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MES A, ARIZONA

POLICY STATEMENT

(49 CFR Part 23.1, 23.23) Policy Statement

Phoenix-Mesa Gateway Airport Authority (PMGAA) has established an Airport Concession Disadvantaged Business Enterprise (ACDBE) program for the Phoenix-Mesa Gateway Airport (Airport) in accordance with regulations of the U.S. Department of Transportation (DOT), 49 CFR Part 23. PMGAA is a primary airport and has received Federal financial assistance from the Department of Transportation. As a condition of receiving this assistance, PMGAA has signed an assurance that it will comply with 49 CFR Part 23.

It is the policy of PMGAA to ensure that ACDBEs, as defined in Part 23, have an equal opportunity to receive and participate in concession opportunities. It is also PMGAA's policy:

1. To ensure nondiscrimination in the award and administration of opportunities for concessions by airports receiving DOT financial assistance;
2. To create a level playing field on which ACDBEs can compete fairly for opportunities for concessions;
3. To ensure that the ACDBE Program is narrowly tailored in accordance with applicable law;
4. To ensure that only firms that fully meet 49 CFR Part 23 eligibility standards are permitted to participate as ACDBEs;
5. To help remove barriers to the participation of ACDBEs in opportunities for concessions at our airport; and
6. To provide appropriate flexibility to our airport in establishing and providing opportunities for ACDBEs.

Mr. Shea Joachim, Business Development Director, has been delegated as the designated ACDBE Liaison Officer for PMGAA. In this capacity, he is responsible for overseeing and managing all aspects of the ACDBE Program. Implementation of the ACDBE Program is accorded the same priority as compliance with all other legal obligations incurred by the PMGAA in its financial assistance agreements with the Department of Transportation.

PMGAA has disseminated this policy statement to the Executive Director and all applicable departments within the Airport. PMGAA has distributed this statement to ACDBE and non-ACDBE concessionaire communities in our area.

[Signature]
J. Brian O'Neill, A.A.E.,
Executive Director/CEO

[Date]
2/27/19
(§23.1) Objectives

The objectives are found in the policy statement on page 4 of this program document.

(§23.3) Definitions

Phoenix-Mesa Gateway Airport Authority (PMGAA) will adopt the definitions contained in 49 CFR Part 23, Section 23.3 (see Appendix A for copy of 49 CFR Part 23 regulations).

(§23.5) Applicability

Phoenix-Mesa Gateway Airport (Airport), sponsored by the Phoenix-Mesa Gateway Airport Authority, is a primary airport and the recipient of Federal airport funds authorized by 49 U.S.C. 47101, et seq.

(§23.9) Non-discrimination Requirements

PMGAA will never exclude any person from participation in, deny any person the benefits of, or otherwise discriminate against anyone in connection with the award and performance of any concession agreement, management contract or subcontract, purchase or lease agreement or other agreement covered by 49 CFR Part 23 on the basis of race, color, sex, or national origin.

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

PMGAA acknowledges these representations are also in accordance with obligations contained in its Civil Rights, DBE and ADCBE airport grant assurances.

PMGAA will include the following assurances in all concession agreements and management contracts it executes with any firm:

(1) "This agreement is subject to the requirements of the U.S. Department of Transportation's regulations, 49 CFR Part 23. The concessionaire or contractor agrees that it will not discriminate against any business owner because of the owner's race, color, sex, or national origin in connection with the award or performance of any concession agreement, management contract, or subcontract, purchase or lease agreement, or other agreement covered by 49 CFR Part 23."

(2) "The concessionaire or contractor agrees to include the above statements in any subsequent concession agreement or contract covered by 49 CFR part 23, that it enters and cause those businesses to similarly include the statements in further agreements."
(§23.11) Compliance and Enforcement


PMGAA will comply with this part or be subject to formal enforcement action under §26.105 or appropriate program sanctions, such as the suspension or termination of Federal funds, or refusal to approve projects, grants or contracts until deficiencies are remedied. Program sanctions may include actions consistent with 49 U.S.C. §§ 47106(d), 47111(d), and 47122.

PMGAA’s compliance with all requirements of this part is enforced through the procedures of Title 49 of the United States Code, including 49 U.S.C. 47106(d), 47111(d), and 47122, and regulations implementing them.

Compliance reviews: The FAA may review PMGAA’s compliance with this part at any time, including but not limited to, reviews of paperwork, on site reviews, and review of the airport sponsor’s monitoring and enforcement mechanism, as appropriate. The FAA Office of Civil Rights may initiate a compliance review based on complaints received.

Any person who knows of a violation of this part by the Phoenix-Mesa Gateway Airport Authority may file a complaint under 14 CFR Part 16 with the Federal Aviation Administration Office of Chief Counsel. The following enforcement actions apply to firms participating in the PMGAA’s ACDBE program:

a. For a firm that does not meet the eligibility criteria of subpart D of this part and that attempts to participate as an ACDBE on the basis of false, fraudulent, or deceitful statements or representations or under circumstances indicating a serious lack of business integrity or honesty, the Department of Transportation (DOT) or the Federal Aviation Administration (FAA) may initiate suspension or debarment proceedings against the firm under 2 CFR parts 180 and 1200.

b. For a firm that, in order to meet ACDBE goals or other DBE program requirements, uses or attempts to use, on the basis of false, fraudulent or deceitful statements or representations or under circumstances indicating a serious lack of business integrity or honesty, another firm that does not meet the eligibility criteria of subpart D of this part, DOT or FAA may initiate suspension or debarment proceedings against the firm under 2 CFR parts 180 and 1200.

c. DOT may take enforcement action under 49 CFR Part 31, Program Fraud and Civil Remedies, against any participant in the ACDBE program whose conduct is subject to such action under 49 CFR Part 31.

d. DOT may refer to the Department of Justice, for prosecution under 18 U.S.C. §§ 1001 or other applicable provisions of law, any person who makes a false or fraudulent statement in connection with participation of an ACDBE in the Phoenix-Mesa Gateway Airport Authority ACDBE program or otherwise violates applicable Federal statutes.
SUBPART B – ACDBE ADMINISTRATIVE REQUIREMENTS

(§23.21) ACDBE Program Updates

Phoenix-Mesa Gateway Airport Authority is a small hub primary airport required to have an ACDBE program. As a condition of eligibility for FAA financial assistance, PMGAA will submit its ACDBE program and overall goals to FAA according to the following schedule:

<table>
<thead>
<tr>
<th>Primary Airport Size</th>
<th>Region</th>
<th>Date Due</th>
<th>Period Covered</th>
<th>Next Goal Due</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small Hubs</td>
<td>All regions</td>
<td>October 1, 2018</td>
<td>2019/2020/2021</td>
<td>October 1, 2021 (2022/2023/2024)</td>
</tr>
</tbody>
</table>

If PMGAA makes significant changes to its ACDBE program, PMGAA will provide the amended program to the FAA for approval prior to implementing the changes.

(§23.23) Policy Statement

The Policy Statement is included on page 4 of this program.

The following individual is designated as the PMGAA ACDBE Liaison Officer (ACDBEO):

Name: Mr. Shea Joachim
Title: Business Development Director
Address: 5835 S. Sossaman Rd., Mesa, AZ 85212
Telephone: 480-988-7605
Email: SJoachim@gatewayairport.com

The ACDBEO is responsible for implementing all aspects of the ACDBE program and ensuring that PMGAA complies with all provision of 49 CFR Part 23. The ACDBEO has direct, independent access to the Executive Director/CEO concerning ACDBE program matters. An organization chart displaying the ACDBEO’s position in the organization is found in Appendix B to this program.

The ACDBEO is responsible for developing, implementing and monitoring the ACDBE program, in coordination with other appropriate officials. The ACDBEO has access to consulting services to assist in developing goals and to legal staff as needed in the administration of the program. The ACDBEO has overall responsibility for the ACDBE program and advises PMGAA management including the Executive Director/CEO on ACDBE matters and achievement. The ACDBEO is supported by Airport staff for the following duties and responsibilities:

Procurement Coordinator:
1. Ensures that solicitation notices and documents are available to ACDBEs in a timely manner.
2. Identifies contracts and procurements so that ACDBE requirements are included in solicitations.
3. Participates in pre-submittal meetings.
4. Provides ACDBEs with information in preparing solicitation submittals.
5. Participates in ACDBE training seminars.
6. Acts as liaison to the Uniform Certification Process.
7. Maintains the PMGAA vendor list which includes ACDBEs.
8. Reviews eligibility of ACDBE firms, including debarment, prior to execution of new contracts.

Business Development Specialist:
1. Gathers and reports statistical data and other information as required by the DOT.
2. Analyzes progress toward attainment and identifies ways to improve progress.
3. Determines concessionaire compliance with good faith efforts.
4. Submits annual report of ACDBE utilization.
6. Works with all departments and ACDBELO to set overall annual goals.
7. Participates in ACDBE training seminars.
8. Administers the monitoring and enforcement procedures.
9. Reviews third party contracts for compliance with this program.
10. Reviews eligibility of ACDBE firms, including debarment, prior to extensions or options of existing contracts.

PMGAA has adopted the Arizona Department of Transportation’s Unified Certification Program (UCP), which identifies all firms eligible to participate as ACDBEs. The directory lists the firm’s name, address, phone number, date of the most recent certification, and the type of work the firm has been certified to perform as an ACDBE.

The Arizona Department of Transportation’s Unified Certification Program (UCP) ensures that the directory lists each type of work for which a firm is eligible to be certified by using the most specific NAICS code available to describe each type of work. The UCP will make any changes to the current directory entries necessary to meet the requirements of this paragraph.

(§23.25) Ensuring Nondiscriminatory Participation of ACDBEs

PMGAA will take the following measures to ensure nondiscriminatory participation of ACDBEs in concessions, and other covered activities:

1. PMGAA will follow federal, state and local nondiscrimination laws designed to ensure nondiscrimination. These laws, policies and procedures include but are not limited to Title VI and the regulations found at 49 CFR Parts 23 and 26. 2. PMGAA will seek ACDBE participation in all types of concession activities, rather than concentrating participation in one category or a few categories to the exclusion of others. 3. PMGAA will ensure that competitors for concession opportunities are informed during pre-bid meetings about the Airport’s ACDBE program.

The PMGAA overall goal methodology and a description of the race-neutral measures we will use to meet the goals are described in 49 CFR Part 23, Section 23.25 and Appendix C of this plan. The goals are set consistent with the requirements of Subpart D.  If race-neutral measures alone, are not sufficient to meet an overall goal for the Airport, it will use race-conscious measures as described in 49 CFR Part 23, Section 23.25 (e) (1-2) of this plan.
PMGAA will require businesses subject to ACDBE goals at the airport (except car rental companies) to make good faith efforts to explore all available options to meet goals, to the maximum extent practicable, through direct ownership arrangements with ACDBEs. PMGAA will not use set-asides or quotas as a means of obtaining ACDBE participation.

2. Where no contract goal has been established:

In order to encourage race-neutral participation of ACDBEs in concession solicitations, PMGAA will require that all prime Offerors provide, as a matter of responsiveness to the solicitation, documentation regarding the outreach efforts they made to engage and obtain ACDBE and other small business involvement.

(§23.27) Reporting

PMGAA will retain sufficient basic information about the ACDBE program implementation, ACDBE certification, and the award/performance of agreements and contracts to enable the FAA to determine our compliance with Part 23. This data will be retained for a minimum of 3 years following the end of the concession agreement or other covered contract.

By March 1 each year, PMGAA will submit to the FAA Regional Civil Rights Office an annual ACDBE participation report on the form in Appendix A of Part 23.

(§23.29) Compliance and Enforcement Procedures

PMGAA will take the following monitoring and enforcement mechanisms to ensure compliance with 49 CFR Part 23.

1. PMGAA will bring to the attention of the Department of Transportation any false, fraudulent, or dishonest conduct in connection with the program, so that DOT can take the steps (e.g., referral to the Department of Justice for criminal prosecution, referral to the DOT Inspector General, action under suspension and debarment of Program Fraud and Civil Penalties rules) provided in 26.107.

2. PMGAA also will consider similar actions under its own legal authorities, including responsibility determinations in future contracts.

3. PMGAA will also implement a monitoring and enforcement mechanism to ensure that works committed to ACDBEs at contract award is actually performed by the ACDBEs. This will be accomplished by the following:

   a. PMGAA will utilize the legal instrument of a contract clause to ensure compliance with the bid specifications. After award of the contract, Airport staff will conduct such audits and reviews as necessary to ensure the Airport that the concessionaire is complying.

   b. Prime contractors must also report to the ACDBELO when an ACDBE is terminated for any reason.
c. The ACDBELO will make prompt compliance determinations regarding its prime contractors. Documentation of noncompliance will include the specific areas in which the concessionaire/sub-concessionaire failed to comply. In these instances, appropriate legal action consistent with the ACDBE and other contract provisions will be taken.

4. In our reports of ACDBE participation to the FAA, PMGAA will show both commitments and attainments, as required by the DOT reporting form.

SUBPART C – CERTIFICATION AND ELIGIBILITY

(§23.31) Certification Process

PMGAA relies upon the Arizona Department of Transportation’s Arizona Unified Certification Program (UCP), which will make certification decisions on behalf of the PMGAA for ACDBEs. To apply for ACDBE and/or DBE certification through the Arizona Department of Transportation website, firms may use the following link:


For information about the ADOT ACDBE certification process or to apply for certification, firms may contact (602) 712-7761.

Prior to entering into a new contract, extension, or option with a currently certified ACDBE, PMGAA will review their eligibility at that time rather than waiting until the latest date allowed under Part 23. PMGAA will treat a firm as a small business eligible to be certified as an ACDBE if its gross receipts, averaged over the firm’s previous three fiscal years do not exceed $56.42 million for non-car rental ACDBEs and $75.23 million for car rental ACDBEs. The size standard for banks and other financial institutions is $1 billion in assets, for pay telephone companies is 1500 employees and for ACDBE automobile dealers is 350 employees. (§23.35) Personal Net Worth Standard

The personal net worth standard used in determining eligibility for purposes of Part 23 is $1.32 million. Any person who has a personal net worth exceeding this amount is not a socially and economically disadvantaged individual, even if a member of a group otherwise presumed to be disadvantaged.

(§23.37) Firms Certified Under 49 CFR Part 26

PMGAA will presume that a firm that is certified as a DBE under Part 26 is eligible to participate as an ACDBE. However, before accepting such a firm, PMGAA will work with ADOT to ensure that the disadvantaged owners of a DBE certified under Part 26 are able to control the firm with respect to its activity in the concessions program. The UCP is not obligated to certify a Part 26 DBE as an ACDBE if the firm does not perform work relevant to our concessions program.

(§23.39) Certification Requirements for ACDBEs
The UCP recognizes that the provisions of Part 26, sections 26.83(c) (2-6) do not apply to certifications for purposes of Part 23. The UCP will obtain resumes or work histories of the principal owners of the firm and personally interview these individuals. The UCP will analyze the ownership of stock of the firm if it is a corporation. The UCP will analyze the bonding and financial capacity of the firm. The UCP will determine the work history of the firm, including any concession contracts or other contracts it may have received. The UCP will compile a list of the licenses of the firm and its key personnel to perform the concession contracts or other contracts it wishes to receive. The UCP will obtain a statement from the firm of the types of concessions it prefers to operate or the type of other contracts it prefers to perform. The UCP will ensure that the ACDBE firm meets the applicable size standard.

UCP acknowledges that a prime contractor includes a firm holding a prime contract with an airport concessionaire to provide goods or services to the concessionaire or a firm holding a prime concession agreement with a recipient. The UCP recognizes that the eligibility of Alaska Native Corporations (ANC) owned firms for purposes of Part 23 is governed by Part 26 Section 26.73(h).

The UCP will use the certification standards of Part 23 to determine the ACDBE eligibility of firms that provide goods and services to concessionaires.

In instances when the eligibility of a concessionaire is removed after the concessionaire has entered into a concession agreement because the firm exceeded the size standard, or the owner has exceeded the Personal Net Worth standard, and the firm in all other respects remains an eligible DBE, PMGAA may continue to count the concessionaire’s participation toward ACDBE goals during the remainder of the current concession agreement. PMGAA will not count the concessionaire’s participation toward ACDBE goals beyond the termination date for the concession agreement in effect at the time of the decertification.
SUBPART D – GOALS, GOOD FAITH EFFORTS AND COUNTING

(§23.41) Basic Overall Goal Requirement

PMGAA will establish two separate overall ACDBE goals; one for car rentals and another for concessions other than car rentals. The overall goals will cover a three-year period and PMGAA will review the goals annually to make sure the goal continues to fit PMGAA’s circumstances. PMGAA will report any significant overall goal adjustments to the FAA.

If the average annual concession revenues for car rentals over the preceding 3 years do not exceed $200,000, PMGAA need not submit an overall goal for car rentals. Likewise, if the average annual concession revenues for concessions other than car rentals over the preceding 3 years do not exceed $200,000, PMGAA need not submit an overall goal for concessions other than car rentals. PMGAA understands that “revenue” means total revenue generated by concessions, not the fees received by the airport from concessionaires.

The Airport’s overall goals will provide for participation by all certified ACDBEs and will not be subdivided into group-specific goals.

(§23.43) Consultation in Goal Setting

PMGAA will consult with stakeholders before submitting the overall goals to the FAA. Stakeholders may include, but not be limited to, minority and women’s business groups, community organizations, trade associations representing concessionaires currently located at the airport, as well as existing concessionaires themselves, and other officials or organizations which could be expected to have information concerning the availability of disadvantaged businesses, the effects of discrimination on opportunities for ACDBEs, and the sponsors efforts to increase their participation.

When submitting our overall goals, PMGAA will identify the stakeholders that we consulted with and provide a summary of the information obtained from the stakeholders.

(§23.45) Overall Goals

Phoenix-Mesa Gateway Airport is a small hub primary airport. As a condition of eligibility for FAA financial assistance, the Airport will submit its overall goals according to the following schedule:

<table>
<thead>
<tr>
<th>Primary Airport Size</th>
<th>Region</th>
<th>Date Due</th>
<th>Period Covered</th>
<th>Next Goal Due</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small Hubs</td>
<td>All regions</td>
<td>October 1, 2018</td>
<td>2019/2020/2021</td>
<td>October 1, 2021 (2022/2023/2024)</td>
</tr>
</tbody>
</table>

(§23.51) Overall Goal Calculations

PMGAA will establish overall goals in accordance with the 2-Step process as specified in section 23.51. After determining the total gross receipts for the concession activity, the first step is to determine the relative availability of ACDBEs in the market area, “base figure”. The second step is to examine all relevant evidence reasonably available in the Airport’s jurisdiction to determine if an adjustment to
the Step 1 “base figure” is necessary so that the goal reflects as accurately as possible the ACDBE participation the sponsor would expect in the absence of discrimination. Evidence may include, but is not limited to past participation by ACDBEs, a disparity study, evidence from related fields that affect ACDBE opportunities to form, grow, and compete (such as statistical disparities in ability to get required financing, bonding, insurance; or data on employment, self-employment, education, training and union apprenticeship).

A description of the methodology to calculate the overall goal for car rentals, the goal calculations, and the data PMGAA relied on can be found in Appendix C to this program.

A description of the methodology to calculate the overall goal for concessions other than car rentals, the goal calculations, and the data PMGAA relied on can be found in Appendix C to this program.

**Projection of Estimated Race-Neutral & Race-Conscious Participation**

(23.45(f), 23.25(d-e)) The breakout of estimated race-neutral and race-conscious participation can be found with the goal methodologies in Appendix C of this program. This section of the program will be reviewed annually when the goal calculation is reviewed under Part 23.41(c).

**Concession-Specific Goals (§23.25(c)(e)(I)(iv)***

PMGAA will use concession-specific goals to meet any portion of the overall goals the PMGAA does not project being able to meet using race-neutral means. Concession-specific goals are established so that, over the period to which the overall goals apply, they will cumulatively result in meeting any portion of our overall goal that is not projected to be met through the use of race-neutral means.

PMGAA will establish concession specific goals only on those concessions that have direct ownership arrangements (except car rentals), sublease, or subcontracting possibilities. PMGAA will require businesses subject to ACDBE goals at the airport (except car rental companies) to make good faith efforts to explore all available options to meet goals, to the maximum extent practicable, through direct ownership arrangements with DBEs. Car rental firms are not required to change their corporate structure to provide for direct ownership arrangements. In the case of a car rental goal, where it appears that all or most of the goal is likely to be met through the purchases by car rental companies of vehicles or other goods or services from ACDBEs, one permissible alternative is to structure the goal entirely in terms of purchases of goods and services.

PMGAA need not establish a concession specific goal on every such concession, and the size of concession specific goals will be adapted to the circumstances of each such concession (e.g., type and location of concession, availability of ACDBEs.)

If the objective of a concession specific goal is to obtain ACDBE participation through direct ownership with an ACDBE, PMGAA will calculate the goal as a percentage of the total estimated annual gross receipts from the concession.

If the concession specific goal applies to purchases and/or leases of goods and services, PMGAA will calculate the goal by dividing the estimated dollar value of such purchases and/or leases from ACDBEs by the total estimated dollar value of all purchases to be made by the concessionaire.
Good Faith Efforts on Concession-Specific Goals ($23.25(c)(1)(iii), (iv))

To be eligible to be awarded a concession that has a concession specific goal, bidders/offereors must make good faith efforts to meet the goal. A bidder/offeree may do so either by obtaining enough ACDBE participation to meet the goal or by documenting that it made sufficient good faith efforts to do so. Examples of good faith efforts are found in 49 CFR Part 26 Appendix A (See Appendix D). The procedures applicable to 49 CFR Sections 26.51 and 26.53, regarding contract goals apply to the PMGAA's concession specific goals.

PMGAA shall include the following clause in each airport concession solicitation that includes an ACDBE goal:

Sample Proposal/Bid Specification Language:

The requirements of 49 CFR Part 23, regulations of the U.S. Department of Transportation, applies to this concession. It is the policy of the Phoenix-Mesa Gateway Airport Authority to practice nondiscrimination based on race, color, sex, or national origin in the award or performance of this contract. All firms qualifying under this solicitation are encouraged to submit bids/proposals. Award of this concession will be conditioned upon satisfying the requirements of this proposal/bid specification. These requirements apply to all concessions firms and suppliers, including those who qualify as an ACDBE. An ACDBE concession specific goal of ____ percent of (annual gross receipts; value of leases and/or purchases of goods and services) has been established for this concession. The concession firm shall make good faith efforts, as defined in 49 CFR Part 26 Appendix A, to meet the concession specific goal for ACDBE participation in the performance of this concession.

Demonstration of Good Faith Efforts ($26.53(a) & (c))

The following staff is responsible for determining whether a concessionaire who has not met the concession specific goal has documented sufficient good faith efforts to be regarded as responsive.

<table>
<thead>
<tr>
<th>Staff Title</th>
<th>Business Development Director</th>
</tr>
</thead>
<tbody>
<tr>
<td>Address</td>
<td>5835 S. Sossaman Road, Mesa, AZ 85212</td>
</tr>
<tr>
<td>Phone</td>
<td>(480) 988-7605</td>
</tr>
<tr>
<td>Fax</td>
<td>(480) 988-2315</td>
</tr>
</tbody>
</table>

PMGAA will ensure that all information is complete and accurate and adequately documents the bidder/offeree's good faith efforts before we commit to the concession agreement with the bidder/offeree.

Information to be Submitted ($26.53(b))

PMGAA treats bidder/offeree's compliance with good faith effort requirements as a matter of responsibility (See Appendix D, Attachments A and B). Each solicitation for which a concession-specific goal has been established will require the concessionaires to submit the following information:

1. The names and addresses of ACDBE firms or ACDBE suppliers of goods and services that will participate in the concession;
2. A description of the work that each ACDBE will perform;
3. The dollar amount of the participation of each ACDBE firm/supplier participating;
4. Written and signed documentation of commitment to use an ACDBE whose participation it submits to meet a contract goal;
5. Written and signed confirmation from the ACDBE that it is participating in the concession as provided in the prime concessionaire’s commitment; and
6. If the contract goal is not met, evidence of good faith efforts.

Administrative Reconsideration (§26.53(d))

Within ten (10) days of being informed by PMGAA that it is not responsive because it has not documented sufficient good faith efforts, a concessionaire may request administrative reconsideration. Concessionaire should make this request in writing to the following reconsideration official:

Name: Chuck Odom, Chief Financial Officer
Address: 5835 S. Sossaman Road, Mesa, AZ 85212
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The reconsideration official will not have played any role in the original determination that the concessionaire did not document sufficient good faith efforts.

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

Good Faith Efforts When an ACDBE is Replaced on a Concession (§26.53(f))

PMGAA will require a concessionaire to make good faith efforts to replace an ACDBE that is terminated or has otherwise failed to complete its concession agreement, lease, or subcontract with another certified ACDBE, to the extent needed to meet the concession specific goal. PMGAA will require the concessionaire to notify the ACDBELO immediately of the ACDBEs inability or unwillingness to perform and provide reasonable documentation.

In this situation, PMGAA will require the concessionaire to obtain our prior approval of the substitute ACDBE and to provide copies of new or amended subcontracts, or documentation of good faith efforts.

(§23.53) Counting ACDBE Participation for Car Rental Goals

PMGAA will count ACDBE participation toward overall goals for car rental as provided in 49 CFR 23.53.
(§23.55) Counting ACDBE Participation for Concessions Other than Car Rentals

PMGAA will count ACDBE participation toward overall goals other than car rental as provided in 49 CFR 23.55.

(§23.61) Quotas or Set-asides

PMGAA will not use quotas or set-asides as a means of obtaining ACDBE participation.
SUBPART E – OTHER PROVISIONS

(§23.71) Existing Agreements

PMGAA will assess potential for ACDBE participation when an extension or option to renew an existing agreement is exercised, or when a material amendment is made. PMGAA will use any means authorized by Part 23 to obtain a modified amount of ACDBE participation in the renewed or amended agreement.

(§23.75) Long-Term Exclusive Agreements

PMGAA will not enter into long-term and exclusive agreements for concessions without prior approval of the FAA Regional Civil Rights Office. PMGAA understands that a “long-term” agreement is one having a term of longer than 5 years, and an “exclusive” agreement is one in which an entire category of a particular business opportunity is limited to a single business entity. If special, local circumstances exist that make it important to enter into a long-term and exclusive agreement, PMGAA will submit detailed information to the FAA Regional Civil Rights Office for review and approval.

(§23.79) Geographic Preferences

PMGAA will not use a “local geographic preference”, i.e., any requirement that gives an ACDBE located in one place (e.g., Phoenix) an advantage over ACDBEs from other places in obtaining business as, or with, a concession at the airport.
Appendix A

49 CFR PART 23

PARTICIPATION OF DISADVANTAGED BUSINESS ENTERPRISE IN AIRPORT CONCESSIONS
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Appendix A to Part 23—Uniform Report of ACDBE Participation


Source: 70 FR 14508, Mar. 22, 2005, unless otherwise noted.

Subpart A—General

§23.1 What are the objectives of this part?

This part seeks to achieve several objectives:

(a) To ensure nondiscrimination in the award and administration of opportunities for concessions by airports receiving DOT financial assistance;

(b) To create a level playing field on which ACDBEs can compete fairly for opportunities for concessions;

(c) To ensure that the Department’s ACDBE program is narrowly tailored in accordance with applicable law;

(d) To ensure that only firms that fully meet this part’s eligibility standards are permitted to participate as ACDBEs;

(e) To help remove barriers to the participation of ACDBEs in opportunities for concessions at airports receiving DOT financial assistance; and

(f) To provide appropriate flexibility to airports receiving DOT financial assistance in establishing and providing opportunities for ACDBEs.

§23.3 What do the terms used in this part mean?

Administrator means the Administrator of the Federal Aviation Administration (FAA).

Affiliation has the same meaning the term has in the Small Business Administration (SBA) regulations, 13 CFR part 121, except that the provisions of SBA regulations concerning affiliation in the context of joint ventures (13 CFR §121.103(f)) do not apply to this part.
(1) Except as otherwise provided in 13 CFR part 121, concerns are affiliates of each other when, either directly or indirectly:

(i) One concern controls or has the power to control the other; or

(ii) A third party or parties controls or has the power to control both; or

(iii) An identity of interest between or among parties exists such that affiliation may be found.

(2) In determining whether affiliation exists, it is necessary to consider all appropriate factors, including common ownership, common management, and contractual relationships. Affiliates must be considered together in determining whether a concern meets small business size criteria and the statutory cap on the participation of firms in the ACDBE program.

Airport Concession Disadvantaged Business Enterprise (ACDBE) means a concession that is a for-profit small business concern—

(1) That is at least 51 percent owned by one or more individuals who are both socially and economically disadvantaged or, in the case of a corporation, in which 51 percent of the stock is owned by one or more such individuals; and

(2) Whose management and daily business operations are controlled by one or more of the socially and economically disadvantaged individuals who own it.

Alaska Native Corporation (ANC) means any Regional Corporation, Village Corporation, Urban Corporation, or Group Corporation organized under the laws of the State of Alaska in accordance with the Alaska Native Claims Settlement Act (43 U.S.C. 1601 et seq.)

Car dealership means an establishment primarily engaged in the retail sale of new and/or used automobiles. Car dealerships frequently maintain repair departments and carry stocks of replacement parts, tires, batteries, and automotive accessories. Such establishments also frequently sell pickup trucks and vans at retail. In the standard industrial classification system, car dealerships are categorized in NAICS code 441110.

Concession means one or more of the types of for-profit businesses listed in paragraph (1) or (2) of this definition:

(1) A business, located on an airport subject to this part, that is engaged in the sale of consumer goods or services to the public under an agreement with the recipient, another concessionaire, or the owner or lessee of a terminal, if other than the recipient.

(2) A business conducting one or more of the following covered activities, even if it does not maintain an office, store, or other business location on an airport subject to this part, as long as the activities take place on the airport: Management contracts and subcontracts, a web-based or other electronic business in a terminal or which passengers can access at the terminal, an advertising business that provides advertising displays or messages to the public on the airport, or a business that provides goods and services to concessionaires.
Example to paragraph (2): A supplier of goods or a management contractor maintains its office or primary place of business off the airport. However the supplier provides goods to a retail establishment in the airport; or the management contractor operates the parking facility on the airport. These businesses are considered concessions for purposes of this part.

(3) For purposes of this subpart, a business is not considered to be “located on the airport” solely because it picks up and/or delivers customers under a permit, license, or other agreement. For example, providers of taxi, limousine, car rental, or hotel services are not considered to be located on the airport just because they send shuttles onto airport grounds to pick up passengers or drop them off. A business is considered to be “located on the airport,” however, if it has an on-airport facility. Such facilities include in the case of a taxi operator, a dispatcher; in the case of a limousine, a booth selling tickets to the public; in the case of a car rental company, a counter at which its services are sold to the public or a ready return facility; and in the case of a hotel operator, a hotel located anywhere on airport property.

(4) Any business meeting the definition of concession is covered by this subpart, regardless of the name given to the agreement with the recipient, concessionaire, or airport terminal owner or lessee. A concession may be operated under various types of agreements, including but not limited to the following:

(i) Leases.

(ii) Subleases.

(iii) Permits.

(iv) Contracts or subcontracts.

(v) Other instruments or arrangements.

(5) The conduct of an aeronautical activity is not considered a concession for purposes of this subpart. Aeronautical activities include scheduled and non-scheduled air carriers, air taxis, air charters, and air couriers, in their normal passenger or freight carrying capacities; fixed base operators; flight schools; recreational service providers (e.g., sky-diving, parachute-jumping, flying guides); and air tour services.

(6) Other examples of entities that do not meet the definition of a concession include flight kitchens and in-flight caterers servicing air carriers, government agencies, industrial plants, farm leases, individuals leasing hangar space, custodial and security contracts, telephone and electric service to the airport facility, holding companies, and skycap services under contract with an air carrier or airport.

Concessionaire means a firm that owns and controls a concession or a portion of a concession.

Department (DOT) means the U.S. Department of Transportation, including the Office of the Secretary and the Federal Aviation Administration (FAA).

Direct ownership arrangement means a joint venture, partnership, sublease, licensee, franchise, or other arrangement in which a firm owns and controls a concession.
Good faith efforts means efforts to achieve an ACDBE goal or other requirement of this part that, by their scope, intensity, and appropriateness to the objective, can reasonably be expected to meet the program requirement.

Immediate family member means father, mother, husband, wife, son, daughter, brother, sister, grandmother, grandfather, grandson, granddaughter, mother-in-law, father-in-law, brother-in-law, sister-in-law, or registered domestic partner.

Indian tribe means any Indian tribe, band, nation, or other organized group or community of Indians, including any ANC, which is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians, or is recognized as such by the State in which the tribe, band, nation, group, or community resides. See definition of “tribally-owned concern” in this section.

Joint venture means an association of an ACDBE firm and one or more other firms to carry out a single, for-profit business enterprise, for which the parties combine their property, capital, efforts, skills and knowledge, and in which the ACDBE is responsible for a distinct, clearly defined portion of the work of the contract and whose shares in the capital contribution, control, management, risks, and profits of the joint venture are commensurate with its ownership interest. Joint venture entities are not certified as ACDBEs.

Large hub primary airport means a commercial service airport that has a number of passengers boarding’s equal to at least one percent of all passenger boarding’s in the United States.

Management contract or subcontract means an agreement with a recipient or another management contractor under which a firm directs or operates one or more business activities, the assets of which are owned, leased, or otherwise controlled by the recipient. The managing agent generally receives, as compensation, a flat fee or a percentage of the gross receipts or profit from the business activity. For purposes of this subpart, the business activity operated or directed by the managing agent must be other than an aeronautical activity, be located at an airport subject to this subpart, and be engaged in the sale of consumer goods or provision of services to the public.

Material amendment means a significant change to the basic rights or obligations of the parties to a concession agreement. Examples of material amendments include an extension to the term not provided for in the original agreement or a substantial increase in the scope of the concession privilege. Examples of nonmaterial amendments include a change in the name of the concessionaire or a change to the payment due dates.

Medium hub primary airport means a commercial service airport that has a number of passenger boarding’s equal to at least 0.25 percent of all passenger boarding’s in the United States but less than one percent of such passenger boarding’s.

Native Hawaiian means any individual whose ancestors were natives, prior to 1778, of the area that now comprises the State of Hawaii.

Native Hawaiian Organization means any community service organization serving Native Hawaiians in the State of Hawaii that is a not-for-profit organization chartered by the State of Hawaii, and is controlled by Native Hawaiians.
Noncompliance means that a recipient has not correctly implemented the requirements of this part.

Nonhub primary airport means a commercial service airport that has more than 10,000 passenger boarding's each year but less than 0.05 percent of all passenger boarding's in the United States.

Part 26 means 49 CFR part 26, the Department of Transportation’s disadvantaged business enterprise regulation for DOT-assisted contracts.

Personal net worth means the net value of the assets of an individual remaining after total liabilities are deducted. An individual's personal net worth (PNW) does not include the following:

1. The individual’s ownership interest in an ACDBE firm or a firm that is applying for ACDBE certification;
2. The individual’s equity in his or her primary place of residence; and
3. Other assets that the individual can document are necessary to obtain financing or a franchise agreement for the initiation or expansion of his or her ACDBE firm (or have in fact been encumbered to support existing financing for the individual’s ACDBE business) to a maximum of $3 million. The effectiveness of this paragraph (3) of this definition is suspended with respect to any application for ACDBE certification made or any financing or franchise agreement obtained after June 20, 2012.

Primary airport means a commercial service airport that the Secretary determines to have more than 10,000 passengers enplaned annually.

Primary industry classification means the North American Industrial Classification System (NAICS) code designation that best describes the primary business of a firm. The NAICS Manual is available through the National Technical Information Service (NTIS) of the U.S. Department of Commerce (Springfield, VA, 22261). NTIS also makes materials available through its Web site (http://www.ntis.gov/naics).

Primary recipient means a recipient to which DOT financial assistance is extended through the programs of the FAA and which passes some or all of it on to another recipient.

Principal place of business means the business location where the individuals who manage the firm's day-to-day operations spend most working hours and where top management’s business records are kept. If the offices from which management is directed and where business records are kept are in different locations, the recipient will determine the principal place of business for ACDBE program purposes.

Race-conscious means a measure or program that is focused specifically on assisting only ACDBEs, including women-owned ACDBEs. For the purposes of this part, race-conscious measures include gender-conscious measures.

Race-neutral means a measure or program that is, or can be, used to assist all small businesses, without making distinctions or classifications on the basis of race or gender.

Secretary means the Secretary of Transportation or his/her designee.

Set-aside means a contracting practice restricting eligibility for the competitive award of a contract solely to ACDBE firms.
Small Business Administration or SBA means the United States Small Business Administration.

Small business concern means a for profit business that does not exceed the size standards of §23.33 of this part.

Small hub airport means a publicly owned commercial service airport that has a number of passenger boarding’s equal to at least 0.05 percent of all passenger boarding’s in the United States but less than 0.25 percent of such passenger boarding’s.

Socially and economically disadvantaged individual means any individual who is a citizen (or lawfully admitted permanent resident) of the United States and who is—

(1) Any individual determined by a recipient to be a socially and economically disadvantaged individual on a case-by-case basis.

(2) Any individual in the following groups, members of which are rebuttably presumed to be socially and economically disadvantaged:

(i) “Black Americans,” which includes persons having origins in any of the Black racial groups of Africa;

(ii) “Hispanic Americans,” which includes persons of Mexican, Puerto Rican, Cuban, Dominican, Central or South American, or other Spanish or Portuguese culture or origin, regardless of race;

(iii) “Native Americans,” which includes persons who are American Indians, Eskimos, Aleuts, or Native Hawaiians;

(iv) “Asian-Pacific Americans,” which includes persons whose origins are from Japan, China, Taiwan, Korea, Burma (Myanmar), Vietnam, Laos, Cambodia (Kampuchea), Thailand, Malaysia, Indonesia, the Philippines, Brunei, Samoa, Guam, the U.S. Trust Territories of the Pacific Islands (Republic of Palau), the Commonwealth of the Northern Marianas Islands, Macao, Fiji, Tonga, Kiribati, Juvalu, Nauru, Federated States of Micronesia, or Hong Kong;

(v) “Subcontinent Asian Americans,” which includes persons whose origins are from India, Pakistan, Bangladesh, Bhutan, the Maldives Islands, Nepal or Sri Lanka;

(vi) Women;

(vii) Any additional groups whose members are designated as socially and economically disadvantaged by the SBA, at such time as the SBA designation becomes effective.

Recipient means any entity, public or private, to which DOT financial assistance is extended, whether directly or through another recipient, through the programs of the FAA.

Tribally-owned concern means any concern at least 51 percent owned by an Indian tribe as defined in this section.
You refers to a recipient, unless a statement in the text of this part or the context requires otherwise (i.e., "You must do XYZ" means that recipients must do XYZ).


§23.5 To whom does this part apply?

If you are a recipient that has received a grant for airport development at any time after January 1988 that was authorized under Title 49 of the United States Code, this part applies to you.

§23.7 Program reviews.

In 2010, and thereafter at the discretion of the Secretary, the Department will initiate a review of the ACDBE program to determine what, if any, modifications should be made to this part.

[75 FR 16358, Apr. 1, 2010]

§23.9 What are the nondiscrimination and assurance requirements of this part for recipients?

(a) As a recipient, you must meet the non-discrimination requirements provided in part 26, §26.7 with respect to the award and performance of any concession agreement, management contract or subcontract, purchase or lease agreement, or other agreement covered by this subpart.

(b) You must also take all necessary and reasonable steps to ensure nondiscrimination in the award and administration of contracts and agreements covered by this part.

(c) You must include the following assurances in all concession agreements and management contracts you execute with any firm after April 21, 2005:

(1) “This agreement is subject to the requirements of the U.S. Department of Transportation’s regulations, 49 CFR part 23. The concessionaire or contractor agrees that it will not discriminate against any business owner because of the owner’s race, color, national origin, or sex in connection with the award or performance of any concession agreement, management contract, or subcontract, purchase or lease agreement, or other agreement covered by 49 CFR part 23.

(2) “The concessionaire or contractor agrees to include the above statements in any subsequent concession agreement or contract covered by 49 CFR part 23, that it enters and cause those businesses to similarly include the statements in further agreements.”
§23.11  What compliance and enforcement provisions are used under this part?

The compliance and enforcement provisions of part 26 (§§26.101 and 26.105 through 26.109) apply to this part in the same way that they apply to FAA recipients and programs under part 26.


§23.13  How does the Department issue guidance, interpretations, exemptions, and waivers pertaining to this part?

(a) Only guidance and interpretations (including interpretations set forth in certification appeal decisions) consistent with this part 23 and issued after April 21, 2005, express the official positions and views of the Department of Transportation or the Federal Aviation Administration.

(b) The Secretary of Transportation, Office of the Secretary of Transportation, and the FAA may issue written interpretations of or written guidance concerning this part. Written interpretations and guidance are valid, and express the official positions and views of the Department of Transportation or the FAA, only if they are issued over the signature of the Secretary of Transportation or if they contain the following statement:

The General Counsel of the Department of Transportation has reviewed this document and approved it as consistent with the language and intent of 49 CFR part 23.

(c) You may apply for an exemption from any provision of this part. To apply, you must request the exemption in writing from the Office of the Secretary of Transportation or the FAA. The Secretary will grant the request only if it documents special or exceptional circumstances, not likely to be generally applicable, and not contemplated in connection with the rulemaking that established this part, that make your compliance with a specific provision of this part impractical. You must agree to take any steps that the Department specifies to comply with the intent of the provision from which an exemption is granted. The Secretary will issue a written response to all exemption requests.

(d) You can apply for a waiver of any provision of subpart B or D of this part including, but not limited to, any provisions regarding administrative requirements, overall goals, contract goals or good faith efforts. Program waivers are for the purpose of authorizing you to operate an ACDBE program that achieves the objectives of this part by means that may differ from one or more of the requirements of subpart B or D of this part. To receive a program waiver, you must follow these procedures:

(1) You must apply through the FAA. The application must include a specific program proposal and address how you will meet the criteria of paragraph (d)(2) of this section. Before submitting your application, you must have had public participation in developing your proposal, including consultation with the ACDBE community and at least one public hearing. Your application must include a summary of the public participation process and the information gathered through it.

(2) Your application must show that—
(i) There is a reasonable basis to conclude that you could achieve a level of ACDBE participation consistent with the objectives of this part using different or innovative means other than those that are provided in subpart B or D of this part;

(ii) Conditions at your airport are appropriate for implementing the proposal;

(iii) Your proposal would prevent discrimination against any individual or group in access to concession opportunities or other benefits of the program; and

(iv) Your proposal is consistent with applicable law and FAA program requirements.

(3) The FAA Administrator has the authority to approve your application. If the Administrator grants your application, you may administer your ACDBE program as provided in your proposal, subject to the following conditions:

(i) ACDBE eligibility is determined as provided in subpart C of this part, and ACDBE participation is counted as provided in §§23.53 through 23.55.

(ii) Your level of ACDBE participation continues to be consistent with the objectives of this part;

(iii) There is a reasonable limitation on the duration of the your modified program; and

(iv) Any other conditions the Administrator makes on the grant of the waiver.

(4) The Administrator may end a program waiver at any time and require you to comply with this part's provisions. The Administrator may also extend the waiver, if he or she determines that all requirements of this section continue to be met. Any such extension shall be for no longer than period originally set for the duration of the program waiver.

(2) Timely submission and FAA approval of your revised ACDBE program is a condition of eligibility for FAA financial assistance.

(3) Until your new ACDBE program is submitted and approved, you must continue to implement your concessions DBE program that was in effect before the effective date of this amendment to part 23, except with respect to any provision that is contrary to this part.

(b) If you are a primary airport that does not now have a DBE concessions program, and you apply for a grant of FAA funds for airport planning and development under 49 U.S.C. 47107 et seq., you must submit an ACDBE program to the FAA at the time of your application. Timely submission and FAA approval of your ACDBE program are conditions of eligibility for FAA financial assistance.

(c) If you are the owner of more than one airport that is required to have an ACDBE program, you may implement one plan for all your locations. If you do so, you must establish a separate ACDBE goal for each location.

(d) If you make any significant changes to your ACDBE program at any time, you must provide the amended program to the FAA for approval before implementing the changes.

(e) If you are a non-primary airport, non-commercial service airport, a general aviation airport, reliever airport, or any other airport that does not have scheduled commercial service, you are not required to have an ACDBE program. However, you must take appropriate outreach steps to encourage available ACDBEs to participate as concessionaires whenever there is a concession opportunity.

§23.23 What administrative provisions must be in a recipient’s ACDBE program?

(a) If, as a recipient that must have an ACDBE program, the program must include provisions for a policy statement, liaison officer, and directory, as provided in part 26, §§26.23, 26.25, and 26.31, as well as certification of ACDBEs as provided by Subpart C of this part. You must include a statement in your program committing you to operating your ACDBE program in a nondiscriminatory manner.

(b) You may combine your provisions for implementing these requirements under this part and part 26 (e.g., a single policy statement can cover both Federally-assisted airport contracts and concessions; the same individual can act as the liaison officer for both part 23 and part 26 matters).

§23.25 What measures must recipients include in their ACDBE programs to ensure nondiscriminatory participation of ACDBEs in concessions?

(a) You must include in your ACDBE program a narrative description of the types of measures you intend to make to ensure nondiscriminatory participation of ACDBEs in concession and other covered activities.
(b) Your ACDBE program must provide for setting goals consistent with the requirements of Subpart D of this part.

(c) Your ACDBE program must provide for seeking ACDBE participation in all types of concession activities, rather than concentrating participation in one category or a few categories to the exclusion of others.

(d) Your ACDBE program must include race-neutral measures that you will take. You must maximize the use of race-neutral measures, obtaining as much as possible of the ACDBE participation needed to meet overall goals through such measures. These are responsibilities that you directly undertake as a recipient, in addition to the efforts that concessionaires make, to obtain ACDBE participation. The following are examples of race-neutral measures you can implement:

1. Locating and identifying ACDBEs and other small businesses who may be interested in participating as concessionaires under this part;

2. Notifying ACDBEs of concession opportunities and encouraging them to compete, when appropriate;

3. When practical, structuring concession activities so as to encourage and facilitate the participation of ACDBEs

4. Providing technical assistance to ACDBEs in overcoming limitations, such as inability to obtain bonding or financing;

5. Ensuring that competitors for concession opportunities are informed during pre-solicitation meetings about how the recipient’s ACDBE program will affect the procurement process;

6. Providing information concerning the availability of ACDBE firms to competitors to assist them in obtaining ACDBE participation; and

7. Establishing a business development program (see part 26, §26.35); technical assistance program; or taking other steps to foster ACDBE participation in concessions.

(e) Your ACDBE program must also provide for the use of race-conscious measures when race-neutral measures, standing alone, are not projected to be sufficient to meet an overall goal. The following are examples of race-conscious measures you can implement:

1. Establishing concession-specific goals for particular concession opportunities.

   i. If the objective of the concession-specific goal is to obtain ACDBE participation through a direct ownership arrangement with an ACDBE, calculate the goal as a percentage of the total estimated annual gross receipts from the concession.

   ii. If the goal applies to purchases and/or leases of goods and services, calculate the goal by dividing the estimated dollar value of such purchases and/or leases from ACDBEs by the total estimated dollar value of all purchases to be made by the concessionaire.
(iii) To be eligible to be awarded the concession, competitors must make good faith efforts to meet this goal. A competitor may do so either by obtaining enough ACDBE participation to meet the goal or by documenting that it made sufficient good faith efforts to do so.

(iv) The administrative procedures applicable to contract goals in part 26, §26.51-53, apply with respect to concession-specific goals.

(2) Negotiation with a potential concessionaire to include ACDBE participation, through direct ownership arrangements or measures, in the operation of the concession.

(3) With the prior approval of FAA, other methods that take a competitor’s ability to provide ACDBE participation into account in awarding a concession.

(f) Your ACDBE program must require businesses subject to ACDBE goals at the airport (except car rental companies) to make good faith efforts to explore all available options to meet goals, to the maximum extent practicable, through direct ownership arrangements with DBEs.

(g) As provided in §23.61 of this part, you must not use set-asides and quotas as means of obtaining ACDBE participation.

§23.27 What information does a recipient have to retain and report about implementation of its ACDBE program?

(a) As a recipient, you must retain sufficient basic information about your program implementation, your certification of ACDBEs, and the award and performance of agreements and contracts to enable the FAA to determine your compliance with this part. You must retain this data for a minimum of three years following the end of the concession agreement or other covered contract.

(b) Beginning March 1, 2006, you must submit an annual report on ACDBE participation using the form found in appendix A to this part. You must submit the report to the appropriate FAA Regional Civil Rights Office.

§23.29 What monitoring and compliance procedures must recipients follow?

As a recipient, you must implement appropriate mechanisms to ensure compliance with the requirements of this part by all participants in the program. You must include in your concession program the specific provisions to be inserted into concession agreements and management contracts setting forth the enforcement mechanisms and other means you use to ensure compliance. These provisions must include a monitoring and enforcement mechanism to verify that the work committed to ACDBEs is actually performed by the ACDBEs. This mechanism must include a written certification that you have reviewed records of all contracts, leases, joint venture agreements, or other concession-related agreements and monitored the work on-site at your airport for this purpose. The monitoring to which this
paragraph refers may be conducted in conjunction with monitoring of concession performance for other purposes.

[77 FR 36931, June 20, 2012]

Subpart C—Certification and Eligibility of ACDBEs

§23.31   What certification standards and procedures do recipients use to certify ACDBEs?

(a) As a recipient, you must use, except as provided in this subpart, the procedures and standards of part 26, §§26.61-91 for certification of ACDBEs to participate in your concessions program. Your ACDBE program must incorporate the use of these standards and procedures and must provide that certification decisions for ACDBEs will be made by the Unified Certification Program (UCP) in your state (see part 26, §26.81).

(b) The UCP’s directory of eligible DBEs must specify whether a firm is certified as a DBE for purposes of part 26, an ACDBE for purposes of part 23, or both.

(c) As an airport or UCP, you must review the eligibility of currently certified ACDBE firms to make sure that they meet the eligibility standards of this part.

(1) You must complete these reviews as soon as possible, but in no case later than April 21, 2006 or three years from the anniversary date of each firm’s most recent certification, whichever is later.

(2) You must direct all currently certified ACDBEs to submit to you by April 21, 2006, a personal net worth statement, a certification of disadvantage, and an affidavit of no change.

§23.33   What size standards do recipients use to determine the eligibility of ACDBEs?

(a) As a recipient, you must, except as provided in paragraph (b) of this section, treat a firm as a small business eligible to be certified as an ACDBE if its gross receipts, averaged over the firm’s previous three fiscal years, do not exceed $56.42 million.

(b) The following types of businesses have size standards that differ from the standard set forth in paragraph (a) of this section:

(1) Banks and financial institutions: $1 billion in assets;

(2) Car rental companies: $75.23 million average annual gross receipts over the firm’s three previous fiscal years, as adjusted by the Department for inflation every two years from April 3, 2009.
(3) **Pay telephones**: 1,500 employees;

(4) **Automobile dealers**: 350 employees.

(c) The Department adjusts the numbers in paragraphs (a) and (b)(2) of this section using the Department of Commerce price deflators for purchases by State and local governments as the basis for this adjustment. The Department publishes a **FEDERAL REGISTER** document informing the public of each adjustment.

[77 FR 36931, June 20, 2012]

§23.35 **What is the personal net worth standard for disadvantaged owners of ACDBEs?**

The personal net worth standard used in determining eligibility for purposes of this part is $1.32 million. Any individual who has a personal net worth exceeding this amount is not a socially and economically disadvantaged individual for purposes of this part, even if the individual is a member of a group otherwise presumed to be disadvantaged.

[70 FR 14508, Mar. 22, 2005, as amended at 77 FR 36931, June 20, 2012]

§23.37 **Are firms certified under 49 CFR part 26 eligible to participate as ACDBEs?**

(a) You must presume that a firm that is certified as a DBE under part 26 is eligible to participate as an ACDBE. By meeting the size, disadvantage (including personal net worth), ownership and control standards of part 26, the firm will have also met the eligibility standards for part 23.

(b) However, before certifying such a firm, you must ensure that the disadvantaged owners of a DBE certified under part 26 are able to control the firm with respect to its activity in the concessions program. In addition, you are not required to certify a part 26 DBE as a part 23 ACDBE if the firm does not do work relevant to the airport's concessions program.

§23.39 **What other certification requirements apply in the case of ACDBEs?**

(a) The provisions of part 26, §§26.83 (c)(2) through (c)(6) do not apply to certifications for purposes of this part. Instead, in determining whether a firm is an eligible ACDBE, you must take the following steps:

1. Obtain the resumes or work histories of the principal owners of the firm and personally interview these individuals;

2. Analyze the ownership of stock of the firm, if it is a corporation;
(3) Analyze the bonding and financial capacity of the firm;

(4) Determine the work history of the firm, including any concession contracts or other contracts it may have received;

(5) Obtain or compile a list of the licenses of the firm and its key personnel to perform the concession contracts or other contracts it wishes to receive;

(6) Obtain a statement from the firm of the type(s) of concession(s) it prefers to operate or the type(s) of other contract(s) it prefers to perform.

(b) In reviewing the affidavit required by part 26, §26.83(j), you must ensure that the ACDBE firm meets the applicable size standard in §23.33.

(c) For purposes of this part, the term prime contractor in part 26, §26.87(i) includes a firm holding a prime contract with an airport concessionaire to provide goods or services to the concessionaire or a firm holding a prime concession agreement with a recipient.

(d) With respect to firms owned by Alaska Native Corporations (ANCs), the provisions of part 26, §26.73(i) do not apply under this part. The eligibility of ANC-owned firms for purposes of this part is governed by §26.73(h).

(e) When you remove a concessionaire's eligibility after the concessionaire has entered a concession agreement, because the firm exceeded the small business size standard or because an owner has exceeded the personal net worth standard, and the firm in all other respects remains an eligible DBE, you may continue to count the concessionaire's participation toward DBE goals during the remainder of the current concession agreement. However, you must not count the concessionaire's participation toward DBE goals beyond the termination date for the concession agreement in effect at the time of the decertification (e.g., in a case where the agreement is renewed or extended, or an option for continued participation beyond the current term of the agreement is exercised).

(f) When UCPs are established in a state (see part 26, §26.81), the UCP, rather than individual recipients, certifies firms for the ACDBE concession program.

(g) You must use the Uniform Application Form found in appendix F to part 26. However, you must instruct applicants to take the following additional steps:

(1) In the space available in section 2(B)(7) of the form, the applicant must state that it is applying for certification as an ACDBE.

(2) With respect to section 4(C) of the form, the applicant must provide information on an attached page concerning the address/location, ownership/lease status, current value of property or lease, and fees/lease payments paid to the airport.

(3) The applicant need not complete section 4(I) and (J). However, the applicant must provide information on an attached page concerning any other airport concession businesses the applicant firm or any affiliate owns and/or operates, including name, location, type of concession, and start date of concession.
Car rental companies and private terminal owners or lessees are not authorized to certify firms as ACDBEs. As a car rental company or private terminal owner or lessee, you must obtain ACDBE participation from firms which a recipient or UCPs have certified as ACDBEs.

You must use the certification standards of this part to determine the ACDBE eligibility of firms that provide goods and services to concessionaires.

Subpart D—Goals, Good Faith Efforts, and Counting

§23.41 What is the basic overall goal requirement for recipients?

(a) If you are a recipient who must implement an ACDBE program, you must, except as provided in paragraph (b) of this section, establish two separate overall ACDBE goals. The first is for car rentals; the second is for concessions other than car rentals.

(b) If your annual car rental concession revenues, averaged over the three-years preceding the date on which you are required to submit overall goals, do not exceed $200,000, you are not required to submit a car rental overall goal. If your annual revenues for concessions other than car rentals, averaged over the three years preceding the date on which you are required to submit overall goals, do not exceed $200,000, you are not required to submit a non-car rental overall goal.

(c) Each overall goal must cover a three-year period. You must review your goals annually to make sure they continue to fit your circumstances appropriately. You must report to the FAA any significant adjustments that you make to your goal in the time before your next scheduled submission.

(d) Your goals established under this part must provide for participation by all certified ACDBEs and may not be subdivided into group-specific goals.

(e) If you fail to establish and implement goals as provided in this section, you are not in compliance with this part. If you establish and implement goals in a way different from that provided in this part, you are not in compliance with this part. If you fail to comply with this requirement, you are not eligible to receive FAA financial assistance.

§23.43 What are the consultation requirements in the development of recipients' overall goals?

(a) As a recipient, you must consult with stakeholders before submitting your overall goals to FAA.

(b) Stakeholders with whom you must consult include, but are not limited to, minority and women’s business groups, community organizations, trade associations representing concessionaires currently located at the airport, as well as existing concessionaires themselves, and other officials or organizations which could be expected to have information concerning the availability of disadvantaged businesses, the
effects of discrimination on opportunities for ACDBEs, and the recipient's efforts to increase participation of ACDBEs.

§23.45 What are the requirements for submitting overall goal information to the FAA?

(a) You must submit your overall goals to the appropriate FAA Regional Civil Rights Office for approval. Your first set of overall goals meeting the requirements of this subpart are due on the following schedule:

(1) If you are a large or medium hub primary airport on April 21, 2005, by January 1, 2006. You must make your next submissions by October 1, 2008.

(2) If you are a small hub primary airport on April 21, 2005, by October 1, 2006.

(3) If you are a nonhub primary airport on April 21, 2005, by October 1, 2007.

(b) You must then submit new goals every three years after the date that applies to you.

(c) Timely submission and FAA approval of your overall goals is a condition of eligibility for FAA financial assistance.

(d) In the time before you make your first submission under paragraph (a) of this section, you must continue to use the overall goals that have been approved by the FAA before the effective date of this part.

(e) Your overall goal submission must include a description of the method used to calculate your goals and the data you relied on. You must “show your work” to enable the FAA to understand how you concluded your goals were appropriate. This means that you must provide to the FAA the data, calculations, assumptions, and reasoning used in establishing your goals.

(f) Your submission must include your projection of the portions of your overall goals you propose to meet through use of race-neutral and race-conscious means, respectively, and the basis for making this projection (see §23.51(d)(5))

(g) FAA may approve or disapprove the way you calculated your goal, including your race-neutral/race-conscious “split,” as part of its review of your plan or goal submission. Except as provided in paragraph (h) of this section, the FAA does not approve or disapprove the goal itself (i.e., the number).

(h) If the FAA determines that your goals have not been correctly calculated or the justification is inadequate, the FAA may, after consulting with you, adjust your overall goal or race-conscious/race-neutral “split.” The adjusted goal represents the FAA’s determination of an appropriate overall goal for ACDBE participation in the recipient’s concession program, based on relevant data and analysis. The adjusted goal is binding on you.
(i) If a new concession opportunity, the estimated average annual gross revenues of which are anticipated to be $200,000 or greater, arises at a time that falls between normal submission dates for overall goals, you must submit an appropriate adjustment to your overall goal to the FAA for approval no later than 90 days before issuing the solicitation for the new concession opportunity.

[70 FR 14508, Mar. 22, 2005, as amended at 77 FR 36931, June 20, 2012]

§23.47 What is the base for a recipient’s goal for concessions other than car rentals?

(a) As a recipient, the base for your goal includes the total gross receipts of concessions, except as otherwise provided in this section.

(b) This base does not include the gross receipts of car rental operations.

(c) The dollar amount of a management contract or subcontract with a non-ACDBE and the gross receipts of business activities to which a management or subcontract with a non-ACDBE pertains are not added to this base.

(d) This base does not include any portion of a firm's estimated gross receipts that will not be generated from a concession.

Example to paragraph (d): A firm operates a restaurant in the airport terminal which serves the traveling public and under the same lease agreement, provides in-flight catering service to air carriers. The projected gross receipts from the restaurant are included in the overall goal calculation, while the gross receipts to be earned by the in-flight catering services are not.

§23.49 What is the base for a recipient’s goal for car rentals?

Except in the case where you use the alternative goal approach of §23.51(c)(5)(ii), the base for your goal is the total gross receipts of car rental operations at your airport. You do not include gross receipts of other concessions in this base.

§23.51 How are a recipient’s overall goals expressed and calculated?

(a) Your objective in setting a goal is to estimate the percentage of the base calculated under §§23.47-23.49 that would be performed by ACDBEs in the absence of discrimination and its effects.

(1) This percentage is the estimated ACDBE participation that would occur if there were a “level playing field” for firms to work as concessionaires for your airport.
(2) In conducting this goal setting process, you are determining the extent, if any, to which the firms in your market area have suffered discrimination or its effects in connection with concession opportunities or related business opportunities.

(3) You must complete the goal-setting process separately for each of the two overall goals identified in §23.41 of this part.

(b)(1) Each overall concessions goal must be based on demonstrable evidence of the availability of ready, willing and able ACDBEs relative to all businesses ready, willing and able to participate in your ACDBE program (hereafter, the “relative availability of ACDBEs”).

(2) You cannot simply rely on the 10 percent national aspirational goal, your previous overall goal, or past ACDBE participation rates in your program without reference to the relative availability of ACDBEs in your market.

(3) Your market area is defined by the geographical area in which the substantial majority of firms which seek to do concessions business with the airport are located and the geographical area in which the firms which receive the substantial majority of concessions-related revenues are located. Your market area may be different for different types of concessions.

(c) Step 1. You must begin your goal setting process by determining a base figure for the relative availability of ACDBEs. The following are examples of approaches that you may take toward determining a base figure. These examples are provided as a starting point for your goal setting process. Any percentage figure derived from one of these examples should be considered a basis from which you begin when examining the evidence available to you. These examples are not intended as an exhaustive list. Other methods or combinations of methods to determine a base figure may be used, subject to approval by the FAA.

(1) Use DBE Directories and Census Bureau Data. Determine the number of ready, willing and able ACDBEs in your market area from your ACDBE directory. Using the Census Bureau’s County Business Pattern (CBP) data base, determine the number of all ready, willing and able businesses available in your market area that perform work in the same NAICS codes. (Information about the CBP data base may be obtained from the Census Bureau at their Web site, http://www.census.gov/epcd/cbp/view/cbpview.html.) Divide the number of ACDBEs by the number of all businesses to derive a base figure for the relative availability of ACDBEs in your market area.

(2) Use an Active Participants List. Determine the number of ACDBEs that have participated or attempted to participate in your airport concessions program in previous years. Determine the number of all businesses that have participated or attempted to participate in your airport concession program in previous years. Divide the number of ACDBEs who have participated or attempted to participate by the number for all businesses to derive a base figure for the relative availability of ACDBEs in your market area.

(3) Use data from a disparity study. Use a percentage figure derived from data in a valid, applicable disparity study.
(4) **Use the goal of another recipient.** If another airport or other DOT recipient in the same, or substantially similar, market has set an overall goal in compliance with this rule, you may use that goal as a base figure for your goal.

(5) **Alternative methods.** (i) You may use other methods to determine a base figure for your overall goal. Any methodology you choose must be based on demonstrable evidence of local market conditions and be designed to ultimately attain a goal that is rationally related to the relative availability of ACDBEs in your market area.

(ii) In the case of a car rental goal, where it appears that all or most of the goal is likely to be met through the purchases by car rental companies of vehicles or other goods or services from ACDBEs, one permissible alternative is to structure the goal entirely in terms of purchases of goods and services. In this case, you would calculate your car rental overall goal by dividing the estimated dollar value of such purchases from ACDBEs by the total estimated dollar value of all purchases to be made by car rental companies.

(d) **Step 2.** Once you have calculated a base figure, you must examine all relevant evidence reasonably available in your jurisdiction to determine what adjustment, if any, is needed to the base figure in order to arrive at your overall goal.

(1) There are many types of evidence that must be considered when adjusting the base figure. These include, but are not limited to:

(i) The current capacity of ACDBEs to perform work in your concessions program, as measured by the volume of work ACDBEs have performed in recent years; and

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

(2) If your base figure is the goal of another recipient, you must adjust it for differences in your market area and your concessions program.

(3) If available, you must consider evidence from related fields that affect the opportunities for ACDBEs to form, grow and compete. These include, but are not limited to:

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

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

(4) If you attempt to make an adjustment to your base figure to account for the continuing effects of past discrimination, or the effects of an ongoing ACDBE program, the adjustment must be based on demonstrable evidence that is logically and directly related to the effect for which the adjustment is sought.

(5) Among the information you submit with your overall goal (see 23.45(e)), you must include description of the methodology you used to establish the goal, including your base figure and the
evidence with which it was calculated, as well as the adjustments you made to the base figure and the
evidence relied on for the adjustments. You should also include a summary listing of the relevant available
evidence in your jurisdiction and an explanation of how you used that evidence to adjust your base figure.
You must also include your projection of the portions of the overall goal you expect to meet through
race-neutral and race-conscious measures, respectively (see §§26.51(c)).

(e) You are not required to obtain prior FAA concurrence with your overall goal (i.e., with the number
itself). However, if the FAA's review suggests that your overall goal has not been correctly calculated, or
that your method for calculating goals is inadequate, the FAA may, after consulting with you, adjust your
overall goal or require that you do so. The adjusted overall goal is binding on you.

(f) If you need additional time to collect data or take other steps to develop an approach to setting
overall goals, you may request the approval of the FAA Administrator for an interim goal and/or goal-
setting mechanism. Such a mechanism must:

(1) Reflect the relative availability of ACDBEs in your local market area to the maximum extent
feasible given the data available to you; and

(2) Avoid imposing undue burdens on non-ACDBEs.

§23.53 How do car rental companies count ACDBE participation toward their goals?

(a) As a car rental company, you may, in meeting the goal the airport has set for you, include
purchases or leases of vehicles from any vendor that is a certified ACDBE.

(b) As a car rental company, if you choose to meet the goal the airport has set for you by including
purchases or leases of vehicles from an ACDBE vendor, you must also submit to the recipient
documentation of the good faith efforts you have made to obtain ACDBE participation from other ACDBE
providers of goods and services.

(c) While this part does not require you to obtain ACDBE participation through direct ownership
arrangements, you may count such participation toward the goal the airport has set for you.

(d) The following special rules apply to counting participation related to car rental operations:

(1) Count the entire amount of the cost charged by an ACDBE for repairing vehicles, provided that it
is reasonable and not excessive as compared with fees customarily allowed for similar services.

(2) Count the entire amount of the fee or commission charged by a ACDBE to manage a car rental
concession under an agreement with the concessionaire toward ACDBE goals, provided that it is
reasonable and not excessive as compared with fees customarily allowed for similar services.

(3) Do not count any portion of a fee paid by a manufacturer to a car dealership for reimbursement
of work performed under the manufacturer’s warranty.
For other goods and services, count participation toward ACDBE goals as provided in part 26, §26.55 and §23.55 of this part. In the event of any conflict between these two sections, §23.55 controls.

If you have a national or regional contract, count a pro-rated share of the amount of that contract toward the goals of each airport covered by the contract. Use the proportion of your applicable gross receipts as the basis for making this pro-rated assignment of ACDBE participation.

Example to paragraph (f): Car Rental Company X signs a regional contract with an ACDBE car dealer to supply cars to all five airports in a state. The five airports each account for 20 percent of X’s gross receipts in the state. Twenty percent of the value of the cars purchased through the ACDBE car dealer would count toward the goal of each airport.

§23.55 How do recipients count ACDBE participation toward goals for items other than car rentals?

(a) You count only ACDBE participation that results from a commercially useful function. For purposes of this part, the term commercially useful function has the same meaning as in part 26, §26.55(c), except that the requirements of §26.55(c)(3) do not apply to concessions.

(b) Count the total dollar value of gross receipts an ACDBE earns under a concession agreement and the total dollar value of a management contract or subcontract with an ACDBE toward the goal. However, if the ACDBE enters into a subconcession agreement or subcontract with a non-ACDBE, do not count any of the gross receipts earned by the non-ACDBE.

(c) When an ACDBE performs as a subconcessionaire or subcontractor for a non-ACDBE, count only the portion of the gross receipts earned by the ACDBE under its subagreement.

(d) When an ACDBE performs as a participant in a joint venture, count a portion of the gross receipts equal to the distinct, clearly defined portion of the work of the concession that the ACDBE performs with its own forces toward ACDBE goals.

(e) Count the entire amount of fees or commissions charged by an ACDBE firm for a bona fide service, provided that, as the recipient, you determine this amount to be reasonable and not excessive as compared with fees customarily allowed for similar services. Such services may include, but are not limited to, professional, technical, consultant, legal, security systems, advertising, building cleaning and maintenance, computer programming, or managerial.

(f) Count 100 percent of the cost of goods obtained from an ACDBE manufacturer. For purposes of this part, the term manufacturer has the same meaning as in part 26, §26.55(e)(1)(ii).

(g) Count 100 percent of the cost of goods purchased or leased from a ACDBE regular dealer. For purposes of this part, the term “regular dealer” has the same meaning as in part 26, §26.55(e)(2)(ii).

(h) Count credit toward ACDBE goals for goods purchased from an ACDBE which is neither a manufacturer nor a regular dealer as follows:
(1) Count the entire amount of fees or commissions charged for assistance in the procurement of the goods, provided that this amount is reasonable and not excessive as compared with fees customarily allowed for similar services. Do not count any portion of the cost of the goods themselves.

(2) Count the entire amount of fees or transportation charges for the delivery of goods required for a concession, provided that this amount is reasonable and not excessive as compared with fees customarily allowed for similar services. Do not count any portion of the cost of goods themselves.

(i) If a firm has not been certified as an ACDBE in accordance with the standards in this part, do not count the firm’s participation toward ACDBE goals.

(j) Do not count the work performed or gross receipts earned by a firm after its eligibility has been removed toward ACDBE goals. However, if an ACDBE firm certified on April 21, 2005 is decertified because one or more of its disadvantaged owners do not meet the personal net worth criterion or the firm exceeds business size standards of this part during the performance of a contract or other agreement, the firm’s participation may continue to be counted toward ACDBE goals for the remainder of the term of the contract or other agreement (but not extensions or renewals of such contracts or agreements).

(k) Do not count costs incurred in connection with the renovation, repair, or construction of a concession facility (sometimes referred to as the “build-out”).

(l) Do not count the ACDBE participation of car rental companies toward your ACDBE achievements toward this goal.

§23.57 What happens if a recipient falls short of meeting its overall goals?

(a) You cannot be penalized or treated by the Department as being in noncompliance with this part, simply because your ACDBE participation falls short of your overall goals. You can be penalized or treated as being in noncompliance only if you have failed to administer your ACDBE program in good faith.

(b) If the awards and commitments shown on your Uniform Report of ACDBE Participation (found in Appendix A to this Part) at the end of any fiscal year are less than the overall goal applicable to that fiscal year, you must do the following in order to be regarded by the Department as implementing your ACDBE program in good faith:

(1) Analyze in detail the reasons for the difference between the overall goal and your awards and commitments in that fiscal year;

(2) Establish specific steps and milestones to correct the problems you have identified in your analysis and to enable you to meet fully your goal for the new fiscal year;

(3) (i) If you are a CORE 30 airport or other airport designated by the FAA, you must submit, within 90 days of the end of the fiscal year, the analysis and corrective actions developed under paragraphs (b)(1) and (2) of this section to the FAA for approval. If the FAA approves the report, you will be regarded as complying with the requirements of this section for the remainder of the fiscal year.
(ii) As an airport not meeting the criteria of paragraph (b)(3)(i) of this section, you must retain analysis and corrective actions in your records for three years and make it available to the FAA, on request, for their review.

(4) The FAA may impose conditions on the recipient as part of its approval of the recipient's analysis and corrective actions including, but not limited to, modifications to your overall goal methodology, changes in your race-conscious/race-neutral split, or the introduction of additional race-neutral or race-conscious measures.

(5) You may be regarded as being in noncompliance with this part, and therefore subject to the remedies in §23.11 of this part and other applicable regulations, for failing to implement your ACDBE program in good faith if any of the following things occur:

(i) You do not submit your analysis and corrective actions to FAA in a timely manner as required under paragraph (b)(3) of this section;

(ii) FAA disapproves your analysis or corrective actions; or

(iii) You do not fully implement:

(A) The corrective actions to which you have committed, or

(B) Conditions that FAA has imposed following review of your analysis and corrective actions.

(c) If information coming to the attention of FAA demonstrates that current trends make it unlikely that you, as an airport, will achieve ACDBE awards and commitments that would be necessary to allow you to meet your overall goal at the end of the fiscal year, FAA may require you to make further good faith efforts, such as modifying your race-conscious/race-neutral split or introducing additional race-neutral or race-conscious measures for the remainder of the fiscal year.

[70 FR 14508, Mar. 22, 2005, as amended at 77 FR 36931, June 20, 2012]

§23.59 What is the role of the statutory 10 percent goal in the ACDBE program?

(a) The statute authorizing the ACDBE program provides that, except to the extent the Secretary determines otherwise, not less than 10 percent of concession businesses are to be ACDBEs.

(b) This 10 percent goal is an aspirational goal at the national level, which the Department uses as a tool in evaluating and monitoring DBEs' opportunities to participate in airport concessions.

(c) The national 10 percent aspirational goal does not authorize or require recipients to set overall or concession-specific goals at the 10 percent level, or any other particular level, or to take any special administrative steps if their goals are above or below 10 percent.
§23.61   Can recipients use quotas or set-asides as part of their ACDBE programs?

You must not use quotas or set-asides for ACDBE participation in your program.

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Subpart E—Other Provisions

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§23.71   Does a recipient have to change existing concession agreements?

Nothing in this part requires you to modify or abrogate an existing concession agreement (one executed before April 21, 2005) during its term. When an extension or option to renew such an agreement is exercised, or when a material amendment is made, you must assess potential for ACDBE participation and may, if permitted by the agreement, use any means authorized by this part to obtain a modified amount of ACDBE participation in the renewed or amended agreement.

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§23.73   What requirements apply to privately-owned or leased terminal buildings?

(a) If you are a recipient who is required to implement an ACDBE program on whose airport there is a privately-owned or leased terminal building that has concessions, or any portion of such a building, this section applies to you.

(b) You must pass through the applicable requirements of this part to the private terminal owner or lessee via your agreement with the owner or lessee or by other means. You must ensure that the terminal owner or lessee complies with the requirements of this part.

(c) If your airport is a primary airport, you must obtain from the terminal owner or lessee the goals and other elements of the ACDBE program required under this part. You must incorporate this information into your concession plan and submit it to the FAA in accordance with this part.

(d) If the terminal building is at a non-primary commercial service airport or general aviation airport or reliever airport, you must ensure that the owner complies with the requirements in §23.21(e).

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§23.75   Can recipients enter into long-term, exclusive agreements with concessionaires?

(a) Except as provided in paragraph (b) of this section, you must not enter into long-term, exclusive agreements for concessions. For purposes of this section, a long-term agreement is one having a term longer than five years.

(b) You may enter into a long-term, exclusive concession agreement only under the following conditions:
(1) Special local circumstances exist that make it important to enter such agreement, and

(2) The responsible FAA regional office approves your plan for meeting the standards of paragraph (c) of this section.

(c) In order to obtain FAA approval of a long-term-exclusive concession agreement, you must submit the following information to the FAA regional office:

(1) A description of the special local circumstances that warrant a long-term, exclusive agreement.

(2) A copy of the draft and final leasing and subleasing or other agreements. This long-term, exclusive agreement must provide that:

(i) A number of ACDBEs that reasonably reflects their availability in your market area, in the absence of discrimination, to do the types of work required will participate as concessionaires throughout the term of the agreement and account for at a percentage of the estimated annual gross receipts equivalent to a level set in accordance with §§23.47 through 23.49 of this part.

(ii) You will review the extent of ACDBE participation before the exercise of each renewal option to consider whether an increase or decrease in ACDBE participation is warranted.

(iii) An ACDBE concessionaire that is unable to perform successfully will be replaced by another ACDBE concessionaire, if the remaining term of the agreement makes this feasible. In the event that such action is not feasible, you will require the concessionaire to make good faith efforts during the remaining term of the agreement to encourage ACDBEs to compete for the purchases and/or leases of goods and services to be made by the concessionaire.

(3) Assurances that any ACDBE participant will be in an acceptable form, such as a sublease, joint venture, or partnership.

(4) Documentation that ACDBE participants are properly certified.

(5) A description of the type of business or businesses to be operated (e.g., location, storage and delivery space, “back-of-the-house facilities” such as kitchens, window display space, advertising space, and other amenities that will increase the ACDBE’s chance to succeed).

(6) Information on the investment required on the part of the ACDBE and any unusual management or financial arrangements between the prime concessionaire and ACDBE.

(7) Information on the estimated gross receipts and net profit to be earned by the ACDBE.
(a) In the event that a State or local law, regulation, or policy differs from the requirements of this part, the recipient must, as a condition of remaining eligible to receive Federal financial assistance from the DOT, take such steps as may be necessary to comply with the requirements of this part.

(b) You must clearly identify any State or local law, regulation, or policy pertaining to minority, women’s, or disadvantaged business enterprise concerning airport concessions that adds to, goes beyond, or imposes more stringent requirements than the provisions of this part. FAA will determine whether such a law, regulation, or policy conflicts with this part, in which case the requirements of this part will govern.

(c) If not deemed in conflict by the FAA, you must write and administer such a State or local law, policy, or regulation separately from the ACDBE program.

(d) You must provide copies of any such provisions and the legal authority supporting them to the FAA with your ACDBE program submission. FAA will not approve an ACDBE program if there are such provisions that conflict with the provisions of this part.

(e) However, nothing in this part preempts any State or local law, regulation, or policy enacted by the governing body of a recipient, or the authority of any State or local government or recipient to adopt or enforce any law, regulation, or policy relating to ACDBEs, as long as the law, regulation, or policy does not conflict with this part.

§23.79 Does this part permit recipients to use local geographic preferences?

No. As a recipient you must not use a local geographic preference. For purposes of this section, a local geographic preference is any requirement that gives an ACDBE located in one place (e.g., your local area) an advantage over ACDBEs from other places in obtaining business as, or with, a concession at your airport.

Appendix A to Part 23—Uniform Report of ACDBE Participation

INSTRUCTIONS FOR UNIFORM REPORT OF ACDBE PARTICIPATION

1. Insert name of airport receiving FAA financial assistance and AIP number.

2. Provide the name and contact information (phone, fax, e-mail) for the person FAA should contact with questions about the report.

3a. Provide the annual reporting period to which the report pertains (e.g., October 2005-September 2006).

3b. Provide the date on which the report is submitted to FAA.
4. This block and blocks 5 and 6 concern non-car rental goals and participation only. In this block, provide the overall non-car rental percentage goal and the race-conscious (RC) and race-neutral (RN) components of it. The RC and RN percentages should add up to the overall percentage goal.

5. For purposes of this block and blocks 6, 8, and 9, the participation categories listed at the left of the block are the following: “Prime Concessions” are concessions who have a direct relationship with the airport (e.g., a company who has a lease agreement directly with the airport to operate a concession). A “subconcession” is a firm that has a sublease or other agreement with a prime concessionaire, rather than with the airport itself, to operate a concession at the airport. A “management contract” is an agreement between the airport and a firm to manage a portion of the airport’s facilities or operations (e.g., manage the parking facilities). “Goods/services” refers to those goods and services purchased by the airport itself or by concessionaires and management contractors from certified DBEs.

Block 5 concerns all non-car rental concession activity covered by 49 CFR part 23 during the reporting period, both new or continuing.

In Column A, enter the total concession gross revenues for concessionaires (prime and sub) and purchases of goods and services (ACDBE and non-ACDBE combined) at the airport. In Column B, enter the number of lease agreements, contracts, etc. in effect or taking place during the reporting period in each participation category for all concessionaires and purchases of goods and services (ACDBE and non-ACDBE combined).

Because, by statute, non-ACDBE management contracts do not count as part of the base for ACDBE goals, the cells for total management contract participation and ACDBE participation as a percentage of total management contracting dollars are not intended to be filled in blocks 5, 6, 8, and 9.

In Column C, enter the total gross revenues in each participation category (ACDBEs) only. In Column D, enter the number of lease agreements, contracts, etc., in effect or entered into during the reporting period in each participation category for all concessionaires and purchases of goods and services (ACDBEs only).

Columns E and F are subsets of Column C: break out the total gross revenues listed in Column C into the portions that are attributable to race-conscious and race-neutral measures, respectively. Column G is a percentage calculation. It answers the question, what percentage of the numbers in Column A is represented by the corresponding numbers in Column C?

6. The numbers in this Block concern only new non-car rental concession opportunities that arose during the current reporting period. In other words, the information requested in Block 6 is a subset of that requested in Block 5. Otherwise, this Block is filled out in the same way as Block 5.

7. Blocks 7-9 concern car rental goals and participation. In Block 7, provide the overall car rental percentage goal and the race-conscious (RC) and race-neutral (RN) components of it. The RC and RN percentages should add up to the overall percentage goal.

8. Block 8 is parallel to Block 5, except that it is for car rentals. The instructions for filling it out are the same as for Block 5.
9. Block 9 is parallel to Block 6, except that it is for car rentals. The information requested in Block 9 is a subset of that requested in Block 8. The instructions for filling it out are the same as for Block 6.

10. Block 10 instructs recipients to bring forward the cumulative ACDBE participation figures from Blocks 5 and 8, breaking down these figures by race and gender categories. Participation by non-minority women-owned firms should be listed in the “non-minority women” column. Participation by firms owned by minority women should be listed in the appropriate minority group column. The “other” column should be used to reflect participation by individuals who are not a member of a presumptively disadvantaged group who have been found disadvantaged on a case-by-case basis.

11. This block instructs recipients to attach five information items for each ACDBE firm participating in its program during the reporting period. If the firm’s participation numbers are reflected in Blocks 5-6 and/or 8-9, the requested information about that firm should be attached in response to this item.

### UNIFORM REPORT OF ACDBE PARTICIPATION

1. Name of Recipient and AIP Number:

2. Contact Information:

3a. Reporting Period:

3b. Date of Report:


<table>
<thead>
<tr>
<th>5. Non-car rental Cumulative ACDBE participation</th>
<th>A Total dollars (everyone)</th>
<th>B Total number (everyone)</th>
<th>C Total to ACDBEs (dollars)</th>
<th>D Total to ACDBEs (number)</th>
<th>E RC to ACDBEs (dollars)</th>
<th>F RN to ACDBEs (dollars)</th>
<th>G % of dollars to ACDBEs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prime Concessions</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subconcessions</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Management Contracts</td>
<td>XXXXXXX</td>
<td>XXXXXXX</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>XXXXXXX</td>
</tr>
<tr>
<td>Goods/Services</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Totals</td>
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</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>6. Non-Car rental New ACDBE participation this period</th>
<th>A Total dollars (everyone)</th>
<th>B Total number (everyone)</th>
<th>C Total to ACDBEs (dollars)</th>
<th>D Total to ACDBEs (number)</th>
<th>E RC to ACDBEs (dollars)</th>
<th>F RN to ACDBEs (dollars)</th>
<th>G % of dollars to ACDBEs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prime Concessions</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subconcessions</td>
<td>Management Contracts</td>
<td>Goods/Services</td>
<td>Totals</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

7. Current Car Rental ACDBE Goal: Race Conscious Goal __% Race Neutral Goal __% Overall Goal __%

<table>
<thead>
<tr>
<th>8. Car rental Cumulative ACDBE participation</th>
<th>A Total dollars (everyone)</th>
<th>B Total number (everyone)</th>
<th>C Total to ACDBEs (dollars)</th>
<th>D Total to ACDBEs (number)</th>
<th>E RC to ACDBEs (dollars)</th>
<th>F RN to ACDBEs (dollars)</th>
<th>G % of dollars to ACDBEs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prime Concessions</td>
<td></td>
<td></td>
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<td></td>
<td></td>
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</tr>
<tr>
<td>Subconcessions</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Goods/Services</td>
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<tr>
<td>Totals</td>
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</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>9. Car rental New ACDBE participation this period</th>
<th>A Total dollars (everyone)</th>
<th>B Total number (everyone)</th>
<th>C Total to ACDBEs (dollars)</th>
<th>D Total to ACDBEs (number)</th>
<th>E RC to ACDBEs (dollars)</th>
<th>F RN to ACDBEs (dollars)</th>
<th>G % of dollars to ACDBEs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prime Concessions</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subconcessions</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Goods/Services</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Totals</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>10. Cumulative ACDBE participation by race/gender</th>
<th>A Black Americans</th>
<th>B Hispanic Americans</th>
<th>C Asian-Pacific Americans</th>
<th>D Asian-Indian Americans</th>
<th>E Native Americans</th>
<th>F Non-minority Women</th>
<th>G Other</th>
<th>H Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Car Rental</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Non-Car Rental</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>Totals</td>
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</tbody>
</table>

11. On an attachment, list the following information for each ACDBE firm participating in your program during the period of this report: (1) Firm name; (2) Type of business; (3) Beginning and expiration dates of agreement, including options to renew; (4) Dates that material amendments have been or will be made to agreement (if known); (5) Estimated gross receipts for the firm during this reporting period.
Appendix "B"

PMGAA Organizational Chart

[Diagram of organizational chart]
APPENDIX C – CALCULATION OF ACDBE GOALS

ACDBE CAR RENTAL GOAL METHODOLOGY

Based on 2017 historical data, Phoenix-Mesa Gateway Airport Authority (PMGAA) has car rental concessionaire revenues greater than 16 million dollars. 49 CFR Part 23 directs that Airports exceeding $200,000 in annual rental car revenue must establish a goal for car rental ACDBE participation.

This updated calculation of ACDBE goals concludes that the overall goal for car rental concessions during the period beginning FY 2019 and running through the end of FY 2021 is .03% of the total gross receipts of car rental operations.

The concession opportunities anticipated during this goal period include current car rental and related service operations with estimated annual gross receipts revenue of $16,325,166.61.

If a new car rental concession opportunity arises prior to the end of this goal period and the estimated average of annual gross revenues of this new concession are anticipated to be $200,000 or greater, PMGAA will submit an appropriate adjustment to the overall goal. This will be submitted to FAA for approval at least 6 months before executing the new concession agreement.

PMGAA has determined that its market area is the entire State of Arizona. This is the geographical area in which the substantial majority of firms which seek to do car rental concessions business with the Airport are located and the geographical area in which the firms receive a substantial majority of concessions related revenues are located.

CURRENT CAR RENTAL AND RELATED SERVICES CONCESSIONAIRES

Currently, the Airport has contracts with four (4) eligible car rental concessionaires. These include Avis Car Rental, Alamo/National Car Rental, Enterprise Car Rental, and Hertz Car Rental. These four eligible concessionaires are listed below in Table C-1 with Fiscal Year (FY) 2017 gross revenues.

<table>
<thead>
<tr>
<th>Car Rental Concessions</th>
<th>2017 Gross Revenues</th>
<th>Certified ACDBE?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Avis Car Rental</td>
<td>$911.04</td>
<td>No</td>
</tr>
<tr>
<td>Alamo/National Car Rental</td>
<td>$9,264,389.43</td>
<td>No</td>
</tr>
<tr>
<td>Enterprise Car Rental</td>
<td>$4,350,454.40</td>
<td>No</td>
</tr>
<tr>
<td>Hertz Car Rental</td>
<td>$2,709,411.74</td>
<td>No</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$16,325,166.61</strong></td>
<td></td>
</tr>
</tbody>
</table>

*** Phoenix-Mesa Gateway Airport Authority source of revenue data. Pegasus Car Rental began operations at PMGAA on 10/1/17. There has not been a full year of revenue and therefore, the above numbers do not include revenue from Pegasus.***
METHODOLOGY USED TO CALCULATE OVERALL GOAL

Goods and Services

The Airport can meet its percentage goal requirements by including the purchase value from ACDBEs of goods and services used in businesses at the Airport. This percent goal calculation is a ratio of two-dollar values:

1) The dollar value from purchases of goods and services from ACDBEs, which is used as the numerator, and,
2) the dollar value from purchases of goods and services from all firms (ACDBEs and non-ACDBEs) which is used as the denominator.

This ratio represents the weighted average of a ready willing and able ACDBE's for each of the disciplines or categories calculated.

Step One - Determination of The Base Figure

The methodology used to determine a base figure of ACDBE car rental participation is to obtain the number of ready, willing and able ACDBE firms that provide car rental services or provide goods and services to car rental concessionaires and dividing that number by the total number of ready, willing, and able firms in the market area. For the purpose of determining this goal, the market area is considered to be the State of Arizona, as car rental firms generally operate on a regional basis, shifting cars and resources among a region as needs dictate.

Table C-2 below details the types of firms that are expected to be able to provide car rental sales and/or goods and services to the Airport.

<table>
<thead>
<tr>
<th>Concession Type</th>
<th>NAICS Code</th>
<th>Total Arizona Firms</th>
<th>Total DBE/ACDBE Firms</th>
<th>Weighted % DBE/ACDBE Availability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Car Rental Companies</td>
<td>532111</td>
<td>191</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Printing</td>
<td>323111</td>
<td>313</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>New Car Dealers</td>
<td>441110</td>
<td>330</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Used Car Dealers</td>
<td>441120</td>
<td>318</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Automotive Supply Stores</td>
<td>441310</td>
<td>636</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Insurance Agent/Broker</td>
<td>524210</td>
<td>2,602</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Office Supply and Stationary Stores</td>
<td>453210</td>
<td>152</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>General Automotive Repairs</td>
<td>811111</td>
<td>1,388</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Automotive Exhaust Repair</td>
<td>811112</td>
<td>22</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Automotive Body, Paint, and Interior Repair</td>
<td>811121</td>
<td>515</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Automotive Glass Replacement</td>
<td>811122</td>
<td>222</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Automotive Oil Change</td>
<td>811191</td>
<td>132</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Automotive Detailing Services</td>
<td>811192</td>
<td>322</td>
<td>2</td>
<td>.62%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>7,143</strong></td>
<td></td>
<td><strong>2</strong></td>
<td><strong>.03%</strong></td>
</tr>
</tbody>
</table>

*Source: Arizona Department of Transportation DBE Directory, http://www.azdot.gov/azdbe 06/04/2018 and United States Census Bureau, FFY 2017*
Based on the availability of ACDBE firms in the State of Arizona that could be reasonably expected to provide services to car rental companies, a base figure of participation was determined to be .03%. A marked decrease in available ACDBE firms was noted since the last ACDBE calculations were performed.

**Step Two – Examination of Criteria for Adjustment of Base Figure**

According to 49 CFR Part 23, the base figure identified in Step 1 may be adjusted to more accurately reflect the local economic climate of a given market or to take historical ACDBE participation into consideration. Some areas may have more ACDBE firms readily available and willing to participate than others.

**Historical ACDBE Participation**

Goals are being calculated on the revenue reports of eligible car rental and related concessions averaged over the past three years. No prior information pertaining to ACDBE performance before the formulation of this program is available.

**Local Availability of ACDBE Firms and Market Area**

According to the ADOT UCP database, there are only two (2) ACDBE firms in the State of Arizona which provides any of the concessions services for Car Rental Companies that the Airport currently offers or plans to offer. For determining an overall car rental ACDBE participation goal, the market area for ACDBE firms is the State of Arizona, as it is unlikely that any concessionaire operators outside of the State would provide concession services listed for related car rental concessions.

**Resultant Goal Adjustment**

Based on the Airport’s current and anticipated concession types and the local availability of ACDBE firms, there is little evidence supporting an upward adjustment of the base figure for car rental ACDBE participation goals. Therefore, the Airport’s car rental ACDBE goal will be 0.03%.

**RACE-NEUTRAL VS. RACE-CONSCIOUS METHODS**

49 CFR Part 23 requires that airports meet the maximum feasible portion of their overall ACDBE participation goal utilizing race-neutral means. Race-neutral participation includes any instance when an ACDBE firm wins a contract through customary competitive procedures. Race-conscious methods are those that are focused specifically on assisting only ACDBEs, such as establishing a contract goal of ACDBE participation. The Airport expects to solely utilize race-neutral methods to achieve its car rental and car rental participation goal of 0.3% and does not expect to establish contract goals to achieve this goal. The underlying reason for the use of race-neutral means to achieve the goal is the market availability of ACDBE firms in the Airport’s market area. There is very limited opportunity for participation of ACDBE firms in the current and planned airport concessions. Some race-neutral methods that the Airport will utilize are listed below:
1. Locating and identifying ACDBEs and other small businesses who may be interested in participating as concessionaires;

2. Notifying ACDBEs of concession opportunities and encouraging them to compete, when appropriate;

3. When practical, structuring concession activities to encourage and facilitate the participation of ACDBEs;

4. Providing direction to ACDBEs in overcoming limitations, such as obtaining bonding or financing, by identifying state agencies or other sources that can provide that information.
APPENDIX C – CALCULATION OF ACDBE GOALS

ACDBE NON-CAR RENTAL GOAL METHODOLOGY

Based on FFY2017 historical data, Phoenix-Mesa Gateway Airport Authority (PMGAA) has non-car rental concessionaire revenues greater than $4.3 million dollars. 49 CFR Part 23 directs that Airports exceeding $200,000 in annual non-car rental revenue must establish a goal for non-car rental ACDBE participation.

This updated calculation of ACDBE goals concludes that the overall goal for non-car rental concessions during the period beginning FY2019 and running through the end of FY2021 is 10% of the total gross receipts of non-car rental operations. The following are not included in the total gross receipts for concessions: (a) the gross receipts of car rental operations; (b) the dollar amount of a management contract or subcontract with a non-ACDBE; (c) the gross receipts of business activities to which a management contract or subcontract with a non-ACDBE pertains; and (d) any portion of a firm’s estimated gross receipts that will not be generated from a concession.

The concession opportunities anticipated during this goal period are: News & Gifts, Food & Beverage, Vending Machine services, and ATM Machine services, with estimated annual gross receipts revenue of $4,324,145.95.

If a new non-car rental concession opportunity arises prior to the end of this goal period and the estimated average of annual gross revenues of this new concession are anticipated to be $200,000 or greater, PMGAA will submit an appropriate adjustment to the overall goal. This will be submitted to FAA for approval at least 6 months before executing the new concession agreement.

PMGAA has determined that its market area is the entire State of Arizona. This is the geographical area in which the substantial majority of firms which seek to do concessions business with the airport are located and the geographical area in which the firms receive a substantial majority of concessions related revenues are located.

CURRENT NON-CAR RENTAL CONCESSIONAIRES

Currently, the Airport has contracts with seven eligible non-car rental concessionaires. These include two News & Gift concessions, three Food & Beverage concessions, one vending machine and one ATM machine vendor. These seven eligible concessionaires are listed below in Table C-3 with Fiscal Year (FY)2017 gross revenues.
Table C-3
Non-Car Rental Concessions and Revenues

<table>
<thead>
<tr>
<th>Concession Type</th>
<th>2017 Gross Revenues</th>
<th>Certified ACDBE?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>News &amp; Gift</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>N&amp;G Concessionaire 1</td>
<td>$576,416.39</td>
<td>No</td>
</tr>
<tr>
<td>N&amp;G Concessionaire 2</td>
<td>$854,337.27</td>
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</tr>
<tr>
<td><strong>Food &amp; Beverage</strong></td>
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<td></td>
</tr>
<tr>
<td>F&amp;B Concessionaire 1</td>
<td>$1,149,789.39</td>
<td>Yes</td>
</tr>
<tr>
<td>F&amp;B Concessionaire 2</td>
<td>$1,193,451.19</td>
<td>Yes</td>
</tr>
<tr>
<td>F&amp;B Concessionaire 3</td>
<td>$459,895.91</td>
<td>Yes</td>
</tr>
<tr>
<td><strong>Vending Machines</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vending Concessionaire 1</td>
<td>$81,465.80</td>
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<tr>
<td><strong>ATM Machines</strong></td>
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<td></td>
</tr>
<tr>
<td>ATM Concessionaire 1</td>
<td>$8,790.00</td>
<td></td>
</tr>
<tr>
<td><strong>Total Gross Revenues</strong></td>
<td>$4,324,145.95</td>
<td></td>
</tr>
</tbody>
</table>

*** Phoenix-Mesa Gateway Airport source of tri-annual revenue data.

METHODOLOGY USED TO CALCULATE OVERALL GOAL

Goods and Services

The Airport can meet its percentage goal requirements by including the purchase value from ACDBEs of goods and services used in businesses at the Airport. This percent goal calculation is a ratio of two-dollar values:

1. The dollar value from purchases of goods and services from ACDBEs, which is used as the numerator, and,
2. the dollar value from purchases of goods and services from all firms (ACDBEs and non-ACDBEs) which is used as the denominator.

This ratio represents the weighted average of a ready willing and able ACDBE's for each of the disciplines or categories calculated.

Management Contract or Subcontract

The Airport can meet the percentage goal by including any business operated through a management contract or subcontract with an ACDBE. The Airport, and the businesses at the airport, will add the dollar amount of a management contract or subcontract with an ACDBE to the total participation by ACDBEs in airport concessions (both the numerator AND the denominator) and to the base from which the airport's percentage goal is calculated. However, the dollar amount of a management contract or subcontract with a non-ACDBE and the gross revenue of business activities to which the management contract or subcontract pertains will not be added to this base in either the numerator or denominator.
Step One – Determination of The Base Figure

The first step in determining the goal for non-car rental ACDBE participation is to obtain a base figure of participation. The base figure is determined by using current and historic concession contracts and concession types and applying those types to the field of willing and available concession firms. The Arizona Department of Transportation (ADOT) United Certification Program (UCP) was referenced to determine the number of certified ACDBE firms in Arizona that fall into the North American Industrial CS (NAICS) codes listed below. The UCP database includes ACDBE firms that are certified by ADOT, the City of Phoenix, and the City of Tucson. The United States Census Bureau was referenced to determine the statewide total number of firms in the respective NAICS codes.

Table C-4 below outlines the anticipated non-car rental concessionaire types and the expected availability of all firms and ACDBE firms.

<table>
<thead>
<tr>
<th>Concession Type</th>
<th>NAICS Code</th>
<th>Total Arizona Firms</th>
<th>Arizona ACDBE Firms</th>
<th>Percent ACDBE Availability</th>
<th>Weighted Overall Availability</th>
</tr>
</thead>
<tbody>
<tr>
<td>News &amp; Gift/Retail</td>
<td>453220</td>
<td>419</td>
<td>21</td>
<td>5.00%</td>
<td>.41%</td>
</tr>
<tr>
<td>Food &amp; Beverage</td>
<td>722513</td>
<td>4,585</td>
<td>20</td>
<td>.44%</td>
<td>.39%</td>
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<tr>
<td>Vending Machines</td>
<td>454210</td>
<td>73</td>
<td>2</td>
<td>2.75%</td>
<td>.04%</td>
</tr>
<tr>
<td>ATM Machines</td>
<td>423420</td>
<td>71</td>
<td>0</td>
<td>0%</td>
<td>0%</td>
</tr>
</tbody>
</table>

Total ACDBE Percentage .84%

Source: Arizona Department of Transportation DBE Directory, http://www.azdot.gov/azdbe
United States Census Bureau, accessed 6/5/2018

Put another way, a total of Arizona based firms in businesses similar to the four categories of concessionaires at the Phoenix-Mesa Gateway Airport (5,148) divided by the number of ACDBE firms in the State of Arizona in those same categories (43) equals the Base figure.

\[
\text{Base figure} = \frac{43}{5,148} = .84\%
\]

Step Two – Examination of Criteria for Adjustment to Base Figure

According to 49 CFR Part 23, the base figure identified in Step 1 may be adjusted to more accurately reflect the local economic climate of a given market or to take historical ACDBE participation into consideration. Some areas may have more ACDBE firms readily available and willing to participate than others.
Historical ACDBE Participation

Goals are being calculated off of the revenue reports of eligible non-car rental concessions averaged over the past three years. In FY17, PMGAA reported 50.41% ACDBE non-car rental participation based on gross revenues.

Local Availability of ACDBE Firms and Market Area

According to the ADOT UCP database, there are forty-three (43) ACDBE firms in the state of Arizona which provide concessions services the Airport currently offers or plans to offer. One of the concessionaires, Kind Hospitality, provides three establishments at the Phoenix-Mesa Gateway Airport, and accounts for approximately 65% of the Airport’s total ACDBE revenues. For the purpose of determining an overall non-car rental ACDBE participation goal, the market area for ACDBE firms is the State of Arizona, as it is unlikely that any concessionaire operators outside of the State would provide concession services such as food and beverage, vending machines, and ATM services.

Resultant Goal Adjustment

This program acknowledges that a current state-wide calculation of availability of ACDBE firms for non-car rental firms is .84%. However, based on the Airport’s current and anticipated concession types, local availability, and performance, of ACDBE firms already present on the airport, there is evidence supporting an upward adjustment of the base figure for non-car rental ACDBE participation goals. Therefore, the Phoenix-Mesa Gateway Airport chooses to adjust the non-car rental ACDBE goal to 10% to be more in line with the FAA’s stated national goal.

RACE-NEUTRAL VS. RACE-CONSCIOUS METHODS

49 CFR Part 23 requires that airports meet the maximum feasible portion of their overall ACDBE Participation goal utilizing race-neutral means. Race-neutral participation includes any instance when an ACDBE firm wins a contract through customary competitive procedures. Race-conscious methods are those that are focused specifically on assisting only ACDBEs, such as establishing a contract goal of ACDBE participation. The Airport expects to solely utilize race-neutral methods to achieve its non-car rental and car rental participation goal of 10% and does not expect to establish contract goals to achieve this goal. The underlying reason for the use of race-neutral means to achieve the goal is the market availability of ACDBE firms in the Airport’s market area. There is very limited opportunity for participation of ACDBE firms in the current and planned airport concessions. Some race-neutral methods that the Airport will utilize are listed below:

1. Locating and identifying ACDBEs and other small businesses who may be interested in participating as concessionaires;
2. Notifying ACDBEs of concession opportunities and encouraging them to compete;
3. Structuring concession activities to encourage and facilitate the participation of ACDBEs;
4. Providing direction to ACDBEs in overcoming limitations, such as obtaining bonding or financing, by identifying state agencies or other sources that can provide that information.
Appendix D

49 CFR APPENDIX A TO PART 26 — GUIDANCE CONCERNING GOOD FAITH EFFORTS
I. When, as a recipient, you establish a contract goal on a DOT-assisted contract, a bidder must, in order to be responsible and/or responsive, make good faith efforts to meet the goal. The bidder can meet this requirement in either of two ways. First, the bidder can meet the goal, documenting commitments for participation by DBE firms sufficient for this purpose. Second, even if it doesn’t meet the goal, the bidder can document adequate good faith efforts. This means that the bidder must show that it took all necessary and reasonable steps to achieve a DBE goal or other requirement of this part which, by their scope, intensity, and appropriateness to the objective, could reasonably be expected to obtain sufficient DBE participation, even if they were not fully successful.

II. In any situation in which you have established a contract goal, part 26 requires you to use the good faith efforts mechanism of this part. As a recipient, it is up to you to make a fair and reasonable judgment whether a bidder that did not meet the goal made adequate good faith efforts. It is important for you to consider the quality, quantity, and intensity of the different kinds of efforts that the bidder has made. The efforts employed by the bidder should be those that one could reasonably expect a bidder to take if the bidder were actively and aggressively trying to obtain DBE participation sufficient to meet the DBE contract goal. Mere pro forma efforts are not good faith efforts to meet the DBE contract requirements. We emphasize, however, that your determination concerning the sufficiency of the firm’s good faith efforts is a judgment call: meeting quantitative formulas is not required.

III. The Department also strongly cautions you against requiring that a bidder meet a contract goal (i.e., obtain a specified amount of DBE participation) in order to be awarded a contract, even though the bidder makes an adequate good faith effort showing. This rule specifically prohibits you from ignoring bona fide good faith efforts.

IV. The following is a list of types of actions which you should consider as part of the bidder’s good faith efforts to obtain DBE participation. It is not intended to be a mandatory checklist, nor is it intended to be exclusive or exhaustive. Other factors or types of efforts may be relevant in appropriate cases.

A. Soliciting through all reasonable and available means (e.g. attendance at pre-bid meetings, advertising and/or written notices) the interest of all certified DBEs who have the capability to perform the work of the contract. The bidder must solicit this interest within sufficient time to allow the DBEs to respond to the solicitation. The bidder must determine with certainty if the DBEs are interested by taking appropriate steps to follow up initial solicitations.

B. Selecting portions of the work to be performed by DBEs in order to increase the likelihood that the DBE goals will be achieved. This includes, where appropriate, breaking out contract work items into economically feasible units to facilitate DBE participation, even when the prime contractor might otherwise prefer to perform these work items with its own forces.

C. Providing interested DBEs with adequate information about the plans, specifications, and requirements of the contract in a timely manner to assist them in responding to a solicitation.

D. (1) Negotiating in good faith with interested DBEs. It is the bidder’s responsibility to make a portion of the work available to DBE subcontractors and suppliers and to select those portions of the work or material needs consistent with the available DBE subcontractors and suppliers, so as to facilitate DBE participation. Evidence of such negotiation includes the names, addresses, and telephone
numbers of DBEs that were considered; a description of the information provided regarding the plans and specifications for the work selected for subcontracting; and evidence as to why additional agreements could not be reached for DBEs to perform the work.

(2) A bidder using good business judgment would consider a number of factors in negotiating with subcontractors, including DBE subcontractors, and would take a firm’s price and capabilities as well as contract goals into consideration. However, the fact that there may be some additional costs involved in finding and using DBEs is not in itself sufficient reason for a bidder’s failure to meet the contract DBE goal, as long as such costs are reasonable. Also, the ability or desire of a prime contractor to perform the work of a contract with its own organization does not relieve the bidder of the responsibility to make good faith efforts. Prime contractors are not, however, required to accept higher quotes from DBEs if the price difference is excessive or unreasonable.

E. Not rejecting DBEs as being unqualified without sound reasons based on a thorough investigation of their capabilities. The contractor’s standing within its industry, membership in specific groups, organizations, or associations and political or social affiliations (for example union vs. non-union employee status) are not legitimate causes for the rejection or non-solicitation of bids in the contractor’s efforts to meet the project goal.

F. Making efforts to assist interested DBEs in obtaining bonding, lines of credit, or insurance as required by the recipient or contractor.

G. Making efforts to assist interested DBEs in obtaining necessary equipment, supplies, materials, or related assistance or services.

H. Effectively using the services of available minority/women community organizations; minority/women contractors’ groups; local, state, and Federal minority/women business assistance offices; and other organizations as allowed on a case-by-case basis to provide assistance in the recruitment and placement of DBEs.

V. In determining whether a bidder has made good faith efforts, you may take into account the performance of other bidders in meeting the contract. For example, when the apparent successful bidder fails to meet the contract goal, but others meet it, you may reasonably raise the question of whether, with additional reasonable efforts, the apparent successful bidder could have met the goal. If the apparent successful bidder fails to meet the goal, but meets or exceeds the average DBE participation obtained by other bidders, you may view this, in conjunction with other factors, as evidence of the apparent successful bidder having made good faith efforts.
**ATTACHMENT A**

Proposed ACDBE and Small Business Participation
(To be completed by the prime Concessionaire if ACDBE / Small Business participation has been obtained)

Name of Offeror ________________________________  Project Description ________________________________

<table>
<thead>
<tr>
<th>ACDBE FIRM NAME</th>
<th>ADDRESS/PHONE</th>
<th>NAICS CODE(S) ACDBE IS CERTIFIED TO PERFORM PER UCP</th>
<th>DESCRIPTION OF SCOPE OF WORK TO BE PERFORMED UNDER THIS PROJECT</th>
<th>NAICS CODE(S) FOR SCOPE OF WORK TO BE PERFORMED UNDER THIS PROJECT BY ACDBE</th>
<th>Firm is an SBE (Y/N)</th>
<th>Firm is an ACDBE (Y/N)</th>
</tr>
</thead>
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<tr>
<td></td>
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Signed By: ________________________________  Title: ________________________________  Date: ___
Appendix E

ARIZONA ACDBE PROGRAM DIRECTORY
<table>
<thead>
<tr>
<th>Firm Name</th>
<th>AZUTRACS Number</th>
<th>City</th>
<th>State</th>
<th>DBE Certified</th>
<th>SBC Certified</th>
<th>ACDBE Certified</th>
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<td>AAchacon trucking LLC</td>
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<td>Airport Customer Relationship Management Specialists, LLC</td>
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<td>Pennsylva</td>
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<td>ALDEVRA</td>
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<td>Michigan</td>
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<td>ANDREW M ELLIS LAW PLLC</td>
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<td>AYALA'S CONCESSION GROUP, INC.</td>
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<td>Caribbean Queen LLC</td>
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<td>Complete Skycap Services Inc</td>
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<td>Contacts to Contracts, LLC</td>
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<td>Fai Tat, Inc.</td>
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<td>First Choice Supply Inc.</td>
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<td>GALAXY I TECHNOLOGIES Inc</td>
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<td>Genesis Strategy Management LLC</td>
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<td>Global Parking System of Indiana, Inc.</td>
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<td>Glove Test Cleaning Services LLC</td>
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<td>Grand Isle Yogurt, Inc.</td>
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<td>BATH</td>
<td>Pennsylvania</td>
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<td>St. Louis</td>
<td>Missouri</td>
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<td>I Love Chicago, Inc.</td>
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<td>Chicago</td>
<td>Illinois</td>
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<td>Yes</td>
<td>Yes</td>
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*** Note: All information shown represents available ADOT AZUTRACS ACDBE data as of June 2018.
Appendix F
Public Comment
Summary of ACDBE Public Comment Period

Legal Ad Posting
As part of the public comment and review period, a Public Notice was published in the Arizona Business Gazette on August 16, 2018, August 23, 2018 and August 30, 2018 with the following verbiage:

The Phoenix-Mesa Gateway Airport Authority hereby announces its Airport Concessions Disadvantaged Business Enterprise (ACDBE) program goals and methodology for airport concessions at the Phoenix-Mesa Gateway Airport effective October, 2018 through federal fiscal year 2021.

The proposed goals and goal setting methodology are available for 30-day review beginning August 16, 2018 at the Airport Administration office located at 5835 S. Sossaman Road, Mesa, Arizona 85212, Monday through Thursday between 7:00 am and 6:00 pm or on-line at http://www.gatewayairport.com/procurementsandnotices.

The Airport will accept comments on the ACDBE goals and methodology for 30 days, beginning August 16, 2018. Comments can be sent to Julia Lichtenberger, Business Development Specialist, 5835 S. Sossaman Road, Mesa, Arizona 85212.

A copy of the Legal Ad confirmation and printout are included in the following pages of this section.

Public Posting on Airport Web Site:
In addition, a Public Notice (see next page) and the draft electronic version of the ACDBE program was posted on the Airport Authority’s public web site starting on August 16, 2018. The ACDBE program was available on-line for review through September 16, 2018.

Further, an email was sent to a listing of identified stakeholders including current Airport concessionaries and tenants, Arizona ACDBE certified companies, and Chambers of Commerce representing local communities and minority groups notifying them of the proposed revised program, including program goals, methodology and public comment period.

Public Comments:
No public comments were received by Phoenix-Mesa Gateway Airport Authority.
The Phoenix-Mesa Gateway Airport Authority hereby announces its Airport Concessions Disadvantaged Business Enterprise (ACDBE) program goals & methodology for airport concessions at the Phoenix-Mesa Gateway Airport effective October 2018 through federal fiscal year 2021.

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Julia Lichtenberger
Business Development Specialist
5835 S. Sossaman Road
Mesa, AZ 85212
Email: jlichtenberger@gatewayairport.com
PHOENIX-MESA GATEWAY AIRPORT
AUTHORITY
5835 South Sossaman Road
Mesa, AZ 85212

Order #: 0008816963
P.O. #: ACDBE Goals
Published Dates:
08/16/18, 08/23/18, 08/30/18

STATE OF WISCONSIN
COUNTY OF BROWN

I, being first duly sworn, upon oath deposes and says: That I am the legal clerk of the Arizona Republic, a newspaper of general circulation in the counties of Maricopa, Coconino, Pima and Pinal, in the State of Arizona, published weekly at Phoenix, Arizona, and that the copy hereto attached is a true copy of the advertisement published in the said paper on the dates indicated.

Sworn to before me this 30 TH day of AUGUST 2018

Notary Public
My Commission expires: 5/20/2022