

# **BUSINESS OPPORTUNITY**

GOLF OPERATIONS, FAST CASUAL FOOD &  
BEVERAGE, AND RETAIL

at

Highland Links Golf Course

Cape Cod National Seashore

National Park Service

Department of the Interior

**Concession Contract No. CC-CACO003-25**

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*Note: Unless otherwise stated, the Service provided all images and data tables contained in this document.*

## INTRODUCTION

### Summary of Term and Conditions of the Opportunity

*Location*

**Truro Highlands Historic District, North Truro, Massachusetts**

*Type*

**Category 1**

*Draft Contract Term*

**Ten (10) Years**

*Projected Effective Date*

**January 1, 2025**

*Required Services*

**Golf Operations, Fast Casual Food & Beverage, Retail**

*Authorized Services*

**Golf Lessons, Alcoholic Beverage Sales, Vending, Special Events**

*Projected Range of Gross Receipts (Year 1)*

**\$900,000 – \$1,100,000**

*Estimated Initial Investment (Year 0)*

**\$382,000 (rounded)**

*Minimum Franchise Fee*

**9.1% of Gross Receipts**

*Component Renewal Reserve*

**0.4% of Gross Receipts**

### SITE VISIT

The National Park Service ("Service") will host a site visit for organizations interested in bidding on this opportunity on **Tuesday April 9, 2024**. The site visit provides interested organizations an overview of the concession operation along with a tour of the facilities assigned to the Concessioner under the Draft Contract. Each interested Offeror is limited to five persons attending the site visit, and all attendees must be over the age of eighteen. If you plan to attend the site visit and would like more information, please contact:

Kathleen Trudeau  
Concessions Management Specialist  
Cape Cod National Seashore  
Phone: (508) 957-0706  
Email: Kathleen\_Trudeau@nps.gov



Please register for the site visit no later than **Friday April 5, 2024**. When registering, you must provide your name, the name of the organization interested in bidding that you represent, the primary contact for the organization, and the number of people in your party. All parties attending 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 return email message to the primary contact.

## NOTIFICATION OF INTENT TO PROPOSE

If you plan to submit a proposal in response to this solicitation, you must notify Senior Concessions Specialist Andrew Gertge via email at [NER\\_Concessions@nps.gov](mailto:NER_Concessions@nps.gov) no later than 4:00 p.m. Eastern Time on **Friday, June 14, 2024**. The Service will not accept proposals from entities that do not provide notice on or before Friday, June 14, 2024. Your email notification must include the name of the Offeror as it will be provided in the Offeror's Transmittal Letter or the name of the individual or entity who will sign the proposal on behalf of the Offeror.

## INFORMATION REGARDING THIS SOLICITATION

In this document, the Service refers to the Cape Cod National Seashore, which includes the Highland Links Golf Course, as "the Park."

**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 Concession Contract No. CC-CACO003-25 ("Draft Contract"), including its exhibits, to determine the full scope of the future Concessioner's responsibilities. The Draft Contract with all exhibits appears in Part IV of this Prospectus. In the event of any inconsistency between the description of the terms contained in this Prospectus and the Draft Contract itself, the terms of 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 and hereafter referred to as "the 1998 Act"), as implemented by regulations in 36 C.F.R. Part 51. Links to these are available online at the [NPS Commercial Services](#) website. 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. 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 Johnson Golf Management, Inc., the concessioner under Concession Contract CC-CACO003-14 ("Existing Contract"). The Existing Contract commenced on May 28, 2014 and expires on December 31, 2024. The Existing Contract is available upon request.

The Service intends to award the Draft Contract around October 2024, or around three (3) months prior to the anticipated effective date when the Concessioner would commence operations (January 1, 2025). 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.

## PROPOSALS

Part II of this Prospectus contains the instructions about completing proposals. Offerors must carefully read and comply with those instructions.

Part III of this Prospectus contains the Proposal Package that Offerors must complete in its entirety. The Proposal Package contains a required 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. The following paragraphs paraphrase the information sought under each selection factor. The wording of the actual selection factors in the Proposal Package controls.

**Principal Selection Factor 1** requires Offerors to describe how they will protect the resources of the Park, specifically how the Concessioner will manage its operations in a manner that preserves historic facilities and maintains the characteristics of a traditional links style course.

**Principal Selection Factor 2** requires Offerors to describe how they will market their operations and evaluate, monitor and improve visitor satisfaction of their services.

**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 this organizational structure information specifically 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. We provide forms Offerors must complete depending on their organizational structure. The rest of this principal selection factor is scored and requires Offerors to describe their experience operating a golf course similar to the concession opportunity advertised in this prospectus Offerors must also cite any past violations or infractions and describe their response to each incident. Finally, Offerors must describe their experience recruiting, training and retaining employees and explain how that experience will apply to the Draft Contract.

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

**In Principal Selection Factor 5**, Offerors must 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 the selection factor will result in the Service finding the proposal non-responsive and ineligible for award of the Draft Contract.

**Secondary Selection Factor 1** requires Offerors to describe initiatives they will implement as part of their waste management strategies and practices.

Manager, Business Services Division  
National Park Service, Interior Region 1, North Atlantic-Appalachian  
1234 Market Street, 20th Floor  
Philadelphia, PA 19107





*Pictured: Highland Links Golf Course*

*Source: NPS*

## DOING BUSINESS WITH THE NATIONAL PARK SERVICE

The National Park 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 available 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 National Park Service in contracting with third parties to provide these services including the National Park Service Concessions Management Improvement Act of 1998. The National Park Service implemented regulations for many aspects of the law, primarily to set out the process for soliciting bids for new contracts and managing the concessioner's investment in structures owned by the United States.

Working with the National Park Service in providing commercial visitors 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. As with the private sector, concessioners must develop and follow environmental management programs, risk management programs, and similar programs to ensure operations comply with applicable laws. Our employees review the quality of concession operations and compliance with contract requirements including the maintenance of facilities.

Even with those regulatory actions, concessioners in national parks enjoy significant benefits. Many parks function as unique visitor destinations. Concessioners frequently operate as monopolies even though we do not grant exclusive rights to 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 required services required under the concession contracts.





*Pictured: Golf course hole with lighthouse and player, Clubhouse, Fast Casual F&B, Pro Shop*  
 Source: NPS

## 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, natural and historic objects, and wildlife in the System units and to provide for the enjoyment of the scenery, natural and historic objects, and wild life in such 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)

The National Park Service preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world. Visit the [National Park Service website](#) to learn more about the National Park Service. This site includes information about the Service's mission, policies, and individual park units.



## ORIENTATION TO CAPE COD NATIONAL SEASHORE AND HIGHLAND LINKS GOLF COURSE

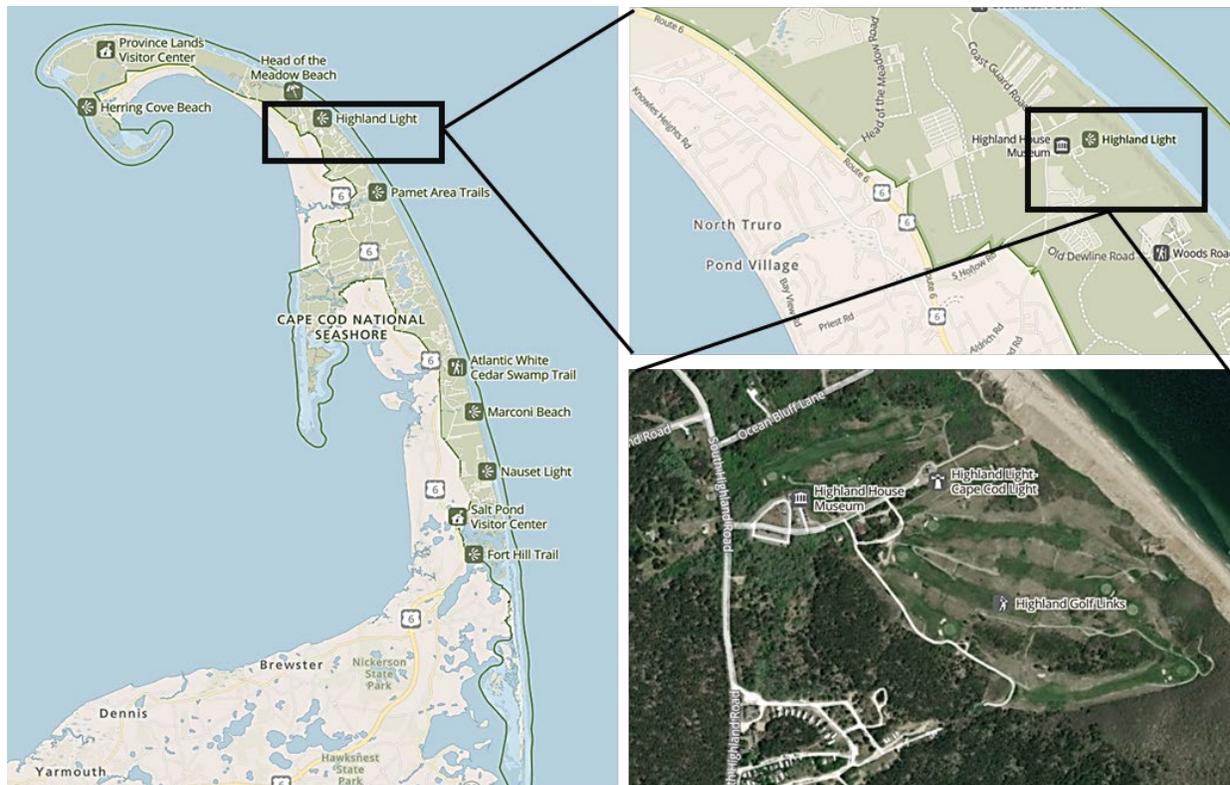
Cape Cod National Seashore is in Barnstable County in the southeastern most region of Massachusetts. The Park spans 40 miles along the outer portion of the Cape Cod peninsula and includes six major public beaches, 12 biking and hiking trails, expansive dunes, ponds, and coastal pine barrens. All the Park’s visitor services are hosted within Barnstable County where the entirety of the Park is located. Cape Cod National Seashore was integrated into the NPS on August 7, 1961, and covers 68 square miles.

One of Cape Cod’s oldest golf courses, and perhaps its most scenic, is Highland Links. It is one of America’s golf treasures, perched high along windswept bluffs overlooking the Atlantic Ocean next to the vintage Highland Light. Founded circa 1892-1898, Highland Links has seen more than a hundred years of golf. More significant than its age is Highland’s location; the soil and ecology of the Cape keep Highland a genuine links course, as close to the Scottish tradition found anywhere in the eastern United States, with deep natural rough, Scotch broom, heath, and spectacular ocean views.

The original “Highland House of Golf Links” was part of an ocean and cottage resort operated for years by the Small family of Truro. First laid out by Willard Small, a redesign was implemented in 1913 by New Yorker and frequent hotel guest J. Henry McKinley. By 1955 the links had been refurbished again by owner Hal Conklin. When the Cape Cod National Seashore (Seashore) was established in 1961, Highland Links became Federal property.

The following exhibit depicts the location of Highland Links within the Seashore. The black rectangle in the upper right map indicates the golf course’s location.

**Figure 1. Maps of CACO003 Location**



Source: Google Maps, National Park Service



# CONCESSION OPPORTUNITY

## OVERVIEW

The Concessioner will operate the nine-hole golf course, including golf cart and golf equipment rentals, a pro shop selling golfing equipment and merchandise, and a fast casual food & beverage café, including alcoholic beverage sales.

## DRAFT CONTRACT TERM

The Draft Contract will have a ten (10) year term with an estimated effective date of January 1, 2025. The Service may change the effective date of the Draft Contract prior to award if determined necessary. In such event, the Service will change the expiration date of the Draft Contract correspondingly to maintain a term length of ten years.

## REQUIRED AND AUTHORIZED SERVICES

Exhibit 1 describes the required and authorized services as specified in the Draft Contract. The Concessioner must provide the required services and may provide the authorized services. The Draft Contract, including its exhibits and attachments, contains details regarding visitor services.

### Exhibit 1. Draft Contract CC-CACO003-25 - Required and Authorized Services

Required Services
Operation of 9-hole Highland Links Golf Course
Motorized and non-motorized cart rental
Pro shop sales of golfing merchandise and equipment, sundry items
Golf equipment rental
Fast Casual food & beverage sales
Authorized Services
Golf lessons
Alcoholic beverage sales
Vending
Special events

Source: National Park Service

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](#) website. The Service further defines the food and beverage services into distinct classifications, as described below and in the Operating Plan, Exhibit B to the Draft Contract.



## OVERVIEW OF REQUIRED SERVICES

### Golf Services

The Concessioner will operate the nine-hole golf course on a year-round, daily basis. Operating hours may be adjusted seasonally on Service approval as defined in the Operating Plan, Exhibit B to the Draft Contract.

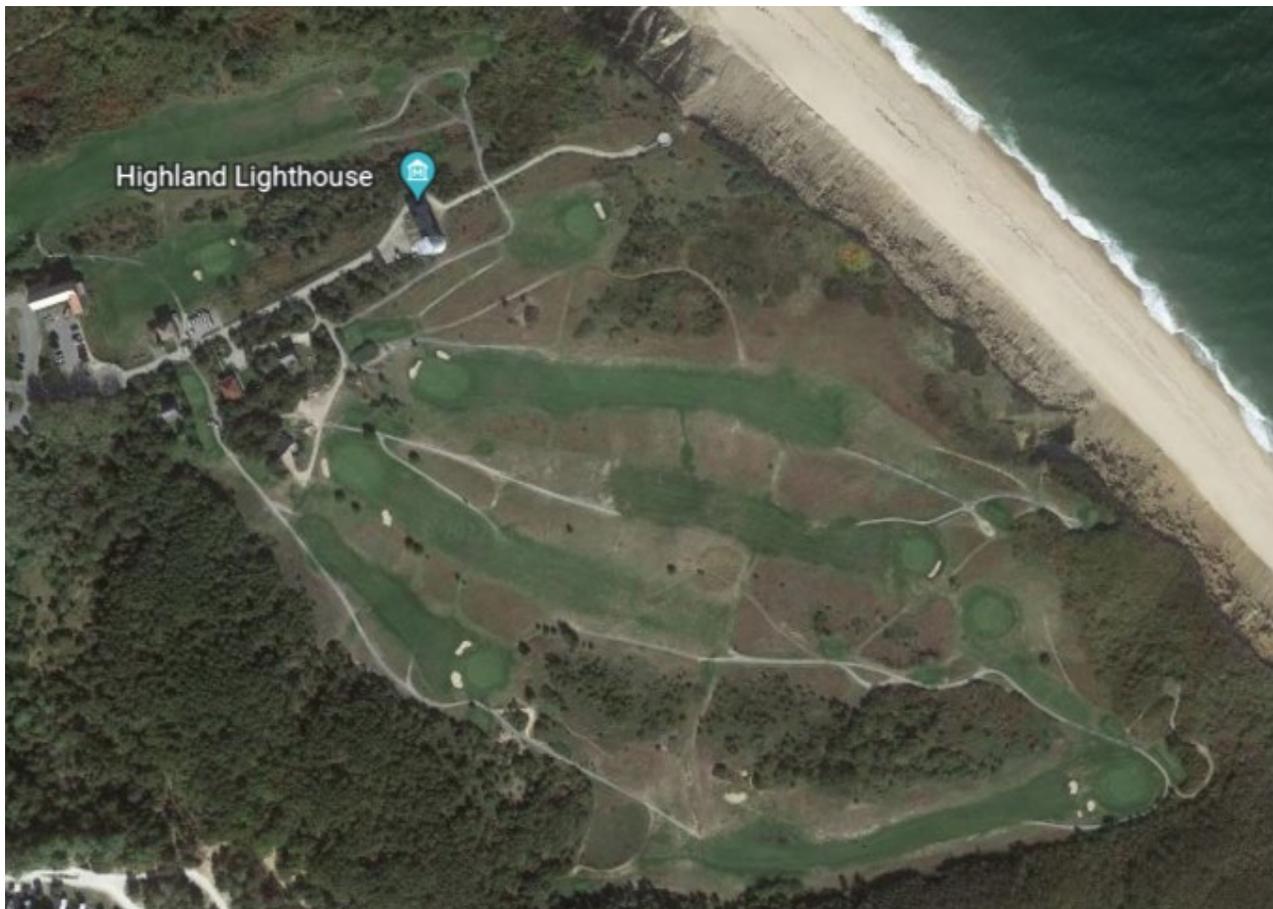
Tee times, both reserved and unreserved, will be available on a daily basis, as defined in the Operating Plan, Exhibit B to the Draft Contract.

Visitors may purchase season passes covering green fees only, but not including other rights and privileges.

Superintendent approval is required prior to the scheduling of any tournaments.

Pull and power carts and golf clubs will be available to rent. The Concessioner shall maintain an adequate supply of quality rental equipment to meet visitor needs.

Fees and rates will be based on the Service's Competitive Market Declaration (CMD). Under the CMD method, the Concessioner may adjust rates without the specific approval of the Superintendent, but rates are subject to review to ensure they remain reasonable in comparison to similar services offered outside the park.



*Pictured: Highland Links Golf Course*

*Source: Google Earth*

### Fast Casual Food and Beverage – Café

Highland Links has one café, which is located in the same historic building as the pro shop. The fast casual menu primarily supports golfers. The Concessioner will operate this venue from April through October on a daily basis.

Pricing will be based on the Service's Competitive Market Declaration (CMD).



Pictured: Café Menu Board

Source: NPS

### Golf Merchandise and Sundries – Pro Shop

Similarly, Highland Links has one pro shop, which is located in the same historic building as the café. The Concessioner will operate this venue daily from April through October.

The pro shop will offer golf merchandise and sundries for sale. The Service has the right to review and approve all merchandise offered for sale and may require the Concessioner to remove items determined to be inappropriate or unacceptable for sale.

The Concessioner shall carry a selection of clothing and golf sporting goods to meet the needs of visitors. The intent of this visitor service is to provide a narrow selection of items that nonetheless include a range of price and quality levels.

As required by the Operating Plan, Exhibit B to the Draft Contract, the Concessioner will submit a merchandising plan for the Service's review and approval.

The Service will continue the pricing practice of Manufacturer’s Suggested Retail Price (“MSRP”) for retail merchandise but will require the Comparability Method for rentals and sundries, subject to Superintendent approval.



Pictured: Pro Shop  
Source: NPS

## ESTIMATED REVENUE AND EXPENSE PROJECTIONS

### Visitor Use and Revenues

The following table presents total projected utilization and resulting revenues for the concession operation for 2025 (Year One). These projections reflect the influence of estimated rounds played but converted to the 18-hole equivalent, which is the industry’s standard practice.

**Exhibit 2. Projected Use and Rate Ranges 2025**

Service	Usage and Rate Ranges
<b>Golf Services</b>	
2025 Total Rounds (18-hole equiv.)	9,000 - 11,000
2021 Revenue per Rd (18-hole equiv.)	\$75.00 - \$85.00
<b>Fast Casual Food and Beverage</b>	
2025 Total Rounds (18-hole equiv.)	9,000 - 11,000
2021 Revenue per Rd (18-hole equiv.)	\$1.50 - \$2.75
<b>General Merchandise</b>	
2025 Total Rounds (18-hole equiv.)	9,000 - 11,000
2021 Revenue per Rd (18-hole equiv.)	\$7.50 - \$9.50
<b>Gross Revenue</b>	<b>\$900,000 – \$1,100,000</b>

Source: National Park Service



## *Departmental and Indirect Expenses*

### **Labor and Benefits**

The Draft Contract is subject to the minimum wage for federal contractors established by Executive Order 14026 signed by President Biden on April 27, 2021, and its implementing regulations, including the applicable contract clause, codified at 29 C.F.R. Part 23, as well as the minimum wage requirements of Massachusetts.

The Service has considered the implications of the state and federal minimum wage requirements in the analysis of the minimum franchise fee and Offerors must consider the impacts of these federal and state minimum wage requirements when developing their financial projections. The Concessioner will be responsible for paying whichever minimum wage schedule is higher, the state or federal.

Offerors should take note of the staffing and certifications needed to deliver the services required by the Draft Contract. The Operating Plan, Exhibit B to the Draft Contract, includes specific operational requirements for the concession operation.

### **Insurance Requirements**

Exhibit I of the Draft Contract sets out the minimum insurance requirements for these concession operations.

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## **INVESTMENT ANALYSIS**

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### **INITIAL INVESTMENT**

The Concessioner's total estimated required initial investment includes personal property, inventory, working capital, start-up costs, and operating supplies. The Offeror's proposal in response to Part III of this Prospectus should address how it intends to fund these items.

#### *Personal Property*

The Service estimates the initial personal property investment associated with the Draft Contract totals \$305,000 in 2024 dollars. This total includes personal property such as furniture, trade fixtures, equipment, and vehicles.

#### *Start-Up Costs and Working Capital*

At the start of the Draft Contract, the Concessioner will need to make a one-time investment in a range of activities to ramp up operations including hiring staff, training (which may involve compensation to staff in addition to normal wages), systems implementation, legal support services, and marketing and advertising.

In addition to any necessary investment in these activities, the Concessioner will need to invest a certain amount of cash to cover the first few months of operating expenses the Concessioner likely will incur.

The Service estimates the working capital requirement (including value of inventory) at \$77,000, with inventory consisting of retail merchandise and food and beverage items.



The Service estimates the total required initial investment by the Concessioner would be \$382,000 in 2024 dollars. This includes investments for personal property, inventory and working capital, and other preopening expenses. Exhibit 3 summarizes the estimated initial investment at the start of the Draft Contract.

### Exhibit 3. Estimated Initial Investment

	Estimated Amount (2024 Dollars)
Initial Personal Property	\$305,000
Start-Up Costs and Working Capital	\$77,000
<b>Total Initial Investment</b>	<b>\$382,000</b>

Source: National Park Service

## DEFERRED MAINTENANCE OF CONCESSION FACILITIES

The Service estimates approximately \$32,500 to cure deferred maintenance within the first two years of the Draft Contract term. The Maintenance Plan (Exhibit H to the Draft Contract) has specific requirements about planning and executing the Concessioner's responsibilities.

## ONGOING FINANCIAL AND OPERATIONAL REQUIREMENTS

In addition to the investments listed above, the Draft Contract includes the following requirements that are ongoing through the term of the Contract. The Offeror's proposal in response to Part III of this Prospectus should address how you intend to fund these items or account for them.

### Repair and Maintenance of Concession Facilities

The Draft Contract requires the Concessioner to maintain the Concession Facilities (as defined in Section 2 of the Draft Contract) to the satisfaction of the Director. The Maintenance Plan (Exhibit H to the Draft Contract) has specific requirements about planning and executing the Concessioner's responsibilities.

### Component Renewal Reserve

The Draft Contract requires the Concessioner to establish a Component Renewal Reserve to fund component renewal of Concession Facilities that is non-recurring within a seven-year time frame as set out in Section 10(c) of the Draft Contract. The Concessioner must fund the Component Renewal Reserve under the Draft Contract by allocating to the Reserve **four-tenths of one percent (0.4%)** of the Concessioner's annual gross receipts. This establishes the minimum amount the Concessioner must expend on Component Renewal Reserve activities. As further explained in the Draft Contract, the Concessioner must expend sufficient additional monies, as needed beyond the Reserve, to maintain and repair the Concession Facilities to the satisfaction of the Director.

### Franchise Fees

Offerors must agree to pay the minimum franchise fee set out in Principal Selection Factor 5 of the Proposal Package (Part III of this Prospectus). The minimum franchise fee is **nine and one-tenths' percent (9.1%)** of the Concessioner's annual gross receipts. Offerors, however, may propose a higher minimum franchise fee, as described in the Proposal Package.

## LEASEHOLD SURRENDER INTEREST

There is no initial Leasehold Surrender Interest ("LSI") associated with the Draft Contract.



## INFORMATION ABOUT EXISTING CONCESSION CONTRACT OPERATIONS

### HISTORICAL REVENUES

Exhibit 5 presents historical revenues subject to franchise fee from the operations under the Existing Contract from 2019 through 2021.

#### Exhibit 5. Historical Gross Receipts by Service Offered and Franchise Fees

Department	2019	2020	2021
Golf Services	\$574,000	\$807,000	\$957,000
Fast Casual Food and Beverage	\$27,000	\$17,000	\$26,000
General Merchandise	\$69,000	\$69,000	\$101,000
<b>Total</b>	<b>\$670,000</b>	<b>\$893,000</b>	<b>\$1,084,000</b>
<b>Franchise Fee 16.1%</b>			
<b>Franchise Fee Paid</b>	<b>\$108,000</b>	<b>\$144,000</b>	<b>\$175,000</b>

Source: National Park Service

## PREFERRED OFFEROR DETERMINATION

Section 403 of the National Park Service Concessions Improvement Act (P.L. 105-391) includes a preference for a preferred Offeror to the award of a qualified concession contract.

Under the provisions of 36 C.F.R. Part 51, Subparts E and F, the Service has determined that this is not a qualified concession contract, and, therefore, no preferred Offeror for this Draft Contract exists.



## LINKS TO ADDITIONAL INFORMATION

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Foundation Document, Cape Cod National Seashore:

[https://www.nps.gov/caco/learn/management/upload/CACO\\_FD\\_508-2.pdf](https://www.nps.gov/caco/learn/management/upload/CACO_FD_508-2.pdf)

Condition Report and Treatment Plan for Truro Highland Historic District:

<https://irma.nps.gov/DataStore/DownloadFile/609947>

Superintendent's Compendium, Cape Cod National Seashore:

<https://www.nps.gov/caco/learn/management/compendium.htm>

National Park Service Management Policies 2006:

<https://www.nps.gov/policy/mp/policies.html>

Concessions Management Improvement Act of 1998 (54 USC 101911 through 101926) (1998 Act):

<http://www.gpo.gov/fdsys/pkg/PLAW-105publ391/pdf/PLAW-105publ391.pdf>

36 CFR Part 51 – Concession Contracts: <http://www.ecfr.gov/cgi-bin/text-idx?SID=d03628d94ca3851e02f00f86e5142962&mc=true&node=pt36.1.51&rgn=div5>

Concession Management Rate Administration Guide:

[Rate Administration - Concessions \(U.S. National Park Service\) \(nps.gov\)](#)

Commercial Services Guide:

[Commercial Services Guide \(U.S. National Park Service\) \(nps.gov\)](#)

Commercial Services Standards and Evaluations:

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

Authorized Concessioner Mark Information and Guidelines for Concessioners:

[Authorized Concessioner Mark Program - Concessions \(U.S. National Park Service\) \(nps.gov\)](#)

