will provide a written response acknowledging receipt of the correspondence to the business within seven (7) business days upon receipt of the formal appeal.
4. Failure to file with the MWSBE Director within the prescribed time frame will constitute a waiver of proceedings under this section. The MWSBE Director will schedule a review within thirty (30) calendar days of receipt of request for appeal and issue a final written decision. This review by the MWSBE Director is the final step available in the administrative process for an appeal of denial of original certification, recertification, or decertification.
5. A firm whose application has been denied may re-apply six months after final denial notice.

#### J. Review

The policies promulgated under this regulation will be reviewed and evaluated on an annual basis. A full sunset review will be conducted within five (5) years of the adoption of these policies.



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## XV. MBE, WBE AND SBE FIRM GRADUATION

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- A. Certified MWSBE firms will graduate from MWSBE certification when the firm net worth exceeds \$5 million or they exceed 200 employees.
- B. Any interested party may request an evaluation of an MWSBE firm. The MWSBE Division will evaluate the firm at the time of its recertification. If the MWSBE Division determines that the firm has exceeded the size standards described above, the following provisions will apply:
  - 1. Notification. The MWSBE Division will issue a letter of notification to the firm notifying the firm of its graduation. The letter of notification will set forth findings for every material issue relating to the basis of the program graduation with specific reasons for each finding based on facts and in accordance with law, regulations, and this policy.
  - 2. Appeal. The firm will be allowed 45 days from the date of the letter to appeal the decision. To appeal the decision, the company or firm must submit in writing to the MWSBE Division information explaining why the graduation is not warranted. Upon receipt of the appeal, the MWSBE Division will notify the firm in writing of the receipt of the appeal.
  - 3. Review. If the firm appeals its graduation within the requisite 45 days, the Director of PLACE will review the appeal. The Director of PLACE will issue a written decision within 15 days of receipt of the appeal via USPS or certified mail.
  - 4. After the effective date of a firm's graduation as provided for herein, a firm is no longer a certified MWSBE firm. However, the firm remains obligated to complete previously-awarded contracts and/or subcontracts, including any priced bids that may be exercised.

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## XVI. CAPACITY BUILDING COMPONENT

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To ensure that opportunities to participate are available to the maximum number of interested, available, and qualified businesses, the MWSBE Division will develop and implement a comprehensive capacity building component (CBC) that includes outreach and technical assistance. The CBC is aimed at increasing business participation in the City's, County's, and Blueprint's contracting and procurement process. This program may include, without limitation, any or all of the following:

- A. Outreach and information dissemination;
- B. Technical assistance program to prepare MBE, WBE, and SBE firms to compete for specific contracts;
- C. Implement and monitor a supportive services program to develop and improve immediate and long-term business management, record keeping and financial and accounting capability for businesses;
- D. Develop and provide services to help businesses improve their long-term development, increase their opportunities to participate in a variety of kinds of work, handle increasingly significant projects, and achieve self-sufficiency;
- E. Establish a program to assist new, start-up or emerging businesses; and assist businesses in developing their capability to utilize emerging technology and conduct business through electronic media.
- F. Establish a method of evaluating MBE, WBE, and SBE firms and prime contractors and consultants in coordination with the City Procurement Services Division, County Purchasing Division and City, County, and Blueprint project managers to provide feedback on performance and evaluate firm capacity.


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## XVII. FORMS

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OEV will work with the City Procurement Services Division and County Purchasing Division to standardize all bid solicitation forms, requests for proposals, construction contracts, work order agreements and professional service contracts to include a statement referring to the MWSBE policy and the expected level of MWSBE participation.

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<div style="text-align: center;">  <h1 style="margin: 0;">BLUEPRINT</h1> <h2 style="margin: 0;">INTERGOVERNMENTAL AGENCY</h2> </div>		<p><b>DATE</b> June 17, 2002</p> <hr/> <p><b>NO.</b> 101</p>
<p><b>TITLE</b></p> <p style="text-align: center;">PROCUREMENT POLICY</p>		<p><b>ORG. AGENCY</b></p> <p>Blueprint Intergovernmental Agency</p>
<p>101.01</p>	<p><u>STATEMENT OF POLICY</u></p> <p>It is the intent of the Blueprint Intergovernmental Agency (hereinafter called the “Agency”) to provide for on-time acquisition of competitive, quality products and services to support the operations of the Blueprint Intergovernmental Agency and the Office of Economic Vitality programs, to the extent this policy is not in conflict with OEV’s Travel and Hospitality Policy, adopted October 27, 2016, and as it may be amended from time to time, through the provisions established in this policy. <i>It is also the intent of the Agency to adopt the City of Tallahassee’s procurement policies and procedures except as otherwise noted.</i></p>	
<p>101.02</p>	<p><u>AUTHORITY</u></p> <p>The Blueprint Interlocal Agreement, as it may be amended, from time to time, (hereinafter called the “Interlocal Agreement”), is a legal instrument between the City of Tallahassee and Leon County which authorized a joint project management structure for administering projects to be funded by the sales tax extension and provided the authority to establish a procurement policy.</p>	
<p>101.03</p>	<p><u>OBJECTIVE</u></p> <p>This policy shall provide the governing principles that establish the basic philosophies upon which the procurement functions of the Agency must operate. To achieve the aforementioned objective, all persons authorized to commit Blueprint Intergovernmental Agency and/or Office of Economic Vitality funds for the purchase of supplies and services shall:</p> <ul style="list-style-type: none"> <li>A. Ensure the uninterrupted flow of the services by obtaining and ensuring delivery of acceptable quality of supplies and services, at the right time and price.</li> <li>B. Comply with all applicable federal, state and local laws, statutes, ordinances and regulations governing local government procurement. Special emphasis shall be placed on ensuring that procurement actions comply with Chapter 112, Florida Statutes relating to ethical behavior in the acquisition of supplies and services.</li> <li>C. Provide fair and equitable treatment of all vendors who participate in procurement activities.</li> <li>D. No person or business shall be excluded from participation in, denied benefits of, or otherwise be discriminated against in connection with procurement activities on the grounds of race, color, religion, sex (including pregnancy, gender identity, and sexual orientation), national origin, age (40 or older), disability or genetic information.</li> </ul>	
<p>101.04</p>	<p><u>SCOPE AND APPLICABILITY</u></p> <p>The policy outlined herein shall apply to the Agency and all employees referenced in the joint project management structure involved in any activities associated with the procurement of supplies or services for, or on behalf of, the Agency and related Agency programs.</p>	

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### 101.05 DEFINITIONS

**Blueprint Intergovernmental Agency or Blueprint:** The legal entity formed by the City and County pursuant to section 163.01, Part I, Florida Statutes, as amended, to undertake the acquisition, financing, planning, construction, managing, operating, servicing, utilizing, owning and exchanging of the Blueprint 2000 Projects and Blueprint 2020 Infrastructure Projects and Economic Development Programs and to receive and expend the Dedicated 2000 surtax and the Dedicated 2020 Surtax proceeds as provided for by its governing documents.

**Change Order:** Modifications to a capital project contract's work scope, cost, or schedule phasing, as authorized by the applicable authority.

**Citizens Advisory Committee:** The citizens committee provided for and referenced in the Interlocal Agreement.

**Competition:** The effort of two or more vendors to secure the business of a purchaser by the offer of the most favorable terms as to price, quality, promptness of delivery, or service in accordance with the provisions of a solicitation of such offers.

**Competitive Negotiation:** A method for procurement of supplies and services in which discussions attempting to reach agreement on terms and conditions of a contract may be conducted with multiple vendors who submit proposals in response to a solicitation.

**Competitive Sealed Bid:** A method for acquiring offers for procurement of goods, services, or construction in which award is made to the lowest responsive and responsible bidder based on responses to an invitation for bid received from qualified vendors.

**Competitive Threshold:** A dollar limit established by the Agency for the purpose of determining the method of procuring a particular supply or service. (See Appendix B for competitive threshold requirements attached as "Attachment 1")

**Continuing Services Agreement:** A type of agreement that provides for furnishing of specified types of professional services for a stated term pursuant to an individual task or purchase order.

**Contract:** A written agreement, regardless of its title, which is signed on behalf of the Agency and one or more other parties and that sets forth specific terms and conditions for the procurement or furnishing of goods, services or professional services.

**Contract Amendment:** Any written alteration in specifications, delivery point, rate of delivery, period of performance, price, quantity, or other provision of the contract, accomplished by mutual action of the parties to the contract.

**Contracting Officer:** An individual with the authority to enter into, administer, and/or terminate contracts, and make related determinations and findings.

**Department of PLACE:** The Department of Planning, Land Management and Community Enhancement ("PLACE") created by the City and County consisting of the Tallahassee –

## Procurement Policy

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Leon County Planning Department, the Leon County – City of Tallahassee Blueprint Intergovernmental Agency and the Office of Economic Vitality.

Intergovernmental Agency Board of Directors: Governing body, consisting of the City and County Commissions, of the joint project management structure, as provided in the Interlocal Agreement.

Interlocal Agreement: The agreement approved by the City Commission and County Commission in September 2000, and as it may be amended, from time to time, which specifies how sales tax proceeds are to be divided and utilized, creates the Blueprint Intergovernmental Agency and related joint project management structure, and lists the projects to be funded by the sales tax extension

Intergovernmental Management Committee: A committee consisting of the City Manager and County Administrator, as provided for in the Interlocal Agreement.

Non-Competitive Negotiations: A method for procurement of supplies and services in which discussions attempting to reach agreement on terms and conditions of a contract may be conducted with a single vendor.

Off-the-Shelf Purchase: An item produced and stocked in inventory by a vendor awaiting the receipt of orders or contracts for sale.

Procedure: The prescribed method or specific course of action that will accomplish the requirements of a policy.

Procurement: Buying, leasing, renting or otherwise acquiring any materials, supplies services, construction, and equipment, including description of specifications and requirements, selection and solicitation resources, preparation and award of contracts.

Purchasing Authority: The authority to approve the acquisition of supplies or services on behalf of the Agency. (See Appendix A for purchasing authority levels and specific thresholds)

Request for Quotation (RFQ): An informal solicitation or request for information, where oral or written quotes are obtained from vendors, without formal advertising or receipt of sealed bids.

Services: The furnishing of labor, time, or effort by a vendor, which does not result in the delivery of a tangible product.

Director of PLACE: The individual responsible for managing and directing the Tallahassee – Leon County Planning Department, Blueprint Intergovernmental Agency and the Office of Economic Vitality, reporting directly to the Intergovernmental Management Committee or their Designees.

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Blueprint Director: The individual responsible for carrying out the implementation of the Blueprint 2000 projects and the Blueprint 2020 Infrastructure projects, reporting directly to the Director of PLACE.

Office of Economic Vitality Director: The individual responsible for carrying out the implementation of the Blueprint 2020 Economic Development Programs and the OEV programs, reporting directly to the Director of PLACE.

Office of Economic Vitality: The legal entity established by the City and County to implement and administer, on behalf of Blueprint, OEV programs and Blueprint 2020 Economic Development Programs.

Supplies: Commodities or equipment.

Technical Coordinating Committee: Staff committee established by the Interlocal Agreement to provide technical and professional advice and expertise on Agency projects and related matters.

Term Contract: A type of agreement that provides prices for specific types of goods or services (other than professional services) that is in effect for a stated term.

Vendor: Any natural person or business that responds to a solicitation relating to procurement of goods or services.

### 101.06 ROLES AND RESPONSIBILITIES

In that this policy provides for adoption of the City of Tallahassee's procurement procedures, City departments referenced herein shall be responsible for providing the same level of service for Blueprint Intergovernmental Agency procurement activities as is provided for City procurement activities.

- A. All Employees of the Agency, in accordance with the requirements of their positions, shall be responsible for:
1. Complying with all adopted purchasing procedures within the parameters of their position responsibilities (except as otherwise noted).
  2. Providing City Procurement Services with timely and accurate information to efficiently procure requested supplies/services.
  3. Providing necessary information and working with City Procurement Services in:
    - a. Evaluating vendor performance.
    - b. Resolving vendor grievances.
    - c. Identifying department procurement needs.
    - d. Evaluating vendor responses to solicitations.
    - e. Providing purchasing and vendors with necessary technical information.
    - f. Identifying alternative sources of supply.



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4. Ensuring that City Procurement Services is made aware of all communications with vendors concerning:
  - a. Invitations for bids and requests for proposals that have been advertised and the bid opening date has not yet occurred;
  - b. Responses to invitations for bids and requests for proposals that have been received and opened, but not yet awarded; and
  - c. Potential contract amendments.
- B. Intergovernmental Agency Board, as the overall governing body for the joint project management structure that administers Agency projects and the OEV programs as referenced in the Intergovernmental Agreement, shall:
  1. Provide overall policy direction related to procurement activities.
  2. Render a final decision on all purchases, contracts and change orders presented by the Intergovernmental Management Committee.
- C. Intergovernmental Management Committee shall provide overall administration of procurement activities for the Blueprint Intergovernmental Agency projects and the OEV programs. This responsibility shall include:
  1. Approving and submitting of all award recommendations presented to the Intergovernmental Agency Board by Agency staff.
  2. Approving and awarding all purchases/contracts within designated managerial authority.
  3. Recommending issuance of all Requests for Proposals (RFPs) and consider for approval all purchasing, contracts, and change orders to contracts up to 20% of the contract amount.
  4. Recommending amendments to this Procurement Policy and approving all administrative procedures to insure consistency and compliance with this Policy.
- D. City of Tallahassee Procurement Services shall provide for the acquisition of materials, supplies and services for the Blueprint projects and the OEV programs, in accordance with City procurement procedures. These responsibilities include the following:
  1. Providing appropriate procedures for the selection of vendors in accordance with applicable federal, state and local laws, statutes, ordinances and regulations governing municipal procurement.
  2. Assisting in the development of invitations to bid and requests for proposal, administration of contracts and management of inventories of purchased goods.
  3. Issuing and receiving responses to invitations to bid and requests for proposal in accordance with this Policy and related administrative procedures.

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4. Making a final determination and/or recommendation, in conjunction with Agency staff, for quote, bid and proposal awards, except where others are so authorized by the Intergovernmental Management Committee or the Agency Board.
5. Providing appropriate procedures for ensuring vendor protests of competitive sealed bids, competitive negotiations and requests for quotations are treated in a fair and objective manner.
6. Processing vendor payments in accordance with the City's Prompt Pay Policy and the Local Government Prompt Payment Act, Section 218.70, Florida Statutes.
7. Resolving complaints between the Agency and vendors regarding purchases of supplies and services.
8. Rejecting all bids or proposals received in response to a particular solicitation, when deemed appropriate by the Intergovernmental Management Committee.
9. Authorizing the termination of vendor relationships.
10. Maintaining vendor performance records.
11. Providing procedures for the evaluation of vendors including suspension and debarment.

E. Director of PLACE or his/her Designee is responsible for;

1. Approving and awarding all purchases/contracts within designated managerial authority.
2. Reviewing and recommending all procurement related awards submitted to the Intergovernmental Management Committee and the Agency Board.
3. Serving in the capacity of Contracting Officer for Blueprint and OEV.
4. Approving all extensions to the term of procurement related agreements as stipulated in the original terms and conditions of such agreements.
5. Executing all documents, including contracts and change orders, approved by the Agency Board, Intergovernmental Management Committee, and those within designated managerial authority.

F. Treasurer - Clerk's Office shall be responsible for the following, with regards to Blueprint Intergovernmental Agency procurement activities:

1. Countersigning all contracts made on- behalf of the Agency.
2. Ensuring contracts are executed and disseminated to the appropriate parties.

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3. Safekeeping all bid and contract performance security instruments, including without limitation bonds, cashier or certified checks, letters of credit, and assignments of certificates of deposit, submitted to the Agency.
  4. Handling concerns and issues relative to responding to requests for documents under the Public Records Act.
  5. Issuing petty cash funds.
- G. The Blueprint Attorney as legal advisor to the Director of PLACE and Agency staff with regards to procurement activities, shall be responsible for the following;
1. Advising personnel on procurement matters that arise as a result of Agency operations.
  2. Reviewing of contract documents prior to contract award for legal sufficiency and completeness.
  3. Endorsing on each procurement related agreement approval of the form and correctness of the document.
  4. Defending for and on behalf of the Agency, all complaints, suits and controversies in which the Agency is a party that arise as a result of procurement activities, in consultation with the Agency Board Attorney and/or City/County Attorney/Offices.
- H. Vendors interested in doing business with the Agency shall be responsible for:
1. Registering with the vendor database manager and distributor for all procurement solicitations.
  2. Ensuring that all business information set forth in the database, at any time, is current (i.e., address, contact person, product lines, etc.).
  3. Complying with all terms and conditions of the applicable solicitation, or other procurement related documents, in making an offer or proposal to the Agency and when conducting business with same.
  4. Ensuring the correctness, completeness and timeliness, of responses to procurement solicitations and invoices submitted for payments.

### 101.07 ADDITIONAL PROVISIONS AND EXCEPTIONS

1. Minority, Women and Small Business Enterprise (MWSBE) Program shall be administered in accordance with [the MWSBE Policy approved by the IA Board on January 30, 2020](#). ~~the Office of Economic Vitality's MWSBE policy approved January 22, 2014, with the following exceptions:~~
  - a. ~~Minority Women Small Business Enterprise Participation Goals shall be established as follows:~~

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- ~~1) Operating Expenses: The highest of either the City of Tallahassee's or Leon County's goals will be utilized, based on the applicable category as referenced in the respective approved policies.~~
- ~~2) Capital Projects: A representative from the OEV's Minority, Women, & Small Business Enterprise Division and the OEV Director OR Blueprint Director (or designee) OR Director of PLACE shall review each proposed project to determine an appropriate goal for minority, women participation, based on the requirements of the project and the availability of certified minority and women participants in the local market area. This provision also applies to professional/consultant services contracts included in the overall project scope.~~
- ~~b. The percent breakdown of each expenditure category allocated to minority, women and disadvantaged businesses shall be determined through consultation with the OEV's Minority, Women and Small Business Enterprise Division.~~
- ~~c. The MWSBE point system used in evaluating minority, women and disadvantaged or/and small business enterprise participation in professional and consultant services for contract award shall be consistent with Leon County's procedure in which ten points, rather than five, are utilized.~~
2. Consultant Competitive Negotiation Act (CCNA) procedures as provided in Chapter 287.055 Florida Statutes shall be utilized for purchases/contracts consistent with the City's Procurement Procedures.
3. Expenditure Authority
  - a. Purchasing Authority is defined as follows:
 

Intergovernmental Agency Board	\$250,000 and over
Intergovernmental Management Committee up to	\$250,000* (see note)
Director of PLACE, Blueprint Director and Director of OEV up to	\$25,000

    - \* Note: Without regard to the above threshold, which is established for Non – Capital Projects, the Intergovernmental Management Committee shall have the authority to award any contract if such is within the approved capital project budget and complies with all policies established herein.
  - b. Change Orders shall be authorized as follows:

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- 1) The Intergovernmental Management Committee shall have the authority to approve change orders to contracts up to 20% of the original contract amount provided funding is identified and available in the approved project budget.
- 2) The Agency Board shall approve change orders to contracts which exceed 20% of the original contract amount or require funding in excess of the total project budget.
4. Price agreements (City or County) shall be utilized whenever possible and do not require additional approval by the purchasing authority.
5. Continuing Service Agreements (City or County) for the provision of specified professional services shall be utilized where applicable and:
  - a. Have no threshold limit for professional fees.
  - b. Provide a specified contract period with optional extension periods as appropriate.
  - c. Provide a termination clause.

Each request for services under a Continuing Services Agreement shall contain a lump sum cost, a cost estimate or proposal, or other limitation and shall require approval in accordance with the above chart.

6. A formal contract shall be prepared for transactions for services that exceed \$50,000. Contract extensions that are included in the original terms and conditions **do not** require Agency approval. The Agency shall approve extensions to contracts that are not a part of the original terms and conditions.
7. Local Preference Policy (Attachment 2) as adopted by the Leon County Board of County Commissioners on March 26, 2002, shall be incorporated by reference into the Blueprint Intergovernmental Agency Procurement Policy, with the following exceptions:
  - a. the definition of “local business” shall be expanded to include the four county area of Leon, Wakulla, Gadsden, and Jefferson
  - b. primary residence of employees, or if the business has no employees, the business shall be at least 50% owned by one or more persons whose primary residence shall be within the four county area described in 101.07 (7).

### 101.08 SUNSET REVIEW

The Blueprint Procurement Policy shall be reviewed no later than five years from the effective date. Irrespective of this review period, the Director of PLACE is responsible for determining if changes to the City’s Procurement Policy need to be incorporated into this policy or if other changes are needed, and if so, shall submit the policy revisions to the Agency Board for review as needed, or at least 90 days prior to the sunset review date. If no action is taken on the policy prior to the sunset review date, the policy will automatically

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extend for another five-year period or until the Agency Board revises or terminates the policy.

### 101.09 EFFECTIVE DATE

This policy will become effective upon approval by the Blueprint Intergovernmental Agency Board. Approved June 17, 2002.

Revised: \_\_\_\_\_-February 21, 2017  
January 30, 2020

## EXECUTIVE SUMMARY

### 2019 Disparity Study

*City of Tallahassee, Leon County, and Blueprint*





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## EXECUTIVE SUMMARY

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### INTRODUCTION

MGT of America Consulting, LLC (MGT) was retained to conduct a **Minority, Women, and Small Business Enterprise (MWSBE) Disparity Study (Study)** for the City of Tallahassee, Leon County, Florida and Blueprint Intergovernmental Agency (City/County/Blueprint). In this chapter, MGT provides summary findings for the City/County/Blueprint. The Study analyzed procurement trends and practices for the study period of October 1, 2012 through September 30, 2017 (FY2013 – FY2017).

It is important to note that MGT has seen economic and programmatic improvements since the last set of disparity studies conducted in 2003 and 2009. There has been the consolidation of the City's and the County's MWSBE programs in the Office of Economic Vitality (OEV), significant growth of firms in the market area, and growth in the private sector marketplace. As a result of this economic growth, market area contractors and subcontractors are experiencing workload and capacity issues which has an impact on their availability to bid and do work in the area.

You will find in this Executive Summary:

- ♦ Evidence for the study's the central research question: *Is there factual predicate evidence to support the continuation a race- and gender-conscious MWBE program for the City/County/Blueprint?*
- ♦ Important Findings regarding MWBE utilization, availability and disparity for market area primes and construction subcontractors, anecdotal evidence, and private sector information.
- ♦ Commendations and Recommendations based on the study's findings and conclusions.

MGT found sufficient evidence of disparity and recommends the continuation of City/County/Blueprint's MWBE program to address identified disparities.

### FINDINGS FOR MWBE UTILIZATION, AVAILABILITY AND DISPARITY

#### The City of Tallahassee - Prime Contractors

The expenditure utilization analysis shows that non-MWBE prime firms are utilized at substantially higher rates than their MWBE counterparts. Across all procurement categories, prime MWBE utilization, including Blueprint spending, amounted to 4.76 percent of \$526,165 million spent with firms in the relevant market area. The spend by the MWBE classifications were 1.88 percent for Non-minority Women firms, 1.05 percent for African American firms, 1.81 percent for Hispanic American firms, and 0.02 percent for Asian American firms. MWBEs were underutilized, with a substantial and statistically significant disparity ratio of 40.15. See **Table ES-1** below.

TABLE ES-1.  
PRIME UTILIZATION, AVAILABILITY AND DISPARITY ANALYSIS BY BUSINESS OWNERSHIP CLASSIFICATION  
ALL PROCUREMENT CATEGORIES  
CITY OF TALLAHASSEE

BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS	\$5,536,135.95	1.05%	2.46%	42.71	Underutilization	Disparity*
ASIAN AMERICAN FIRMS	\$81,890.00	0.02%	0.80%	1.94	Underutilization	Disparity*
HISPANIC AMERICAN FIRMS	\$9,545,432.21	1.81%	0.76%	237.91	Overutilization	No Disparity
NATIVE AMERICAN FIRMS	\$0.00	0.00%	0.11%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>	<b>\$15,163,458.16</b>	<b>2.88%</b>	<b>4.14%</b>	<b>69.66</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-MINORITY WOMEN FIRMS	\$9,907,767.06	1.88%	7.73%	24.35	Underutilization	Disparity*
<b>TOTAL MWBE FIRMS</b>	<b>\$25,071,225.22</b>	<b>4.76%</b>	<b>11.87%</b>	<b>40.15</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-MWBE FIRMS	\$501,094,251.48	95.24%	88.13%	108.06	Overutilization	No Disparity*

Disparity Index: under 80 represents substantial underutilization.

\* represents statistical significance at 95% confidence interval.

Study Period: October 1, 2012 to September 30, 2017.

#### The City of Tallahassee – Construction Subcontractors

For the City's construction subcontractors, MGT estimated that 79.14 percent or \$54.3 million of spending went to non-MWBE firms, while only 20.86 percent or \$14.3 million when to MWBE firms. MWBEs were underutilized, with a substantial and statistically significant disparity ratio of 51.20. See **Table ES-2** below.

TABLE ES-2.  
SUBCONTRACTOR CONSTRUCTION UTILIZATION ANALYSIS  
BY BUSINESS OWNERSHIP CLASSIFICATION  
CITY OF TALLAHASSEE

BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS	\$10,046,063.73	14.64%	22.22%	65.88	Underutilization	Disparity*
ASIAN AMERICAN FIRMS	\$0.00	0.00%	0.00%	0.00	n/a	n/a
HISPANIC AMERICAN FIRMS	\$0.00	0.00%	6.48%	0.00	Underutilization	Disparity*
NATIVE AMERICAN FIRMS	\$0.00	0.00%	3.70%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>	<b>\$10,046,063.73</b>	<b>14.64%</b>	<b>32.41%</b>	<b>45.17</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-MINORITY WOMEN FIRMS	\$4,266,456.89	6.22%	8.33%	74.64	Underutilization	Disparity*
<b>TOTAL MWBE FIRMS</b>	<b>\$14,312,520.62</b>	<b>20.86%</b>	<b>40.74%</b>	<b>51.20</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-MWBE FIRMS	\$54,295,107.18	79.14%	59.26%	133.55	Overutilization	No Disparity*

Disparity Index: under 80 represents substantial underutilization.

\* represents statistical significance at 95% confidence interval.

n/a - no utilization or availability so disparity analysis could not be calculated.

Study Period: October 1, 2012 to September 30, 2017.

Blueprint - Prime Contractors

Prime utilization with MWBE amounted to 0.91 percent of the \$100.1 million spent with firms within the relevant market area. Spending was captured for three MWBE classifications; 0.90 percent or \$902.2 thousand for Non-minority Women firms, 0.01 percent or \$11.5 thousand for African American firms, and \$750 or 0.00 percent for Asian American firms. M/WBEs were underutilized, with a substantial and statistically significant disparity ratio of 6.47. See **Table ES-3** below.

TABLE ES-3.  
PRIME UTILIZATION ANALYSIS BY BUSINESS OWNERSHIP CLASSIFICATION  
AND ALL PROCUREMENT CATEGORIES  
BLUEPRINT DIVISION

BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS	\$11,527.20	0.01%	1.93%	0.60	Underutilization	Disparity*
ASIAN AMERICAN FIRMS	\$750.00	0.00%	0.32%	0.23	Underutilization	Disparity
HISPANIC AMERICAN FIRMS	\$0.00	0.00%	1.22%	0.00	Underutilization	Disparity
NATIVE AMERICAN FIRMS	\$0.00	0.00%	0.29%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>	<b>\$12,277.20</b>	<b>0.01%</b>	<b>3.77%</b>	<b>0.33</b>	<b>Underutilization</b>	<b>Disparity*</b>
NONMINORITY WOMEN FIRMS	\$902,206.77	0.90%	10.36%	8.70	Underutilization	Disparity*
<b>TOTAL M/WBE FIRMS</b>	<b>\$914,483.97</b>	<b>0.91%</b>	<b>14.12%</b>	<b>6.47</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-M/WBE FIRMS	\$99,200,631.45	99.09%	85.88%	115.38	Overutilization	No Disparity*

Disparity Index: under 80 represents substantial underutilization.

\* represents statistical significance at 95% confidence interval.

Study Period: October 1, 2012 to September 30, 2017.

Blueprint – Construction Subcontractors

Overall, construction subcontract dollars were estimated to have been \$19.8 million or 33 percent of the \$59.9 million in Blueprint construction prime contracts in the market area. Based on the analysis, non-MWBE firms received \$10.8 million (54.9%) of construction subcontracts. African American firms received 12.23 percent or \$2.4 million while Nonminority women firms received 32.88 percent or \$6.49 million. MWBEs were underutilized with a disparity ratio of 95.98 but lacks statistical significance due to the relatively small size/share of population of Non-minority Women firms. See **Table ES-4** below.

TABLE ES-4.  
SUBCONTRACTORS DISPARITY RATIO AND SIGNIFICANCE TESTING  
CONSTRUCTION  
BLUEPRINT

BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS	\$2,416,804.71	12.23%	19.00%	64.37	Underutilization	Disparity*
ASIAN AMERICAN FIRMS	\$0.00	0.00%	0.50%	0.00	Underutilization	Disparity*
HISPANIC AMERICAN FIRMS	\$0.00	0.00%	4.50%	0.00	Underutilization	Disparity*
NATIVE AMERICAN FIRMS	\$0.00	0.00%	1.50%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>	<b>\$2,416,804.71</b>	<b>12.23%</b>	<b>25.50%</b>	<b>47.96</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-MINORITY WOMEN FIRMS	\$6,498,195.24	32.88%	21.50%	152.93	Overutilization	No Disparity
<b>TOTAL MWBE FIRMS</b>	<b>\$8,914,999.95</b>	<b>45.11%</b>	<b>47.00%</b>	<b>95.98</b>	<b>Underutilization</b>	<b>Disparity</b>
NON-MWBE FIRMS	\$10,849,183.59	54.89%	53.00%	103.57	Overutilization	No Disparity

Disparity Index: under 80 represents substantial underutilization.

\* represents statistical significance at 95% confidence interval.

Study Period: October 1, 2012 to September 30, 2017.

#### Leon County - Prime Contractors

Leon County prime MWBE utilization amounted to 12.20 percent or \$15.1 million of total payments within the relevant market area; 5.95 percent or \$7.4 million for Nonminority Women firms, 4.70 percent or \$5.81 million for African American firms, 1.51 percent or \$1.87 million for Hispanic American firms, and 0.04 percent or \$52.1 thousand for Asian American firms. MWBEs were underutilized, with a substantial and statistically significant disparity ratio of 66.68. See **Table ES-5** below.

TABLE ES-5.  
PRIME DISPARITY RATIO AND SIGNIFICANCE TESTING  
ALL PROCUREMENT CATEGORIES  
LEON COUNTY

BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS	\$5,813,081.14	4.70%	5.89%	79.80	Underutilization	Disparity*
ASIAN AMERICAN FIRMS	\$52,122.35	0.04%	1.13%	3.73	Underutilization	Disparity*
HISPANIC AMERICAN FIRMS	\$1,872,998.30	1.51%	1.30%	115.99	Overutilization	No Disparity
NATIVE AMERICAN FIRMS	\$0.00	0.00%	0.08%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>	<b>\$7,738,201.79</b>	<b>6.25%</b>	<b>8.40%</b>	<b>74.42</b>	<b>Underutilization</b>	<b>Disparity*</b>
NONMINORITY WOMEN FIRMS	\$7,363,517.86	5.95%	9.90%	60.11	Underutilization	Disparity*
<b>TOTAL MWBE FIRMS</b>	<b>\$15,101,719.65</b>	<b>12.20%</b>	<b>18.30%</b>	<b>66.68</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-MWBE FIRMS	\$108,634,994.17	87.80%	81.70%	107.46	Overutilization	No Disparity*

Disparity Index: under 80 represents substantial underutilization.

\* represents statistical significance at 95% confidence interval.

Study Period: October 1, 2012 to September 30, 2017.

Leon County – Construction Subcontractors

MGT calculated that overall construction subcontract dollars to have been \$19.6 million or 33 percent of the \$59.4 million in County construction prime contracts in the market area. Based on the analysis, non-MWBE firms received \$13.8 million (70.16%) of construction subcontracts. African American firms received 20.71 percent or \$4.06 million, Nonminority women firms received 6.54 percent or \$1.28 million, and Hispanic American firms received 2.59 percent or \$507.9 thousand. MWBEs were underutilized with a substantial and statistically significant disparity ratio of 79.85. See **Table ES-6** below.

TABLE ES-6.  
SUBCONTRACTORS DISPARITY RATIO AND SIGNIFICANCE TESTING  
CONSTRUCTION  
LEON COUNTY

BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS	\$4,063,114.93	20.71%	28.62%	72.37	Underutilization	Disparity*
ASIAN AMERICAN FIRMS	\$0.00	0.00%	0.00%	n/a	n/a	n/a
HISPANIC AMERICAN FIRMS	\$507,858.66	2.59%	2.43%	106.56	Overutilization	No Disparity
NATIVE AMERICAN FIRMS	\$0.00	0.00%	0.00%	n/a	n/a	n/a
BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
<b>TOTAL MINORITY FIRMS</b>	<b>\$4,570,973.59</b>	<b>23.30%</b>	<b>31.05%</b>	<b>75.04</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-MINORITY WOMEN FIRMS	\$1,282,196.15	6.54%	6.32%	103.47	Overutilization	No Disparity
<b>TOTAL MWBE FIRMS</b>	<b>\$5,853,169.74</b>	<b>29.84%</b>	<b>37.37%</b>	<b>79.85</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-MWBE FIRMS	\$13,764,011.87	70.16%	62.63%	112.02	Overutilization	No Disparity

Disparity Index: under 80 represents substantial underutilization.

\* represents statistical significance at 95% confidence interval.

n/a No utilization or availability so disparity analysis could not be calculated.

Study Period: October 1, 2012 to September 30, 2017.

## FINDINGS FOR COMBINED MWBE UTILIZATION, AVAILABILITY AND DISPARITY

During the study period, October 1, 2012 through September 30, 2017, across all agencies and all procurement categories, M/WBE utilization amounted to 6.18 percent of total payments, or \$40,172,945 of \$649,902,191. There was statistically significant underutilization for all M/WBE groups, except Hispanic American, who were overutilized. **Table ES-7** shows a summary of M/WBE utilization, availability and disparity by business owner classification.

TABLE ES-7.

## COMBINED DISPARITY RATIO AND SIGNIFICANCE TESTING FOR PRIMES, ALL PROCUREMENT CATEGORIES

BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION %	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS	\$11,349,217.09	1.75%	4.74%	36.81	Underutilization	Disparity*
ASIAN AMERICAN FIRMS	\$134,012.35	0.02%	0.79%	2.61	Underutilization	Disparity*
HISPANIC AMERICAN FIRMS	\$11,416,287.51	1.76%	1.57%	111.74	Overutilization	No Disparity*
NATIVE AMERICAN FIRMS	\$0.00	0.00%	0.18%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>	<b>\$22,901,659.95</b>	<b>3.52%</b>	<b>7.28%</b>	<b>48.38</b>	<b>Underutilization</b>	<b>Disparity*</b>
NONMINORITY WOMEN FIRMS	\$17,271,284.92	2.66%	8.99%	29.57	Underutilization	Disparity*
<b>TOTAL M/WBE FIRMS</b>	<b>\$40,172,944.87</b>	<b>6.18%</b>	<b>16.27%</b>	<b>37.99</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-M/WBE FIRMS	\$609,729,245.65	93.82%	83.73%	112.05	Overutilization	No Disparity*

Source: MGT developed the Utilization Analysis and Availability Analysis for the study.

Disparity index is the ratio of the percentage of dollars to the percentage of available firms multiplied by 100.00.

The index is based on actual percentage value and not the rounded utilization and availability estimates percentage values presented. The disparity indices have been rounded.

\* denotes the ratio of utilization to availability is statistically significant at a 0.05 level.

The totals may not equal the sum of components due to rounding.

During the study period, October 1, 2012 through September 30, 2017, across all agencies for the construction procurement category, Construction subcontractor payments are estimates based on U.S. Census data (see **Chapter 4**). Procedures are being put in place by the Office of Economic Vitality (OEVI) to capture this data for the next disparity study cycle. MWBE subcontractor utilization amounted to 22.86 percent or \$20.16 million of total estimated payments of \$88.22 million. There was no utilization of Asian American or Native American subcontractor firms. There was substantial underutilization for all MWBE groups. See **Table ES-8** below

TABLE ES-8

## COMBINED DISPARITY RATIO AND SIGNIFICANCE TESTING, CONSTRUCTION SUBCONTRACTORS

BUSINESS OWNERSHIP CLASSIFICATION	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS	\$14,109,178.66	15.99%	21.33%	74.96	Underutilization	Disparity*
ASIAN AMERICAN FIRMS	\$0.00	0.00%	0.67%	0.00	Underutilization	Disparity
HISPANIC AMERICAN FIRMS	\$507,858.66	0.58%	6.67%	8.63	Underutilization	Disparity*
NATIVE AMERICAN FIRMS	\$0.00	0.00%	2.00%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>	<b>\$14,617,037.32</b>	<b>16.57%</b>	<b>30.67%</b>	<b>54.03</b>	<b>Underutilization</b>	<b>Disparity*</b>
NONMINORITY WOMEN FIRMS	\$5,548,653.04	6.29%	12.67%	49.65	Underutilization	Disparity*
<b>TOTAL M/WBE FIRMS</b>	<b>\$20,165,690.36</b>	<b>22.86%</b>	<b>43.33%</b>	<b>52.75</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-M/WBE FIRMS	\$68,059,119.05	77.14%	56.67%	136.13	Overutilization	No Disparity*

Source: MGT developed the Utilization Analysis and Availability Analysis for the study.

Disparity index is the ratio of the percentage of dollars to the percentage of available firms multiplied by 100.00.

The index is based on actual percentage value and not the rounded utilization and availability estimates percentage values presented. The disparity indices have been rounded.

\* denotes the ratio of utilization to availability is statistically significant at a 0.05 level.

The totals may not equal the sum of components due to rounding.

## GOAL ATTAINMENT FOR 2019

The charts below (**Tables ES-9 – ES-11**) display goal attainment when compared to the 2019 Disparity Study for the City of Tallahassee, Blueprint and Leon County.

### CITY OF TALLAHASSEE – GOAL ATTAINMENT

Based on utilization reported in the 2019 City/County/Blueprint Disparity Study, goal attainment for the City, when compared to current City MWBE goals, was achieved for MBE and WBE Construction Subcontractors. See **Table ES-9** below.

TABLE ES-9.  
CITY OF TALLAHASSEE CURRENT MBE AND WBE GOALS, 2019 GOAL ATTAINMENT

BUSINESS CATEGORY	2003 CITY GOALS		2019 CITY GOAL ATTAINMENT		DIFFERENCE	
	MBE*	WBE*	MBE	WBE	MBE	WBE
Construction	7.50%	3.00%	2.98%	1.12%	-4.52%	-1.88%
Construction Subcontractor	7.50%	3.00%	14.64%	6.22%	7.14%	3.22%
A & E	7.50%	3.00%	1.15%	2.84%	-6.35%	-0.16%
Professional Services	12.50%	3.00%	2.11%	5.29%	-10.39%	2.29%
Other Services	7.50%	3.00%	4.96%	2.99%	-2.54%	-0.01%
Materials and Supplies	7.50%	3.00%	0.09%	0.66%	-7.41%	-2.34%

\*Note: Other than Professional Services, goals are for Capital Budget projects \$100,000 or more.

### BLUEPRINT – GOAL ATTAINMENT

Based on utilization reported in the 2019 City/County/Blueprint Disparity Study, goal attainment for Blueprint, when compared to current Blueprint MWBE goals, was achieved for MBE and WBE Construction Subcontractors, and WBEs in Other Services and Materials and Supplies. See **Table ES-10** below.

TABLE ES-10.  
BLUEPRINT CURRENT MBE AND WBE GOALS, 2019 GOAL ATTAINMENT

BUSINESS CATEGORY	BLUEPRINT GOALS		2019 BLUEPRINT GOAL ATTAINMENT		DIFFERENCE	
	MBE	WBE	MBE	WBE	MBE	WBE
Construction	7.50%	3.00%	0.00%	0.11%	-7.50%	-2.89%
Construction Subcontractor	7.50%	3.00%	12.23%	32.88%	4.73%	29.88%
A & E	7.50%	3.00%	0.00%	2.16%	-7.50%	-0.84%
Professional Services	12.50%	3.00%	0.00%	0.48%	-12.50%	-2.52%
Other Services	7.50%	3.00%	1.00%	9.09%	-6.50%	6.09%
Materials and Supplies	7.50%	3.00%	0.00%	3.56%	-7.50%	0.56%

\*Note: Other than Professional Services, goals are for Capital Budget projects \$100,000 or more.



## LEON COUNTY – GOAL ATTAINMENT

Based on utilization reported in the 2019 City/County/Blueprint Disparity Study, goal attainment for Leon County, when compared to current County MWBE goals, was achieved for MBEs in Construction Subcontractors, MBEs Other Services and WBEs in Professional Services and Materials and Supplies. See **Table ES-11** below.

TABLE ES-11.  
LEON COUNTY CURRENT MBE AND WBE GOALS, 2019 GOAL ATTAINMENT

BUSINESS CATEGORY	2009 COUNTY GOALS		2019 COUNTY GOAL ATTAINMENT		DIFFERENCE	
	MBE	WBE	MBE	WBE	MBE	WBE
Construction	8.00%	5.00%	3.95%	4.43%	-4.05%	-0.57%
Construction Subcontractor	17.00%	9.00%	23.30%	6.54%	6.30%	-2.46%
A & E	12.00%	14.00%	10.20%	7.49%	-1.80%	-6.51%
Professional Services	7.00%	15.00%	0.77%	0.79%	-6.23%	-14.21%
Other Services	10.00%	8.00%	21.98%	7.23%	11.98%	-0.77%
Materials and Supplies	1.00%	6.00%	0.10%	10.84%	-0.90%	4.84%

## OTHER FINDINGS

### DISPARITIES IN SURVEY OF BUSINESS OWNERS DATA (CHAPTER 6)

Findings from the U.S Census 2012 SBO data indicate there is substantial underutilization for most MWBE firms across industry sectors for the procurement categories identified for this study. Further, each of the five procurement categories analyzed showed substantial disparity among defined MWBE classes, where sufficient data were available.

### DISPARITIES IN SELF-EMPLOYMENT AND REVENUE EARNINGS (CHAPTER 6)

Findings from the PUMS 2011 – 2016 data indicate that MWBE firms were significantly less likely than nonminority males to be self-employed. It is evident that racial, ethnic, and gender variables have a statistically significant negative impact on rates of self-employment after other factors are controlled for. If they were self-employed, MWBE firms earned significantly less in 2011-2016 than self-employed nonminority males.

### ANECDOTAL EVIDENCE OF DISCRIMINATION (CHAPTER 7)

Among the MWBE firms who responded to survey questions about barriers to doing business with the City/ County/Blueprint:

- ♦ Firms indicated that during most of the study period the MWBE programs and DBE program, were operated by two agencies. Firms indicated that the consolidated programs should help increase

utilization but will require additional resources, and support from the governing bodies for the programs to function effectively.

- ♦ Participants stated that contracts are too large for their firms to successfully compete on.
- ♦ Having two different program guidelines within the same office is counterproductive. OEV is in the process of consolidating their MWBE programs which will help address this issue.

Many MWBE firms identified two major barriers:

- ♦ Primes not being held accountable for utilizing MWBEs. Primes submit names of MWBE subs to get work, but do not use the subs named in their proposal.
- ♦ Primes are slow to pay for work completed. Accountability is needed to ensure primes are paying subcontractors timely and the contracted amounts.

Some MWBE firms felt that they were evaluated with a higher level of scrutiny regarding their qualifications and ability to perform compared to their nonminority counterparts.

## COMMENDATIONS AND RECOMMENDATIONS

The following commendations and recommendations are based on multiple findings and do not necessarily tie to one finding. In developing the study's recommendations MGT focused on addressing policy and operations, which will strengthen City/County/Blueprint's efforts to achieve goals related to increasing the utilization of MWBEs in all City/County/Blueprint contracting and procurement.

### RECOMMENDATION A: COMBINED ASPIRATIONAL M/WBE GOALS

One of the objectives of this disparity study was to determine if a set of consolidated MWBE goals was feasible, and if so, develop a set of consolidated goals for the City/County/Blueprint. We present a proposed set of consolidated goals in **Table ES-12**. The proposed consolidated goals are based on legal defensibility, current industry standards, and have been vetted by the Disparity Study Workgroup. The methodology used a combined M/WBE utilization calculation for the City/County/Blueprint and weighting for M/WBE availability and utilization.

The aspirational goals shown below should not be applied rigidly to every individual City/County/Blueprint procurement. Instead M/WBE goals should vary from project to project. Aspirational goals should be based on relative M/WBE availability.

TABLE ES-12.  
PROPOSED 2019 COMBINED ASPIRATIONAL MBE AND WBE GOALS  
CITY/COUNTY/BLEUPRINT

BUSINESS CATEGORY	CONSOLIDATED GOALS	
	MBE	WBE
Construction	5.00%	4.00%
Construction Subcontractor	14.00%	9.00%
A & E	8.00%	6.00%

BUSINESS CATEGORY	CONSOLIDATED GOALS	
	MBE	WBE
Professional Services	5.00%	6.00%
Other Services	6.00%	8.00%
Materials and Supplies	1.00%	6.00%

Source: Chapter 8, 2019 City/County/Blueprint Disparity Study

## RECOMMENDATION B: NARROWLY TAILORED M/WBE PROGRAM

Developments in court cases involving federal disadvantaged business enterprise (DBE) programs provide important insight into the design of local M/WBE programs. Federal courts have consistently found DBE regulations in 49 CFR 26 to be narrowly tailored.<sup>1</sup> The federal DBE program features in **Table ES-13** demonstrate the application of a narrowly tailored remedial procurement preference program. The City/County/Blueprint should adopt these features in any new M/WBE program.

TABLE ES-13.  
NARROWLY TAILORED M/WBE PROGRAM FEATURES

	<i>Narrowly Tailored Goal-setting Features</i>	DBE Regulations
1.	The City/County/Blueprint should not use M/WBE quotas.	49 CFR 26(43)(a)
2.	The City/County/Blueprint should use race- or gender-conscious set-asides only in extreme cases.	49 CFR 26(43)(b)
3.	The City/County/Blueprint should meet the maximum amount of M/WBE goals through race-neutral means.	49 CFR 26(51)(a)

Source: Suggested features in a proposed narrowly tailored M/WBE program based on USDOT 49 CFR 26.

## COMMENDATION AND RECOMMENDATIONS C: SUBCONTRACTOR PROJECT GOALS

This study provides evidence to support the continuation of City/County/Blueprint's MWBE program. This conclusion is based primarily on the following:

- ♦ Statistical disparities in current MWBE utilization which showed substantial underutilization in all business categories, for all MWBE groups, except for Hispanic Americans in Construction and Other Services;
- ♦ Evidence of discrimination in business formation and revenue earned from self-employment. Racial, ethnic, and gender variables have a statistically significant negative impact on rates of self-employment and MWBE firms earned significantly less in 2011-2016 than self-employed nonminority males;
- ♦ Anecdotal evidence of disparate treatment to MWBE subcontractors by prime contractors; and
- ♦ Disparities identified in the private sector marketplace through the U.S. Census Survey of Business Owners (SBO) data.

<sup>1</sup> *Adarand v. Slater*, 228 F.3d 1147 (10<sup>th</sup> Cir. 2000), *Gross Seed. v. State of Nebraska*, 345 F.3d 968 (8<sup>th</sup> Cir. 2003); cert denied, 158 L.Ed. 2d 729 (2004).

### COMMENDATION

City/County/Blueprint should be commended for establishing subcontractor goals on certain City/County/Blueprint contracts. City/County/Blueprint has established procedures for its project specific subcontracting goal setting process.

### RECOMMENDATIONS

- ♦ MGT recommends that City/County/Blueprint continue to establish project specific subcontracting goals on a contract by contract basis, based on the availability of ready, willing, and able MWBE firms.
- ♦ MGT recommends that City/County/Blueprint do not place goals on contracts where overutilization has been identified, i.e. Hispanic Americans in Construction and Other Services.
- ♦ MGT also recommends that City/County/Blueprint require prime contractors to document outreach efforts and reasons for rejecting qualified MWBEs and/or MWBEs that were the low bidder.

### RECOMMENDATION D: BIDDER ROTATION

City/County/Blueprint should consider bidder rotation to limit habitual purchases from majority firms and to ensure that MWSBEs have an opportunity to bid along with majority firms. Bid rotation encourages MWSBE utilization, particularly in architecture and engineering, by providing each pre-qualified vendor an opportunity to be chosen to perform on a contract. For example, the School Board of Broward County use bid rotation as part of their Supplier Diversity Outreach Program. It is used for a prequalified panel of certified SBEs for smaller contracts valued at less than \$50,000.

### RECOMMENDATION E: CONTRACT SIZE

Many MWBE firms stated that one of the barriers they faced was the size of contracts. Contracts are too large for their firms to successfully compete on. MGT recommends that City/County/Blueprint consider structuring smaller bid packages (unbundle), where feasible, so small firms can work as primes and subcontractors and have the capacity to bid and win subcontracts.

### COMMENDATION AND RECOMMENDATION F: DATA MANAGEMENT

City/County/Blueprint should be commended for utilizing B2GNow, a contract compliance and monitoring tracking system. This system can maintain and track awarded projects (awards and payments) at the prime and sub level.

City/County/Blueprint should fully implement, monitor and track progress on key performance indicators (KPIs) and establish solid processes to collect and analyze M/WBE and SBE utilization data to monitor goal attainment. Data collection should include:

- ♦ Require primes (both M/WBE and non-M/WBE) to report all subcontractor and supplier utilization.
- ♦ Validate subcontractor utilization using compliance reporting.

- ♦ Consistently collect bid and proposal responses and identify those that are M/WBE firms.
- ♦ Document M/WBE and SBE bidders on City/County/Blueprint contracts.

## COMMENDATION AND RECOMMENDATION G: PROMPT PAYMENT

- ♦ OEV should be commended for having a prompt payment policy for subcontractors. OEV requires every contract with a prime to include provisions to ensure prompt payment to subcontractors for satisfactory work. Failure to provide prompt payments may result in penalties for non-compliance.
- ♦ OEV also requires prime contractors to submit monthly M/WBE subcontractor reports. The OEV monitors the monthly activity of MWBE subcontractors to review progress payments. MWBE subcontractors who are not being paid in a timely manner may notify OEV. OEV's oversight is an effort to ensure subcontractors are paid timely for their goods and services.

### RECOMMENDATION

- ♦ OEV should review current penalties for effectiveness and determine if additional penalties should be considered, e.g. breach of contract.

## COMMENDATION H: SMALL BUSINESS ENTERPRISE (SBE) PROGRAM

City/County/Blueprint should be commended for encouraging SBE utilization. SBE programs have the advantage that they are generally not subject to constitutional challenge.

### RECOMMENDATION

- ♦ City/County/Blueprint should consider the use of SBE bid preferences. SBE bid preferences operate along similar lines as MWBE bid preferences. For example, prime consultants could receive up to five evaluation points if the consultant is either a small business or will use a small business as a subconsultant. This would further encourage primes to utilize SBEs in their bids.

## RECOMMENDATION I: PURCHASING CARDS

- ♦ City/County/Blueprint should consider promoting the utilization of MWSBEs on purchasing cards. This would require the purchasing card vendor to report on M/WBE utilization. Reporting on purchasing card MWSBE expenditures would help towards MWSBE goal attainment.

## RECOMMENDATION J: DESK AUDIT

The operation of a comprehensive MWBE program will require staff dedicated to conduct outreach, bid evaluation, monitoring and compliance, goal setting, and reporting. To enhance the effectiveness of the MWBE Program, MGT is recommending that a desk audit be performed to determine if additional resources are necessary.

## RECOMMENDATION K: M/WBE GRADUATION

The City/County/Blueprint should consider a phased graduation process for firms that exceed the certification personal net worth requirements. A phased graduation will allow potential graduates to continue to build capacity without the effects of immediate removal from the program.

## RECOMMENDATION L: BONDING

Bonding continue to be a barrier to MWBEs ability to secure contracts. City/County/Blueprint should consider simplifying the bonding process, reducing bond requirements, and providing assistance to MWBEs and other small businesses to obtain bonding assistance. For example, the Florida Department of Transportation has a small business initiative where they waive performance and bid bond requirements for contracts under \$250,000.

## CONCLUSION

This study provides factual predicate evidence for continuing remedial efforts to include MWBEs in City/County/Blueprint's procurement. One of the objectives of the study was to examine the merits of consolidating OEV's MWSBE policies and procedures. The results of this study support the move in this direction.

Disparity was identified in most procurement categories and business ownership classifications. No disparity was found for prime Hispanic American firms in Construction and Other Services (due to utilization of 2 Hispanic American firms). See **Table ES-14** below. This evidence is based on quantitative and qualitative data from public and private sources. While City/County/Blueprint has made progress in MWBE inclusion, any future efforts must be narrowly tailored to rectify the issues identified in this report.

TABLE ES-14.  
SUMMARY OF DISPARITY FINDINGS

PROCUREMENT CATEGORY	AFRICAN AMERICAN	ASIAN AMERICAN	HISPANIC AMERICAN	NATIVE AMERICAN	NONMINORITY FEMALES	MWBES OVERALL
Construction	Disparity	n/a	No Disparity*	n/a	Disparity*	Disparity*
Construction Subcontractors	Disparity*	Disparity	Disparity*	Disparity	Disparity*	Disparity*
A&E	Disparity*	Disparity	Disparity*	Disparity	Disparity*	Disparity*
Professional Services	Disparity*	Disparity	Disparity*	n/a	Disparity*	Disparity*
Other Services	Disparity*	Disparity*	No Disparity	n/a	Disparity*	Disparity*
Material & Supplies	Disparity*	Disparity*	Disparity*	n/a	Disparity*	Disparity*

Study Period: October 1, 2012 to September 30, 2017.

\*Denotes statistical significance.

n/a denotes no utilization or availability, so disparity analysis could not be calculated.

Study Period: October 1, 2012 to September 30, 2017.

The results of this study position the City/County/Blueprint to use procurement as a strategy for achieving greater business diversity and economic inclusion. The commitment to business diversity and inclusion is

embodied in the establishment of OEV and the recognition that procurement can be a powerful mechanism for promoting economic empowerment.



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# **Blueprint Intergovernmental Agency Board of Directors Agenda Item #20**

**June 27, 2019**

Title: Presentation and Discussion of the 2019 Disparity Study of the City of Tallahassee, Leon County Government, and the Blueprint Intergovernmental Agency

Category: General Business

Department: Office of Economic Vitality

Contact: Benjamin H. Pingree, Director of PLACE  
Cristina Paredes, Director of the Office of Economic Vitality  
Darryl Jones, Deputy Director of the Office of Economic Vitality,  
Minority Women Small Business Enterprise Division  
Kirsten Mood, Assistant Blueprint Attorney

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## **STATEMENT OF ISSUE:**

This agenda item presents the 2019 Disparity Study of the City of Tallahassee, Leon County Government, and Blueprint Intergovernmental Agency (Attachment #2) to the Blueprint Intergovernmental Agency Board of Directors (IA Board). In addition, staff are seeking IA Board direction to develop uniform MWSBE Policies based on the results of the 2019 Disparity Study for consideration by the Leon County Board of County Commissioners, the City of Tallahassee Commission, and the IA Board. MGT of America, Inc. (MGT), will present the 2019 Disparity Study at the June 27, 2019 meeting.

## **FISCAL IMPACT**

This item does not have fiscal impact.

## **STRATEGIC PLAN**

The Strategic Plan indicates that the 2019 Disparity Study would inform the programs of the Office of Economic Vitality (OEV) Minority Women Small Business Enterprise (MWSBE) Division and the OEV Five Year Work Plan. Following IA Board acceptance of the 2019 Disparity Study, the recommendations therein will be used to develop MWSBE Policies that will be brought back to the IA Board, City of Tallahassee Commission, and Leon County Government.

## LEGAL NECESSITY

In order to maintain a legally defensible race- or gender-based program, a government must first conduct a disparity study to determine whether factual predicate evidence of disparity exists in the relevant market. A disparity study must compare the **government's** utilization of Minority Business Enterprise (MBE) and Women Business Enterprise (WBE) firms to the availability of MBE and WBE firms in the relevant market during a limited period. If this comparison reveals that the government has not utilized MBE and WBE firms in sufficient proportion to their availability in the market, significant disparity exists to justify a race- or gender-based program going forward. For more information on the legal necessity and precedent for race- and gender-conscious government programs, see Chapter 2 of the Disparity Study, Attachment #2.

The 2019 Disparity Study identifies significant disparity sufficient to support a consolidated MWSBE Program for the City of Tallahassee, Leon County Government, and Blueprint Intergovernmental Agency.

## RECOMMENDED ACTION:

- Option 1: Accept the 2019 Disparity Study providing factual predicate evidence supporting the consolidated MWSBE Program for the City of Tallahassee, Leon County Government, and the Blueprint Intergovernmental Agency.
- Option 2: Direct staff to develop uniform policies and procedures, in consultation with City and County staff, for adoption by the Leon County Board of County Commissioners, the City of Tallahassee Commission, and the Blueprint Intergovernmental Agency Board of Directors.
- Option 3: Direct staff to work with City Procurement and County Purchasing to review the 2019 Disparity Study recommendations below for inclusion into the consolidated MWSBE Policies and the procurement and purchasing policies and procedures of all three entities and bring back an agenda item to the IA Board for consideration:
- Review the use of bidder rotation for incorporation into the consolidated MWSBE Policies and the procurement and purchasing policies of all three entities.
  - Consider the **“unbundling”** of contracts for incorporation into the consolidated MWSBE Policies and the procurement and purchasing policies of all three entities.
  - Review current prompt payment policies for effectiveness and determine if additional penalties should be considered, e.g. breach of contract.
  - Review the use of purchasing card policies for all three entities to capture expenditures with MWSBE vendors made with Purchasing Cards.

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- Create policies and procedures for the utilization of the B2GNow contract compliance software to manage all contract data for MWSBE and non-MWSBE procurement activity.
- Create a SBE Bid preference policy to increase utilization of SBEs in City of Tallahassee, Leon County Government and Blueprint procurements.
- Review bonding requirements and opportunities for MWSBEs.
- Consider creating an MWSBE Graduation Program in the consolidated MWSBE Policies for certified MWSBEs.

Option 4: Direct staff to bring back Apprenticeship and mentor/protégé programs for consideration by the IA Board.

## EXECUTIVE SUMMARY

In 2016, the City and County merged their respective supplier diversity offices into the Office of Economic Vitality (OEV) Minority Women Small Business Enterprise (MWSBE) Division. **One of the MWSBE Division's first tasks was to secure a** disparity study whose findings and recommendations would serve as the foundation of the MWSBE Division. In order to continue a legally defensible race- or gender-conscious government program, a disparity study must first identify evidence of disparity in the relevant market area. Accordingly, the MWSBE Division advertised a contract that was awarded to MGT of America, Inc. (MGT), to conduct the 2019 Disparity Study.

The 2019 Disparity Study was commissioned to determine whether evidence of disparity existed in the market, and if so, whether that disparity was sufficient to support a single MWSBE Program to serve the City of Tallahassee, Leon County Government, and Blueprint Intergovernmental Agency. The 2019 Disparity Study considered the expenditures of all three entities and compared the utilization of Minority Business Enterprise (MBE) and Women Business Enterprise (WBE) firms to their availability in the relevant market area.

The 2019 Disparity Study revealed evidence of disparity to support not only a continued race- and gender-conscious MWSBE Program but a single, consolidated MWSBE Program that serves all three entities. In addition, the 2019 Disparity Study includes new, consolidated aspirational Goals. The 2019 Disparity Study also includes twelve recommendations that representatives of the City, County, and Blueprint will consider to develop consolidated MWSBE Policies and to make necessary amendments to Procurement and Purchasing Policies. In addition, OEV will convene a Taskforce to assist in developing mentor/protégé and apprenticeship programs in cooperation with MGT. Staff seek IA Board acceptance of the 2019 Disparity Study. Staff also seek direction to develop the consolidated MWSBE Policies and bring them back to the IA Board for consideration. Next, the MWSBE Policies and any necessary amendments to the City's **and County's Purchasing and Procurement Policies will be brought before the City of Tallahassee Commission, Leon County Commission, and the IA Board.**

## SUPPLEMENTAL INFORMATION:

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### I. Background

Before the Office of Economic Vitality (OEV) Minority Women Small Business Enterprise (MWSBE) Division merged from the respective supplier diversity offices within the City of Tallahassee and Leon County Government, the City and the County operated separate MWSBE Programs based on disparity studies from different years and based on the respective **entities'** prior MBE and WBE utilization.<sup>1</sup> In April 2016, the City and County agreed to functionally consolidate their MWSBE Programs under the newly created OEV and fund a new Disparity Study to provide the most recent, legally defensible data, but also to determine whether evidence existed to support the consolidation of the two MWSBE Programs or whether the MWSBE Programs must remain separate. The consolidation of the City and County programs was based on the recommendation of a citizen committee that met for five months in 2016 to provide feedback to the on MWSBE Programs. For the last three years, the MWSBE Division has operated two MWSBE Programs side-by-side to serve the City, County, and Blueprint.

As such, OEV had as one of its principal responsibilities since its creation the duty to manage and return a disparity study to the IA Board, the City of Tallahassee, and Leon County Government. The 2019 Disparity Study will serve as one of the keystone documents for OEV and its MWSBE Division. The 2019 Disparity Study will also inform the Purchasing and Procurement Policies and the supplier diversity goals of the City of Tallahassee, Leon County, and Blueprint. Following direction from the IA Board, OEV conducted a national solicitation for a disparity study. MGT of America, Inc. (MGT), won the solicitation. Blueprint negotiated a contract that was finalized in April 2017 for MGT to conduct a Disparity Study of Fiscal Years (FY) 2012-2016 for the City of Tallahassee, Leon County Government, and Blueprint. The scope of work included the following:

- 2019 Disparity Study
  - Anecdotal analysis of the City and County MWSBE Programs, designed to explain and interpret statistical findings. Courts have ruled that the

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<sup>1</sup> As with many of its policies and procedures, Blueprint adopted the supplier diversity policies of the City of Tallahassee.

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- combination of disparity study findings and empirical evidence provides the best evidence demonstrating the existence of historically discriminatory practices if any.
- Define measurable goals and benchmarks.
- Expenditure analysis for all County, City, and all other related agencies, including Blueprint, for FY 2012-2017.
- Examine methods to ensure contract compliance, monitoring, and enforcement.
- Provide modifications to the SBE Program including but not limited to creating graduation requirements, increasing the set-aside ceiling for SBE projects to at least \$250,000, and automatically certifying MWSBEs as SBEs, when eligible.
- Develop uniform MWSBE Policies for the County and City, which includes an evaluation policy for applying the MWSBE goals to awarding projects, if supported by factual predicate evidence.
  - Develop a Tiered Certification Program taking into consideration other programs including but not limited to the City of **Tallahassee's** participation in the Unified Certification Program and the Florida Department of Transportation Disadvantaged Business Enterprise certification process. Modifications to existing certification thresholds and size standards, if necessary.
  - Consideration to allow MBE or WBE prime contractors to count self-performed work to meet the aspirational MBE/WBE Utilization targets for the appropriate purchasing categories.
  - Develop a Mentor-Protégé Program for certified MWSBE vendors.
  - Develop an apprenticeship program to support the business community and provide employment opportunities for high school-aged children and recent high school graduates and;
  - Review the potential of reciprocal certification programs with other MWSBE offices, specifically the Florida Office of Supplier Diversity.
- Review and update the **City's** DBE Plan for approval by the City of Tallahassee Commission
- Review of the Harvard Study on Economic Segregation presented to the IA Board on March 1, 2018. See Attachment 3.

MGT completed community engagement with the business community to inform the Disparity Study. **MGT's** engagement included the following:

- Conducted twelve (12) Policy/Stakeholder Interviews.
- Conducted two (2) Stakeholder Kickoff Meetings.
- Two (2) Presentations/Meetings with MWSBE Citizen Advisory Committee, one (1) with Blueprint Citizen Advisory Committee, one (1) with IA Board.
- Conducted five (5) Focus Group Meetings (one ACDBE).
- Conducted four (4) Community Meetings/Public Hearings

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- In total, approximately forty (40) attendees; Twenty-five (25) people shared experiences
- Completed thirteen (13) stakeholder interviews with Trade Associations and Business Organizations
- Completed forty-five (45) in-depth interviews with business owners
- Over two hundred and ninety (290) business owners contacted
- Business Information Surveys
  - Over thirty (30) completed
  - Completed Custom Census Business Surveys – Over 1,300 completed
- Approximately 27,000 calls made to local business owners.

The volume of public engagement with business owners—both MWSBE and non-MWSBE firms—ultimately informed the anecdotal findings reported in the Disparity Study. As discussed above, race- and gender- based government programs must be supported by factual predicate evidence of disparity. Disparity studies quantify evidence of disparity by analyzing utilization, or expenditures with MBE and WBE firms, within a limited time period and geographic market area. The fraction of MBE and WBE utilization divided by MBE and WBE availability and multiplied by 100 yields a Disparity Index. If the Disparity Index for a given category of MBE or WBE firms is 100, the government has utilized those firms in direct proportion to their availability in the relevant market area during the study time period. A Disparity Index below 100 represents Underutilization of MBE or WBE firms, and a Disparity Index above 100 represents Overutilization. A Disparity Index demonstrating Underutilization below 80 indicates significant disparity sufficient to justify a government program in the category measured. Once significant disparity is identified, a government can implement a legally defensible race- or gender-based program narrowly tailored to remedy the identified disparity.

OEV and MGT were in constant dialogue for the successful management of the 2019 Disparity Study over the last two years. OEV assisted MGT by facilitating the acquisition of financial and procurement data from the City, County, and Blueprint that MGT utilized to determine MBE and WBE utilization during the study period. OEV also brokered opportunities for public and business community engagement throughout the study for **MGT's** collection of anecdotal information. OEV staff also facilitated stakeholder engagements with the three local chambers—Greater Tallahassee, Big Bend Minority, and Capital City Chambers of Commerce—and the Big Bend Contractors Association for anecdotal information. At the recommendation of MGT and following IA Board approval in December 2018, OEV and MGT negotiated an extension of the contract to add FY 2017 data to the 2019 Disparity Study. The extended agreement also included additional deliverables: the creation of an apprenticeship program and a review of the academic validity of the Harvard Study on Economic Segregation.

On March 1, 2018, staff presented **MGT's** response to the Harvard Study on Economic Segregation to the IA Board. MGT reviewed the Harvard Study and perceived economic segregation through the lens of the data being processed for the 2019 Disparity Study.



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MGT used the Harvard Study to guide and direct the data analyzed in the 2019 Disparity Study to answer to what extent, if any, there is discrimination and disparate treatment in the marketplace. MGT examined causal or underlying factors that impact utilization and availability of MBE and WBE firms in the marketplace. MGT delivered an updated response to the Harvard Study indicating how the 2019 Disparity Study efforts of the City, County, and Blueprint, including OEV and its MWSBE Division, strengthen small, minority, and women owned businesses. See Attachment 3.

Upon the completion of the draft 2019 Disparity Study, OEV convened a Disparity Study Workgroup to verify the data and approve the methodology used to complete the 2019 Disparity Study. The attorneys on the Workgroup reviewed the law cited in the Disparity Study to ensure its legal defensibility. The budget, procurement, and purchasing offices authenticated the supporting financial data. The Workgroup accepted the methodology used to calculate utilization, availability, and disparity. The Workgroup included:

- Cassandra Jackson, City Attorney
- Herb Thiele, Leon County Attorney
- Ben Pingree, PLACE Director
- LaShawn Riggins, Deputy Leon County Attorney
- Amy Toman, Deputy City Attorney
- Cristina Paredes, Office of Economic Vitality Director
- Autumn Calder, Blueprint Director
- Scott Ross, Leon County Budget Director
- Robert Wigen, COT Budget Director
- Shelly Kelley, County Purchasing Director
- Andre Libroth, City Procurement Director
- Kirsten Mood, Assistant Blueprint Attorney
- Darryl Jones, Deputy Director Office of Economic Vitality/MWSBE Division
- LaTanya Raffington, MWSBE Division
- Shanea Wilks, MWSBE Division
- Tres Long, Blueprint Accountant
- Shelonda Meeks, Blueprint Administration
- Maribel Nicholson-Choice, Blueprint Legal Consultant

MGT conducted the 2019 Disparity Study to analyze the expenditures of all three entities within the four-county market area of Leon, Gadsden, Jefferson, and Wakulla Counties between Fiscal Year (FY) 2012 and FY 2017. The expenditures of all three entities with MBE and WBE firms—utilization—compared to the availability of MBE and WBE firms in the four-county market area during the study period revealed significant disparity that is sufficient to support a consolidated MWSBE Program for the City, County, and Blueprint. Now that significant disparity has been identified, MGT will continue to work with the three entities to develop a consolidated MWSBE Program.

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MGT remains responsible for working with all three entities to develop MWSBE Policies to support a consolidated MWSBE Program. These policies will include Tiered Certification, Reciprocal Certification, and MWSBE Graduation. MGT will also review and update the **City's** Disadvantaged Business Enterprise (DBE) Program applicable to the Airport, update the current Small Business Enterprise (SBE) Program, and update its prior review of the Harvard Study on Economic Segregation. MGT also remains responsible for developing policies for a mentor/protégé program and an apprenticeship program. Staff recommends that a Taskforce convene to guide MGT in creating these deliverables. Both programs will serve the local business community and provide capacity building for MWSBEs and stimulate job creation in our local economy. Therefore, the creation of these programs will require input and collaborations from key stakeholders in our business community and workforce development partners. OEV will report to the IA Board with Taskforce recommendations for the implementation of a mentor/protégé program and an apprenticeship program.

## II. Legal Necessity

In 1989, the United States Supreme Court decided *City of Richmond v. J.A. Croson Co.*, 488 U.S. 469 (1989). *Croson* struck down the City of Richmond Minority Business Enterprise Program requiring prime contractors to subcontract at least 30% of the prime contract award to minority businesses. Justice **O'Connor**, writing for the Court, found that the City of Richmond failed to demonstrate a compelling state interest in justifying its plan and that the plan was not narrowly tailored to remedy the effects of past discrimination. *Id.* at 506-11. Justice **O'Connor's** decision carved out a method by which governments can rectify a history of race- and gender-based discrimination: (1) identify factual predicate evidence of significant disparity sufficient to demonstrate a compelling state interest in using a race- or gender-conscious program; and (2) tailor the program narrowly to address the actual disparity for which there is recent, geographically relevant evidence.

A disparity study identifying factual predicate evidence of disparity is necessary to support a narrowly tailored, legally defensible MWSBE Program. See ***Eng'g Contractors Ass'n of S. Fla., Inc.***, 122 F.3d 895, 916 (11th Cir.1989)); *Concrete Works of Colo., Inc. v. City and Cty. of Denver (Concrete Works IV)*, 321 F.3d 950 (10th Cir.), *cert. denied*, 540 U.S. 1027 (2003). Without such evidence, a local government cannot claim a compelling state interest in implementing a race- or gender-conscious program. A disparity study must be conducted every few years and include a limited market area to ensure the most up-to-date and narrowly tailored data necessary for a legally defensible race- and gender-conscious program. See *Rothe Dev. Corp. v. United States Dep't of Def.*, 545 F.3d 1023, 1039 (Fed. Cir. 2008).

For more information on the legal necessity and precedent for race-and gender-conscious government programs, see Chapter 2 of the Disparity Study, Attachment #2.

### III. Workgroup Engagement

As mentioned previously, upon completion of the draft 2019 Disparity Study, OEV convened a Workgroup comprised of staff from the City, County, and Blueprint to authenticate the data and methodology used to inform the 2019 Disparity Study and its recommendations, provide legal review of the case law cited in the Disparity Study, and to accept the findings contained therein. The Disparity Study Workgroup had eight meetings. There were also additional meetings with MGT, attorneys, and the data and financial managers for verifying the information.

The **Workgroup's** verification of data in the draft Disparity Study ensures that the final 2019 Disparity Study is its most legally defensible and statistically sound before IA Board consideration. The Workgroup accepted the methodology that MGT used:

- Based on similar goal-setting process as established in 49 CFR 26, the U.S. Department of Transportation (DOT) Disadvantaged Business Enterprise (DBE) regulations.
- MBE and WBE Availability – used custom census based on Dun & Bradstreet to estimate availability in the four-county market area.
- MBE and WBE Utilization – baseline availability estimates were adjusted for measures of existing MWSBE utilization for the study period.
- Proposed MBE and WBE Aspirational Goals – used a weighted average of MBE and WBE utilization and availability.

Following acceptance from the Workgroup, MGT shared the 2019 Disparity Study and discussed its methodology, process, findings, commendations, and recommendations **with the Blueprint Intergovernmental Agency's citizen advisory committees.**

The results of the Disparity Study were presented to the Blueprint Citizen Advisory Committee (CAC) on June 13, 2019, the Economic Vitality Leadership Council (EVLC) on June 14, 2019, and the Minority Women and Small Business Enterprise Citizen Advisory Committee on June 17, 2019. Each committee received a presentation by MGT and had the opportunity to engage with the consultants on the recommendations and findings presented.

### IV. Utilization

One of the most important components of the 2019 Disparity Study is the reporting of current utilization of MBE and WBE firms from all three entities. As discussed above, the **MWSBE Division has been operating the City and the County's legacy MWSBE Programs** based on prior year disparity studies including data limited to each respective entity. The continuation of any MWSBE Program required an updated disparity study for the most recent fiscal years. To determine whether the two programs could be consolidated, a study of all three entities was imperative. Therefore, the 2019 Disparity Study reviews City, County, and Blueprint expenditures between FY 2012 and FY 2017. The 2019 Disparity

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Study also limited its review to a four-county market area: Leon, Gadsden, Jefferson, and Wakulla Counties.

Disparity studies quantify evidence of disparity by analyzing utilization, or government expenditures with MBE and WBE firms. The fraction of MBE and WBE utilization divided by MBE and WBE availability in the four-county market area and multiplied yields the Disparity Index. A Disparity Index of 100 indicates parity—that the government is using MBE and WBE firms in proportion to their availability. A score under 100 indicates Underutilization, and a score over 100 indicates Overutilization. A Disparity Index below 80 indicates significant disparity sufficient to justify a race- or gender-conscious government program.

Although MBE and WBE firms from outside the four-county market area are excluded from the 2019 Disparity Study for legal defensibility, the data nevertheless demonstrates that the City, County, and Blueprint exceeded their current aspirational goals for Construction Subcontractors. Blueprint exceeded its WBE goals in the areas of Other Services and Materials and Supplies. Leon County exceeded its MBE goals in Other Services and exceeded WBE goals in Materials and Supplies. The following data presents a picture of the combined spending of all three entities among MBE and WBE firms in the four-county market area for services in the following business categories: Construction; Architecture and Engineering (A&E); Professional Services; Materials and Supplies; and Other Services.

Table 8-24, from the Disparity Study, below details how the City, County, and Blueprint spent all of their combined dollars with MBE, WBE, and non-minority firms across all business categories between FY 2012 and FY 2017. These expenditures are those dollars spent with Prime Contractors. These expenditures also guide MGT in developing narrowly tailored goals based on the 2019 Disparity Study that are also attainable based on recent performance. Detailed information regarding the utilization can be found in Chapter 8 of the Disparity Study.

**TABLE 8-24      FY 2012-FY 2017**  
**UTILIZATION OF FIRMS BY CITY, COUNTY, AND BLUEPRINT**  
**BY PRIME CONTRACT CATEGORY AND BUSINESS OWNERSHIP CLASSIFICATION**

BUSINESS OWNERSHIP CLASSIFICATION	CONSTRUCTION PRIMES	A&E	PROFESSIONAL SERVICES	OTHER SERVICES	MATERIALS & SUPPLIES	ALL
	(\$)	(\$)	(\$)	(\$)	(\$)	(\$)
AFRICAN AMERICAN FIRMS	\$2,558,888.39	\$1,794,021.42	\$424,844.11	\$6,510,702.13	\$60,761.04	\$11,349,217.09
ASIAN AMERICAN FIRMS	\$5,360.00	\$0.00	\$5,020.00	\$116,584.35	\$7,048.00	\$134,012.35
HISPANIC AMERICAN FIRMS	\$7,763,230.30	\$209,991.00	\$95,696.04	\$3,347,370.17	\$0.00	\$11,416,287.51
NATIVE AMERICAN FIRMS	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
<b>TOTAL MINORITY FIRMS</b>	<b>\$10,327,478.69</b>	<b>\$2,004,012.42</b>	<b>\$525,560.15</b>	<b>\$9,974,656.65</b>	<b>\$69,952.04</b>	<b>\$22,901,659.95</b>
<b>NONMINORITY FEMALE FIRMS</b>	<b>\$5,638,173.55</b>	<b>\$2,816,515.72</b>	<b>\$1,182,488.14</b>	<b>\$4,897,180.46</b>	<b>\$2,736,927.05</b>	<b>\$17,271,284.92</b>
<b>TOTAL M/WBE FIRMS</b>	<b>\$15,965,652.24</b>	<b>\$4,820,528.14</b>	<b>\$1,708,048.29</b>	<b>\$14,871,837.11</b>	<b>\$2,806,879.09</b>	<b>\$40,172,944.87</b>
TOTAL NON-M/WBE FIRMS	\$311,273,720.32	\$74,517,482.68	\$30,572,401.77	\$122,879,259.59	\$70,486,381.29	\$609,729,245.65
<b>TOTAL FIRMS</b>	<b>\$327,239,372.56</b>	<b>\$79,338,010.82</b>	<b>\$32,280,450.06</b>	<b>\$137,751,096.70</b>	<b>\$73,293,260.38</b>	<b>\$649,902,190.52</b>

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TABLE 8-24 FY 2012-FY 2017

**UTILIZATION OF FIRMS BY CITY, COUNTY, AND BLUEPRINT****BY PRIME CONTRACT CATEGORY AND BUSINESS OWNERSHIP CLASSIFICATION**

BUSINESS OWNERSHIP CLASSIFICATION	CONSTRUCTION PRIMES	A&E	PROFESSIONAL SERVICES	OTHER SERVICES	MATERIALS & SUPPLIES	ALL
	(%)	(%)	(%)	(%)	(%)	(%)
AFRICAN AMERICAN FIRMS	0.78%	2.26%	1.32%	4.73%	0.08%	1.75%
ASIAN AMERICAN FIRMS	0.00%	0.00%	0.02%	0.08%	0.01%	0.02%
HISPANIC AMERICAN FIRMS	2.37%	0.26%	0.30%	2.43%	0.00%	1.76%
NATIVE AMERICAN FIRMS	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
<b>TOTAL MINORITY FIRMS</b>	<b>3.16%</b>	<b>2.53%</b>	<b>1.63%</b>	<b>7.24%</b>	<b>0.10%</b>	<b>3.52%</b>
<b>NONMINORITY WOMEN FIRMS</b>	<b>1.72%</b>	<b>3.55%</b>	<b>3.66%</b>	<b>3.56%</b>	<b>3.73%</b>	<b>2.66%</b>
<b>TOTAL M/WBE FIRMS</b>	<b>4.88%</b>	<b>6.08%</b>	<b>5.29%</b>	<b>10.80%</b>	<b>3.83%</b>	<b>6.18%</b>
TOTAL NON-M/WBE FIRMS	95.12%	93.92%	94.71%	89.20%	96.17%	93.82%
<b>TOTAL FIRMS</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

Study Period: October 1, 2012 to September 30, 2017.

*Staff analysis:* It is important to note that for the several years of the study, the City and the County administered their programs through separate offices. The MWSBE Division continued to administer the programs for the respective entities after May 2016.

Table 8-25 below breaks out the Construction Subcontracting expenditures of each entity with MBE and WBE firms within the study period. MGT examined entity-specific data like the data presented in Table 8-25 to support its recommendation that the current MBE and WBE utilization of all three entities compared to availability in the four-county market area supported a move towards a consolidated MWSBE Program. The data in Table 8-25 delivers the strongest evidence of the success of the current programs.

TABLE 8-25 FY 2012-FY 2017

**UTILIZATION OF CONSTRUCTION SUBCONTRACTOR FIRMS****BY CITY, COUNTY, AND BLUEPRINT BY BUSINESS OWNERSHIP CLASSIFICATION**

BUSINESS OWNERSHIP CLASSIFICATION	CONSTRUCTION SUBCONTRACTORS			
	CITY	BLUEPRINT*	COUNTY	ALL
	(\$)	(\$)	(\$)	(\$)
AFRICAN AMERICAN FIRMS	\$10,046,063.73	\$2,416,804.71	\$4,063,114.93	\$14,109,178.66
ASIAN AMERICAN FIRMS	\$0.00	\$0.00	\$0.00	\$0.00
HISPANIC AMERICAN FIRMS	\$0.00	\$0.00	\$507,858.66	\$507,858.66
NATIVE AMERICAN FIRMS	\$0.00	\$0.00	\$0.00	\$0.00
<b>TOTAL MINORITY FIRMS</b>	<b>\$10,046,063.73</b>	<b>\$2,416,804.71</b>	<b>\$4,570,973.59</b>	<b>\$14,617,037.32</b>
NONMINORITY FEMALE FIRMS	\$4,266,456.89	\$6,498,195.24	\$1,282,196.15	\$5,548,653.04
<b>TOTAL M/WBE FIRMS</b>	<b>\$14,312,520.62</b>	<b>\$8,914,999.95</b>	<b>\$5,853,169.74</b>	<b>\$20,165,690.36</b>
<b>TOTAL NON-M/WBE FIRMS</b>	<b>\$54,295,107.18</b>	<b>\$10,849,183.59</b>	<b>\$13,764,011.87</b>	<b>\$68,059,119.05</b>
<b>TOTAL FIRMS</b>	<b>\$68,607,627.80</b>	<b>\$19,764,183.54</b>	<b>\$19,617,181.61</b>	<b>\$88,224,809.41</b>

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TABLE 8-25 FY 2012-FY 2017

**UTILIZATION OF CONSTRUCTION SUBCONTRACTOR FIRMS****BY CITY, COUNTY, AND BLUEPRINT BY BUSINESS OWNERSHIP CLASSIFICATION**

BUSINESS OWNERSHIP CLASSIFICATION	CITY	BLUEPRINT*	COUNTY	ALL
	(%)	(%)	(%)	(%)
AFRICAN AMERICAN FIRMS	14.64%	12.23%	20.71%	15.99%
ASIAN AMERICAN FIRMS	0.00%	0.00%	0.00%	0.00%
HISPANIC AMERICAN FIRMS	0.00%	0.00%	2.59%	0.58%
NATIVE AMERICAN FIRMS	0.00%	0.00%	0.00%	0.00%
<b>TOTAL MINORITY FIRMS</b>	<b>14.64%</b>	<b>12.23%</b>	<b>23.30%</b>	<b>16.57%</b>
<b>NONMINORITY WOMEN FIRMS</b>	<b>6.22%</b>	<b>32.88%</b>	<b>6.54%</b>	<b>6.29%</b>
<b>TOTAL M/WBE FIRMS</b>	<b>20.86%</b>	<b>45.11%</b>	<b>29.84%</b>	<b>22.86%</b>
TOTAL NON-M/WBE FIRMS	79.14%	54.89%	70.16%	77.14%
<b>TOTAL FIRMS</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

Study Period: October 1, 2012 to September 30, 2017.

\*Note: Blueprint subcontractor dollars are also included in City's totals

*Staff analysis:* The greatest volume of MWSBE utilization is in Construction Subcontracting as noted in the tables above. All three entities exceeded their current MBE Goals based on prior disparity studies in the area of Construction Subcontracting. The City and Blueprint exceeded the current WBE Goals in the area of Construction Subcontracting. Leon County Government also exceeded its current MBE goal in the business category of Other Services. See Executive Summary, Page E-7, Table E-11, Attachment #1.

Presently, the City of Tallahassee and Leon County Government have experienced underutilization of certified MWSBEs due to the current market demands for construction subcontractors by both local commercial developments and hurricane recovery efforts in the Florida Panhandle. Construction subcontractors indicate that while they are able to perform the advertised work and would normally be willing, they are not currently able to bid for more work as they assist in the recovery of Hurricane Michael to the west. Although this underutilization may have an effect on future disparity studies, it may be considered anecdotal evidence of the strength of the programs administered by the MWSBE Division that construction subcontractors with whom all three entities work have found success in the wider market.

## V. Disparity Study Findings

The most important element of the Disparity Study is the comparison of each jurisdiction's MBE and WBE utilization to their availability in the four-county market area. Also important for the purpose of legal defensibility is review of anecdotal evidence of disparity. Together, these findings represent factual predicate evidence of significant disparity necessary to justify a narrowly-tailored MWSBE Program. Without this factual predicate evidence, an MWSBE Program must fall to legal challenge. MGT's research revealed factual predicate evidence of significant disparity. Therefore, MGT recommends the continuation of an MWSBE Program for all three entities. Further, MGT advises that, based on its findings, the City, County, and Blueprint can consolidate their MBE and WBE Goals and maintain a narrowly tailored, legally defensible MWSBE Program.

### Anecdotal Findings

MGT collected anecdotal information from in-depth interviews, focus groups, community and stakeholder meetings, and business surveys. Both MWSBE firms and non-MWSBE firms were utilized in the gathering of anecdotal information. The Disparity Study consultant reported the following:

- Firms indicated that during most of the study period, the MWSBE Program, and the DBE program, were operated by two agencies.
- Firms indicated that the consolidated programs should help increase utilization, but will require additional resources, and support from the governing bodies to function effectively.
- Participants stated that contracts are too large for their firms to successfully compete on.
- Firms **stated that “having two different program guidelines (policies and practices) within the same office is counterproductive.”** OEV is in the process of consolidating their MWSBE Programs which will help address this issue.
- Firms believed **that “primes are not being held accountable for utilizing MWSBEs. Primes submit names of MWSBE subs to get work, but do not use the subs named in their proposal.”**
- **Some firms also stated that “primes are slow to pay for work completed. Accountability is needed to ensure primes are paying subs timely and contracted amounts.”**

### Utilization and Availability Findings

The following tables show disparity in all three jurisdictions. As discussed on page 10, MGT calculated a Disparity Index based on the MBE and WBE utilization of all three entities divided by the availability of MBE and WBE firms in the four-county market area and multiplied by 100. A Disparity Index of 80 or below indicates a significant disparity. The following tables show the utilization, availability, and Disparity Indexes for MBE and WBE firms during the study period, FY 2012 to FY 2017.

### Combined MWSBE Utilization, Availability, and Disparity

During the study period, across all agencies and all procurement categories, MWSBE utilization amounted to 6.18 percent of total payments, or \$40,172,945 of \$649,902,191. There was statistically significant underutilization for all MWSBE groups, except Hispanic Americans in the business categories of Prime Construction and Other Services. The current utilization, when compared to availability through the associated Disparity Index allows MGT to create MBE and WBE Goals to support a future MWSBE Program. MGT has recommended that, based on these numbers, the separate City and County MWSBE Programs can be consolidated into one. See Table E-7 below.



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**TABLE E-7      FY 2012-FY 2017**  
**COMBINED DISPARITY RATIO AND SIGNIFICANCE TESTING FOR PRIME CONTRACTORS, ALL CATEGORIES**

BUSINESS CLASSIFICATION	OWNERSHIP	UTILIZATION %	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS		\$11,349,217.09	1.75%	4.74%	36.81	Underutilization	Disparity*
ASIAN AMERICAN FIRMS		\$134,012.35	0.02%	0.79%	2.61	Underutilization	Disparity*
HISPANIC AMERICAN FIRMS		\$11,416,287.51	1.76%	1.57%	111.74	Overutilization	No Disparity*
NATIVE AMERICAN FIRMS		\$0.00	0.00%	0.18%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>		<b>\$22,901,659.95</b>	<b>3.52%</b>	<b>7.28%</b>	<b>48.38</b>	<b>Underutilization</b>	<b>Disparity*</b>
<b>NONMINORITY WOMEN FIRMS</b>		<b>\$17,271,284.92</b>	<b>2.66%</b>	<b>8.99%</b>	<b>29.57</b>	<b>Underutilization</b>	<b>Disparity*</b>
<b>TOTAL M/WBE FIRMS</b>		<b>\$40,172,944.87</b>	<b>6.18%</b>	<b>16.27%</b>	<b>37.99</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-M/WBE FIRMS		\$609,729,245.65	93.82%	83.73%	112.05	Overutilization	No Disparity*

Source: MGT developed the Utilization Analysis and Availability Analysis for the study.

Disparity index is the ratio of the percentage of dollars to the percentage of available firms multiplied by 100.00.

The index is based on actual percentage value and not the rounded utilization and availability estimates percentage values presented. The disparity indexes have been rounded.

\* denotes the ratio of utilization to availability is statistically significant at a 0.05 level.

The totals may not equal the sum of components due to rounding.

*Staff analysis:* Overall, the Disparity Indexes above indicate a need for a continued MWSBE Program. The success of Hispanic American MBE firms provides an example of how MBE goals must be narrowly tailored to meet legal standards. Hispanic American utilization only exceeded availability in the business categories of Prime Construction and Other Services. Disparity existed for Hispanic American firms in the business categories of Construction Subcontracting, A&E, and Materials and Supplies. See 2019 Disparity Study, Page 8-29, Table 8-30, Attachment #2. Therefore, narrowly tailored goals for Hispanic American firms are appropriate in those business categories where disparity exists for Hispanic Americans. Should the IA Board approve, the best method to narrowly tailor a consolidated MWSBE Program to fit the disparity MGT has identified will be the subject of collaboration among MGT, City, County, and Blueprint representatives in the coming months to create consolidated MWSBE Policies.

Combined MWSBE Construction Subcontractor Utilization, Availability, and Disparity  
 During the study period, across all three entities, Construction Subcontractor payments are estimates based on U.S. Census data. OEV and the Disparity Study Workgroup have initiated procedures to capture more of this data for the next Disparity Study cycle. MWSBE subcontractor utilization amounted to 22.86 percent or \$20.16 million of total estimated payments of \$88.22 million. There was no utilization of Asian American or Native American subcontractor firms. There was substantial underutilization for all MBE and WBE groups in the business category of Construction Subcontracting. See Table E-8 below.

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TABLE E-8 FY 2012-FY 2017  
 COMBINED DISPARITY RATIO AND SIGNIFICANCE TESTING, CONSTRUCTION SUBCONTRACTORS

BUSINESS CLASSIFICATION	OWNERSHIP	UTILIZATION \$	UTILIZATION %	AVAILABILITY	DISPARITY INDEX	DISPARITY IMPACT	DISPARITY CONCLUSION
AFRICAN AMERICAN FIRMS		\$14,109,178.66	15.99%	21.33%	74.96	Underutilization	Disparity*
ASIAN AMERICAN FIRMS		\$0.00	0.00%	0.67%	0.00	Underutilization	Disparity
HISPANIC AMERICAN FIRMS		\$507,858.66	0.58%	6.67%	8.63	Underutilization	Disparity*
NATIVE AMERICAN FIRMS		\$0.00	0.00%	2.00%	0.00	Underutilization	Disparity
<b>TOTAL MINORITY FIRMS</b>		<b>\$14,617,037.32</b>	<b>16.57%</b>	<b>30.67%</b>	<b>54.03</b>	<b>Underutilization</b>	<b>Disparity*</b>
<b>NONMINORITY WOMEN FIRMS</b>		<b>\$5,548,653.04</b>	<b>6.29%</b>	<b>12.67%</b>	<b>49.65</b>	<b>Underutilization</b>	<b>Disparity*</b>
<b>TOTAL M/WBE FIRMS</b>		<b>\$20,165,690.36</b>	<b>22.86%</b>	<b>43.33%</b>	<b>52.75</b>	<b>Underutilization</b>	<b>Disparity*</b>
NON-M/WBE FIRMS		\$68,059,119.05	77.14%	56.67%	136.13	Overutilization	No Disparity*

Source: MGT developed the Utilization Analysis and Availability Analysis for the study.

Disparity index is the ratio of the percentage of dollars to the percentage of available firms multiplied by 100.00. The index is based on actual percentage value and not the rounded utilization and availability estimates percentage values presented. The disparity indices have been rounded. \* denotes the ratio of utilization to availability is statistically significant at a 0.05 level.

The totals may not equal the sum of components due to rounding.

*Staff analysis: The Disparity Indexes above in the area of Construction Subcontracting provide detail for the aspirational goals that MGT recommends as part of the 2019 Disparity Study. Without the data comparison above, separate goals could not be generated for the specific business category of Construction Subcontracting. By enacting MGT's recommendations for data capture, future goals can include even more detail.*

## VI. Commendations

Following MGT's review of the policies, procedures, and programs of the City, County, and Blueprint, MGT cited the following areas for which the entities should be commended:

- City, County, and Blueprint should be commended for establishing subcontractor goals on certain City, County, and Blueprint contracts. City, County, and Blueprint have established procedures for project specific subcontracting goal setting process.
- City, County, and Blueprint should be commended for utilizing B2GNow, a contract compliance and monitoring tracking system. This system can maintain and track awarded projects (awards and payments) at the prime and sub level.
  - City, County, and Blueprint should fully implement, monitor and track progress on key performance indicators (KPIs) and establish solid processes to collect and analyze MWSBE and SBE utilization data to monitor goal attainment. Data collection should include:
  - Require primes (both MWSBE and non-MWSBE) to report all subcontractor and supplier utilization.
  - Validate subcontractor utilization using compliance reporting.
  - Consistently collect bid and proposal responses and identify those that are MBE and WBE firms.

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- Document MWSBE and SBE bidders on City, County, and Blueprint contracts.
- The City, County, and Blueprint should be commended for having a prompt payment policy for subcontractors. The MWSBE Division requires every contract with a prime to include provisions to ensure prompt payment to subcontractors for satisfactory work. Failure to provide prompt payments may result in penalties for non-compliance.
- City, County, and Blueprint should be commended for encouraging SBE utilization. SBE programs have the advantage that they are generally not subject to constitutional challenge.

*Staff Response: Following a recommendation of the 2009 Leon County Disparity Study, Leon County purchased the B2GNow contract compliance monitoring software to track MWSBE utilization in Leon County Government procurements. Leon County was successful with its implementation and operation of the B2GNow software. When the MWSBE offices of the City of Tallahassee and Leon County were consolidated, B2GNow became the chosen contract compliance software to serve all three entities. Staff will continue the full integration of B2GNow as the contract compliance software for the City of Tallahassee and Blueprint. The utilization of B2GNow software by all three entities has required the collaboration of several City of Tallahassee, Leon County Government departments, OEV staff and B2GNow technical staff starting in 2016. By August 2019, B2GNow will also serve the City of Tallahassee and Blueprint. The utilization of this contract compliance software by all three entities will be one of the most important functions of our consolidated MWSBE office.*

## VII. Recommendations

### MGT Recommendation A: Combined Aspirational MWSBE Goals

One of the objectives of the 2019 Disparity Study was to determine whether a set of consolidated MWSBE Goals was legally defensible based on MBE and WBE utilization and availability. As a result of its 2019 Disparity Study, MGT identified that a consolidated MWSBE Program and Goals could be supported by evidence of significant disparity. MGT developed consolidated Goals for all three entities in Table E-12 below. The proposed consolidated Goals are based on legal defensibility, current industry standards, and recent goal attainment. The data and factual basis for the Goals was vetted by the Disparity Study Workgroup. MGT used a combined MBE and WBE utilization calculation for all three entities. MGT then weighed the Goals for MBE and WBE availability and utilization.

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**TABLE E-12**  
**PROPOSED 2019 COMBINED ASPIRATIONAL MBE AND WBE GOALS**  
**CITY, COUNTY, AND BLUEPRINT**

BUSINESS CATEGORY	REVISED CONSOLIDATED GOALS 6/19/19	
	MBE	WBE
Construction	<b>5.00%</b>	<b>4.00%</b>
Construction Subs	<b>14.00%</b>	<b>9.00%</b>
A & E	<b>8.00%</b>	<b>6.00%</b>
Professional Services	<b>5.00%</b>	<b>6.00%</b>
Other Services	<b>6.00%</b>	<b>8.00%</b>
Materials and Supplies	<b>1.00%</b>	<b>6.00%</b>

Source: Chapter 8, 2019 City, County, and Blueprint Disparity Study

Staff Response:

*Staff supports the recommendation for consolidation of the MWSBE aspirational targets for all three jurisdictions. The MWSBE Division will manage bid analyses with a single set of goals and the contract compliance monitoring function will be managed by a single contract compliance monitoring software, B2GNow. The MWSBE Division will continue to review RFPs and solicitations for the application of aspirational targets.*

*As noted previously, both the City and County have experienced difficulty in meeting MWSBE Goals in the area of Construction Subcontracting as a result of increased demand in the wake of Hurricane Michael. The MWSBE Division will continue to work with Primes and Subcontractors to narrowly tailor the goals of each solicitation to the actual availability of MBE and WBE firms who would otherwise be willing and able to bid if not for the demands on their services as a result of the natural disaster west of Tallahassee.*

Staff Recommendation: Direct staff to use the consolidated MBE and WBE aspirational targets as described in the 2019 Disparity Study for Blueprint Procurements and to develop uniform policies and procedures, in consultation with City and County staff, for adoption by the Leon County Board of County Commissioners, the City of Tallahassee Commission, and the Blueprint Intergovernmental Agency Board of Directors.

MGT Recommendation B: Narrowly Tailored MWSBE Program

Developments in court cases involving federal disadvantaged business enterprise (DBE) programs provide important insight into the design of local programs. The federal DBE program features in Table E-13 on the next page demonstrate the application of a narrowly tailored remedial procurement preference program. The City, County, and Blueprint should adopt these features in the new, consolidated MWSBE Program.

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**TABLE E-13**  
**NARROWLY TAILORED M/WBE PROGRAM FEATURES**

	<i>Narrowly Tailored Goal-setting Features</i>	<b>DBE Regulations</b>
1.	The City, County, and Blueprint should not use M/WBE quotas.	49 CFR 26(43)(a)
2.	The City, County, and Blueprint should use race- or gender-conscious set-asides only in extreme cases.	49 CFR 26(43)(b)
3.	The City, County, and Blueprint should meet the maximum amount of M/WBE goals through race-neutral means.	49 CFR 26(51)(a)

Source: Suggested features in a proposed narrowly tailored M/WBE program based on USDOT 49 CFR 26.

*Staff Response:*

*Staff support the recommendation for a narrowly tailored MWSBE Program in compliance with the legal precedent MGT provided. A narrowly tailored MWSBE Program is one that is based on recent data from a limited geographic area based on availability of MBE and WBE firms who are willing and able to work with the government in question. Staff can use the data, analysis, and recommendations MGT has delivered to develop a consolidated MWSBE Program that can withstand strict legal scrutiny.*

Staff Recommendation: Accept the 2019 Disparity Study providing factual predicate evidence supporting the consolidated MWSBE Program for the City of Tallahassee, Leon County Government, and the Blueprint Intergovernmental Agency.

MGT Recommendation C: Subcontractor Project Goals

In its 2019 Disparity Study, MGT found factual predicate evidence of significant disparity that can support a legally defensible, narrowly tailored MWSBE Program. This factual predicate evidence includes the following:

- Anecdotal evidence of disparate treatment to MWSBE subcontractors by prime contractors; and
- Disparities identified in the private sector marketplace through the U.S. Census Survey of Business Owners (SBO) data.
- Statistical disparities in current MWSBE utilization which showed substantial underutilization in all business categories, for all MWSBE groups, except for Hispanic Americans in Construction and Other Services;
- Evidence of discrimination in business formation and revenue earned from self-employment. Racial, ethnic, and gender variables have a statistically significant negative impact on rates of self-employment and MWSBE firms earned significantly less in 2012-2017 than self-employed nonminority males;

Based on the foregoing, MGT recommends the following Subcontractor Project Goals:

- City, County, and Blueprint should continue to establish project specific subcontracting goals on a contract by contract basis, based on the availability of ready, willing, and able MBE and WBE firms

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- City, County, and Blueprint should not place goals on contracts where overutilization has been identified, i.e. Hispanic Americans in Construction and Other Services.
- City, County, and Blueprint continue to require Prime Contractors to document outreach efforts and reasons for rejecting qualified MWSBEs and/or MWSBEs that were the low bidder (Good Faith Effort).

Staff Response:

*Staff supports the consolidation of the MWSBE Program narrowly tailored to the significant disparity identified in the 2019 Disparity Study for the City, County, and Blueprint. Staff also agrees with continuing the practice of capturing Good Faith Efforts when a bid respondent fails to meet the aspirational goal identified for a project. Staff will also continue to narrowly tailor each solicitation to ensure that goals reflect only those MBE and WBE firms who are ready, willing, and able to work.*

Staff Recommendation: Direct staff to develop uniform MWSBE Policies based on the results and recommendations in the 2019 Disparity Study for adoption by the Leon County Board of County Commissioners, the City of Tallahassee Commission, and the IA Board.

MGT Recommendation D: Bidder Rotation

City, County, and Blueprint should consider bidder rotation to limit habitual purchases from majority firms and to ensure that MWSBEs have an opportunity to bid along with majority firms. Bid rotation encourages MWSBE utilization, particularly in architecture and engineering, by providing each pre-qualified vendor an opportunity to be chosen to perform on a contract. For example, the School Board of Broward County use bid rotation as part of their Supplier Diversity Outreach Program. It is used for a prequalified panel of certified Small Business Enterprises for smaller contracts valued at less than \$50,000.

Staff Response:

*The City of Tallahassee and Leon County Government already exercise a form of bidder rotation through the use of continuing service agreements. Staff support the recommendation of reviewing its bidder rotation procedures. This practice is intended to provide opportunity for qualified vendors to be selected for multi-year service contracts. Staff also recommends analyzing the adoption of bidder rotation in the procurement policies of the City of Tallahassee, Leon County Government and Blueprint.*

Staff Recommendation: Direct staff to work with City Procurement and County Purchasing to review bidder rotation for incorporation into the consolidated MWSBE policies and the procurement and purchasing policies of all three entities.

MGT Recommendation E: Contract Size

Many MWSBE firms stated that one of the barriers faced was the size of contracts. Contracts are too large for their firms to successfully compete. MGT recommends that City, County, and Blueprint consider structuring smaller bid packages (unbundle), where

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feasible, so small firms can bid as primes and subcontractors and have the capacity to bid and win prime contracts.

Staff Response:

*Staff agrees that the size of contracts or solicitations may be larger than the capacity of certified MBE and WBE firms in some industries. Staff recommends an analysis of the “unbundling” of projects to increase opportunity for MWSBEs to operate as primes on these smaller projects to help MWSBEs increase capacity. Although “unbundling” is an attractive method of reaching more MBE and WBE firms, Project Managers and Purchasing and Procurement staff may find the utilization of multiple contractors impracticable and cost prohibitive. Accordingly, OEV should seek guidance from City Procurement and County Purchasing to determine whether or how to implement this recommendation.*

Staff Recommendation: Direct staff to work with City Procurement and County Purchasing to analyze and evaluate the use of “unbundling” of contracts for incorporation into the consolidated MWSBE policies and the procurement and purchasing policies of all three entities.

MGT Recommendation F: Data Management

City, County, and Blueprint should fully implement, monitor, and track progress on key performance indicators (KPIs) and establish solid processes to collect and analyze MBE, WBE, and SBE utilization data to monitor goal attainment. Data collection should include:

- ♦ Require primes (both MWSBE and non-MWSBE) to report all subcontractor and supplier utilization.
- ♦ Validate subcontractor utilization using compliance reporting.
- ♦ Consistently collect ALL bid and proposal responses and identify those that are MWSBE firms and those that are not.
- ♦ Document MWSBE and SBE bidders on City, County, and Blueprint contracts.

Staff Response:

*The Workgroup and staff support the recommendation that all three entities fully implement, monitor, and track progress on KPIs and establish processes to collect and analyze MBE, WBE, and SBE utilization data to monitor goal attainment. If approved, this recommendation would require improvement of information sharing, process coordination between departments and the MWSBE Division, and continued utilization of B2GNow Contract Compliance. The result should be improved data collection and reporting relative to MWSBE utilization and contract monitoring. This recommendation will make the next Disparity Study Cycle simpler. Staff also recommends that the consolidated MWSBE policy and the procurement policies of the City of Tallahassee, Leon County Government, and Blueprint be amended to support the full integration of B2GNow contract compliance software in procurement.*

Staff Recommendation: Direct staff to work with City Procurement and County Purchasing to analyze and evaluate the creation of policies and procedures for the



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utilization of the B2GNow contract compliance software to manage all contract data for MWSBE and non-MWSBE procurement activity.

MGT Recommendation G: Prompt Payment

OEV should review current penalties for effectiveness and determine if additional penalties should be considered, e.g. breach of contract.

Staff Response:

*Current City, County, and Blueprint Procurement Policies include Prompt Payment requirements that require that Prime Contractors pay Subcontractors in a prompt manner. Staff will review current penalties for MWSBE Prompt Payment Policy infractions. Staff will pursue guidance from City of Tallahassee, Leon County Government, and Blueprint Attorneys for policy options and integration into all relevant policies and procedures for all three jurisdictions.*

Staff Recommendation: Direct staff to work with City Procurement and County Purchasing to analyze and evaluate the review the current Prompt Payment Penalties for effectiveness and determine if additional penalties should be considered, e.g. breach of contract for updates to the procurement and purchasing policies and procedures of all three entities.

MGT Recommendation H: SBE Bid Preferences

City, County, and Blueprint should consider the use of SBE bid preferences. SBE bid preferences operate along similar lines as MWSBE bid preferences. For example, prime consultants could receive up to five evaluation points if the consultant is either a small business or will use a small business as a subconsultant. This would further encourage primes to utilize SBEs in their bids.

Staff Response:

*Staff supports the use of SBE bid preferences in the procurement processes. If approved, the implementation of this recommendation should result in increased utilization of SBE firms within the local procurement processes. This should result in SBEs being provided increased opportunities and building capacity. Additionally, a consideration is to add to the MWSBE certification criteria the requirement that a firm must have managed and completed three projects, in the area certification is being sought, within the prior 12 months. This addition would demonstrate a **firm's** project management experience would allow for the automatic certification of MWSBE firms as SBEs, if approved.*

Staff Recommendation: Direct staff to work with City Procurement and County Purchasing to analyze and evaluate the creation of SBE Bid preference policy to increase utilization of SBEs in City of Tallahassee, Leon County Government and Blueprint procurements.

MGT Recommendation I: Purchasing Cards

City, County, and Blueprint should consider promoting the utilization of MWSBEs on purchasing cards. This would require the purchasing card vendor to report on M/WBE

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utilization. Reporting on purchasing card MWSBE expenditures would help towards MWSBE goal attainment.

Staff Response:

*Staff supports the recommendation of promoting and tracking MWSBE utilization on Purchasing Card expenditures. Currently, the vendors who supply City, County, and Blueprint Purchasing Cards can provide more information about small Purchasing Card expenditures employees make on goods and services. For example, a catered lunch paid for with a Purchasing Card may be provided by an MBE or WBE, but the expense is not captured within any current system as a MBE or WBE expenditure. The associated direct expenditures would be captured as prime payments. If approved, the implementation of this recommendation would result in improved reporting of expenditures associated with MWSBE firms and non-MWSBE firms. The 2019 Disparity Study did not capture Purchasing Card expenditures made with MBE and WBE firms. None of the entities logged and labeled this data in a form that MGT could compile. This recommendation will ensure that MWSBE utilization with Purchasing Cards will be captured for future reference to inform future disparity studies.*

Staff Recommendation: Direct staff to work with City Procurement and County Purchasing to analyze and evaluate the use of purchasing card policies for all three entities to capture expenditures with MWSBE vendors made with purchasing cards for inclusion into the procurement and purchasing policies and procedures of all three entities.

MGT Recommendation J: Desk Audit

The operation of a comprehensive MWSBE Program will require staff dedicated to conduct outreach, bid evaluation, monitoring and compliance, goal setting, and reporting. To enhance the effectiveness of the MWSBE Program, MGT is recommending that a desk audit be performed to determine if additional resources are necessary.

Staff Response:

*The Workgroup and staff supports the recommendation of a desk audit to determine the amount of additional staff required for the operations and management of the MWSBE division in FY 2020.*

Staff Recommendation: Direct staff to perform a desk audit as recommended in the 2019 Disparity Study as part of the FY 2021 budget process to determine future staffing needs of the MWSBE Division.

MGT Recommendation K: MWSBE Graduation

The City, County, and Blueprint should consider a phased graduation process for firms that exceed the certification personal net worth requirements. A phased graduation will allow potential graduates to continue to build capacity without the effects of immediate removal from the program.

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Staff Response:

*Graduation from an MWSBE Program has advantages and disadvantages. MBE and WBE firms that are content to remain subcontractors may be cautious about a graduation process. On the other hand, graduation of MBE and WBE firms who consistently perform well and earn contracts can help the MWSBE Program reach more emerging MBE and WBE firms. Graduation could prevent the overutilization uncovered in the 2019 Disparity Study in which two Hispanic American MBE firms responsible for much of the work in the areas of prime construction and other services led to overutilization in those areas and resulting limitation on the use of goals for all Hispanic American firms in those business categories for the duration of the MWSBE Division's use of the 2019 Disparity Study Goals.*

*A phased graduation process will allow firms in the pre-graduation phase time to prepare for the adjustment of participating in local procurement processes in a different manner. Under such a process, graduation of a firm would indicate growth in that firm's capacity. Phased graduation could serve as a means to measure the performance of the capacity building measures within the MWSBE Program. Staff recommends consideration of MWSBE Graduation in the consolidated MWSBE policy.*

Staff Recommendation: Direct staff to review an MWSBE Graduation Program in the consolidated MWSBE Policies.

MGT Recommendation L: Bonding

Bonding continues to be a barrier to MWSBEs ability to secure contracts. City, County, and Blueprint should consider simplifying the bonding process, reducing bond requirements, and providing assistance to MWSBEs and other small businesses to obtain bonding assistance. For example, the Florida Department of Transportation has a small business initiative where they waive performance and bid bond requirements for contracts under \$250,000.

Staff Response:

*Staff supports the recommendation to review its bonding process and examine opportunities to help MBE and WBE firms secure bonding through other programs that may be available. With IA Board direction, staff will work with Procurement, Purchasing, and the City and County Attorneys to determine whether the recommendation is feasible.*

Staff Recommendation: Direct staff to work with City Procurement and County Purchasing and the attorneys of the City of Tallahassee, Leon County Government, and Blueprint to review current bonding process and seek opportunities to help MBE and WBE firms secure bonding.

Mentor/Protégé Program and Apprenticeship Program

In addition to the foregoing recommendations, MGT is responsible for developing policies for a mentor/protégé program and apprenticeship program. Staff recommends that a Taskforce convene to guide MGT in creating these deliverables. The Taskforce would include representatives from OEV, Lively Vocational Technical College, Tallahassee

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Community College Workforce Development, Career Source, Leon County School Board, and the three local chambers of commerce. The principals listed are integral to the successful creation of both the mentor/protégé and apprenticeship programs. These **partners'** influence, input, services and constituents will be required for the creation of these programs. MGT will convene and facilitate the discussions of the Taskforce. OEV will report to the IA Board with recommendations for the implementation of a mentor/protégé Program and an apprenticeship program.

Staff Recommendation: Direct staff to bring back an agenda item on the apprenticeship program and mentor/protégé program, including recommendations of the Taskforce, for IA Board approval.

## VIII. Next Steps

The 2019 Disparity Study recommendations have implications for changes to the purchasing and procurement policies of all three entities. If approved by the IA Board, EV staff will work to complete the IA Board direction from its June 2019 meeting in cooperation with the purchasing/procurement offices of the City of Tallahassee and Leon County Government. Specifically, OEV and the purchasing and procurement offices of the City of Tallahassee and Leon County Government will complete the following:

- Work with City and County staff to develop the consolidated MWSBE Policies and Procedures and bring to City of Tallahassee and Leon County Government for approval and inclusion in their respective purchasing/procurement policies. The resulting consolidated MWSBE Policies will be brought back for IA Board approval, including the following elements:
  - 2019 Disparity Study MBE and WBE Goals
  - B2G Now Utilization
  - Purchasing Card Procedures
  - Unbundling of Procurements
  - Bonding Process Opportunities
  - Small Business Enterprise Bid Preferences
  - Bidder Rotation
  - Tiered Certification Program
  - MWSBE Graduation
  - Reciprocal Certification Program
  - Mentor/Protégé Program
  - Apprenticeship Program
- Finalize the integration of the B2G Now software system for all three entities to enhance contract monitoring and compliance for all three entities and also enable data capture in advance of the next Disparity Study.
- Convene a Taskforce for apprenticeship and mentor/protégé programs and schedule meetings in cooperation with MGT to finalize both for IA Board approval.
- Upon approval of the consolidated policies by the City and County, staff will work to update all City of Tallahassee and Leon County Government departments on the new aspirational targets and other changes.

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- Upon approval of the consolidated policies, staff will host stakeholder meetings with the appropriate industry associations in new aspirational targets and consolidated purchasing/procurement policies and procedures.
- Finalize and update the **City's** DBE Plan for approval by the City of Tallahassee Commission with the consolidated MWSBE Policies.
- Staff will continue to work with City and County departments to facilitate the application of the new policies and procedures

## IX. Conclusions

The 2019 Disparity Study provides factual predicate evidence for continuing the MWSBE Program in City, County, and Blueprint procurement. One objective of the study was to examine whether the MWSBE Program could employ consolidated goals. The results of this study reveal that consolidated goals are legally defensible and narrowly tailored. The consolidated MWSBE Division will work at a higher level of efficiency and, with all three jurisdictions implementing B2GNow Contract Compliance Software, monitoring of the new aspirational targets for compliance will improve.

Most procurement categories and business ownership classifications exhibited disparity. No disparity was found for prime Hispanic American firms in Construction and Other Services, due to utilization of two Hispanic American firms. See Table E-14 on the next page. While City, County, and Blueprint have made progress in MWSBE inclusion, any future efforts must be narrowly tailored to rectify the disparity identified in the 2019 Disparity Study.

**TABLE E-14.**  
**SUMMARY OF DISPARITY FINDINGS**

PROCUREMENT CATEGORY	AFRICAN AMERICAN	ASIAN AMERICAN	HISPANIC AMERICAN	NATIVE AMERICAN	NONMINORITY FEMALES	MWSBES OVERALL
Construction	Disparity	n/a	No Disparity*	n/a	Disparity*	Disparity*
Construction Subcontractors	Disparity*	Disparity	Disparity*	Disparity	Disparity*	Disparity*
A&E	Disparity*	Disparity	Disparity*	Disparity	Disparity*	Disparity*
Professional Services	Disparity*	Disparity	Disparity*	n/a	Disparity*	Disparity*
Other Services	Disparity*	Disparity*	No Disparity	n/a	Disparity*	Disparity*
Material & Supplies	Disparity*	Disparity*	Disparity*	n/a	Disparity*	Disparity*

Study Period: October 1, 2012 to September 30, 2017.

\*Denotes statistical significance.

n/a denotes no utilization or availability, so disparity analysis could not be calculated.

The results of this study position the City, County, and Blueprint to use procurement as a strategy for achieving greater business diversity and economic inclusion. OEV embodies commitment to business diversity and inclusion and recognizes that procurement can be a powerful mechanism for promoting economic empowerment and opportunity.

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Action by the MWSBE CAC and Blueprint CAC and EVLC: The results of the Disparity Study were presented to the Blueprint Citizen Advisory Committee (CAC) on June 13, 2019, the Economic Vitality Leadership Council (EVLC) on June 14, 2019, and the Minority Women and Small Business Enterprise Citizen Advisory Committee on June 17, 2019. Each committee received a presentation by MGT of America and had the opportunity to engage with the consultants on the recommendations and findings presented. Members of the public were provided opportunity for comment at each committee meeting.

## OPTIONS:

- Option 1: Accept the 2019 Disparity Study providing factual predicate evidence supporting the consolidated MWSBE Program for the City of Tallahassee, Leon County Government, and the Blueprint Intergovernmental Agency.
- Option 2: Direct staff to use the consolidated MBE and WBE aspirational Goals as described in the 2019 Disparity Study for Blueprint Procurements and to develop uniform policies and procedures, in consultation with City and County staff, for adoption by the Leon County Board of County Commissioners, the City of Tallahassee Commission, and the Blueprint Intergovernmental Agency Board of Directors.
- Option 3: Direct staff to work with City Procurement and County Purchasing to review the 2019 Disparity Study recommendations below for inclusion into the consolidated MWSBE Policies and the procurement and purchasing policies and procedures of all three entities and bring back an agenda item to the IA Board for consideration:
- Review the use of bidder rotation for incorporation into the consolidated MWSBE Policies and the procurement and purchasing policies of all three entities.
  - Consider the **“unbundling”** of contracts for incorporation into the consolidated MWSBE Policies and the procurement and purchasing policies of all three entities.
  - Review current prompt payment policies for effectiveness and determine if additional penalties should be considered, e.g. breach of contract.
  - Review the use of purchasing card policies for all three entities to capture expenditures with MWSBE vendors made with Purchasing Cards.
  - Create policies and procedures for the utilization of the B2GNow contract compliance software to manage all contract data for MWSBE and non-MWSBE procurement activity.
  - Create a SBE Bid preference policy to increase utilization of SBEs in City of Tallahassee, Leon County Government and Blueprint procurements.
  - Review bonding requirements and opportunities for MWSBEs.

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- Consider creating an MWSBE Graduation Program in the consolidated MWSBE Policies for certified MWSBEs.

Option 4: Direct staff to bring back Apprenticeship and mentor/protégé programs for consideration by the IA Board.

Option 5: IA Board Direction.

## **RECOMMENDATION:**

Options #1 - 5.

### Attachments:

1. 2019 Disparity Study Executive Summary
2. 2019 Disparity Study
3. MGT Response to the Harvard Study



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## **MWSBE WORKGROUP**

- Cassandra Jackson, City Attorney
- Herb Thiele, Leon County Attorney
- Susan Dawson, Blueprint Attorney
- Ben Pingree, PLACE Director
- LaShawn Riggins, Deputy Leon County Attorney
- Amy Toman, Deputy City Attorney
- Cristina Paredes, Office of Economic Vitality Director
- Autumn Calder, Blueprint Director
- Scott Ross, Leon County Budget Director
- Robert Wigen, COT Budget Director
- Shelly Kelley, County Purchasing Director
- Andre Libroth, City Procurement Director
- Darryl Jones, Deputy Director Office of Economic Vitality/MWSBE Division
- LaTanya Raffington, MWSBE Division
- Shanea Wilks, MWSBE Division
- Tres Long, Blueprint Accountant
- Shelonda Meeks, Blueprint Administration
- Maribel Nicholson-Choice, Blueprint Legal Consultant
- Kirsten Mood, Assistant Blueprint Attorney

## **EXTERNAL STAKEHOLDERS**

- LaRoderick McQueen, Leon County Schools\*
- Christie Hale-Sparkman, Hale Contracting\*
- Katrina Tuggerson, Capital City Chamber
- Kenneth Taite, Haggai Construction\*
- Frank Williams, Florida Developers\*
- Ted Parker, Ajax Building Corporation\*
- Wayne Mayo, Southern Standard Construction\*
- Gloria Pugh, AMWAT Moving and Warehousing\*
- Keith Bowers, Florida Small Business Development Center
- Adrienne Wright, Abelita, LLC
- Brenda Williams, Tallahassee Housing Authority\*
- Terrance Barber, Working Class Wednesday\*
- Dr. Gallop Franklin, III, Tallahassee Memorial Hospital\*
- Matt Thursam, Retired\*

NOTE: \*= Tallahassee-Leon County MWSBE Program Citizen Advisory Committee

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Certification Requirement	Leon County			City of Tallahassee				State of Florida			Proposed Consolidated MWSBE Certification Requirements		
	MBE	WBE	SBE	MBE	WBE	SBE	DBE	MBE	WBE	VBE	MBE	WBE	SBE
Majority Owner(s) must be a <b>Minority</b> or Minorities/ <b>Woman</b> or Women who manage and Control the business. In the case of a publicly owned business, at least 51% of all classes of the stock, which is owned, shall be owned by one or more of	X	X		X	X						X	X	
Must be 51% owned and managed by a woman, <b>veteran</b> , or minority who is a U.S. citizen or permanent resident alien								X	X	X			
Majority Owner(s) must be socially and economically disadvantaged individuals who own at least a 51% interest and also control management and daily business operations.							X						
Majority Ownership in the business shall not have been transferred to a woman or minority, except by descent or a bona fide sale within the previous 2	X	X		X	X (within 3 yrs)						X	X	
Majority Owner(s) must reside in Leon, Gadsden, Jefferson, or Wakulla County Florida.	X	X	X	X	X	X					X	X	X
Must be owned and managed by permanent residents of Florida								X	X	X			
Majority Owner(s) must be a United States citizen or lawfully admitted permanent resident of the United	X	X	X	X	X	X	X	X	X	X	X	X	X
Business must be legally structured either as a corporation, organized under the laws of Florida, or a partnership, sole proprietorship, limited liability, or any other business or professional entity as required by Florida law, including Fictitious Name Registration.	X	X	X	X	X	X	X	X	X	X	X	X	X
Business must be Independent and not an Affiliate, Front, facade, broker, or pass through.	X	X	X	X	X	X	X				X	X	X
Business must be a for-profit business concern.	X	X	X	X	X	X	X	X	X	X	X	X	X
Business must be currently located within the Market Area.	X	X	X	X	X	X					X	X	X
Business must be based in Florida	X	X	X	X	X	X	X	X	X	X	X	X	X
Business must have all licenses required by local, state, and federal law, if applicable.	X	X	X	X	X	X	X				X	X	X
Business must currently be licensed and engaging in commercial transactions typical of the field, with customers in the Local Market Area other than state or government agencies, for each specialty area in which Certification is sought. Further, if a Supplier, business must be making sales regularly from goods maintained in stock.	X	X	X	X	X	X		X	X	X	X	X	X
Applicant must have a professional license, if required by the industry, in the name of the minority, woman, or veteran business owner.								X	X	X			
Business must have expertise normally required by the industry for the field for which Certification is	X	X	X	X	X	X	X				X	X	X
Business must have a net worth no more than \$2 million.	X	X	X										
Net worth must be less than \$5 million								X	X	X	X	X	X
Business must employ 200 or fewer full-time permanent employees	X	X	X	X	X	X							
Business must employ 50 or fewer full- or part- time employees, including leased employees.								X	X	X	X	X	X
Annual gross receipts on average, over the immediately preceding three (3) year period, shall not exceed: - For businesses performing Construction - \$2,000,000/year. - For businesses providing Other Services or Materials & Supplies - \$2,000,000/year. - For businesses providing Professional Services -	X	X	X										
Average annual gross receipts for the preceding three (3) year period, shall not exceed: - For businesses performing Construction - \$4,000,000/year. - For businesses providing Other Services or Materials & Supplies - \$1,000,000/year. - For businesses providing Professional Services - \$1,000,000/year.				X	X	X							

Certification Requirement	Leon County			City of Tallahassee				State of Florida			Proposed Consolidated MWSBE Certification Requirements		
	MBE	WBE	SBE	MBE	WBE	SBE	DBE	MBE	WBE	VBE	MBE	WBE	SBE
Business must have been established for a period of one (1) calendar year prior to submitting its application for certification.			X			6 months					X	X	X
Business must have a record of satisfactory performance on no less than three (3) projects, in the business area for which it seeks certification, during the past 12 calendar months.			X								X	X	X
Be registered in MyFloridaMarketplace								X	X	X			
Valid business tax certificate, if applicable						X							

\* DBE Program- Applicable to USDOT Federal Funds for Aviation, Transit, Planning, etc.

Policy	Leon County	City of Tallahassee	Proposed Consolidated MWSBE Policy
Aspirational Targets/Goals based upon a disparity study recommendation that are assigned when determined to be feasible for a bid or an RFP	X	X	X
Procurement Categories include Construction Prime Contractors, Construction Subcontractors, Architecture and Engineering, Professional Services, Other Services, and Materials and Supplies	X		X
Procurement Categories include: Construction Subcontractors and Professional Services		X	X
Bid responses are evaluated to determine if the respondent met the assigned goal/target.	X	X	X
MWBE Participation Plan includes: Goals assigned to the project, Good Faith Effort options according to policy, and forms for the submission of MWBE and non-MWBE subcontractors, their services to be provided, and the dollar amount the subcontractor is to	X		X
MBE Plan includes: Forms that are completed relative to Good Faith Effort attempts to meet the goal/target for the solicitation and forms for the submission of MBE subcontractors their services to be provided, and the dollar amount the subcontractor is to paid		X	X
Good Faith Effort requires completion of the Good Faith Effort Section within the MWBE Participation Plan; and, provision of documented efforts utilized when a prime respondent has failed to meet the assigned goals for a solicitation	X		X
Good Faith Effort requires completion of the Good Faith Effort Section within the MBE Plan; and, provision of documented efforts utilized when a prime respondent has failed to meet the assigned goals for a solicitation. Submissions are evaluated and scored and the MWSBE Division provides a determination to Procurement and the Project Manager relative to responsiveness of the respondent to the goals/targets		X	X
Good Faith Effort documentation requires completion of a corresponding form and provision of supporting documents establishing that the respondent conducted at least 5/10 Good Faith Effort activities, standard across all three entities.			X
Pre-Solicitation Meetings are held with Purchasing Staff, Project/Contract Manager for the project associated with the solicitation, Budget staff, Risk Management, and the MWSBE Division. These meetings are held to discuss the various components of the solicitation, including feasibility of the assignment MWBE aspirational targets or goals. No goals are assigned, if they are determined to not be feasible based upon the scopes of work and vendor availability for scopes within the project. These	X		X
Pre-Bid Meetings are meetings held prior to bid openings to allow potential respondents to verbally make inquiries regarding a project and receive information regarding how to contact staff if additional information is needed. The guidelines and contact information are also included within the solicitation documents. These meetings are scheduled by	X		X
Pre-Bid Meetings are meetings held prior to bid openings to allow potential respondents to verbally make inquiries regarding a project and receive information regarding how to contact staff if additional information is needed. The guidelines and contact information are also included within the solicitation documents. These meetings are scheduled by City Procurement or the Project Manager for the project.		X	X
Pre-Construction Meetings are meetings held with the awardee to discuss the execution of the project with all staff involved. These meetings are scheduled Project or Contract Manager associated with the solicitation.	X	X	X

Policy	Leon County	City of Tallahassee	Proposed Consolidated MWSBE Policy
Business must be legally structured either as a corporation, organized under the laws of Florida, or a partnership, sole proprietorship, limited liability, or any other business or professional entity as required by Florida law, including Fictitious Name Registration.	X	X	X
Small Business Reserve Projects			X
Unbundling of larger contracts to encourage SBE participation			X
Mentor-Protégé Program			X
Joint Venture, Partnership, or Association	X	X	X
Apprenticeship or Externship			X
Disadvantaged Business Enterprise (DBE)* Program	X		DBE Policy In Progress
Disadvantaged Business Enterprise (DBE)* Program associated with road and infrastructure projects directly funded FDOT.		X	DBE Policy In Progress
Airport Concessions Disadvantaged Business Enterprise (ACDBE) Program associated with funding by Federal Aviation Administration (FAA).	X	X	

\* DBE Program- Applicable to USDOT Federal Funds for Aviation, Transit, Planning, etc.



# Blueprint Intergovernmental Agency Citizens Advisory Committee Agenda Item #5

**January 16, 2020**

**Title:** Recommendation of Approval of a Policy Governing the Future Opportunity Leveraging Fund

**Category:** General Business

**Intergovernmental Management Committee:** Vincent S. Long, Leon County Administrator  
Reese Goad, City of Tallahassee Manager

**Lead Staff / Project Team:** Benjamin H. Pingree, Director, Department of PLACE  
Cristina Paredes, Director, Office of Economic Vitality  
Susan Dawson, Blueprint Attorney

## STATEMENT OF ISSUE:

This agenda item seeks Blueprint Intergovernmental Agency Board of Directors (IA Board) approval of a proposed policy to govern allocation of funding in the Tallahassee – Leon County Office of Economic Vitality (OEV) “Future Opportunity Leveraging Fund” (Attachment #1). This fund provides a funding source for new economic development opportunities that arise during the fiscal year either within existing OEV projects and programs in the capital budget and/or for any new IA Board-approved projects and programs.

## FISCAL IMPACT:

This item does not have a fiscal impact.

## CAC OPTIONS:

- Option 1:** Recommend the Blueprint Intergovernmental Agency Board approve the proposed Future Opportunity Leveraging Fund Policy governing allocation of funding in the Office of Economic Vitality Future Opportunity Leveraging Fund.
- Option 2:** Recommend the Blueprint Intergovernmental Agency Board do not approve the proposed Future Opportunity Leveraging Fund Policy governing allocation of funding in the Office of Economic Vitality Future Opportunity Leveraging Fund.

## **CAC RECOMMENDATION:**

- Option 1: Recommend the Blueprint Intergovernmental Agency Board approve the proposed Future Opportunity Leveraging Fund Policy governing allocation of funding in the Office of Economic Vitality Future Opportunity Leveraging Fund.



# Blueprint Intergovernmental Agency Board of Directors Agenda Item #X

**January 30, 2020**

**Title:** Approval of a Policy Governing the Future Opportunity Leveraging Fund

**Category:** General Business

**Intergovernmental Management Committee:** Vincent S. Long, Leon County Administrator  
Reese Goad, City of Tallahassee Manager

**Lead Staff / Project Team:** Benjamin H. Pingree, Director, Department of PLACE  
Cristina Paredes, Director, Office of Economic Vitality  
Susan Dawson, Blueprint Attorney

## STATEMENT OF ISSUE:

This agenda item seeks Blueprint Intergovernmental Agency Board of Directors (IA Board) approval of a proposed policy to govern allocation of funding in the Tallahassee – Leon County Office of Economic Vitality (OEV) “Future Opportunity Leveraging Fund” (Attachment #1). This fund provides a funding source for new economic development opportunities that arise during the fiscal year either within existing OEV projects and programs in the capital budget and/or for any new IA Board-approved projects and programs.

The Future Opportunity Leveraging Fund serves as a funding source ready to accommodate such opportunities through a budget amendment allocating the funds for a permissible purpose outside of the annual budget process and during the fiscal year.

## FISCAL IMPACT:

This item does not have a fiscal impact.

## RECOMMENDED ACTION:

Option 1: Approve the proposed Future Opportunity Leveraging Fund Policy governing allocation of funding in the Office of Economic Vitality Future Opportunity Leveraging Fund.

## BACKGROUND/ANALYSIS:

At the September 5, 2019 meeting, the IA Board requested the development of a policy governing the Future Opportunity Leveraging Fund. This agenda item presents a proposed Future Opportunity Leveraging Fund Policy that formalizes the requirement that the IA Board direct the use of Future Opportunity Leveraging Fund resources in alignment with the strategic plan and target industries.

The Future Opportunity Leveraging Fund provides a funding source for new economic development opportunities that arise during the fiscal year either within existing OEV projects and programs in the capital budget and/or for any new IA Board-approved projects and programs. Existing OEV projects and programs include the following:

- Qualified Target Industry Tax Refund
- Target Business Program
- Urban Vitality Job Creating Pilot Program
- ARPC EDA Revolving Loan Fund for Small Businesses
- Land, Labor, Capital Incentives
- Magnetic Technologies Recruitment
- Business Development: Attraction/Expansion
- Convention Center
- Tallahassee International Airport
- LCRDA Incubator: \$2.5 million Pledge
- Workforce Development
- Business and Workforce Engagement Events
- MWSBE Industry Academies and B2B Outreach
- Strategic Marketing and Communication
- Economic Vitality Sponsorships
- Strategic Plan/Target Industries/Disparity Updates

The IA Board may also create a new project or program and approve an allocation from the Future Opportunity Leveraging Fund to capitalize on emerging prospects that align with the economic development strategic plan and targeted industries previously adopted by the IA Board.

## PROPOSED POLICY

The proposed policy provides that the IA Board may recommend and approve the allocation of funds from the Future Opportunity Leveraging Fund to an existing OEV project or program or to a new project or program approved by the IA Board during the fiscal year. The Intergovernmental Management Committee, during the course of the development of an IA Board meeting agenda, may also make an allocation recommendation. Recommendations must

be incorporated into an agenda item considering a budget amendment to allocate the funds, including a clear description of the allocation purpose.

In accordance with the Blueprint Budget Policy, this policy requires that any budget amendment to allocate funds from the Future Opportunity Leveraging Fund to a specific OEV project or program must come to the IA Board for approval. This requirement also aligns with goal D of the economic development strategic plan, “responsible allocation of resources to achieve today’s goals as well as to refine the foundation for future growth.” This goal clearly states OEV’s commitment to the transparent and accountable allocation of resources. Finally, the proposed policy provides an effective date for the policy pending IA Board approval.

## **CONCLUSION:**

The Future Opportunity Leveraging Fund ensures that OEV is prepared to leverage and maximize job creation opportunities through the funding of future projects that utilize incentive programs (Qualified Target Industry (QTI) tax refund and Targeted Business Program (TBP)) and new economic development opportunities for the implementation of strategic/work plan and target industries. This fund also allows the IA Board to capitalize on emerging prospects that align with the economic development strategic plan and targeted industries previously adopted by the IA Board. The need to leverage and maximize job creation for specific economic development opportunities evolve over the course of a Fiscal Year and may not be fully identified during preparation of an annual budget.

The proposed policy provides permissible purposes for allocations from the Future Opportunity Leveraging Fund to existing OEV projects and programs, and requires that the IA Board approve a budget amendment to allocate funds from Future Opportunity Leveraging Fund. The proposed Future Opportunity Leveraging Fund Policy will become effective following IA Board approval.

## **OPTIONS:**

- Option 1: Approve the proposed Future Opportunity Leveraging Fund Policy governing allocation of funding in the Office of Economic Vitality Future Opportunity Leveraging Fund.
- Option 2: Do not approve the proposed Future Opportunity Leveraging Fund Policy governing allocation of funding in the Office of Economic Vitality Future Opportunity Leveraging Fund.
- Option 3: IA Board Direction.


## RECOMMENDED ACTION:

Option 1: Approve the proposed Future Opportunity Leveraging Fund Policy governing allocation of funding in the Office of Economic Vitality Future Opportunity Leveraging Fund.

Attachments:

1. Proposed Future Opportunity Leveraging Fund Policy.



	<b>DATE</b> January 30, 2020
	<b>NO.</b> 111
<b>TITLE</b>  <b>Future Opportunity Leveraging Fund Policy</b>	<b>ORG. AGENCY</b> Blueprint Intergovernmental Agency
	<b>APPROVED</b>
<p>111.01    <u>STATEMENT OF POLICY</u></p> <p>It is the intent of the Leon County – City of Tallahassee Blueprint Intergovernmental Agency (Agency) Board of Directors (IA Board) to establish a clear and consistent process to guide the Agency in responsibilities related to the Future Opportunity Leveraging Fund in the Tallahassee – Leon County Office of Economic Vitality (OEV) budget.</p> <p>The Future Opportunity Leveraging Fund is designed to provide a funding source for OEV projects and programs, including business development and expansion opportunities, implementation of the OEV Strategic Plan, emerging prospects in accordance with the Targeted Industry Study, and risk management. These needs evolve over the course of a Fiscal Year and cannot always be identified during preparation of an annual budget. The Future Opportunity Leveraging Fund serves as a funding source ready to accommodate such needs through a budget amendment allocating the funds to a permissible purpose</p> <p>Allocations from the Future Opportunity Leveraging Fund should be made in response to leveraging opportunities, emerging prospects, or unforeseen contingencies as set forth in this policy. Allocations must align with OEV’s foundational documents, including the Second Amended and Restated Interlocal Agreement (Interlocal Agreement), Strategic Plan, or the Targeted Industry Study.</p> <p>111.02    <u>AUTHORITY</u></p> <p>The Agency, created by the City of Tallahassee and Leon County Government through the Interlocal Agreement and pursuant to Section 163.01(7), Florida Statutes, has authority to establish policies and procedures to govern Agency activity, including the allocation of funds from the Future Opportunity Leveraging Fund.</p> <p>111.03    <u>SCOPE AND APPLICABILITY</u></p> <p>This policy applies to the Agency and all employees involved in activities associated with the OEV budget, operations, and expenditures. This policy sets forth permissible purposes for budget amendments allocating funds from the Future Opportunity Leveraging Fund. This policy also requires that the IA Board approve all such allocations.</p> <p>111.04    <u>DEFINITIONS</u></p> <p><u>Budget Amendment</u>: A change in the approved budget, operating or capital, which may involve an appropriation of funds.</p>	



## Future Opportunity Leveraging Fund Policy

NO. 111  
PAGE 2 of 3

Director of PLACE: The individual responsible for managing and directing the Tallahassee – Leon County Planning Department, Blueprint Intergovernmental Agency and the Office of Economic Vitality, reporting directly to the Intergovernmental Management Committee or their Designees.

Intergovernmental Management Committee: A committee consisting of the City Manager and County Administrator, as provided for in the Interlocal Agreement.

Interlocal Agreement: The agreement approved by the City Commission and County Commission in September 2000, as amended, which specifies how sales tax proceeds are to be divided and utilized, creates the Blueprint Intergovernmental Agency and related joint project management structure, and lists the projects to be funded by the sales tax extension.

Leveraging: To supply, supplement, and enhance by securing additional financial resources.

Office of Economic Vitality Director: The individual responsible for carrying out the implementation of the Blueprint 2020 Economic Development Programs and the OEV programs, reporting directly to the Director of PLACE.

### 111.05 PERMISSIBLE FUND ALLOCATION PURPOSES

Allocations of funding from the Future Opportunity Leveraging Fund may be made to any existing OEV project or program in the OEV Capital Budget. The IA Board may also create a new OEV project or program and allocate Future Opportunity Leveraging Fund funding to the new project or program for any of the following purposes that may arise during the fiscal year:

- A. Business development and expansion opportunities.
- B. OEV incentive programs, including, but not limited to Qualified Target Industry tax refunds and Targeted Business Program, as approved by the IA Board.
- C. Implementation of the OEV Strategic Plan
- D. Emerging prospects in alignment with the Targeted Industry Study

### 111.06 ALLOCATION PROCEDURES

#### A. Allocation Recommendations

1. The IA Board may recommend allocation of funds in the Future Opportunity Leveraging Fund for any permissible purpose set forth in section 111.05 above.



## Future Opportunity Leveraging Fund Policy

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2. During the course of the development of any IA Board meeting agenda, the Intergovernmental Management Committee may recommend allocation of funds in the Future Opportunity Leveraging Fund for any permissible purpose set forth in section 111.05 above.

### B. Role of the Economic Vitality Leadership Council (EVLC)

The EVLC shall serve as an advisor to OEV on economic development matters with respect to Blueprint 2020 Economic Development Programs consistent with the Strategic Plan. The EVLC shall not consider or approve funding requests for Blueprint 2020 Economic Development Programs funded with Dedicated 2020 Surtax proceeds.

### C. Allocation Approvals

1. The IA Board must approve budget amendments to allocate funds from the Future Opportunity Leveraging Fund to a permissible purpose.
2. IA Board approval of budget amendments allocating funds from the Future Opportunity Leveraging Fund must comply with the Blueprint Budget Policy.
3. The Blueprint Attorney in his or her capacity as legal advisor to the Director of PLACE and Agency staff will be responsible for ensuring that all legal requirements are met with regard to any allocation of funds made under this policy.

### 111.07 EFFECTIVE DATE

This policy will become effective January 30, 2020, pending approval by the IA Board.

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**Blueprint Intergovernmental Agency  
Citizens Advisory Committee  
Agenda Item #6  
January 16, 2020**

<b>Title:</b>	First Public Hearing to Approve a Substantial Amendment to the Blueprint Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure Project
<b>Category:</b>	Public Hearing
<b>Intergovernmental Management Committee:</b>	Vincent S. Long, Leon County Administrator Reese Goad, City of Tallahassee Manager
<b>Lead Staff / Project Team:</b>	Benjamin H. Pingree, Director, Department of PLACE Autumn Calder, Director, Blueprint Daniel Scheer, Blueprint Design and Construction Manager

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## **STATEMENT OF ISSUE:**

In accordance with the Second Amended and Restated Interlocal Agreement dated December 9, 2015, this agenda item requests the Blueprint Citizens Advisory Committee (CAC) conduct the first public hearing to consider a substantial amendment to the Blueprint Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure project (referred to as Northeast Gateway and listed as Project 25 in the Second Amended and Restated Interlocal Agreement) and recommend that the Blueprint Intergovernmental Agency Board of Directors (IA Board) approve the substantial amendment to this project described herein. Attachment #1 includes the original project description and map, and Attachment #2 includes the proposed amended project description with map. A supermajority vote by the IA Board is required for the amendment to be approved. AS part of the substantial amendment process, the IA Board must also receive recommendations from the Blueprint Technical Coordinating Committee (TCC) and the Intergovernmental Management Committee (IMC).

The proposed amended Northeast Gateway project description follows the IA Board direction at the December 12, 2019 meeting to begin the substantial amendment process to include the combined extensions of Welaunee Boulevard to Roberts Road and Shamrock Street. This is the first public hearing at the Blueprint Citizens Advisory Committee meeting. The second and final public hearing to consider the amendment discussed hereafter will be advertised and scheduled for the January 30, 2020 IA Board meeting.

## **FISCAL IMPACT:**

This item will have a fiscal impact if the project is amended. Currently, the proposed amended Northeast Gateway, the combined extensions of Welaunee Boulevard to Roberts Road and Shamrock Street, has a construction cost estimate of \$42M, which is within the existing and planned budget allocations. Future project allocations will come before the IA Board during the annual budget process.

## **CAC RECOMMENDED ACTION:**

Option #1: Conduct the first public hearing and recommend the IA Board substantially amend the Blueprint Project 25, Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure, as described in Attachment #2.

## **SUPPLEMENTAL INFORMATION:**

### **PROCESS TO SUBSTANTIALLY AMEND A BLUEPRINT PROJECT**

The Second Amended and Restated Interlocal Agreement dated December 9, 2015 specifies that Blueprint must hold two public hearings to consider proposed substantial changes to a Blueprint project.

- The first public hearing is scheduled for the January 16, 2020 Blueprint Citizens Advisory Committee (CAC) meeting. The second public hearing will be advertised for the January 30, 2020 IA Board meeting.

The IA Board must also receive recommendations from the Technical Coordinating Committee (TCC), CAC, and the Intergovernmental Management Committee (IMC).

- TCC Recommendation: Meeting scheduled for January 13, 2020
- CAC Recommendation: Meeting scheduled for January 16, 2020
- IMC Recommendation: To be provided for the IA Board meeting on January 30, 2020.

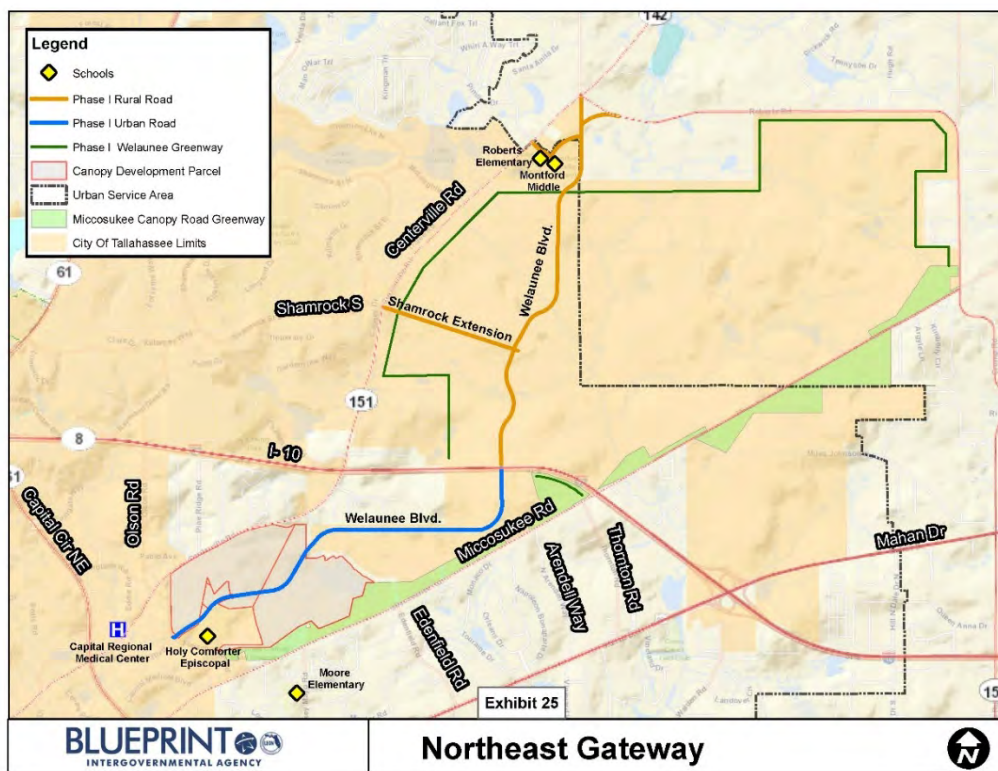
### **PROPOSED AMENDMENT TO THE NORTHEAST GATEWAY PROJECT**

On December 12, 2019, the IA Board approved the initiation of the process to significantly amend the description of the Northeast Gateway consistent with the roadway corridor to extend Welaunee Boulevard to Roberts Road and the Shamrock extension to Centerville Road. Attachment #3 contains the agenda item from December 12, 2019. The recommendation to amend the project was based in a data driven analysis of the primary project purpose, in addition to other important factors such as the construction cost, overall community traffic analysis, current and future land use, economic development expectations, new interstate access, and public input. This agenda item requests the CAC conduct the first public hearing and recommend that the IA Board conduct the second and final public hearing to approve the substantial amendment modifying the Northeast

Gateway project. The proposed amendment to the Northeast Gateway project description and map are presented below.

**Project 25, Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure:** Phase I: Funding to develop Welaunee Boulevard north from Fleischman Road to Roberts Road Shamrock and with a two-lane Shamrock Way Street extension from Centerville Road to Welaunee Boulevard north (includes ROW, construction, stormwater for roadway improvements). Project shall be conditioned upon: (i) reimbursement by developer(s) to Blueprint for any developer(s) required transportation improvements (reasonable repayment timelines would be established); (ii) Any cost (inclusive of right of way) related to the greenway may be used as a direct offset to any developer(s) required transportation improvement costs; (iii) that portion of the project involving land owned by the City of Tallahassee will only require reimbursement if sold and developed privately; ~~and~~ (iv) anticipated developer(s) reimbursements are to be recognized as potential future resources for Blueprint, and (v) that the Shamrock Street extension open simultaneously, or after, the Welaunee Boulevard connection at Roberts Road. (Exhibit 25, as Amended)

Figure 1: Map of proposed amended Northeast Gateway project



## **SUMMARY OF IA BOARD ACTIONS SINCE FEBRUARY 2016**

The following summary details IA Board actions and direction to date regarding the commitment to providing the Northeast Gateway Project and for the consideration of a substantial amendment to the Northeast Gateway project.

**February 29, 2016:** IA approval of a funding strategy for the 2020 Northeast Gateway Sales Tax Extension project offering pre-funding of the project in advance of the 2020 Sales Tax Extension program.

**September 12, 2016:** IA Board approval to implement the first step to execute the approved funding strategy approved on February 29, 2016.

**June 13, 2017:** IA Board approval to enter into a Joint Participation Agreement to fund the Dove Pond Regional Stormwater Facility.

**June 21, 2018:** IA Board approval of a funding strategy for the design and construction of Welaunee Boulevard, segments 2 and 3, including authorization to negotiate a funding agreement with the Canopy Community Development District (CDD) for future IA Board consideration.

**December 13, 2018:** IA Board approval of an Interlocal Agreement for the design and construction of Welaunee Boulevard, Segments 2 and 3 with the City of Tallahassee and the CDD.

**June 27, 2019:** IA Board authorization to enter into an Agreement with the Florida Department of Transportation (FDOT) to accept Transportation Regional Incentive Program (TRIP) funding in Fiscal Year (FY) 2023 to reimburse Northeast Gateway Project expenditures made in FY 2020 and FY 2021.

**September 5, 2019:** The IA Board directed the project team to advance a traffic and cost analysis for multiple roadway corridors for the Northeast Gateway project.

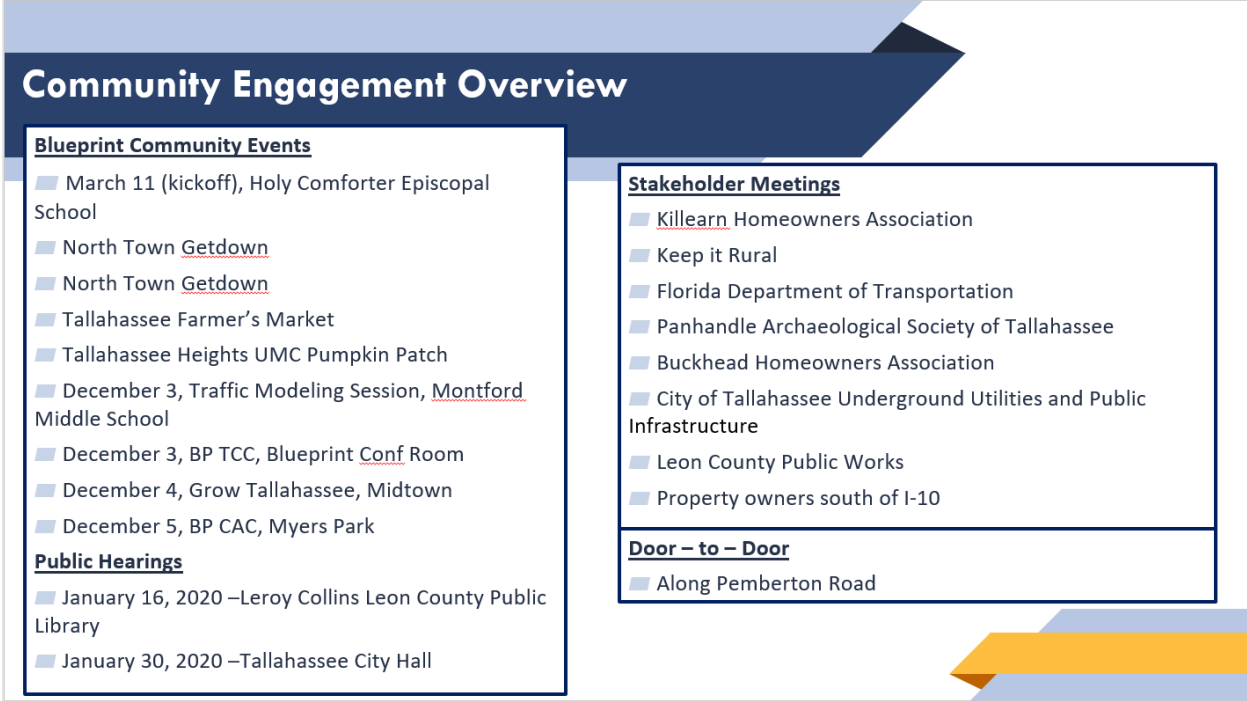
**December 12, 2019:** The IA Board directed staff to proceed with the substantial amendment process to revise the Northeast Gateway project description. The amended project description provides for the extension of Welaunee Boulevard north of I-10 to Roberts Road and also to provide the Shamrock Extension as necessitated by the PD&E Traffic Study.

## **PUBLIC ENGAGEMENT**

The public engagement for the project began with a kickoff meeting held on March 11, 2019, and more than 250 community members attended. Based on the direction of the IA Board at the September 5, 2019 meeting, Blueprint expanded the public outreach effort to include 'pop-up' events at local community gatherings and also a traffic modeling information session that was held on December 3, 2019. The project team has received more than 250 comments to date and will continue to receive and respond to comments until completion of the PD&E Study.



Figure 2: Summary of Community Engagement on the Northeast Gateway project



**NEXT STEPS**

The PD&E Study began in November 2018 and includes analysis of traffic, environment, and social/economic impacts of the major transportation improvement. The PD&E is anticipated for completion in fall 2020. The traffic analysis study, an essential first step in the PD&E process, was completed in December. The next step of the PD&E Study is to take a more detailed look at the traffic conditions and begin the stormwater, environmental, historical, and cultural analyses investigations. These further traffic operational analyses are the basis for the development of roadway cross-section and intersection design elements, such as turn lanes and roundabouts.

Design and permitting, is expected to be completed in 2022 with construction in 2023. The funding strategy for the project is to use sales tax revenues for the PD&E, design, and permitting and apply for a State Infrastructure Bank Loan (SIB Loan) for construction. Staff will continue to coordinate with the CDD on construction of the portion of Welaunee Boulevard within the CDD.

The construction of a new interchange at I-10 and Welaunee Boulevard has long been a goal of this project, and the Northeast Gateway project includes a four lane bridge over I-10. However, the interchange is not a part of the PD&E Study. The actual interchange development study and design will be dependent on approval by the Florida Department of Transportation and the Federal Highway Administration approval. In order to justify the interchange, the road, Welaunee Boulevard, leading to the interchange must be substantially underway.

## **SUMMARY**

This agenda item requests the CAC to recommend that the Blueprint IA Board conduct the second and final public hearing to approve the substantial amendment to modify Blueprint Project 25, Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure. The proposed amended Northeast Gateway project description follows the IA Board direction at the December 12, 2019 meeting to begin the substantial amendment process to include the combined extensions of Welaunee Boulevard to Roberts Road and Shamrock Street. The first public hearing has been advertised and scheduled for this January 16, 2020 Blueprint Citizens Advisory Committee meeting. The second and final public hearing to consider the amendment has been advertised and scheduled for the January 30, 2020 IA Board meeting. Should the IA Board ultimately approve the substantial amendment, staff and the consultant team will continue the PD&E Study process and provide ongoing updates to the IA Board with presentation of the PD&E Study for approval by the IA Board in fall 2020.

## **OPTIONS:**

- Option 1: Conduct the first public hearing and recommend the IA Board substantially amend the Blueprint Project 25, Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure, as described in Attachment #2.
- Option 2: CAC direction.

## **CAC RECOMMENDED ACTION:**

- Option #1: Conduct the first public hearing and recommend the IA Board substantially amend the Blueprint Project 25, Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure, as described in Attachment #2.

### **Attachments:**

1. Excerpt from Interlocal Agreement for Project 25 including Exhibit 25
2. Amended Project 25 Description and Exhibit 25
3. December 12, 2019 IA Board Item: Acceptance of the Northeast Gateway Status Report and Consideration of the Substantial Amendment Process



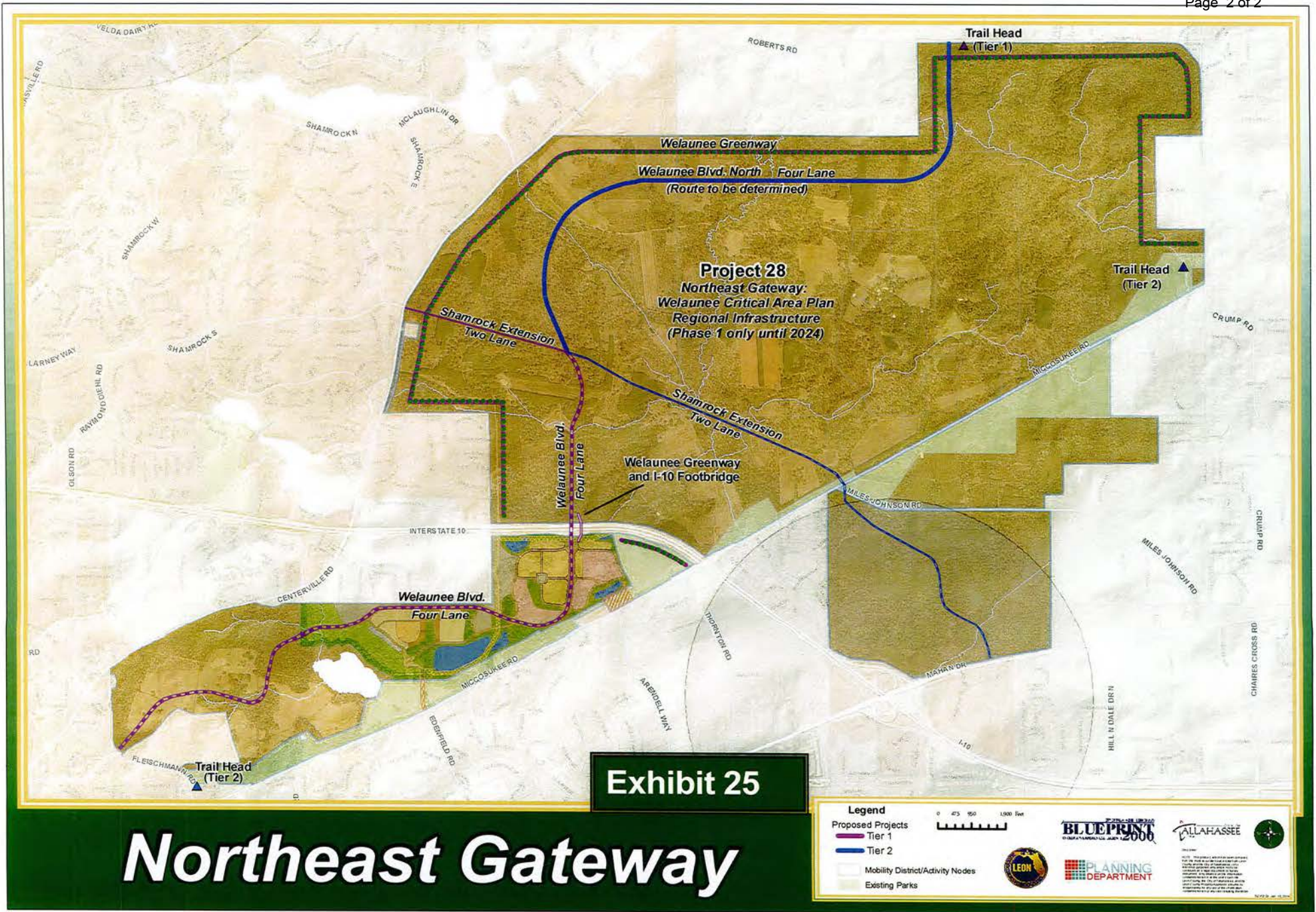
(includes ROW, construction, and stormwater for roadway improvements)  
(Exhibit 24).

Project 25, Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure

Phase I: Funding to develop Welaunee Boulevard from Fleischman to Shamrock, and two-lane Shamrock Way extension from Centerville to Welaunee Boulevard North (includes ROW, construction, stormwater for roadway improvements). Project shall be conditioned upon: (i) reimbursement by developer(s) to Blueprint for any developer(s) required transportation improvements (reasonable repayment timelines would be established); (ii) Any cost (inclusive of right of way) related to the greenway may be used as a direct offset to any developer(s) required transportation improvement costs; (iii) that portion of the project involving land owned by the City of Tallahassee will only require reimbursement if sold and developed privately; and (iv) anticipated developer(s) reimbursements are to be recognized as potential future resources for Blueprint (Exhibit 25).

Project 26, Alternative Sewer Solutions Study: Funding to study and develop preferred options for management alternatives to traditional onsite sewage treatment and disposal systems in the unincorporated areas of Leon County, including the Primary Springs Protection Zone; identify preferred options for responsible management entities, including recommendations for financing and management structures for identified preferred options; recommend regulatory measures; identify other issues related to sewage treatment and disposal system financing (Exhibit 26).













**Project 25, Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure:** Phase I: Funding to develop Welaunee Boulevard north from Fleischman Road to Roberts Road Shamrock, and with a two-lane Shamrock Way Street extension from Centerville Road to Welaunee Boulevard ~~north~~ (includes ROW, construction, stormwater for roadway improvements). Project shall be conditioned upon: (i) reimbursement by developer(s) to Blueprint for any developer(s) required transportation improvements (reasonable repayment timelines would be established); (ii) Any cost (inclusive of right of way) related to the greenway may be used as a direct offset to any developer(s) required transportation improvement costs; (iii) that portion of the project involving land owned by the City of Tallahassee will only require reimbursement if sold and developed privately; ~~and~~ (iv) anticipated developer(s) reimbursements are to be recognized as potential future resources for Blueprint, and (v) that the Shamrock Street extension open simultaneously, or after, the Welaunee Boulevard connection at Roberts Road. (Exhibit 25, as Amended)



# Legend

-  Schools
-  Phase I Rural Road
-  Phase I Urban Road
-  Phase I Welaunee Greenway
-  Canopy Development Parcel
-  Urban Service Area
-  Miccosukee Canopy Road Greenway
-  City Of Tallahassee Limits

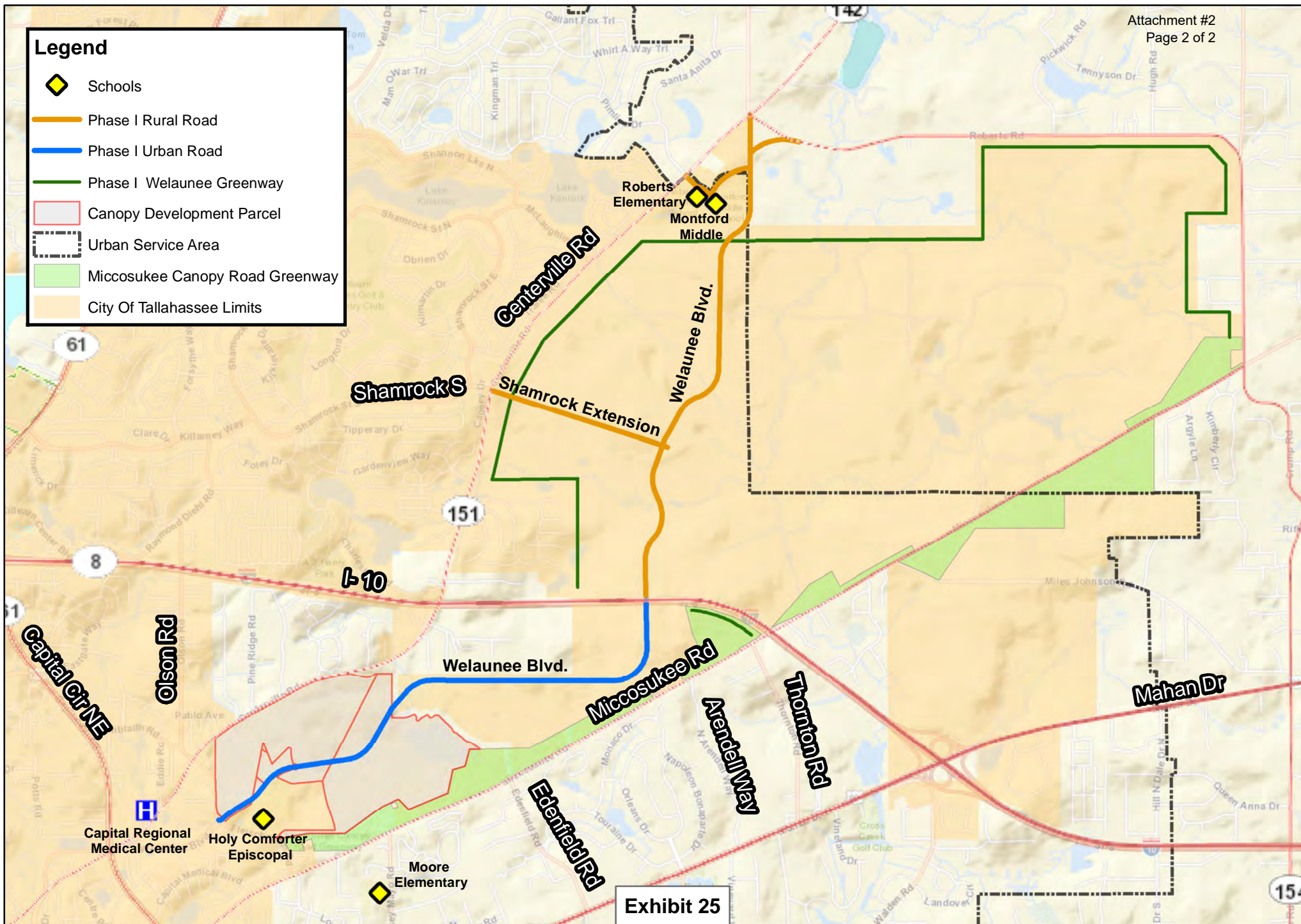


Exhibit 25



# **Blueprint Intergovernmental Agency Board of Directors Agenda Item #10 December 12, 2019**

**Title:** Acceptance of the Northeast Gateway Status Report and  
Consideration of the Substantial Amendment Process

**Category:** General Business / Presentations

**Intergovernmental  
Management  
Committee:** Vincent S. Long, Leon County Administrator  
Reese Goad, City of Tallahassee Manager

**Lead Staff /  
Project Team:** Benjamin H. Pingree, Director, Department of PLACE  
Autumn Calder, Director, Blueprint  
Daniel Scheer, Blueprint Design and Construction Manager

## **STATEMENT OF ISSUE:**

This agenda item seeks acceptance from the Blueprint Intergovernmental Agency Board of Directors (IA Board) of the project status report for the Blueprint 2020 Northeast Gateway project. At their September 5, 2019 meeting, the IA Board directed the project team to advance a traffic and cost analysis for multiple roadway corridors for the Northeast Gateway project. As detailed in this item, the Traffic Modeling Analysis has been completed, is presented herein, and includes the evaluation of five logical corridor scenarios. Since the September 5, 2019 IA Board meeting, Blueprint has conducted public outreach including 'pop-up' events at local community events, meeting with interested parties such as Killearn Homes Association (KHA) and their engineering representative (Dantin Consulting), and Keep It Rural, as well as a public meeting on December 3, 2019 attended by approximately 150 citizens to discuss the traffic engineering progress and methodology. Specifically, this ongoing collaboration and sharing of information KHA contributed to KHA's role in the project process and technical analysis.

Considering the public input and project purpose and need, economic benefit, and cost estimates, this agenda item concludes with a recommendation to initiate the substantial amendment process to modify the project description consistent with the roadway corridor to extend Welaunee Boulevard to Roberts Road and the extension of Shamrock Street to Centerville Road, presented as Corridor 1.

Blueprint Intergovernmental Agency Board of Directors Meeting  
Item Title: Acceptance of the Northeast Gateway Status Report and Consideration of the  
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## **FISCAL IMPACT:**

This item will have a fiscal impact if the project is amended as recommended. Currently, Corridor 1 – the combined extensions of Welaunee Boulevard to Roberts Road and Shamrock Street, has a construction cost estimate of \$42M, which is within the existing and planned budget allocations (detail is provided on page 11). Future project allocations will come before the IA Board during the annual budget process.

## **RECOMMENDED ACTION:**

Option 1: Initiate the process to significantly amend the project consistent with Corridor 1 – Welaunee Boulevard extends to Roberts Road and the Shamrock Extension. Direct staff to schedule the first public hearing for the Blueprint Citizens Advisory Committee (CAC) meeting on January 16, 2020 and the second and final public hearing for the Blueprint IA Board meeting on January 30, 2020, at which time a supermajority vote will take place to modify the project.

Option 5: Accept the Northeast Gateway status report.

## **EXECUTIVE SUMMARY:**

Consistent with IA Board direction provided at the September 5, 2019 meeting, this agenda item provides a traffic and cost analysis for five roadway corridors for the Northeast Gateway project. The five corridors were evaluated against the project purpose to improve mobility, enhance connectivity, and reduce transportation pressures on surrounding roadways across Northeast Tallahassee and Leon County as well as additional considerations including preliminary cost, neighborhood traffic analysis, current and future land use, economic development expectations, new interstate access, and public input. For example, collaboration with Killearn Homes Association (KHA) resulted in consensus over the traffic modeling inputs and results. The item concludes with a recommendation for Corridor 1 – the combined extension of Welaunee Boulevard to Roberts Road and the Shamrock Street. The cost estimates, pros, and cons are listed below.



Blueprint Intergovernmental Agency Board of Directors Meeting  
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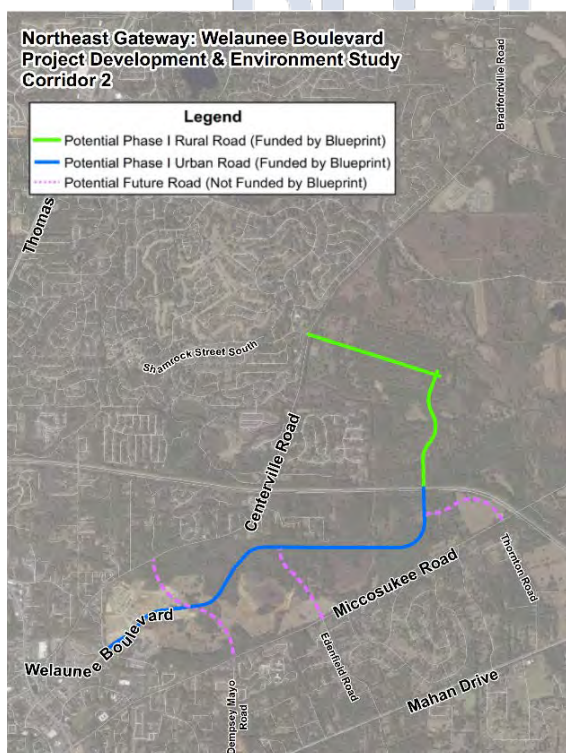


**Option 1: Corridor 1 (RECOMMENDED)** – Combined extensions of Welaunee Boulevard to Roberts Road and Shamrock Street. Construction Cost Estimate: \$42M

**Pros:**

- Best meets the project purpose to relieve traffic pressures on arterial roads from existing, ongoing, and future development
- Best provides relief to community collector roads at all study years
- Maximizes economic benefit of new road construction and future land uses
- Best opportunity for potential new interchange
- Best connectivity
- Maximized opportunity for leveraging State funds for Welaunee Boulevard construction
- Endorsed by KHA on two conditions: full funding of the project and that Roberts Road open first

**Cons:** Highest cost (however, consistent with original project estimates and within budget) and right-of-way may not be donated at school area.



**Option 2: Corridor 2 (original corridor)** – Welaunee Boulevard extends over I-10 to Shamrock Extension. Construction Cost Estimate: \$32M

**Pros:**

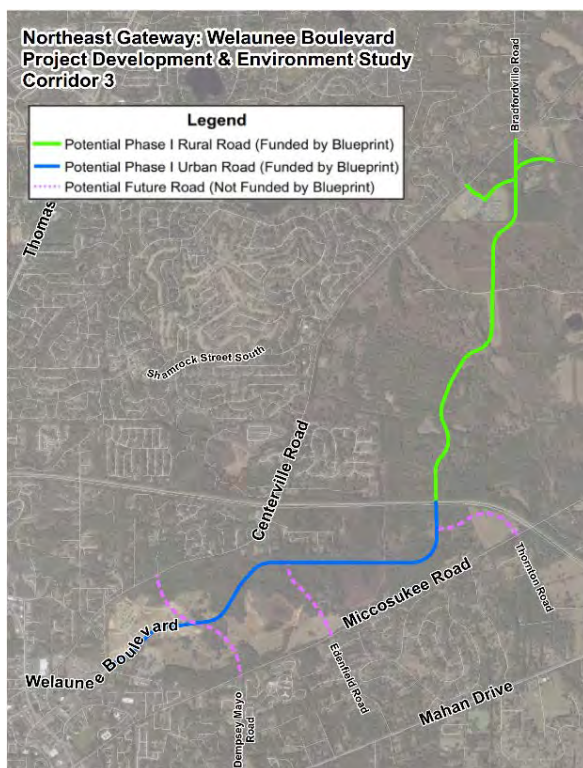
- Secures economic benefit of new road construction and some land development
- Supports need for new I-10 interchange
- Provides some relief to most community collector roads at all study years
- Secures economic benefit of new road construction, land development, and new interchange
- Updated cost estimate is less than the budgeted amount

**Cons:**

- Does not fully meet the project purpose to relieve transportation pressures on arterial roads resulting from existing, ongoing, and future development



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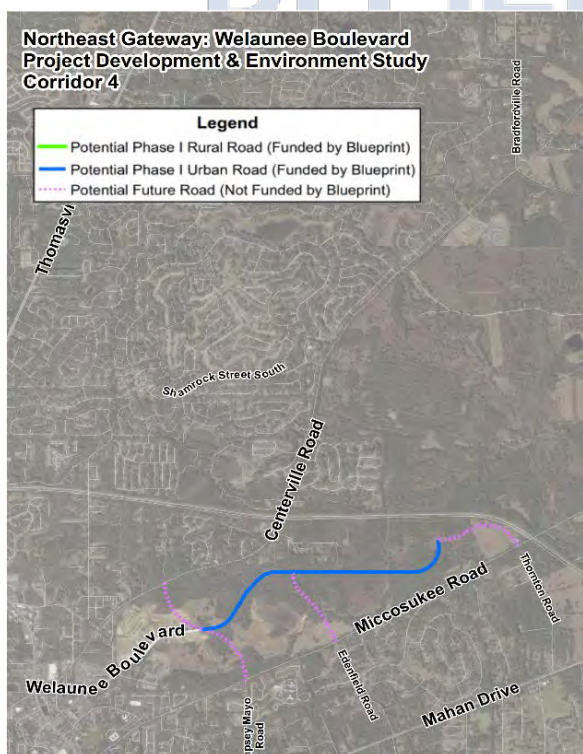
**Option 3: Corridor 3** – Welaunee Boulevard extends to Roberts Road. Construction Cost Estimate: \$39M

Pros:

- Meets the project purpose to relieve transportation pressures on arterial roads resulting from existing, ongoing, and future development
- Provides traffic relief to most community collector roads at all study years
- Supports need for new I-10 interchange
- Secures economic benefit of new road construction, land development, and new interchange
- Endorsed by KHA

Cons:

- Higher cost (still within budget)
- Right-of-way may not be donated at Leon County Schools area
- Lower connectivity and pressure relief than recommended Option 1.



**Option 4: Corridor 4, Baseline** – Welaunee Boulevard extends up to I-10 and connects at Thornton Road & Miccosukee Road. Construction Cost Estimate: \$19M

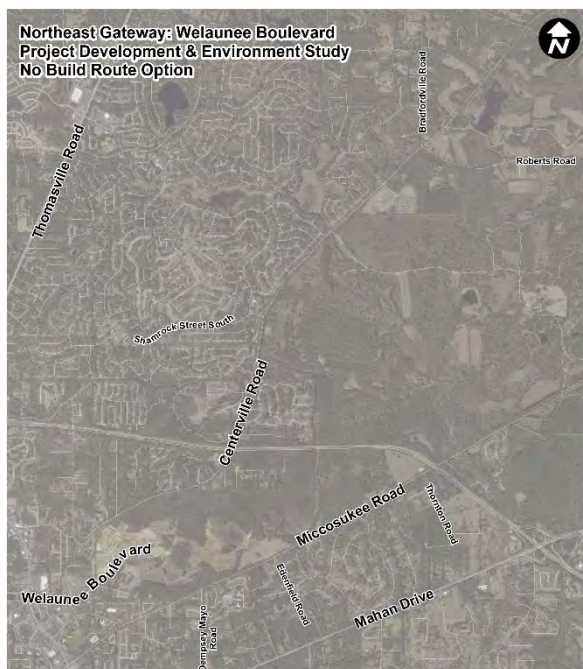
Pros:

- Low cost

Cons:

- Does not meet the project purpose to relieve transportation pressures on arterial roads resulting from existing, ongoing, and future development
- Does not provide relief to community collector roads at all study years
- Does not support need for new I-10 interchange
- Does not secure maximum economic benefit of new road construction, land development, or new interchange

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**No Build** – Welaunee Boulevard does not extend outside of the Canopy Development District. Construction Cost Estimate: \$0

Pros:

- Zero cost

Cons:

- Does not meet the project purpose to relieve transportation pressures on arterial roads resulting from existing, ongoing, and future development
- Does not support need for new I-10 interchange
- Does not provide relief to community collector roads
- Does not secure economic benefit of new road construction, land development opportunities, or new interchange

## SUPPLEMENTAL INFORMATION:

The Northeast Gateway project was identified by the IA Board as a top priority and funded in advance of the receipt of the 2020 sales tax revenue. Since FY2017, approximately \$5M has been allocated to the project. The first step of the project is a Project Development and Environment (PD&E) Study, and the first phase of the PD&E is the traffic modeling analysis. The PD&E Study began in November 2018 and includes analysis of traffic, environment, and social/economic impacts of the major transportation improvement. The PD&E is anticipated for completion in fall 2020. Since the September 5, 2019 IA Board meeting, Blueprint has conducted public outreach including ‘pop-up’ events at local community events, meeting with interested parties such as Killearn Homes Association (KHA) and their engineering representative (Dantin Consulting), and Keep It Rural, as well as a public meeting on December 3 attended by approximately 150 citizens to discuss the traffic engineering progress and methodology.

The current approved project is the construction of Welaunee Boulevard from Fleischman to Shamrock, and two-lane Shamrock extension from Centerville to Welaunee Boulevard. See Attachment #1 for the Northeast Gateway project description and maps as it currently exists. The stated purpose of the Northeast Gateway project is to:

1. Improve regional mobility and enhance connectivity for motorized and non-motorized users.
2. Reduce transportation pressures on surrounding roadways resulting from existing, ongoing, and proposed development on adjacent properties.

The Traffic Modeling Analysis, recently conducted and presented in this report, analyzes how the routes achieved these goals across a broad area in our Northeast region. Moreover, the

## Blueprint Intergovernmental Agency Board of Directors Meeting

### Item Title: Acceptance of the Northeast Gateway Status Report and Consideration of the Substantial Amendment Process

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project is needed to provide an alternative route for existing users of Centerville and Miccosukee Roads (two scenic roadways that are locally protected and designated as Canopy Roads), to help accommodate future growth within the Urban Services Area, and alleviate congestion on existing roadway networks within northeast Tallahassee, such as US 319 (Thomasville Road) and US 90 (Mahan Drive). Ongoing and proposed development of the 7,000-acre Welaunee Critical Area Plan, which is nearly entirely located between Centerville and Miccosukee Roads, will result in increased congestion on these two Canopy Roadways, should a new transportation facility not be developed.

#### Project Phasing Overview

The first phase, PD&E study, began in November 2018 and is anticipated for completion in fall 2020. The PD&E study includes analysis of traffic, environment, and social/economic impacts for major transportation improvements. The second phase, design and permitting, is expected to be completed in 2022 with construction to follow in 2023. The funding strategy for the project is to use sales tax revenues for the PD&E, design, and permitting and apply for a State Infrastructure Bank Loan (SIB Loan) for construction. As approved by the IA Board on December 13, 2018, the design, construction and funding for the portion of Welaunee Boulevard within the Canopy Community Development District (CDD) will be constructed and funded as outlined in the Interlocal Agreement between Blueprint, the City of Tallahassee, and the CDD. A link to the BPIA Agenda Item found at the end of the agenda item:

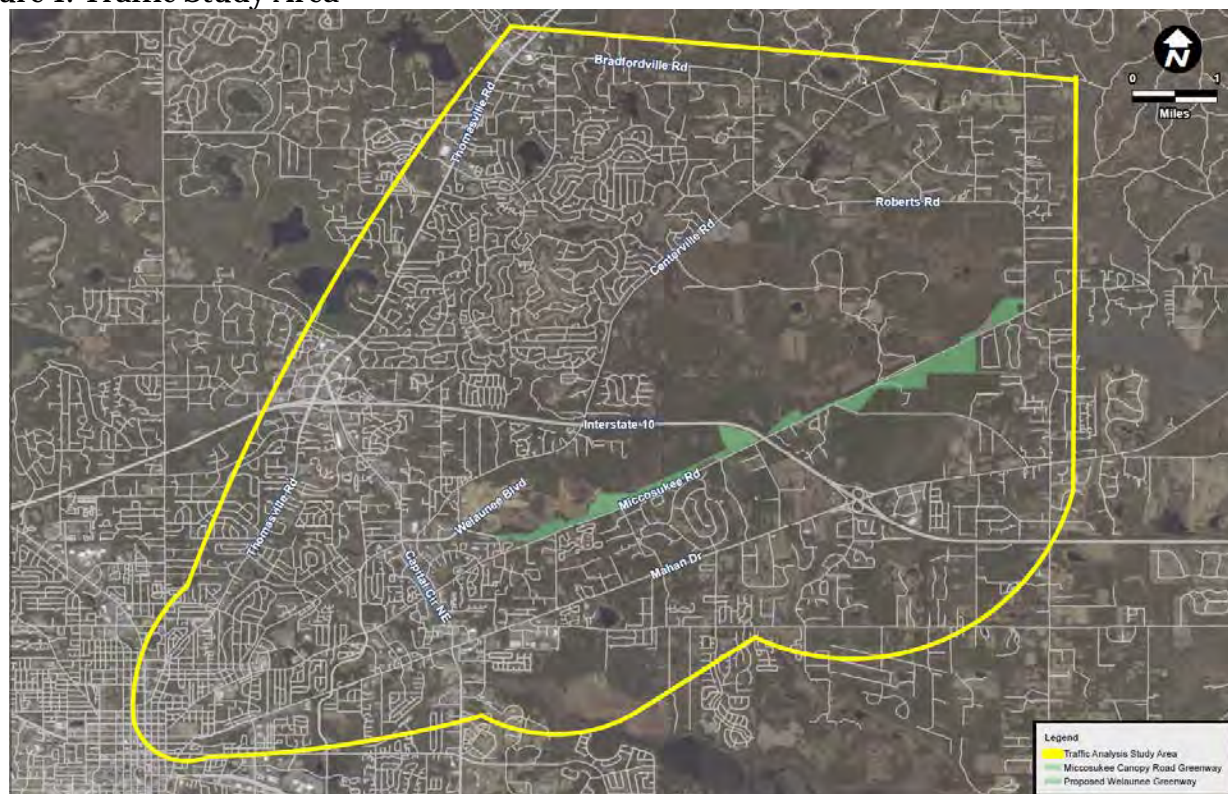
#### Traffic Analysis: Modeling

The purpose of the traffic analysis is to model and compare existing and future traffic conditions on the roadway network at the start of the PD&E study as well as to analyze the anticipated future performance of the existing roadway network with and without the proposed Northeast Gateway. The traffic modeling analyses provides Annual Average Daily Traffic (AADT) volume projections for years 2025, 2035, and 2045. This analysis focused on the area around Thomasville Road/Capital Circle NE to the west, Pisgah Church Road to the north, Proctor Road/Crump Road to the east, and Mahan Drive to the south, as shown in general in Figure 1 by the yellow bubble. The goal was to model a broad region of Northeast Leon County to produce robust and reliable results. The modeling analyses are based on the original corridor and the IA Board direction to expand the traffic study to include alternative corridors. The project team evaluated 17 unique, feasible and logical scenarios for Welaunee Boulevard. The Northeast Gateway Traffic Modeling Summary Report is included as Attachment #2.



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Figure 1. Traffic Study Area



The project team's traffic model methodology and input parameters have been independently reviewed by two major traffic engineering firms (HNTB & Michael-Baker International), see Attachment #3. All peer reviews validated the model leading to a more refined analysis. In addition, the project team has worked with Dantin Consulting, as a KHA engineering representative, to further collaborate on the methodology of the traffic modeling. Initially KHA had 11 key questions and concerns about the modeling methodology and network assumptions. Through deliberate collaboration, consensus was gained for all key questions and concerns. In consultation with the independent peer reviewers, the project team distilled the data for the 17 unique models down to five logical corridor scenarios worthy of evaluating further. The process to reach the five scenarios considered land uses, logical transportation network, development timing, and traffic data. Attachment #4 includes maps of all 5 scenarios.

#### *Five Corridors Considered*

- *Corridor 1* – Combined extensions of Welaunee Boulevard to Roberts Road and Shamrock Street.
- *Corridor 2 (original corridor)* – Welaunee Boulevard extends to Shamrock Street Extension.
- *Corridor 3* – Welaunee Boulevard extends to Roberts Road.
- *Corridor 4, Baseline* – Welaunee Boulevard extends up to I-10 and connects at Thornton Road & Miccosukee Road
- *No Build* – Welaunee Boulevard does not extend outside of the Canopy Development District.

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#### Project Purpose Criteria

For the traffic modeling analysis, the approved purpose and need for the project was consolidated in to five key questions to facilitate comprehension among the many corridors considered.

1. Does the project reduce traffic on Centerville Road in study years?
2. Does the project reduce traffic on Miccosukee Road in study years?
3. Does the project reduce traffic on Thomasville Road in study years?
4. Does the project reduce traffic on Mahan Drive in study years?
5. Does the project support the need for a future I-10 interchange between Centerville Road and Miccosukee Road?

The questions presented above provide measureable criteria for the project's ability to meet the purpose and need with regard to transportation improvements on major, arterial roadways in northeast Tallahassee. Relieves, or reduces traffic, indicates a reduction in transportation pressures on surrounding roadways resulting from existing, ongoing, and proposed development on adjacent properties. By definition, arterial roads are those that allow travel between areas (i.e. residential areas, commercial areas, entertainment districts, etc.) and provide improved mobility to them. The questions above can be answered through a robust traffic modeling analysis, which has been completed for this project and provided as Attachment #2, and summarized in this agenda item. Specifically, each corridor was evaluated against:

- **“Project Purpose Criteria”** were developed from the five key project purpose questions, which are based on the Northeast Gateway purpose and need statement to provide transportation relief on the following primary arterial roads: Thomasville Rd, Miccosukee Rd, Centerville Rd, and Mahan Rd. as well as the contemplation of a future interchange at I-10 and Welaunee Rd. There are up to 5 PPC's.
- **“Significant Enhancements”** further evaluates the improvements to the primary arterial roads in the criteria. Each road is divided into logical segments, a significant enhancement is determined when the majority of road segments are improved within the specified corridor. There are up to 5 SE's.

Modeled traffic volumes by road and corridor are described in detail in the Traffic Modeling Summary Report (Attachment #2), and a matrix summary of the traffic model results is provided in Attachment #6 and summarized in Table 1.

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Table 1. Traffic Analysis Summary

	Project Purpose Criteria / Significant Enhancement		
	2025	2035	2045
Corridor 1 – Welaunee Blvd to Roberts Rd. with Shamrock Connection	5 (PPC) / 2 (SE)	5 (PPC) / 2 (SE)	5 (PPC) / 2 (SE)
Corridor 2 – Original Corridor	5 (PPC) / 1 (SE)	5 (PPC) / 1 (SE)	4 (PPC) / 2 (SE)
Corridor 3 – Welaunee Blvd to Roberts Rd.	5 (PPC) / 1 (SE)	5 (PPC) / 1 (SE)	5 (PPC) / 2 (SE)
Corridor 4, Baseline	4 (PPC) / 0 (SE)	4 (PPC) / 1 (SE)	3 (PPC) / 1 (SE)
No Build	0 (PPC) / 0 (SE)	0 (PPC) / 0 (SE)	0 (PPC) / 0 (SE)

“Green” highlight indicates that all Project Purpose Criteria are met and at least two Significant Enhancements are achieved.

### Key Community Roads

In addition, the traffic analysis went beyond the primary five arterial roads and performed an evaluation of each of the five corridors for relief and/or balancing of traffic on “Key Community Roads”. The majority of the roads are classified as “collector” roads. By definition, collector roads serve the dual purpose of mobility and access, classified between local, or neighborhood roads, and higher capacity arterial roads. A typical highway trip begins on a local road and continues on to a collector and then to an arterial. For example, this category includes Bradfordville, Roberts and roads in Killearn Estates, Killearn Acres, and many other residential areas. The traffic analyses include modeling of future traffic on 24 key community roads in the project area, see Attachment #5 for a graphic of the roads with specific data in the Traffic Modeling Report.

Table 2. Traffic Impact Summary on Key Roads

Corridor 1 – Welaunee Blvd to Roberts Rd. with Shamrock Conn.	AADT* Change in Modeled Traffic		
	2025	2035	2045
Bradfordville Road	+1,100	+2,500	+4,000
Roberts Road	-1,600	-9,000	-13,800
Corridor 2 – Orig Project	AADT* Change in Modeled Traffic**		
	2025	2035	2045
Bradfordville Road	+600	-500	+1,000
Roberts Road	-600	-6,400	-12,400
Corridor 3 – Welaunee Blvd to Roberts Rd.	AADT* Change in Modeled Traffic		
	2025	2035	2045
Bradfordville Road	+1,100	+3,000	+4,000
Roberts Road	-1,600	-8,800	-13,400
Corridor 4, Baseline	AADT* Change in Modeled Traffic		
	2025	2035	2045
Bradfordville Road	+600	0	-3,600
Roberts Road	-600	-2,000	-3,500

\*AADT is Average Annual Daily Traffic: the average of 24-hour traffic counts collected every day in the year.

\*\* Change in Modeled Traffic is the cumulative change for all modeled segments of the identified roadway.

“Green” highlight indicates that the identified road shows an overall decrease in modeled traffic.

A summary of modeled vehicle miles travelled on all collector roads in Killearn Estates is presented on the following page in Figure 2.



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Figure 2. Summary of Killearn Estates Roads





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In summary:

- **Corridor 1** consistently meets all five of the project purpose criteria over the three study periods. It also provides two significant enhancements where traffic is reduced for more segments than those where they remain constant or increase. This corridor also best balanced the community collector network of roads by moving traffic from highly utilized roads to underutilized roads. Significant enhancements to the existing transportation network is more evident with Corridor 1. This is primarily supported by the additional connectivity provided by the Shamrock connection between Centerville Road and Welaunee Boulevard.
- **Corridor 2** consistently meets four of the primary project purpose criteria and transportation needs of the project over the three study periods. It also provides a significant enhancement where traffic is reduced for more segments than those where they remain constant or increase. This corridor had limited balancing effect the community collector network of roads by moving some traffic from highly utilized roads to underutilized roads.
- **Corridor 3** consistently meets all the project purpose criteria over the three study periods. It also provides a significant enhancement where traffic is reduced for more segments than those where they remain constant or increase. This corridor is second best at balancing the community collector network of roads by moving traffic from highly utilized roads to underutilized roads.
- **Corridor 4**, Baseline Scenario, consistently meets only three of the five purpose criteria over the three study periods. At most, only one significant enhancement is realized where traffic is reduced for more segments than those where they remain constant or increase. This corridor minimally balanced the community collector network of roads by moving traffic from highly utilized roads to underutilized roads, mainly south of I-10.
- The **No-Build** scenario does not meet the any of the project purpose criteria over the study periods. It does not balance the community collector network of roads by moving traffic from highly utilized roads to underutilized roads. For this reason, it is not recommended for further action by the IA Board.

The traffic engineering objective is to create a better balanced network across the entire community of roads, where traffic is reduced on existing high use roads and increased on existing low-use roads. The modeling analysis of the five corridors revealed varying impacts to the study area roads. Options 1, 2 and 3 did not trigger a need to widen any of the existing roads including Bradfordville Road. Because traffic will shift as a result of community growth as well as a more connected network, as proposed through Corridors 1, 2, and 3, some existing roads may experience increased traffic while others will see a reduction.

#### Cost Estimates

Project cost estimates have been updated to reflect context appropriate roadway improvements and were derived from the FDOT Cost Per Mile Models for the District 3 region. An additional fifteen percent was added to account for local design preferences that may be above what FDOT would typically include. These will continue to be refined at major project milestones.

For all proposed corridors, the project team recommends that an urban 2-lane typical section facility from the Canopy Development to the south end of the proposed gateway bridge over I-

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10. While it may have medians, conceptually this proposed urban facility would be comparable to the new Franklin Boulevard that we see in our local community. The overpass would be constructed as a 4-lane gateway. The team recommends that the road construction transitions to a 2-lane rural typical-section through the 'arch' portion of the project. This rural roadway design intent would be similar to US 319 north near the state line. This configuration also maximizes the ability for the roadway to adjust to the existing natural features found in and around the property as well as minimize initial land disturbing activities. It is also flexible, leaving opportunity for future transportation technology/innovation implementation along this route. All facilities will include a multi-use path adjacent to the road along with an expansive greenway to connect the existing greenways network in the area.

A detailed breakdown of estimated construction costs for the anticipated roadway layout is in Attachment #6 with a summary presented below.

Table 3. Corridor Scenario Cost Summary

<b>Project Budget = \$42M</b>	<b>Corridor 1 Welaunee Blvd to Roberts Rd. with Shamrock Conn.</b>	<b>Corridor 2 Original Shamrock Connection</b>	<b>Corridor 3 Roberts Connection</b>	<b>Corridor 4 Baseline</b>	<b>No Build</b>
Cost (\$ Million)	\$42M	\$32M	\$39M	\$20M	\$0.00
+/- Corridor 2 Cost Estimate	+\$10M	\$0	+\$7M	-\$12M	-\$32M

The 2014 cost estimate for the Northeast Gateway was \$47.3M, however, that number did not account for the bridge over I-10, and therefore the cost estimate was updated with the 2016 funding strategy to \$57.3M to include the overpass. Previously allocated and future allocations identified in the approved 5 year Capital Improvement Program provide \$59M for the project. A total of \$17M has been encumbered or committed to date (PD&E, Design, Utilities, Welaunee Blvd within the CDD, and Dove Pond) leaving \$42M available for the project. All corridors presented in this agenda can be realized through existing and planned budget for the Northeast Gateway project based upon these initial, updated cost estimates. The engineering evaluation provides an update to the roadway character and capacity needs from the 2014 concept. Those two updates are 2-lane urban road south of I-10 (originally 4-lane urban road) saves \$5M; updating the context and size of the road north of I-10 to a 2-lane rural road saves \$5M as well. Note, the project budget includes a State Infrastructure Bank (SIB) loan for \$14.35M in 2022 and \$14.35M in 2024 (\$28.7M total).

Cost estimates are to be updated at every major milestone, such as at the completion of 30% design plans that will be provided at the conclusion of the PD&E. The cost estimates include the construction of the Greenway, which will connect to the existing Miccosukee Greenway and create a 17-mile loop.

With some small exceptions, the right-of-way needed for the project will be donated from the major land owners north and south of I-10, this represents a significant cost savings. The value is estimated at \$3M, based on current land use designations. The donation of right-of-way has

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been committed through the Urban Services-Development Agreement between Powerhouse, Inc and the City of Tallahassee as well as the approved City of Tallahassee Planned Unit Development (PUD).

The future developers of the property surrounding the corridors identified herein would be responsible for planning, designing, and constructing any additional connections that are not considered for IA Board approval in this item. Also under consideration is the potential Blueprint construction of an urban 4-lane typical section facility from the Canopy Development to the south end of the proposed I-10 bridge. Although subject to future City Commission action, to recover the estimated additional \$5M cost of the additional two lanes, the future developer of the City's property could be subject to concurrency or mobility fees, which could be directed to Blueprint for reimbursement.

### Economic Benefits

#### *Roadway Investment*

The economic value of a new roadway facility has also been contemplated as part of the overall PD&E effort. The Florida Department of Transportation (FDOT) has commissioned numerous studies on the economic impact of investment in infrastructure on a statewide basis. The FDOT analysis findings from the January 2015 Analysis of Florida's Transportation Investments show a Benefit-Cost ratio of 4.4, \$4.40 dollars of economic benefit for each \$1.00 invested. This robust FDOT analysis considers commute times, shippers delivering product, visitors traveling to destinations, and consumers patronizing retail establishments. Applying the same ratio the five corridors yields the following estimate of economic benefit:

Table 4. 2015 FDOT Economic Benefit Analysis Summary

	<b>Corridor 1 Welaunee Blvd to Roberts Rd. with Shamrock Conn.</b>	<b>Corridor 2 Original Shamrock Connection</b>	<b>Corridor 3 Roberts Connection</b>	<b>Corridor 4 Baseline</b>	<b>No Build</b>
Cost (\$ Million)	\$185M	\$141M	\$172M	\$88M	\$0.00

#### *I-10 Interchange Economic Impact*

Another economic driver for consideration is the potential I-10 interchange at the Welaunee Boulevard crossing. Developments around an urban interchange could include retail establishments like that at the Thomasville Road Market District, potential emergency medical facilities, restaurant establishments, hotels, and other service industries at high-traffic interstate interchanges. Corridors 1, 2, and 3 activate the potential for such an interchange.

The Office of Economic Vitality (OEV) conducted an analysis for comparison, in the 15 years between 2003 and 2018, of commercial uses within a ½-mile radius of the center of existing I-10 interchanges were evaluated, as summarized in the following list.

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- Mahan Drive interchange increased by 411%, with a net increase of over 436,000 SF of commercial uses; the taxable value increased 282% (\$27.9 million).
- The Monroe Street interchange increased by 23%, with a net increase of 185,000 SF commercial uses; the taxable value increased 10% (\$5.9 million).
- Thomasville Road interchange increased by 23%, with a net increase of over 490,000 SF of commercial uses; the taxable value increased 52% (\$81.4 million). Commercial uses around this interchange changed significantly with the investment of the 6-lane corridor.
- Capital Circle NW interchange increased by 8%; with a net increase of over 20,000 SF of commercial uses; the taxable value increased 2% (\$349,000).

Leon County's four existing interchanges date from I-10's construction in the 1970s, when Leon County's population was less than half of what it is today. Bridge and lane widening projects for I-10 in Leon County were completed in 2009. The changes in population and road capacity may support a prospective fifth I-10 interchange.

In Summary, collective development at the four interchanges rose by 35% (1.1 million SF) in 15 years, with an increase in taxable value of 47% (\$115.6 million). The total change in taxable value and square foot of net development is summarized in Table 4 below.

Table 5. Commercial Uses within ½-Mile Radius of Leon County's I-10 Interchanges, 2003 and 2018\*

I-10 Interchange	Taxable Value (\$ millions)		Development (SF millions)		Taxable Value Change	Development Change
	2003	2018	2003	2018		
Mahan Dr. (US 90)	\$9.9	\$37.8	0.11	0.54	282%	411%
Monroe St. (US 27)	\$59.5	\$65.5	0.80	0.99	10%	23%
Thomasville Rd. (US 319)	\$157.4	\$238.8	2.12	2.61	52%	23%
Capital Circle NW (SR 263)	\$14.8	\$15.2	0.23	0.25	2%	8%
<b>Total</b>	<b>\$241.6</b>	<b>\$357.3</b>	<b>3.26</b>	<b>4.39</b>	<b>47%</b>	<b>35%</b>

\*Includes hotel/motel, nursing facilities, office, and retail uses. Items may not sum to total due to rounding.

Source: Tallahassee-Leon County Planning Department, Existing Land Use data for 2003 and 2018.

Therefore, based on local conditions, development around an urban interchange in our local community does have substantial positive economic effects in those areas. These significant economic effects in and surrounding interstate interchanges can potentially be realized at a new urban interchange. An interchange at Welaunee Boulevard will be the first new interchange for our surrounding community since the initial construction of the I-10 facility through our area. This development can bring additional temporary and permanent employment in addition to the positive transportation benefits for freight and commuters alike. In 2025, the study anticipates that development south of I-10 will include 814 single family homes, 168 multi-family units, and 550 new jobs. In 2035, south and north of I-10 will development, and the study anticipates, 1,550 single family homes, 905 multifamily units, and 1,879 jobs. The trend for growth continues into 2045. OEV anticipates greater economic impacts should this project lead to a new I-10 interchange and the project team will continue to analyze economic impact as the project

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advances. Based on IA Board action regarding alignment for this project, OEV will also conduct a full economic impact analysis with FSU Center for Economic Forecasting and Analysis.

While an exclusive interchange analysis is not part of the PD&E for this project, it is important to note that a more interconnected transportation network is more favorable for future consideration by Federal Highway Administration and the FDOT for an interchange at the proposed crossing of Welaunee Boulevard over I-10. In addition, providing relief to state roadways or at interstate highway interchanges that are already at or above capacity is favorable. As shown in the traffic modeling report, Corridor 1 and Corridor 3 provide the most relief to the congested Thomasville Road/I-10 interchange and therefore maximize the potential for a new interchange at Welaunee Boulevard. Following discussions with FDOT District 3 about the future Interchange Justification Report, Corridor 1 offers the most interconnected transportation system of the corridors and pulls the most traffic off Thomasville Road, which provides the best justification for construction of a new interchange. In addition, the No Build and Corridor 4, Baseline do not include the I-10 overpass making it very unlikely that an interchange would be considered, and Corridor 2 and Corridor 3 do not provide the highest level of connectivity in order to pull as significant amount of the regional traffic away from Thomasville Road as Corridor 1.

Investing in transportation infrastructure does have an economic impact as shown through the FDOT benefit cost ratio, and an interchange could have a significantly positive economic impact. In addition, moving forward a corridor that provides the greatest relief to the state roads increases the potential for leveraging local sales tax revenues with state dollars.

#### Public Outreach Update

The public engagement for the project began with a kickoff meeting held on March 11, 2019, and more than 250 community members attended. Based on the direction of the IA Board at the September 5, 2019 meeting, Blueprint expanded the public outreach effort to include 'pop-up' events at local community gatherings and also a traffic modeling information session that was held on December 3, 2019. The project team has received more than 250 comments to date and will continue to receive and respond to comments until completion of the PD&E Study.

#### Public Outreach Events:

- Project Kickoff Meeting – Holy Comforter Episcopal School
- 'Pop-Up' Events (North-Town Getdown x2, Tallahassee Farmer's Market, Tallahassee Heights United Methodist Church Pumpkin Patch)
- Door-to-door walk and mail-out along Pemberton Road for the noise study
- Traffic Modeling Information Session – Montford Middle School
- Grow Tallahassee – Midtown Area

Attachment #7 is a compilation of the public comment cards received as of December 6, 2019 at or following the December 3, 2019 Traffic Modeling Information Session. An overall general summary of public comments received since the September 5, 2019 IA Board meeting is presented in the following list.



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- Concern for the impacts to Killlearn with the Shamrock Extension to the new Welaunee Boulevard
- Concern for the character of the 'rural' community around and north of Roberts Road
- Safety of bicyclists and pedestrians at round-about intersections
- Potential impacts of the proposed connection to Killlearn with respect to property values
- Concerns that the project is "developer driven."

#### Targeted Collaboration with Primary Stakeholders

Blueprint staff is actively coordinating and collaborating with multiple public and private entities including the following groups.

- KHA and their traffic engineering representative Dantin Consulting, for the traffic model development and validation. These meetings focused on the technical review of the modeling inputs and resulted in agreement of the model parameters (land use, network, development timing, etc.). The ongoing collaboration and sharing of information contributed to KHA's role in the project process and technical analysis. Following the traffic modeling information session, the KHA Board submitted a letter outlining their endorsement, see Attachment #8 for the KHA letter, and summarized below:
  - Direct staff to initiate the substantial amendment process for Roberts Road only, or
  - Direct staff to initiate the substantial amendment process for Roberts and Shamrock Street, on two conditions: that the project be fully funded, and that Roberts Road open first.
- Keep it Rural (KIR) to discuss transportation network improvements in rural areas
- Property owners north and south of I-10 to provide input into the Welaunee Boulevard roadway corridor and connections.
- Florida Department of Transportation District 3 leadership on project impacts/benefits to state owned facilities.
- Panhandle Archaeological Society of Tallahassee to proactively identify potential historical and archaeological assets.
- Buckhead Homeowners Association on items related to the potential interchange.
- City of Tallahassee Underground Utilities and Public Infrastructure and Leon County Public Works for concerns expressed within the existing transportation network that fall outside the project area.

## **SUBSTANTIAL AMENDMENT PROCESS:**

The Second Amended and Restated Interlocal Agreement (Interlocal Agreement), which became effective in 2015, provides that any addition, deletion, or amendment to a substantial degree of any Blueprint project in Exhibit I or II of the Interlocal Agreement requires the IA Board to hold two public hearings and consider recommendations of the Citizen Advisory Committee (CAC), Technical Coordinating Committee (TCC), and Intergovernmental Management Committee (IMC) before a super majority vote of both the IA Board members who are County Commissioners and the IA Board members who are City Commissioners. Significantly changing the project description to eliminate the Shamrock extension or add the Roberts Road extension

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(as proposed in Corridors 1 and 3) would constitute an amendment to the project description in the Exhibit II of the Interlocal Agreement.

Should the IA Board approve staff's recommendation for Corridor 1 and determine that modifying the Northeast Gateway project description is necessary to meet the purpose and need of the project, then the substantial amendment process to change the project description is necessary. If the IA Board approves either Corridors 1, or 3, staff will proceed with scheduling the two public hearings. The first public hearing can be held at a Blueprint Citizens Advisory Committee (CAC) meeting. The next scheduled CAC meeting is January 16, 2020. The second and final public hearing can be scheduled for the next IA Board meeting on January 30, 2020. Immediately following the public hearing, and on the same day, with consideration of the TCC, CAC, and IMC recommendations, the IA Board can call for votes to amend the project description consistent with the selected project corridor. These actions would be compliant with the Interlocal Agreement and existing IA Board Bylaws.

## RECOMMENDATION AND NEXT STEPS:

### Recommendation:

The recommendation is to initiate the process to significantly amend the project description consistent with the roadway corridor to extend Welaunee Boulevard to Roberts Road and the Shamrock extension to Centerville Road, presented as Corridor 1. The development of corridor scenarios from an initial 'line on a map' to identified study corridors are a natural progression of the traffic engineering process. While starting with a single proposed corridor, the traffic modeling can create scenarios that expand to multiple corridors requiring analysis leading the project team to the most suitable solution for the project during the initial project development phase, including PD&E. The modeling and synthesis of the data requires multiple internal, yet independent, reviews prior to finalizing any recommendations. This data driven analysis of the primary project purpose, in addition to other important factors such as the construction cost, overall community traffic analysis, current and future land use, economic development expectations, new interstate access, and public input results in the recommendation of Corridor 1 as the Northeast Gateway project. The technical analysis shows that Corridors 1 and 3 both meet the purpose and need to improve mobility, enhance connectivity, and reduce transportation pressures on surrounding roadways while effectively balancing all the items investigated for the Northeast Gateway project, however, Corridor 1 best meets the criteria. Both Corridor 1 and 3 provide relief to surrounding roadways to support a potential new interchange at I-10, but Corridor 1 provides the best connectivity, which maximizes the support for a new interchange at I-10/Welaunee Boulevard. Corridor 1 has the highest cost estimate (\$3M higher than Corridor 3), however, due to the enhanced connectivity, it has the greatest potential for leveraging local sales tax revenues with state dollars resulting from direct relief of the strained state transportation network.

### Next Steps:

Should the IA Board move forward with any corridor other than the No Build, staff will continue with the PD&E Study. The next step of the PD&E is to take a more detailed look at the traffic conditions by forecasting and evaluating hourly directional traffic volumes and intersection operations. These further operational analyses are the basis for the development of roadway and



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intersection operational elements, such as turn lanes and roundabouts. The operational analyses also provides an opportunity to evaluate specific concerns expressed by citizens regarding construction phasing, safety, traffic calming, aesthetics and peak hour congestion. Blueprint also commissioned a noise study to analyze the extent of potential noise generated by a new interchange. A public meeting to discuss the results will be held after the December 12, 2019 IA Board meeting. Design and permitting, is expected to be completed in 2022 with construction to follow in 2023. The funding strategy for the project is to use sales tax revenues for the PD&E, design, and permitting and apply for a State Infrastructure Bank Loan (SIB Loan) for construction. Staff will continue to coordinate with the Canopy Development District (CDD) on construction of the portion of Welaunee Boulevard within the CDD.

**Action by the TCC and CAC:** The TCC did not receive this agenda item but did receive the Traffic Modeling Summary Report to review. The TCC also received an informational presentation on the Report at their December 2, 2019 meeting. The CAC did not receive this agenda item but did receive the Traffic Modeling Summary Report to review as well as the KHA letter. The CAC also received an informational presentation on the Report at their December 5, 2019 meeting. Discussion by the CAC included coordination with KHA since the last meeting, increased connectivity provided by Corridor 1, and staff's confirmation that the Shamrock Extension could be opened commensurate with or after the Roberts Road connection. The CAC voted to accept the Traffic Modeling Summary Report as provided to the CAC, support the position of the KHA Board as outlined in their December 3, 2019 letter. The vote total was seven votes in favor of the motion, three votes in opposition, and one abstention due to voting conflict.

## OPTIONS:

- Option 1: Initiate the process to significantly amend the project consistent with Corridor 1- Welaunee Boulevard extends to Roberts Road and the Shamrock Extension. Direct staff to schedule the first public hearing for the Blueprint Citizens Advisory Committee (CAC) meeting on January 16, 2020 and the second and final public hearing for the Blueprint IA Board meeting on January 30, 2020, at which time a supermajority vote will take place to modify the project.
- Option 2: Authorize the continuation of the PD&E process consistent with Corridor 2 (*original corridor*) – Welaunee Boulevard extends to Shamrock Extension.
- Option 3: Initiate the process to significantly amend the project consistent with Corridor 3 – Welaunee Boulevard extends to Roberts Road. Direct staff to schedule the first public hearing for the Blueprint Citizens Advisory Committee (CAC) meeting on January 16, 2020 and the second and final public hearing for the Blueprint IA Board meeting on January 30, 2020, at which time a supermajority vote will take place to modify the project.
- Option 4: Initiate the process to significantly amend the project consistent with the Corridor 4, Baseline – Welaunee Boulevard extends up to I-10 and connects at Thornton Road and Miccosukee Road. Direct staff to schedule the first public hearing for the

## Blueprint Intergovernmental Agency Board of Directors Meeting

### Item Title: Acceptance of the Northeast Gateway Status Report and Consideration of the Substantial Amendment Process

Page 19 of 19

Blueprint Citizens Advisory Committee (CAC) meeting on January 16, 2020 and the second and final public hearing for the Blueprint IA Board meeting on January 30, 2020, at which time a supermajority vote will take place to modify the project.

Option 5: Accept the Northeast Gateway status report.

Option 6: IA Board Direction.

## RECOMMENDED ACTION:

Option 1: Initiate the process to significantly amend the project consistent with Corridor 1 – Welaunee Boulevard extends to Roberts Road and the Shamrock Extension. Direct staff to schedule the first public hearing for the Blueprint Citizens Advisory Committee (CAC) meeting on January 16, 2020 and the second and final public hearing for the Blueprint IA Board meeting on January 30, 2020, at which time a supermajority vote will take place to modify the project.

Option 5: Accept the Northeast Gateway status report.

### Attachments:

1. Northeast Gateway Project Description
2. Northeast Gateway: Traffic Modeling Summary Report
3. Traffic Model Peer Reviews
4. Maps for the Five Corridor Scenarios
5. Northeast Gateway – Arterial & Collector Study Area Map
6. Northeast Gateway: Summary Matrix and Construction Cost Comparison
7. Public comments from the Traffic Modeling Information Session
8. Killlearn Homes Association 12/3/2019 Project Letter

Link to IA Board item regarding the CDD Agreement:

(<http://go.boarddocs.com/fla/talgov/Board.nsf/goto?open&id=B78UW57DFD92>)

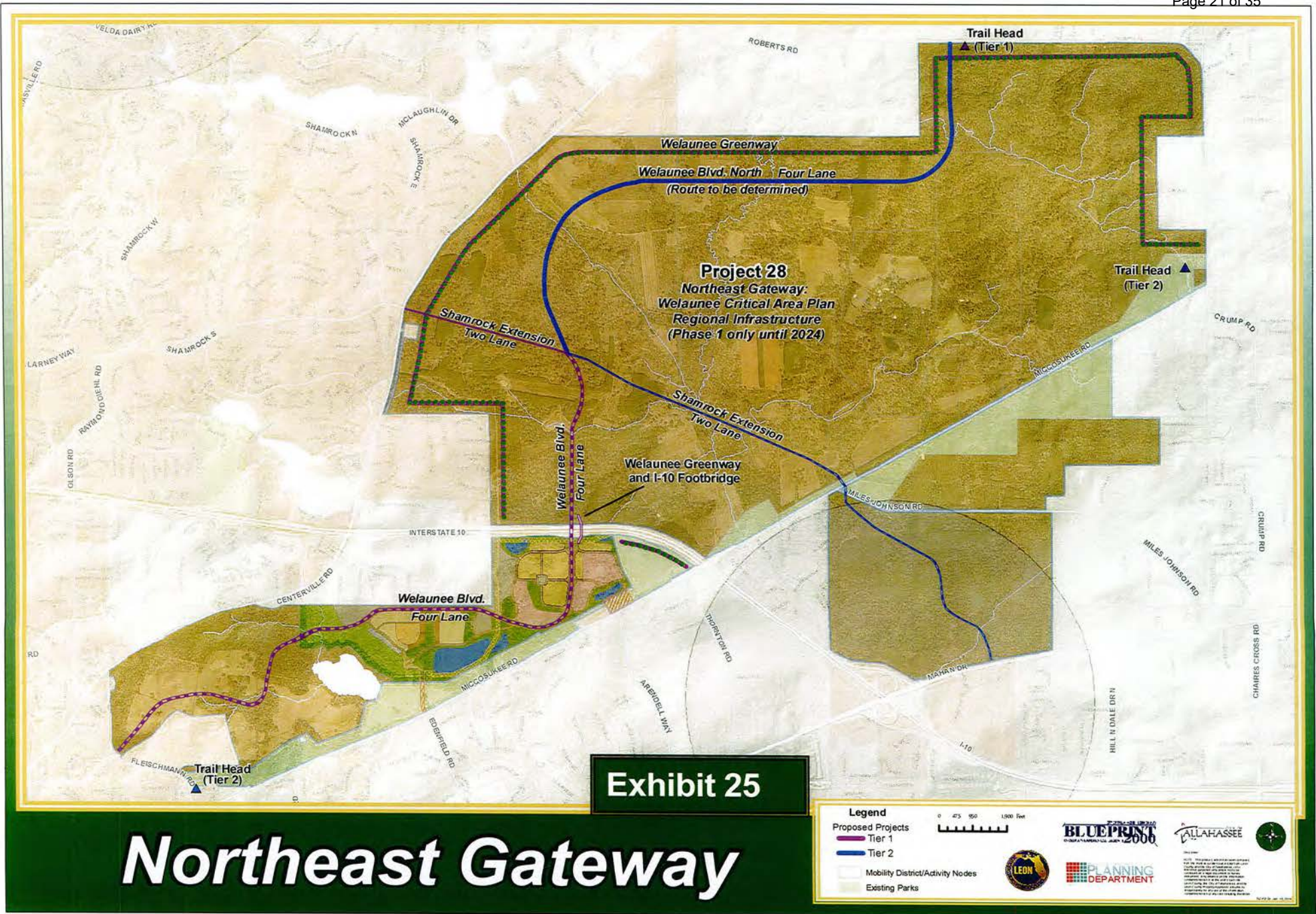
(includes ROW, construction, and stormwater for roadway improvements)  
(Exhibit 24).

Project 25, Northeast Gateway: Welaunee Critical Area Plan Regional Infrastructure

Phase I: Funding to develop Welaunee Boulevard from Fleischman to Shamrock, and two-lane Shamrock Way extension from Centerville to Welaunee Boulevard North (includes ROW, construction, stormwater for roadway improvements). Project shall be conditioned upon: (i) reimbursement by developer(s) to Blueprint for any developer(s) required transportation improvements (reasonable repayment timelines would be established); (ii) Any cost (inclusive of right of way) related to the greenway may be used as a direct offset to any developer(s) required transportation improvement costs; (iii) that portion of the project involving land owned by the City of Tallahassee will only require reimbursement if sold and developed privately; and (iv) anticipated developer(s) reimbursements are to be recognized as potential future resources for Blueprint (Exhibit 25).

Project 26, Alternative Sewer Solutions Study: Funding to study and develop preferred options for management alternatives to traditional onsite sewage treatment and disposal systems in the unincorporated areas of Leon County, including the Primary Springs Protection Zone; identify preferred options for responsible management entities, including recommendations for financing and management structures for identified preferred options; recommend regulatory measures; identify other issues related to sewage treatment and disposal system financing (Exhibit 26).





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**HNTB Corporation**  
Infrastructure Solutions

1276 Metropolitan Boulevard  
Suite 304  
Tallahassee, Florida 32312

Telephone (850) 878-9777  
www.hntb.com

**Date**  
12/02/19

**To**  
Dan Sheer, PE BluePrint



**CC**  
David Crombie, PE HNTB/Tallahassee

**From**  
Daniel J. Beaty, AICP/Tallahassee

## Memorandum

**Subject:** Peer Review of Northeast  
Gateway: Welaunee Boulevard –  
Task 1: Review of Modeling and  
Forecasting

Mr. Dan Sheer,

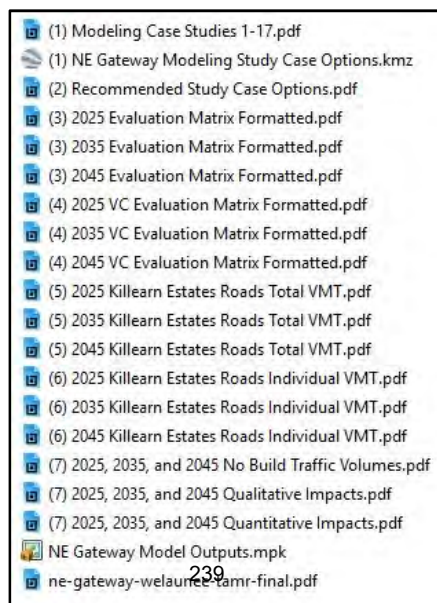
HNTB was asked to perform a Peer Review of the BluePrint Intergovernmental Agency's (BluePrint IA) *Northeast Gateway: Welaunee Boulevard* project. The scope for this work is divided into the following 3 tasks:

- Task 1: Modeling and Forecasting
  - a. Sub-area validation of network and Traffic Analysis Zone (TAZ) data for opening year 2025 & 2045
  - b. Model outputs review
  - c. Proposed growth rates
- Task 2: Level of Service Analysis for Build and No-Build Scenarios
- Task 3: Draft PTAR Review

This memo focusses on Task 1 Modeling and Forecasting and its 3 sub-tasks only.

The files in *Figure 1* were obtained from Kimley Horn and Associates (KHA) on 11/18/19 for this review and are provided in a separate “ZIP” file entitled “*HNTB\_NE Gateway Modeling - Peer Review.zip*”.

*Figure 1: Files*



### **Sub-area Validation of Network and TAZ data for 2025 & 2045**

In order to fully understand the approach taken for traffic forecasting for this project, the Traffic Analysis Methodology Report (TAMR) entitled “*ne-gateway-welaunee-tamr-final.pdf*” was reviewed before looking at anything else. Along with the TAMR, the ArcGIS map package files located in the “*NE Gateway Model Outputs.mpk*” file were also reviewed and served as the primary data for the model review.

We began our review of the travel demand modeling by looking at the adopted Capital Region Transportation Planning Agency’s (CRTPA) 2007 base year travel demand model that was used for this project. We found the model to be validated within appropriate ranges in the project area in Killarn Estates and the surrounding area along Thomasville Road and Centerville Road north of I-10. Thomasville Road from Killarney Way south to Maclay Commerce has a Volume to Count ratio (VC) of 1.55 but then returns down to 0.95 just north of I-10. Centerville Road north of Pimlico Drive also has a VC of over 1.5 but then returns to 1.15 just a few model links to the north.

Most of the VCs in the area are between 0.80 to 1.15. Miccosukee Road and Welaunee Boulevard don’t have good traffic count coverage in the 2007 model with Miccosukee Road only having 1 traffic count location at I-10 and none on the existing Welaunee Boulevard/Centerville Road near Capital Circle NE. Despite the lack of counts on Miccosukee Road and Welaunee Boulevard, the model performs very well in the study area.

A review of the updated socio-economic data described in the TAMR was not done as we didn’t have the input model files.

### **Model Output Review**

Review of the model output was done using the loaded model networks in GIS for the years 2025, 2035 and 2045 for each of the 17 scenarios at a general level and the following 4 options in more detail.

- No-Build
- Option 1
- Option 2
- Option 3
- Baseline (Option 17)

Through our analysis of the model files, the evaluation matrix files (files with a (3) or (4) before them) and the No-Build Volumes/Qualitative/Qualitative Impacts (files with a (7) before them) for each scenario by year we have concluded that the comparisons are valid and reasonable with respect to the distribution of and changes in traffic by year and scenario. We also agree with the reduction of scenarios from 17 to 4 as shown in the “(2) Recommended Study Case Options.pdf” file.

A review of files beginning with the numbers (5) and (6) in Figure 1, show the Vehicle Miles of Travel (VMT) for the Killarn Estates Roads. Most of the data seem reasonable except for the year 2035 No-Build scenario. The 2035 VMT are very close the 2025 VMT. When showing data to others, we recommend not showing the 2035 as it could cause the focus to shift to only the 2035 traffic. The 2025 and 2045 VMT seem very reasonable and are a good measure of the



effects of the alternatives on traffic and should be used when explaining the project and its benefits to the public.

### **Proposed Growth Rates**

Growth rates based on historical traffic growth on 7 FDOT count stations from 2012 to 2017 were presented in the TAMR as well as growth rates derived from the University of Florida's Bureau of Economic and Business Research (BEBR). The BEBR 2018 publication was used to analyze Leon County population for 2017, 2025, 2030, 2035, 2040 and 2045 for Low, Medium and High projections. No recommendations for a growth rate(s) are presented in the TAMR.

Page 5 of the TAMR shows the calculated average compound annual growth rate for the 7 FDOT count stations to be 1.05%. Using the BEBR medium data from Table 1, (BEBR medium projections are used unless there are extenuation circumstances) we see growth rates from 0.92% to 0.64%. This growth shows a slowing of population growth over the 20-year period.

*Table 1: BEBR Population Projections for Leon County*

2017 Population	Projection	2025		2030		2035		2040		2045	
		Pop.	Growth	Pop.	Growth	Pop.	Growth	Pop.	Growth	Pop.	Growth
287,899	Low	285,200	-0.12%	287,100	-0.02%	287,100	-0.02%	285,000	-0.04%	282,400	-0.07%
	Medium	309,900	0.92%	320,900	0.84%	330,000	0.76%	337,300	0.69%	344,100	0.64%
	High	333,300	1.85%	354,900	1.62%	374,600	1.47%	392,900	1.36%	411,400	1.28%

Given this data, a compound annual growth rate between 0.77% (the average of the 5 time periods from Table 1 above) and 1.05% from the historical traffic count analysis should be used. It should be noted that this analysis and recommendation does not include any inclusion of the travel demand model growth rates. Typically, growth rates used for this type of project are at least 1.00% even if the outcome of the data analysis shows lower growth. The exceptions to this are in areas that are excepted to see very little growth as a result of already being built out and having no redevelopment opportunities.

Please let us know if you have any questions or would like to discuss this further.

Thanks,

Daniel J. Beaty, AICP  
Chief Planner, HNTB

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## Project Memorandum

**To:** Daniel Scheer, PE  
Blueprint Project Manager – Northeast Gateway/Welaunee Boulevard

**From:** **Michael Baker International**  
Jeff Roberts, PE, Associate Vice President  
Jamie Sloboden, PE, Director of Traffic Engineering

**Date:** September 26, 2019

**RE:** Northeast Gateway/ Welaunee Boulevard  
Peer Review of Traffic Modeling Methodology Dated September 2019 DRAFT

Upon Blueprint request, Michael Baker International performed a review of the September 2019 Draft Traffic Modeling Methodology Report and supporting documentation prepared by Kimley-Horn and Associates (NE Gateway Consultant). The goal of this review is to determine if the acceptable approaches were taken and to scan the veracity of the results.

Our team received the following documents provided by the NE Gateway Consultant:

- 9/3/19: NE Gateway Traffic Modeling Methodology Report (DRAFT)
- 9/4/19: Copy of NE Gateway Consultant Scope of Services and Traffic Analysis Methodology Report dated January 2019 (FINAL)
- 9/6/19: Conducted phone meeting with NE Gateway Consultant to discuss work product. Received two (2) Traffic Modeling Scenarios Matrices for AADT and Growth Comparisons

The following summarizes our findings and offers recommendations for Blueprint and the NE Gateway Consultant to consider moving forward.

### Comment 1:

Provide sub-area model calibration results consistent with FDOT traffic modeling handbook requirements.

### *Justification:*

*The defined modeling approach identified in the Traffic Modeling Methodology Document was to utilize the available regional demand model to conduct several network scenarios to determine the impact of any proposed new connections on neighborhoods and other existing roadways. The regional demand model is*

*an appropriate tool for testing the relative impacts of different network and lane call scenarios. However, to ensure the validity of these results, there are model requirements, primarily model calibration/validation of the sub-area, which should be verified prior to evaluating any proposed alternatives.*

*The September 2019 DRAFT report discussed “Model Validation” steps; however, the content of that section discussed confirmation of land use assumptions and model assumptions for future year networks, but did not reflect model validation for actual current conditions of the sub-area. A meeting was held with the NE Gateway Consultant on September 6, 2019 to confirm this methodology. Through this discussion, it was confirmed that the basis of the analysis starts with the assumption that the last regional model “validation” in 2007 was acceptable for this study. This may in fact be true; however, a regional validation is performed to ensure that the region reflects total number of trips, and traffic on major roads, it is not always accurate for a given sub-area, which is why sub-area validation is typically an important 1<sup>st</sup> step before conducting future year build alternatives analysis. Therefore, some form of sub-area validation/calibration is recommended. In our opinion, we have no confirmed evidence from documentation provided to us that supports whether this sub-area is valid or not; however, there may be ongoing work by the NE Gateway Consultant or previous sub-area validation studies that we are not currently aware of.*

**Comment 2:**

Provide summary comparison tables within the final report for each alternative scenario under consideration.

**Justification:**

The future year networks and alternatives presented by the Consultant’s analysis are numerous. It will be important that comparison tables be prepared to make it easily understood what the benefits are to different alternatives. Some tables (not included in the methodology document) were shared after we held discussions. These types of tables will be important for future readers of these results.

**Comment 3: Conduct Post-Processing for future forecast results**

**Justification:**

*As of the time of this review of the Traffic Modeling Methodology Draft Document dated September 2019, the model results contained in the report are considered “raw”, meaning they are straight outputs taken from the regional model. While these results are useful in comparing alternatives, they may not reflect “actual” forecasts. We recommend that post-processing of forecasts be included. This ties into the model validation, post processing procedures to account for model error by taking the differences in the base year and applying to future years.*

*As these results go to public scrutiny, this information could be misleading. For example, a model result could show Road "X" at 10,000 vpd but based on a model error 2,000 vpd the forecast volume should be 8,000 vpd (10,000-2,000). This is an overly simplistic example, however given the nature of roads and constituencies being affected these minor differences in traffic volume results will matter and may become a source of challenge.*

In summary, based on our review of the draft documentation provided by the NE Gateway Consultant, we recommend the following considerations:

- Establish screen line and cut lines that are universal for model validation and comparisons of alternatives
- Base year sub-area model validation: At a minimum, a comparison of ground counts to model outputs should be made at the screen line and cut line level. A determination should then be made if further calibration to the demand model must be conducted.
- A Post processing method should be developed and incorporated into the final report.

#### Next Steps:

A review of the actual model files and direct model outputs has not been conducted to confirm that network coding reflects the report documentation. Once the NE Gateway Consultant conducts sub-area validation and post-processing, the model files should be reviewed for concurrence with the written study.

Additionally, review of model results should be conducted after further work products are prepared and/or responses and additional information is provided by the NE Gateway Consultant. Until the validation is conducted of the base model, it will be difficult to ascertain the reasonableness of the forecasted future condition results.

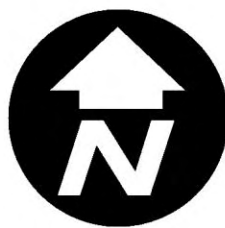
Please contact our office if you have any questions regarding these recommendations.

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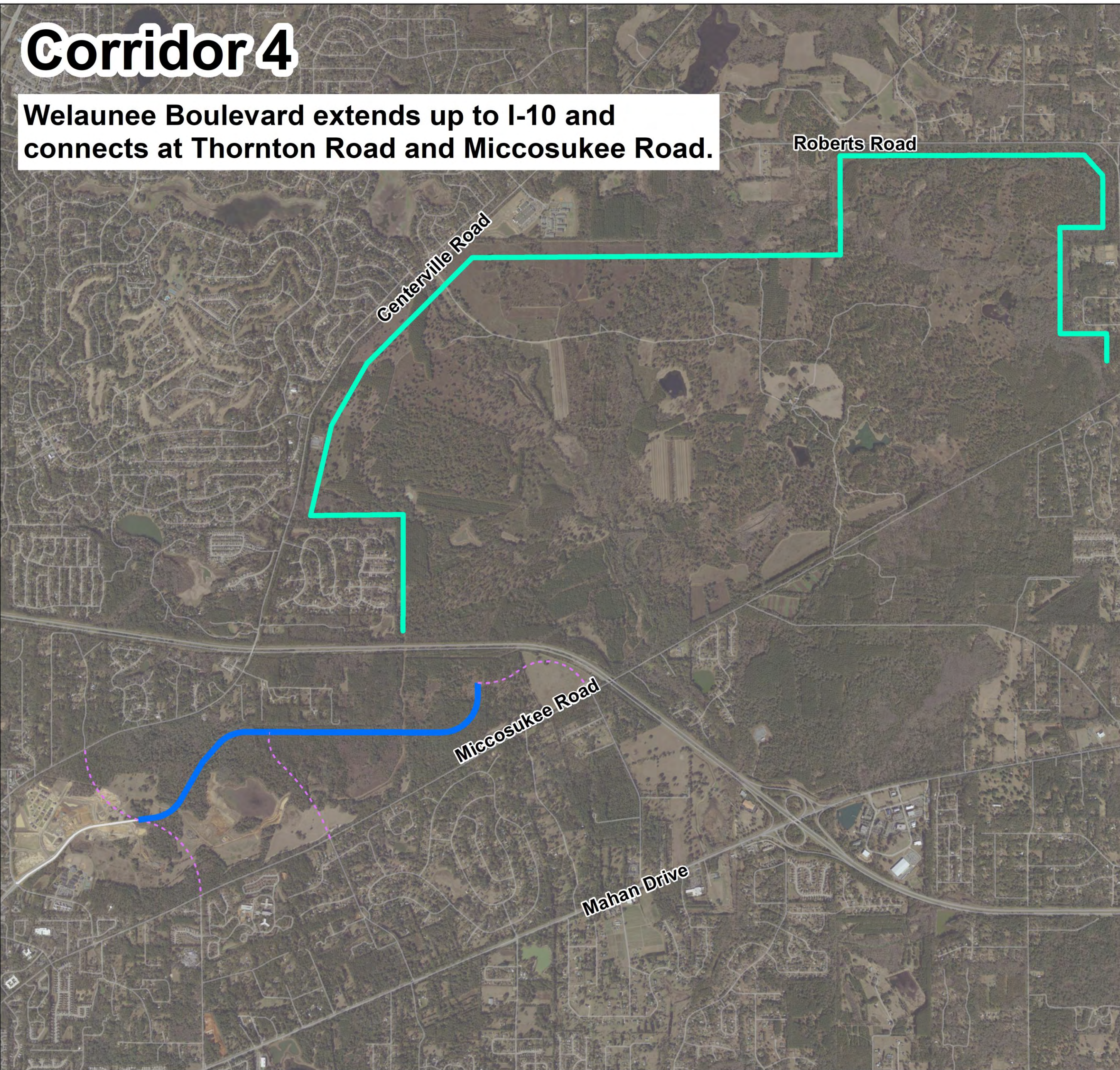
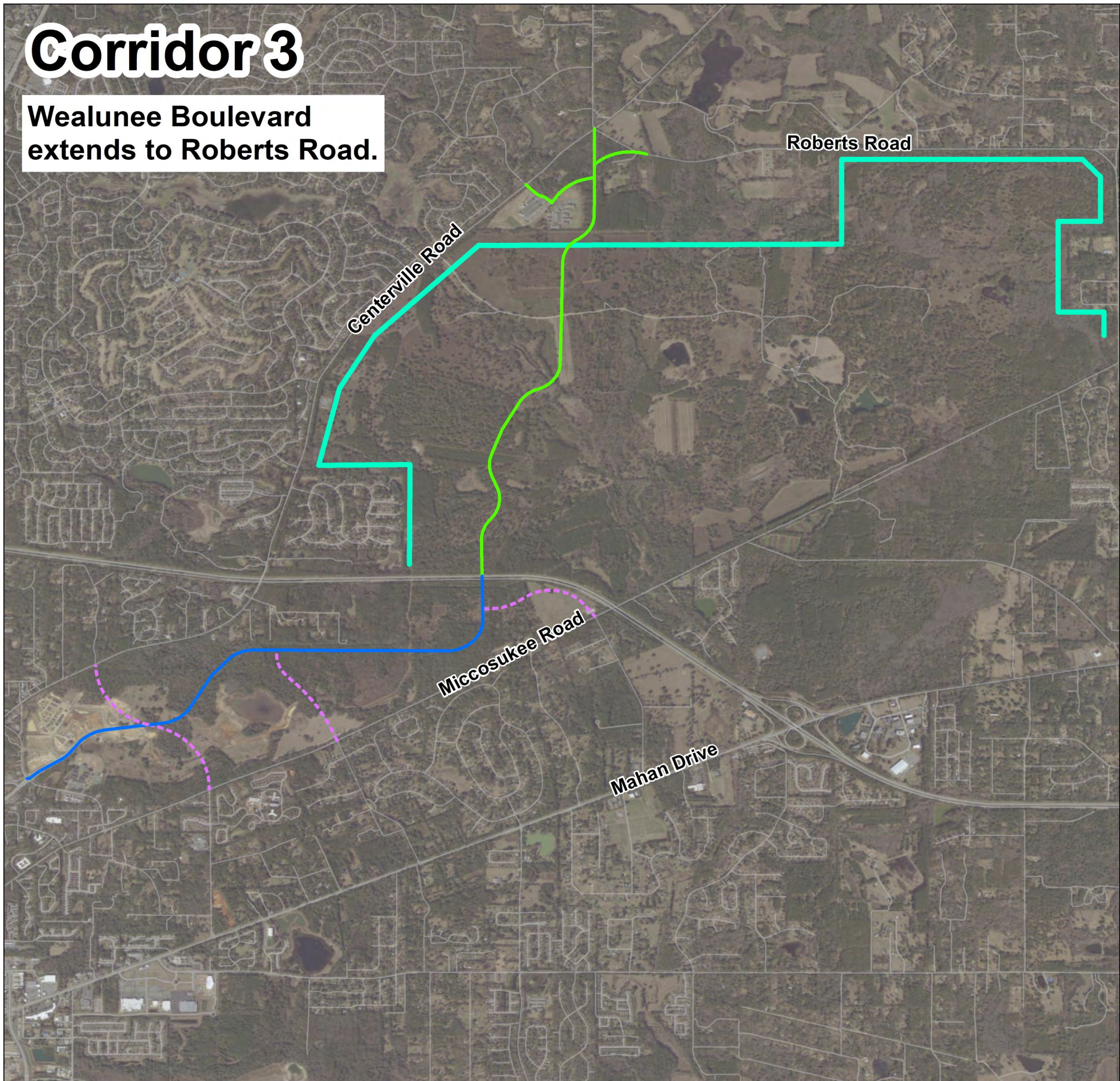
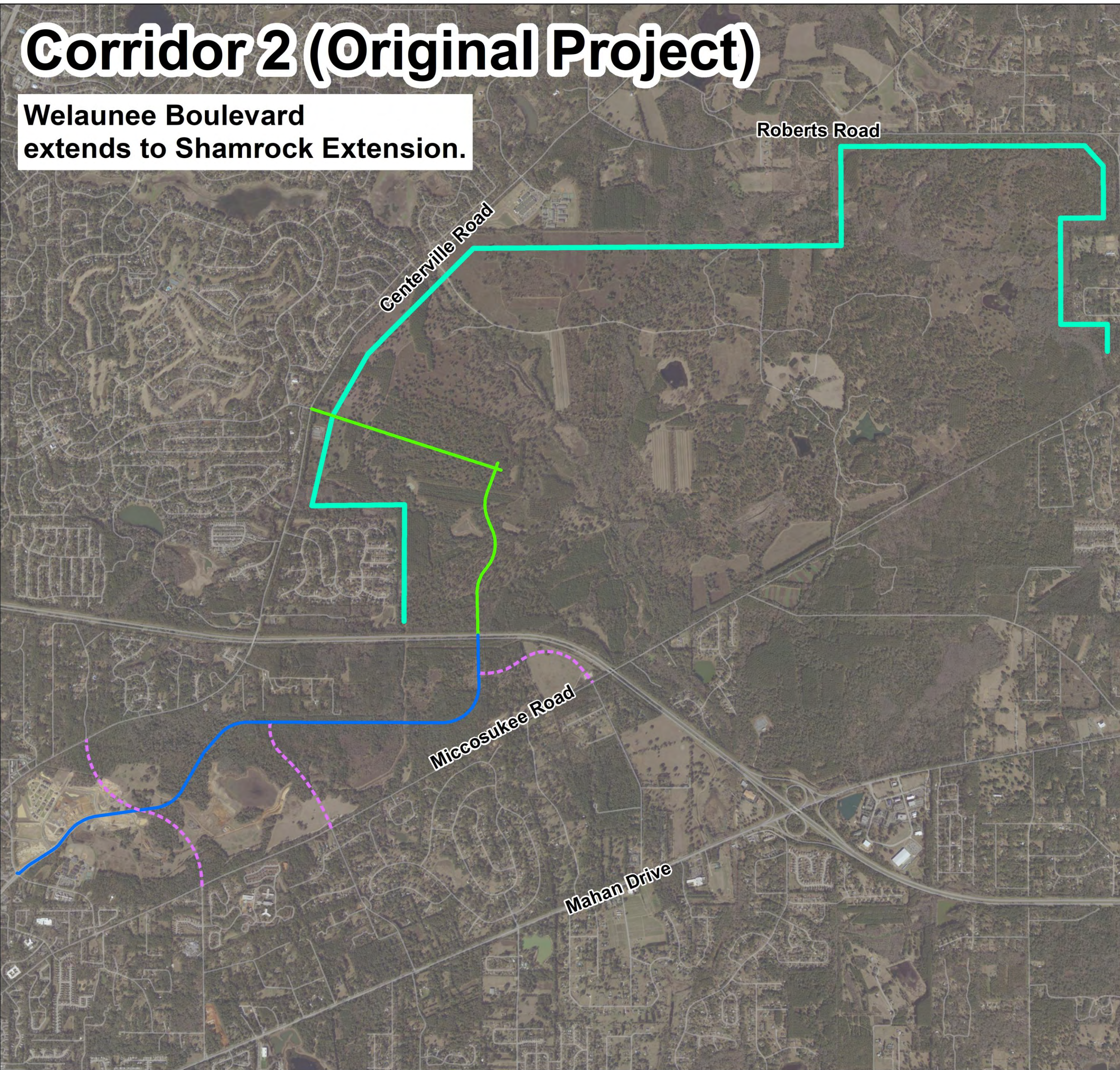
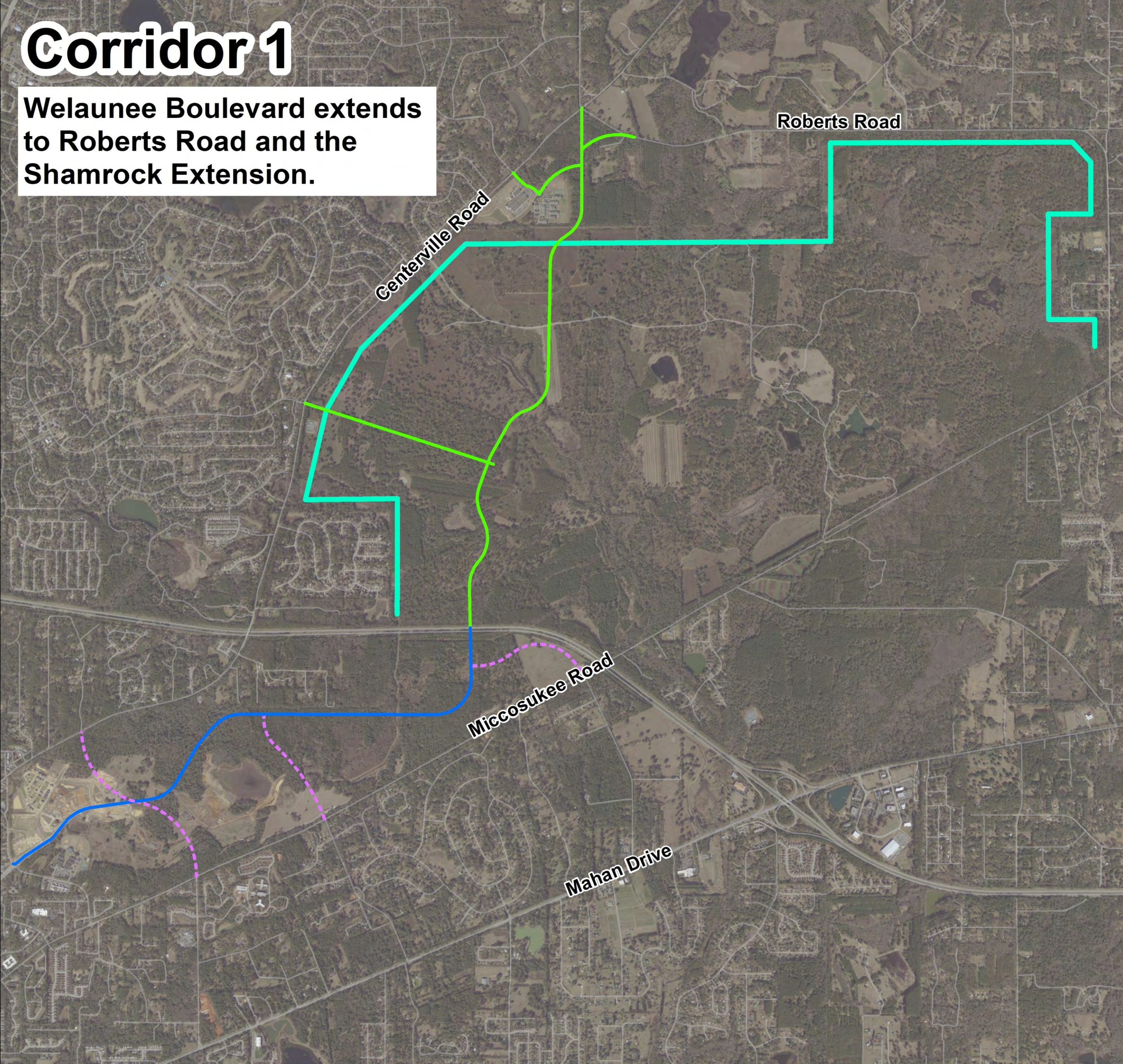
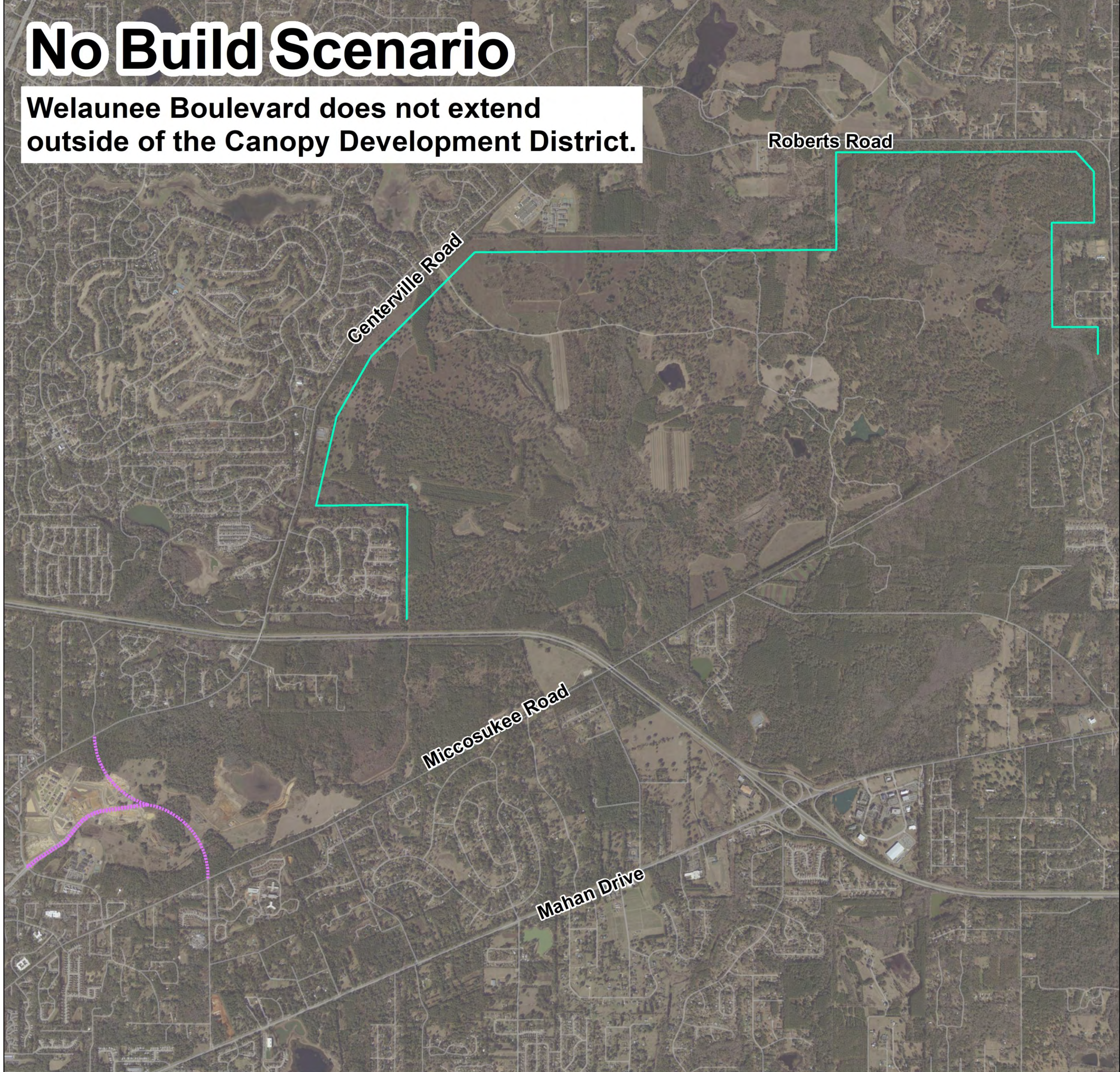


Legend

- Potential Phase I Rural Road (Funded by Blueprint)
- Potential Phase I Urban Road (Funded by Blueprint)
- Potential Future Road (Not Funded by Blueprint)
- Proposed Welaunee Greenway

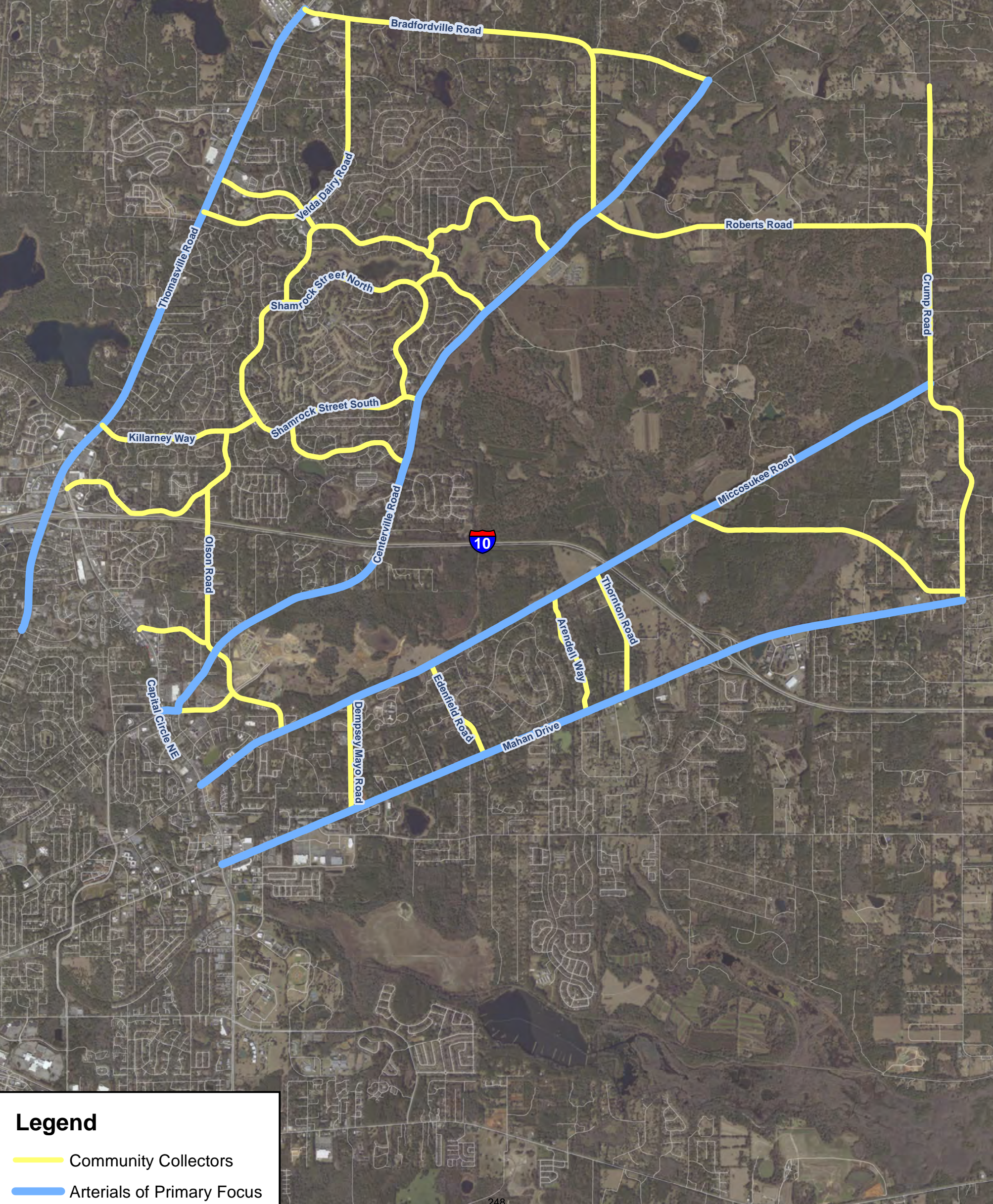


Corridor	Description
No Build Scenario	Existing roadway network without the proposed improvements.
1	Extend Welaunee Boulevard north over I-10 to connect at the existing intersection of Centerville Road and Roberts Road as well as extend Shamrock Street to connect with Welaunee Boulevard.
2	Extend Welaunee Boulevard north over I-10 to connect with an extension of Shamrock Street.
3	Extend Welaunee Boulevard north over I-10 to connect at the existing intersection of Centerville Road and Roberts Road.
4	Extend Welaunee Boulevard to connect with an extension of Thornton Road, south of I-10.





Northeast Gateway: Welaunee Boulevard  
Project Development and Environment Study  
Traffic Modeling Study Segments



**Legend**

- Community Collectors
- Arterials of Primary Focus



Purpose and Need

The purpose of the project is to improve regional mobility and enhance connectivity for motorized and non-motorized users. In addition, the Northeast Gateway will reduce transportation pressures on surrounding roadways resulting from existing, ongoing, and proposed development on adjacent properties.

The project is needed to provide an alternative route for existing users of Centerville and Miccosukee Roads—two scenic roadways that are locally protected and designated as Canopy Roads. Ongoing and proposed development of the 7,000-acre Welaunee Critical Area Plan, which is nearly entirely located between Centerville and Miccosukee Roads, will result in increased congestion on these two Canopy Roadways, should a new transportation facility not be developed. In addition, the project is anticipated to provide relief to US 319 (Thomasville Road) and US 90 (Mahan Drive)—the first phase of a new regional gateway into Tallahassee.

Traffic Modeling Summary Matrix

Criteria	Opening Year 2025 Corridor					Interim Year 2035 Corridor					Design Year 2045 Corridor				
	No Build Scenario	1	2	3	4	No Build Scenario	1	2	3	4	No Build Scenario	1	2	3	4
Evaluation of Primary Arterials															
Relieves Centerville Road															
Relieves Miccosukee Road															
Relieves Thomasville Road															
Relieves Mahan Drive															
Potential for a Future I-10 Interchange															
Evaluation of Secondary Arterials and Noteworthy Connectors															
Relieves Killearn Estates Roadways															
Relieves Killearn Center Boulevard															
Relieves Olson Road															

= No Relief\*    = Some Relief    = Great Relief

\*Relief indicates a reduction in transportation pressures on surrounding roadways resulting from existing, ongoing, and proposed development on adjacent properties.

Preliminary Construction and Right-of-Way Cost Comparison

No Build Scenario	Corridor 1	Corridor 2	Corridor 3	Corridor 4
None	\$42 Million	\$32 Million	\$39 Million	\$20 Million



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12/3/2019



County Commissioner Mary Ann Lindley  
County Commissioner Nick Maddox  
County Commissioner Bill Proctor  
County Commissioner Jimbo Jackson  
County Commissioner Rick Minor  
County Commissioner Bryan Desloge, chair  
County Commissioner Kristin Dozier

Mayor John E. Dailey  
Mayor Pro Tem Dianne Williams-Cox  
City Commissioner Elaine Bryant, vice chair  
City Commissioner Curtis Richardson  
City Commissioner Jeremy Matlow

**RE: Northeast Gateway Project**

Dear Commissioners,

As the largest Tallahassee neighborhood of over 3,800 residents we have been keeping a close eye the Northeast Gateway project. We have worked with our Board, residents, our consultant team, and Blueprint staff to arrive at what we feel is the best outcome possible for Killearn and the larger Northeast corridor.

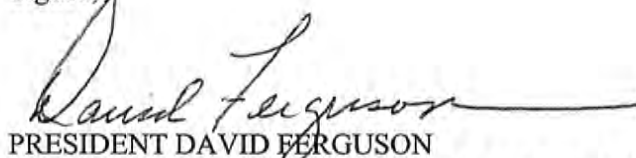
We are pleased to offer our support for the following provisions of the planned Northeast Gateway project which are consistent with KHA Board's position.

KHA endorses below, either option in order of priority:

- 1- Directing staff to initiate the substantial amendment process for Roberts Road only.
- 2- Directing staff to initiate the substantial amendment process for Roberts Road and Shamrock Street, on two conditions: that the project be fully funded, and that Roberts Road open first.

We believe either of these modifications will meet the project objective of regional connectivity, while protecting the integrity of Killearn Estates, property values, and offer transportation for our neighborhood, while not jeopardizing our quality of life.

Signed,



PRESIDENT DAVID FERGUSON

On Behalf of the KILLEARN HOMES ASSOCIATION