

Part I

BUSINESS OPPORTUNITY

Kayak Rental Services

within

Glacier Bay National Park and Preserve
National Park Service
Department of the Interior

Concession Contract CC-GLBA035-27



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INTRODUCTION

The National Park Service ("Service") seeks proposals for a concession contract authorizing the operation of *kayak rental services* at *Bartlet Cove* within *Glacier Bay National Park and Preserve*. This Prospectus describes, in general terms, the existing business operations and the future business opportunity for services required by the Service. Those submitting proposals ("Offerors") must review all sections of this Prospectus and, specifically, the terms and conditions of the Draft Concession Contract *GLBA035-27* ("Draft Contract"), including its exhibits, to determine the full scope of a future concessioner's responsibilities under the Draft Contract.

Site Visit

A site visit is available by appointment. The site visit provides interested persons, corporations, or other entities with an overview of the concession operations along with a tour of some of the Concession Facilities, as defined in the Draft Contract, assigned to the Concessioner under the Draft Contract. All attendees must be over the age of eighteen.

To schedule a site visit, please contact glba_concessions@nps.gov, with the name of the organization that you represent, the primary contact for the organization, including contact phone number, mailing address and email address, and the number of people in your party. All parties to attend the site visit must disclose to the Service the names of the interested organizations engaging their services. The Service will provide further information and additional directions by email to the primary contact.

Site visit participants are responsible for obtaining their own lodging, meals, and transportation to the respective facilities. Please be prepared for varied weather and walking between locations. Attendance at the site visit is not required to submit a proposal for the Prospectus.

Notification of Intent to Propose

If you plan to submit a proposal in response to this solicitation, you must notify Ginger Irvine, Concessions Management Specialist, NPS Alaska Regional Office via email at AKRO_Concessions@nps.gov no later than 4:00 p.m. Alaska Standard Time on the date listed on the Inside Cover of this Prospectus. The Service will not accept proposals from entities that do not provide notice on or before this deadline. Your email notification must include the name of the Offeror as it will appear in the Offeror's Transmittal Letter or the name of the individual or entity who will sign the proposal on behalf of the Offeror.

Summary of Terms and Conditions of the CC-GLBA035-27 Opportunity

Location

Glacier Bay National Park and Preserve

Draft Contract Term

10 Years

Projected Effective Date

February 1, 2027

Required Services

Kayak Rental Services

2027 Projected Gross Receipts

\$85,000

Minimum Franchise Fee

3% of gross receipts



Information Regarding This Solicitation

The Prospectus is comprised of five parts:

- I. Business Opportunity (this document)
- II. Proposal Instructions
- III. Proposal Package
- IV. Draft Concession Contract Including Contract Exhibits
- V. Appendices Table of Contents

In these documents, the National Park Service refers to Glacier Bay National Park and Preserve as the “Park” or “Area.”

This Prospectus includes Service estimates of revenue and expenses to assist Offerors in developing financial projections. These estimates reflect Service assumptions based on planning decisions, historical concession operating data, industry standards, economic conditions, and comparable and competitive operations. The Service does not guarantee these projections will materialize and assumes no liability for their accuracy. Offerors must compile and present their own financial projections based on independent assumptions, due diligence, and industry knowledge.

Offerors must review all sections of this Prospectus, especially the terms and conditions of the Draft Contract, including its exhibits (Part IV), to determine the full scope of a future concessioner’s responsibilities. In the event of any inconsistency between the description of the terms contained in this Prospectus and the Draft Contract, the Draft Contract will control.

Certain federal laws apply to this solicitation including the National Park Service Concessions Management Improvement Act of 1998 (Title IV, Public Law 105-391, as amended and recodified at 54 U.S.C. §§ 101911 et seq., and hereafter referred to as “the 1998 Act”), as implemented by regulations in 36 C.F.R. Part 51. In the event of any inconsistency between the terms of this Prospectus and 36 C.F.R. Part 51, 36 C.F.R. Part 51 will control. 36 C.F.R. Part 51 is available at the Government Printing Office’s Electronic Code of Federal Regulations website.

“Concessioner” refers to the entity that will be the concessioner under the Draft Contract.

“Existing Concessioner” refers to Glacier Bay Sea Kayaks, Inc., the concessioner under Concession Contract CC-GLBA035-15 (“Existing Contract”). The term of the Existing Contract is from January 1, 2015 to December 31, 2024. The Existing Contract was extended until December 31, 2026. See the Appendices Table of Contents to see how to request a copy of the Existing Contract.

The Service intends to award the Draft Contract in February 2027, or about 3 months prior to the anticipated effective date when the Concessioner would commence operations on May 31, 2027. The Service intends to announce the selected Offeror around December 2026, or about 2 months prior to award. Award of a concession contract does not occur until the competitive process has been completed and both the selected Offeror and the Service have signed the concession contract. While the Service will make every effort to meet this schedule, it is subject to change.

Proposal Overview

Part II of this Prospectus contains the instructions for submitting proposals. The Service will only accept digital versions of proposals for this solicitation submitted electronically per instructions, except for the submission of the Offeror’s Transmittal Letter, which the Offeror must also send as an original hardcopy with wet signature. Offerors must carefully read and comply with the proposal instructions provided in Parts II and III.

Part III of this Prospectus contains the proposal package Offerors must complete in its entirety. The proposal package contains a required Offeror’s Transmittal Letter, five principal selection factors, and one secondary selection factor. Each selection factor identifies the minimum and maximum points the Service may award



depending on the quality of the response. A high-quality response includes clear, specific commitments. The following paraphrases the information sought under each selection factor. The wording of the actual selection factors controls.

Principal Selection Factor 1 requires Offerors to describe how they will protect, conserve, and preserve the resources of the Park and how their proposed operational processes and procedures will minimize the effect of their operations on Park resources.

Principal Selection Factor 2 requires Offerors to describe how they would improve the visitor experience and how their policies and procedures will enhance visitor and employee safety.

In Principal Selection Factor 3, Offerors must describe their organizational structure and provide documentation to help the Service understand the Offeror and its relationship to other entities. The Service does not score the first portion of Selection Factor 3 but may use it to understand responses elsewhere in a proposal. Incomplete submissions may lead to a lower score elsewhere if the information submitted does not support claims made in response to specific subfactors in this and other selection factors. The Service provides forms Offerors must complete depending on their organizational structure. The rest of this principal selection factor, which is scored, requires Offerors to describe their experience providing the required services.

In Principal Selection Factor 4, Offerors must provide documentation demonstrating that they have the financial resources to commence and carry-on operations under the Draft Contract, including a business history form. Offerors also must complete the Excel workbook provided and provide other information to demonstrate an understanding of the operations under the Draft Contract.

In Principal Selection Factor 5, Offerors provide the franchise fee they will pay on gross receipts generated under the Draft Contract. Failure to agree to pay at least the minimum franchise fee set out in this selection factor will result in the Service finding the proposal non-responsive and ineligible for award of the Draft Contract.

Doing Business with the Service

The Service has worked with private parties to provide services to visitors dating back to the earliest times of national parks. Many of the iconic lodges and other structures found in America's national parks were constructed and operated by private parties, and that relationship continues today.

We use the term "commercial visitor services" when generally describing services, benefits, and goods provided to visitors within an area of the National Park System by a third party for a fee. Simply put, the term "commercial visitor services" includes lodging, food and beverage, retail, marina operations, guided recreation, rental of equipment, experiential transportation, and similar services the National Park Service itself does not provide. Congress has passed several laws guiding the Service in contracting with third parties to provide these services, including the 1998 Act. The Service implemented regulations for many aspects of the law, primarily to set out the process for soliciting bids for new contracts and managing concessioners' investment in structures owned by the United States.

Working with the Service in providing commercial visitor services differs from operating outside a park in several respects. By law, we approve rates to ensure park visitors do not pay higher fees for goods and services merely because such transactions occur within a park. Section of the Exhibit B Operating Plan (Operating Plan) to the Draft Contract lists the rate methods for all visitor services. Service employees review the quality of concession operations and compliance with contract requirements including the maintenance of facilities, environmental management programs, risk management programs, and similar programs to ensure operations comply with applicable laws.

Even with those regulatory actions, concessioners in national parks enjoy significant benefits. Many parks function as unique visitor destinations. Concessioners frequently operate with few, if any, in-park competitors, even though we do not grant exclusive rights to provide any visitor services. Although we approve rates, our processes ensure the rates are competitive with similar services near the operating locations. Our contract oversight reflects the best management practices of the private sector industries. We developed operating standards based on similar ones in the private sector to reflect best industry practices for the services provided under the concession contracts.



The National Park Service and its Mission

In 1916, President Woodrow Wilson approved legislation creating the National Park Service within the Department of the Interior. That legislation stated that Congress created America's National Park Service to:

...conserve the scenery and the natural and historic objects and the wild life therein, and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations. 54 U.S.C. § 100101(a)

Additionally, Congress has declared that the National Park System should be:

...preserved and managed for the benefit and inspiration of all the people of the United States. 54 U.S.C. § 100101(b)

To learn more about the Service, visit www.nps.gov. The website includes information about the Service's mission, policies, and information on individual park units.



GLACIER BAY NATIONAL PARK AND PRESERVE

Glacier Bay National Park and Preserve (Park) is a highlight of Alaska's Inside Passage and part of a 25-million-acre World Heritage Site, one of the world's largest international protected areas. From sea to summit, Glacier Bay offers limitless opportunities for adventure and inspiration.

The focal point of the park is a deep Y-shaped fjord formed by the retreat of massive glaciers over the last 250 years. The Fairweather Range separates Glacier Bay from the Gulf of Alaska coastline, culminating in 15,300-foot Mount Fairweather. Glaciers within the park shape the land and discharge icebergs into the Bay. The rapid glacial retreat and the ensuing colonization by plants and animals provide a unique opportunity to observe natural processes.

This terrestrial and marine sanctuary preserves an extensive and diverse North Pacific coastal ecological community. Although perhaps best known for its magnificent glaciers, the Park attracts many visitors seeking nature, recreational activities or simply a chance to experience one of the relatively few untamed wilderness areas left in the world. The Park is a destination for cruise ship travelers to the region as well as a significant segment of independent travelers including hikers, campers, kayakers, sport-fishermen, and bird watchers.

Only 200 years ago, a significant portion of what is now part of the Park area was encased by a 4,000-foot-thick glacier (which began forming from snowfall during the ice age) that extended more than 100 miles to the Fairweather Mountain Range. Over the years, the glacier has retreated at an almost unprecedented rate, both exposing and creating new ecosystems that range from wet tundra to coastal forests to postglacial meadows to ice fields. Predominantly a coastal environment, marine waters comprise nearly 25 percent of the Park with no point of land more than 30 miles from the coast.

The Park's diverse land and seascape hosts a mosaic of plant communities and a variety of animal wildlife. The more temperate rainforest and the coastal area provides home and shelter to grizzly bears, moose, harbor seals, mountain goats, humpback whales, and bald eagles. The land near the mouth of the bay, long ago released from the grip of glaciers, has had the most time to recover and is now blanketed by mature spruce and hemlock forests. As you travel toward the glaciers, earlier successional stages of vegetation communities are apparent until you reach the face of the ice where nothing grows at all.

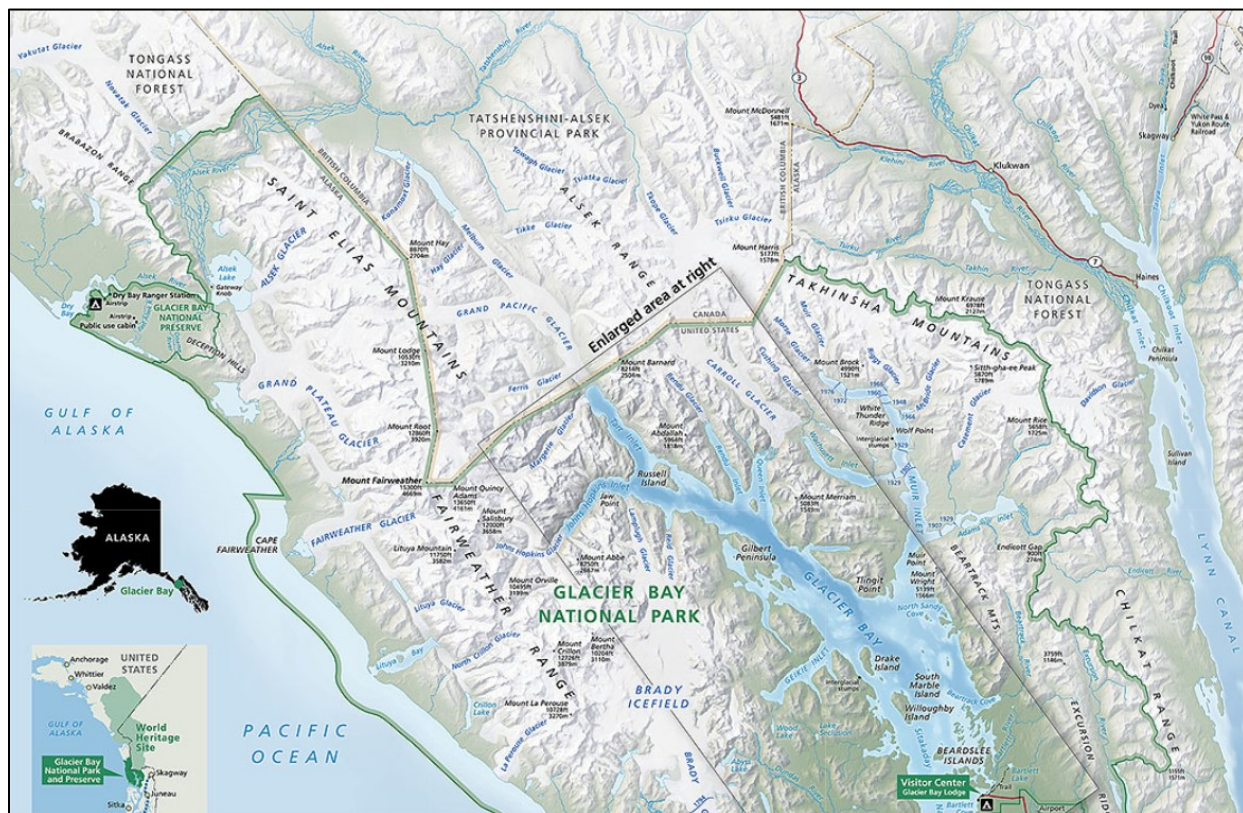
The Park has a maritime climate heavily influenced by ocean currents. April, May, and June are usually the driest months, with September and October tending to experience the most rain. Due to the varied topography, weather conditions can vary dramatically. During the summer, temperatures along the coastline average between 50 to 60 degrees Fahrenheit with winter temperatures averaging 25 to 40 degrees Fahrenheit. Conditions in the mountains are more severe with colder temperatures and more precipitation that takes the form of snow. The Park is open year-round, but services in winter are extremely limited.

Additional information about the Park can be found at www.nps.gov/glba.



Exhibit 1. Map of Glacier Bay National Park and Preserve

Overview of Glacier Bay National Park and Preserve



Source: National Park Service

OPERATIONAL AREA (Exhibit 2 & 3)

Kayak rental operations, kayak storage, and associated equipment storage, as authorized under the Draft Contract, are limited to the boundaries shown on the following maps. The kayak sheds shown in yellow are the property of the current concessioner and will be removed prior to the start of the new contract.

The designated site is along the shoreline, approximately 50 meters northeast of the Bartlett Cove Public Use Dock. The identified operating location may be temporary. At the discretion of the Service, the operating location may be updated in the Operating Plan during the term of the contract. The Service will endeavor to provide the Concessioner with advance notice when possible if implementation of elements in the Park's Frontcountry Management Plan result in changes to the contract's operational area. For more information visit <https://www.nps.gov/glbsa/learn/management/frontcountry.htm>.



Exhibit 2. Land Assignment Map

Overview of Land Assignment in Bartlett

Exhibit 3. Land Assignment Map**Detailed View of Land Assignment in Bartlett**

CONCESSION OPPORTUNITY

Under the Draft Contract, the Concessioner will offer kayak rentals and may offer equipment and clothing rentals associated with kayak rental activities. Under the Draft Contract the Concessioner may also provide an associated shuttle service.

Draft Contract Term and Effective Date

The Draft Contract has a term **ten (10) years** with an anticipated effective date of February 1, 2027. The effective date of the Draft Contract may change prior to award if necessary; however, in such an event, the Service will adjust the expiration date of the Draft Contract, if necessary, to provide ten operating seasons.

Required and Authorized Services

The following describes the Required Services (i.e., must be provided by the Concessioner) and Authorized Services (i.e., may be provided at the option of the Concessioner) specified in the Draft Contract.

Exhibit 4. Required Services of the Draft Contract

Service	Location
Kayak Rental Services	Bartlett Cove

Exhibit 5. Authorized Services of the Draft Contract

Service	Location
Rental of equipment and clothing associated with kayak rental activities.	Bartlett Cove
Land-based transportation	Between Gustavus and Bartlett Cove

The Service sets the operating standards and evaluates the Concessioner's compliance as set out in the *Service Standards and Periodic Evaluations* available on the [NPS Commercial Services](https://www.nps.gov/subjects/concessions/standards-and-evaluations.htm) website¹.

¹ <https://www.nps.gov/subjects/concessions/standards-and-evaluations.htm>



Operating Season

The Draft Contract requires the Concessioner to provide services annually from Memorial Day weekend through Labor Day. See the Operating Plan, Section 4, for more information on the minimum operating season for required and authorized services.

Overview of Required Services

A summary of each of the required services is provided below. Offerors should reference the Draft Contract and its exhibits for additional information.

Kayak Rental Services

The Draft Contract requires the Concessioner to rent kayaks from the identified land assignment in Bartlett Cove. See Exhibit 2 and 3. Kayaks must be available for rent between Memorial Day and Labor Day annually.

Overview of Authorized Services

Rental of equipment and clothing associated with kayak rental activities.

The Draft Contract authorizes the Concessioner to rent equipment and clothing associated with kayak rental activities. Rental from the identified land assignment in Bartlett Cove (See Exhibit 2 and 3) is authorized.

Land-based transportation associated with kayak rental activities.

The Draft Contract authorizes the Concessioner to provide transportation associated with kayak rental activities. Land transportation between Bartlett Cove and Gustavus is authorized.

Rate Approval Methods

Under the Draft Contract, the rate approval method for all Services is Competitive Market Declaration (CMD). Under the CMD rate method, the Concessioner can adjust rates without the specific administration of the Superintendent, but rates are subject to review to ensure they remain comparable to similar services offered outside the Park. Rate administration, including rate approval methods and rate monitoring are specified in the Operating Plan, Section 4.

Expense Assumptions

Utilities Expenses

The Service will not provide utilities to the Concessioner. The Concessioner must obtain all necessary utilities from out-of-Park suppliers.

Insurance Requirements

The Service has included minimum insurance requirements in Exhibit D of the Draft Contract. Interested parties should consider these requirements in preparing their proposals.

Minimum Wage

The Service has considered the implications of the State minimum wage requirements in the analysis of the minimum franchise fee, and Offerors must consider the impacts of these minimum wage requirements when developing its financial projections.

Alaska Statute 23.10.050 - 23.10.150 establishes minimum wages and overtime pay standards for employment subject to its provisions. These standards are generally applicable to all employees, however there are exemptions. As of July 1, 2025, the State of Alaska minimum wage, the minimum wage for hours worked that an employer shall pay to each employee is \$13.00 per hour. Effective July 1, 2026, the minimum wage shall be \$14.00 per hour. Effective July 1, 2027, the minimum wage shall be \$15.00 per hour and



thereafter the minimum wage shall be adjusted annually for inflation; the adjustment shall be calculated each September 30, for the proceeding January-December calendar year by the Alaska Department of Labor and Workforce Development, using 100 percent of the rate of inflation based on the Consumer Price Index for all urban consumers for the Anchorage metropolitan area, compiled by the Bureau of Labor Statistics, United States Department of Labor; the department shall round the adjusted minimum hourly wage up to the nearest ten cents; the adjusted minimum hourly wage shall apply to work performed beginning on January 1 through December 31 of the year for which it is effective.

Potential Impact Issues

The identified land assignment may be temporary. Implementation of elements in the Park's Frontcountry Management Plan may result in changes to the contract's operational area. For more information visit <https://www.nps.gov/glba/learn/management/frontcountry.htm>.

INVESTMENT ANALYSIS

Initial Investment

Offerors must complete their own due diligence in preparing and submitting its proposal in response to this Prospectus. The Offeror's proposal in response to Part III of this Prospectus should address how it intends to fund these items. The Existing Contract does not require the Existing Concessioner to sell or transfer any personal property to the Concessioner.

Initial Personal Property Investment & Start-up Expenses

The Existing Contract does not require the Existing Concessioner to sell and transfer to its successor other property associated with the concession operations. Even so, the Service has assumed that the Concessioner will either negotiate with the Existing Concessioner to purchase much of the personal property needed for operations or acquire the necessary personal property through other means.

Start-up expenses include staff hiring, training that may involve compensation in addition to normal wages, systems implementation, legal support services, and marketing and advertising beyond normal annual expenditures.

Minimum Franchise Fee

Offerors must agree to pay the minimum franchise fee, as set out in Principal Selection Factor 5 of the Proposal Package (Part III of this Prospectus), although Offerors may propose higher franchise fees in accordance with terms of the Prospectus. The Concessioner must pay the franchise fee based on its gross receipts for the preceding year or portion of a year (with each such year commencing on January 1). In determining the minimum franchise fee, the Service, using available industry data, considered the probable value to the Concessioner of the privileges granted by the Draft Contract. This probable value is based upon a reasonable opportunity for net profit in relation to capital invested and the obligations of the contract including anticipated revenues and expenses.

The minimum franchise fee acceptable to the Service for each year of the contract term is three (3) percent or \$1,000 annually, whichever is greater.

Preferred Offeror

The Director, pursuant to the terms of 36 Code of Federal Regulations (C.F.R.) Part 51, has determined that the contract described in this Prospectus is a qualified Contract and, therefore, the Existing Concessioner is a Preferred Offeror for the Contract. The Existing Concessioner must submit a responsive proposal to this Prospectus to be considered for award of the respective Contract. If the Existing Concessioner submits a responsive proposal and that proposal is not selected as the best proposal for that specific Contract, the



Preferred Offeror designation allows it to match the terms of the best offer and be awarded the contract for which it submitted the proposal. The Existing Contract and Concessioner is listed below.

CC-GLBA035-15 Glacier Bay Sea Kayaks, Inc.

Alaska National Interest Lands Conservation Act (ANILCA)

ANILCA, Section 1307 also provides preference for the most directly affected Native Corporation(s) and local residents for certain NPS concession contracts in Alaska. These preferences apply to all commercial service types except for guided hunting and sport fishing. The application to apply for ANILCA right of preference status can be found at the end of the Proposal Package.

Preferences provided under ANILCA take precedence over those identified pursuant to the 1998 Concessions Management Improvement Act and 36 CFR Part 51. See the Proposal Instructions for additional information.

HISTORICAL CONCESSION DATA

This section presents information regarding historical visitation, and the financial, utilization, and operating data to assist Offerors in developing projections for future operations associated with the Draft Contract.

Historical Financial Information

The following exhibit presents gross revenues by department from 2025 to 2023 for the Existing Contract.

Exhibit 8. Existing Contract– Historical Gross Revenues by Department

Department	2025	2024	2023
Rentals	\$86,400	\$84,098	\$84,418
Total	\$86,400	\$84,098	\$84,418

The following exhibit presents franchise fees paid from 2023 to 2025 for the Existing Contract.

Exhibit 9. Existing Contract – Historical Franchise Fees Paid

	2025	2024	2023
Franchise Fees Paid	\$2,592	\$2,523	\$2,533



MARKET AREA OVERVIEW

Glacier Bay National Park and Preserve (Park) is located at the northern end of Southeast Alaska's Inside Passage approximately 60 miles west of Juneau, as indicated in the following regional map.

Exhibit 10. Regional Context of Glacier Bay National Park and Preserve



Source: National Park Service

Visitation Information

The following table presents recreation visitation at the Park for the period 2015 – 2025. Overall, visitation has increased apart from 2020 and 2021 due to Covid-19. In the last five years, approximately 95 percent of total Park visitation has been from cruise ships. Visitation in recent years has largely been impacted by the increased capacity of cruise ships accessing the Park. It's important to note that the Preserve area experiences significantly less visitation than other areas of Glacier Bay National Park.

Exhibit 11. Glacier Bay National Park and Preserve Recreation Visitation

Year	Recreation Visitors	% Change
2015	551,353	10.11%
2016	520,171	-5.66%
2017	547,057	5.17%
2018	597,915	9.30%
2019	672,087	12.41%
2020	5,748	-99.14%
2021	89,768	1461.73%
2022	545,758	507.96%



Year	Recreation Visitors	% Change
2023	703,659	28.93%
2024	736,282	4.64%
2025	740,044	5.11%

Local Competitive Market

Kayak Rental Services

Within Glacier Bay National Park and Preserve, there is historically one kayak rental operation authorized to provide paddling equipment for independent use inside the park. This in-park concessioner is the only provider that offers kayak rentals which may be taken directly into park waters.

Outside the park, several guiding companies based in the nearby community of Gustavus offer guided kayaking experiences, but none of these operators provide kayak rentals that visitors may independently transport or use within the park.

Additional multi-day kayak rental companies are located in Juneau, approximately 60 miles from Gustavus. Travel between Juneau and Gustavus is limited to daily small-plane service or Alaska Marine Highway (state ferry) service, which typically runs twice per week during the summer months. While these Juneau-based businesses can supply multi-day rentals, the transportation requirements and limited service schedules make them less accessible for visitors seeking same-day or short-notice rentals for use specifically within Glacier Bay National Park.

-- END Part I: Business Opportunity --

