

BUSINESS OPPORTUNITY

CC-GLBAXXX-19

Department of the Interior

National Park Service
Glacier Bay National Park and Preserve

Cruise Ship Services
Within Glacier Bay National Park and Preserve

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SUMMARY of BUSINESS OPPORTUNITY

**Contract Term:
Ten (10) Years**

**Contract Start date:
October 01, 2019**

**Minimum Franchise
Fee**

**\$ 8.28 per passenger
per use day**

Required Services:

Cruise Ship Services

Authorized Services:

None

INTRODUCTION

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 National Park Service ("Service") relies on its concessioners to provide visitors with safe and enjoyable experiences in the bay aboard cruise ships and other vessels.

The Service intends to award five (5) concession contracts to provide cruise ship services at the Park; however, two (2) of the contracts are set aside for the two (2) historic operators identified through the Alaska National Interest Lands Conservation Act¹ (ANILCA) legislation. Generally, historical operators have a right to continue to provide the same kind and scope of service that they were providing when the ANILCA legislation passed. This Prospectus describes in general terms the existing cruise ship operations and the future business opportunities authorized by the Service. Offerors must review all sections of this Prospectus and specifically, the terms and conditions of the Draft Concession Contract, CC-GLBAXXX-19 ("Draft Contract"), including its exhibits, to determine the full scope of a future concessioner's responsibilities under the Draft Contract.

The Service is conducting this solicitation in accordance with the National Park Service Concessions Management Improvement Act of 1998 (P.L. 105-391), as implemented by regulations in 36 C.F.R. Part 51. The term "Concessioner" as used in this Prospectus refers to the entity that will be the Concessioner under a Draft Contract.

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. 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.

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 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 Service has as its overall mission the preservation and public enjoyment of significant aspects of the nation's natural and cultural heritage. To learn more about the National Park Service, visit www.nps.gov. This site 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 is located at the northern end of Southeast Alaska's Inside Passage approximately 60 miles west of Juneau. 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. For information about the Park, visit our web site at: www.nps.gov/glba. Those interested in submitting proposals for the services offered here are encouraged to review this information.

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.

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BUSINESS OPPORTUNITY

Contract Term

The Draft Contract has a term of ten (10) years with an estimated effective date of October 01, 2019, and an estimated expiration date of September 30, 2029. The effective date of the Draft Contract may change prior to award if determined necessary by the Service. The Service will change the expiration date of the Draft Contract to provide the same term length from any adjustment to the effective date.

Required and Authorized Services

The Draft Contract describes the following required and authorized visitor services. Although the required and authorized services are similar to those in the existing contracts concerning the provision of cruise ship services in the Park, Offerors should review Exhibit B, Operating Plan, for specific requirements on the operation.

- (1) Required Visitor Services: The Concessioner must provide the following required visitor services within the Area:

	Service	Location
i.	Cruise Ship Services	Within Glacier Bay on approved routes

- (2) Authorized Visitor Services: The Concessioner is authorized but not required to provide the following visitor services during the term of this Contract:

	Service	Location
i.	None	

Franchise Fees

The Service calculated the minimum franchise fee by using the minimum Franchise Fee from 2009 (\$5.00 per passenger) and adjusting it using the Consumer Price Index, All Urban Consumers table. The minimum franchise fee for the first year (2020) of the new contract is **\$8.28 per passenger per use day**. Each Offeror may propose a higher minimum franchise fee as described more fully in the Proposal Package. The Service will adjust the franchise fee each year of the contract in accordance with the Consumer Price Index, All Urban Consumers, published by the U.S. Department of Labor, by the same percentage increase or decrease from January of the preceding year to January of the current year.

CRUISE SHIP MANAGEMENT IN GLACIER BAY NATIONAL PARK & PRESERVE

Glacier Bay Vessel Plan and Regulations

On November 21, 2003, the Service published its Record of Decision for the Vessel Quotas and Operating Requirements in Glacier Bay National Park & Preserve Environmental Impact Statement, and on January 2, 2007 regulations implementing the plan went into effect.¹

Below is a summary of cruise ship management in the Park. Offerors are advised that the Service may adjust the number of cruise ship use day numbers up or down based on regulatory changes, federal law, resource considerations or for other reasons.

¹ 36 CFR Part 13 Subpart N

Allocation of Use Days

A "Vessel Use Day" or "Use Day" means any continuous period of time that services under this contract are provided in Glacier Bay National Park & Preserve between the hours of 12 midnight on one day to 12 midnight the next day except, when a vessel is transiting open waters along the Gulf of Alaska, Cross Sound, North Inian Passage and Icy Passage without entering any bay or inlet of Glacier Bay National Park and Preserve.

Glacier Bay means all waters inside a line drawn between Point Gustavus at 135 54.927' W longitude; 58 22.748' N latitude and Point Carolus at 136 2.535' W longitude; 58 22.694' N latitude.

The Service will manage cruise ship access to Glacier Bay through an allocation of "use days" to each concession contract based on the daily and seasonal vessel quotas established by federal regulations. The Concessioner must provide the required service aboard the cruise ship and the Service will not assign park lands or facilities under the Draft Contract.

Cruise Ship Quotas and Seasons

The regulations establish the daily cruise ship quota of two vessels per day and the seasons of operations.

- **Summer Season** – June 1st to August 31st
- **Shoulder Season** – May 1st to May 31st and September 1st to September 30th
- **Off-Season** - October – April

The summer season daily vessel quota allows "up to 184" use days from June 1 through August 31. The shoulder season daily vessel quota allows "up to 122" use days during May and September. The remainder of the year (the off-season) has a two cruise ship per day daily vessel quota. The 2017 seasonal quotas were 153 use days for the summer season and 92 use days for the shoulder season. These will likely remain unchanged through 2019.

Table 1 - Glacier Bay Cruise Ship Quota

Time Period	Projected 2019 Quota	Potential Future Maximum Quota
June 1 – August 31	153	Up to Two Per Day (184)
May and September	92	Up to Two Per Day (122)
October – April	Two Per Day	Up to Two Per Day (424)

Source: National Park Service

The Service determines the cruise ship quota annually based on applicable authorities, appropriate public comment, scientific and other information. Quotas are subject to the maximum daily vessel quota of two cruise ships per day. The adjustments, if any, to each Concessioner's allocation will be based on that operator's percentage of the competitively allocated use days (i.e., historical use days will not be factored into the proration).

The total number of summer season use days the Service will competitively allocate under this solicitation is 82; however, the maximum number of cruise ship use days the Service will competitively allocate to any one company is 26 for the summer season (in addition to any allocation based on historic rights).

Table 2 - Glacier Bay Cruise Ship Quota for Summer Season

Description	Use Days
Total Number of Summer Season Use Days to Be Competitively Allocated under this Solicitation	82
Historic Rights-based Use Days	+71
Maximum Number of Summer Season Use Days	153

Source: National Park Service

Allocation of Shoulder Season Use Days

The Service will allocate 92 shoulder season use days based on the number of shoulder season use days requested and the order in which contracts are awarded, until all currently authorized shoulder season use days are allocated, as described in the Proposal Instructions. Allocations based on historic rights are limited to prior levels of service; as such, any expansion of services into the shoulder season is not an element of these rights. The maximum number of cruise ship use days the Service will allocate to any one company is 26 for the **shoulder season**.

Table 3 - Glacier Bay Cruise Ship Quota for Shoulder Season

Description	Use Days
Total Number of Shoulder Season Use Days to Be Competitively Allocated under this Solicitation	92
Historic Rights-based Use Days	0
Maximum Number of Shoulder Season Use Days	92

Source: National Park Service

Increases or Decreases in Cruise Ship Use Day Quotas

As noted above, the Service will annually determine the cruise ship quota up to a maximum of two ships per day. The Service will prorate any changes in the cruise ship quota among existing operators based on the percentage of non-historic use days initially allocated.

Cruise Ship Operating Conditions

The Draft Contract details the specific terms and conditions under which the Offerors awarded contracts will provide cruise ship services. For the purposes of this prospectus, cruise ship means any motor vessel of at least 100 tons gross (U.S. System) or 2,000 tons (ITC or International Convention System) certificated to carry more than 12 passengers for hire.

Cruise Ship Scheduling

The Service requires the cruise ship concessioners to submit a proposed schedule to the Superintendent for review and approval. In the past, a consolidated annual schedule for all cruise lines has been coordinated through Cruise Line Agencies of Alaska (CLAA), P.O. Box 8080, Ketchikan, Alaska, 99901. CLAA then submitted a comprehensive schedule to the Service for approval, fulfilling this requirement on behalf of each operator. CLAA has given the Service verbal indication of its intent to coordinate schedules to allow the submission of a consolidated annual schedule.

Operating Requirements Including Interpretive Program

All cruise ships entering Glacier Bay must provide an approved interpretive program for visitors. The draft Operating Plan (Exhibit B to the Draft Contract) contains interpretive program standards. Offerors may either submit their own comprehensive interpretive program proposal for approval by the Service or participate in the NPS interpretive program on a cost recovery basis (see table 3 for historic interpretive program cost recovery expenses).



The Operating Plan, including Attachment A, also provides specific operating requirements related to integration of the vessel itinerary. Regulations provide for speed limits in various designated areas of Glacier Bay when necessary for protection of park resources. Based on these requirements, Concessioners will develop specific itineraries, subject to Service approval, for each visit to Glacier Bay. Potential Offerors are strongly encouraged to evaluate whether their specific situation would allow visits to Glacier Bay that meet these requirements.

The Service provides the following information to assist potential Offerors in their evaluation. Decades of experience have provided park managers and concessioners with valuable insight into the importance of the itinerary and schedule in ensuring that the day in the Park is a memorable highlight of an Alaska cruise. Itineraries and timing of required interpretive activities directly depend on the ship's location throughout the day (e.g. glacier viewing area, time at tidewater glaciers, wildlife viewing opportunities, ranger boarding). The following examples highlight successful schedules for the Glacier Bay day. (Note: "rangers board" assumes participation in the NPS Interpretive Program).

Example of a successful itinerary/schedule for a 6:00 a.m. Glacier Bay arrival

6:00 am	Ship arrives off Bartlett Cove. Interpretive rangers board.
7:00 am	Welcome to Glacier Bay/Highlights of the Day. Rangers provide a short orientation and introduction to prepare passengers for their day in the Park. Information desk/ visitor center set up in central viewing lounge to provide a central location to meet rangers and get information. Desk remains open during glacier viewing period (approximately 4-5 hours).
8:00 am	Pass Queen Inlet northbound. Interpretive narration begins, heard throughout public areas on board. Narration continues during glacier viewing period.
8:00-2:00 pm	Scenic cruising and glacier viewing. Will include at least one hour at the face of a tidewater glacier.
2:00 pm	Formal presentation in the main theater explaining the primary story and significance of the Park. Concurrent children's program in youth center.
2:30-4:00 pm	Marine wildlife viewing opportunities. As the vessel transits through an area of high marine productivity (meaning the area is rich in the necessary components, such as plankton, to support marine life) passengers have chance for high-quality marine wildlife viewing.
4:00 pm	Ship arrives off Bartlett Cove. Rangers disembark.

Offerors contemplating an itinerary other than the typical itinerary shown above should carefully consider the following (in addition to the draft Operating Plan requirements):

- **Johns Hopkins Inlet** is subject to seasonal area closures, with high concentrations of harbor seals, ice and other factors that often precludes approaching or going beyond Jaw Point near the mouth of Johns Hopkins Inlet.

- **Other bays and inlets within the Park, but outside of Glacier Bay** (such as Dundas Bay and Lituya Bay) are not authorized for cruise ship services due to potential conflicts between cruise ship activities and other visitor uses.

LAW, REGULATION, POLICY AND PARK INFORMATION

Offerors can access Service Concessions Law, Regulation, Policy and information about Glacier Bay National Park & Preserve at the following websites.

Referenced Documents	Website
Concessions Management Improvement Act of 1998 (P.L. 105-391)	http://www.concessions.nps.gov/docs/OMNIBUS1998.pdf
NPS Concession Mgmt. Regulations - 36 CFR Part 51	https://concessions.nps.gov/docs/policies/36CFRPart51Entire.pdf
NPS Management Policies, Chapter 10-Commercial Visitor Services	http://www.concessions.nps.gov/docs/MP2006Chapter10.pdf
Glacier Bay National Park & Preserve website	www.nps.gov/glba
Record of Decision for the Vessel Quotas and Operating Requirements Glacier Bay National Park & Preserve	https://www.nps.gov/glba/learn/management/vessel.htm
Public Law 96-487 (ANILCA) Section 1307 Regulations – 36 CFR Part 13, Subpart D	https://www.fws.gov/laws/lawsdigest/ALASKA/KCN.HTML
Regulations page of the Glacier Bay National Park & Preserve website	http://www.nps.gov/akso/management/compendiums.cfm

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EXISTING CONCESSION CONTRACT OPERATIONS

Existing Concessioners and Use Day Allocations

The following table lists the existing concessioners holding concession contracts providing cruise ship services in the Park and their summer season use day allocation. All contracts expire on September 30, 2019.

Table 4. Current Use Day Allocations

Contract	Existing Concessioners	Summer Season June 1 - Aug 31 Allocation	Subject to Historic Rights Allocation
GLBA004-10 *	Princess Cruise Lines, Ltd. dba Princess Cruises	58	32 of the 58 days
GLBA005-10 *	Holland America Line Inc. dba Holland America Line	65	39 of the 65 days
GLBA006-16	Seabourn Cruise Line Limited	0	0
GLBA007-10	NCL (Bahamas) Ltd dba Norwegian Cruise Line	22	0
GLBA036-10	Crystal Cruises, Inc. dba Crystal Cruises	0	0
GLBA050-10	Carnival Corporation dba Carnival Cruise Lines	0	0

Source: National Park Service

* Holland America Line Inc. dba Holland America Line and Princess Cruise Lines, Ltd. dba Princess Cruises have historic rights based on language in Public Law 96-487 section SEC. 134. See Proposal Instructions, Section 9), ANILCA Section 1307 Preferred Offeror Determinations.

Financial Information

The Proposal Package (Part III of this Prospectus) requires Offerors to develop financial projections based on the operations the Concessioner is required to provide under the Draft Contract. The Service presents information regarding historical data below.

Please note the Service does not guarantee the economic viability of this opportunity. Offerors must compile and prepare their own financial projections based on their independent assumptions, due diligence, and industry knowledge.

Historical Revenues

Cruise ship revenues derive from many sources including trips into many ports, services aboard ships and passenger expenditures. The Park is just one day of a multiple day cruise and for this reason, the Service calculates franchise fees based on the number of passengers on board the cruise ship when it enters the Park. The Service considers the gross receipts from the existing concessioner relatively minor in terms of importance to understanding the business opportunity. The Service has included the total numbers of historical visitor counts and franchise fees paid in tables 6-9.

Expenses

The Service considered the industry expenses and projected expenses as part of its financial analysis of the business opportunity for the Draft Contract, GLBAXXX-19. The Service projects that most departmental and indirect expenses are part of a much larger operation and the percentages that occur within the Park are only a fraction of the total expenditures.

Leasehold Surrender Interest

The Draft Contract is a Category III Concession Contract and therefore the Concessioner is not entitled to Leasehold Surrender Interest and capital improvements are not authorized.

Personal Property

The Concessioner must provide the personal property, inventory, and supplies it needs to support the required visitor services. The Existing Concessioners are not obligated to sell personal property, inventory, and supplies needed for use in the operation.

Historic Cost Recovery Expenses for Participation in the Service's Interpretive Program

A Concessioner participating in the onboard Glacier Bay Interpretive Program receives special benefits beyond those the general public receives. The Service therefore imposes a fee to recover its costs for providing the interpretive programs including staff transportation to and from the ships.

The Service itemizes and documents its calculations of these costs and makes such calculations available for public release. Table 5 reflects the historical fees charged per passenger per use day for the Glacier Bay Interpretive Program including costs for conducting the program and those costs associated with the transfer vessels used to transport park staff to and from the ships. The three year average is \$1.58 per passenger per use day.

Table 5 - Historical Cost Recover Fees Paid.

Contract	2015 Interpretive Program	2015 Transfer Vessel	2016 Interpretive Program	2016 Transfer Vessel	2017 Interpretive Program	2017 Transfer Vessel
Per Passenger Per Day	\$ 1.14	\$.46	\$ 1.12	\$.45	\$ 1.12	\$.45

Source: National Park Service

Cruise Ship Passenger Data

The Service has provided information regarding utilization and operating data from 2014 through 2017 for the Existing Concessioners in the tables below.

Table 6 - Cruise Passengers of Glacier Bay 2014-2017

YEAR	Summer Season Use Days	Summer season Passengers	Shoulder Season Use Days	Shoulder season Passengers
2014	149	311,079	79	154,565
2015	149	309,648	73	147,818
2016	147	322,479	75	159,675
2017	153	331,288	88	190,519

Source: National Park Service

Table 7 - Detailed Cruise Ship Passengers of Glacier Bay 2014-2017 Summer Season

Contract	2014	2015	2016	2017
GLBA004-10	148,103	146,971	149,228	148,226
GLBA005-10	112,976	113,191	118,635	120,016
GLBA006-16	N/A	N/A	N/A	1,666
GLBA007-10	50,000	49,486	50,635	51,175
GLBA036-10	0	0	3,981	4,169
GLBA050-10	0	0	0	5,008

Source: National Park Service

Table 8 - Detailed Cruise Ship Passengers 2014-2017 Shoulder Season

Contract	2014	2015	2016	2017
GLBA004-10	61,016	47,094	30,545	43,164
GLBA005-10	58,594	57,607	34,403	37,587
GLBA006-16	0	0	0	396
GLBA007-10	27,798	33,309	9625	9,815
GLBA036-10	0	911	946	0
GLBA050-10	8,325	8,897	4,585	6,710

Source: National Park Service

Historical Franchise Fees

Table 9 - Historical Franchise Fees Paid for the Entire Operating Season

Contract	2015	2016	2017
GLBA004-10	\$ 2,511,201	\$ 2,358,621	\$ 2,574,195
GLBA005-10	\$ 2,210,126	\$ 2,007,858	\$ 2,119,760
GLBA006-16	\$ 0	\$ 0	\$ 27,837
GLBA007-10	\$ 714,520	\$ 527,275	\$ 547,080
GLBA036-10	\$ 8,845	\$ 48,089	\$ 52,740
GLBA050-10	\$ 67,172	\$ 35,075	\$ 91,869

Source: National Park Service

PREFERRED OFFEROR DETERMINATION

ANILCA SECTION 1307

ANILCA includes provisions concerning persons and entities with special rights and preferences for providing commercial visitor services in conservation system units in Alaska – Historical Operators and preferred operators.

A Historical Operator means “the holder of a valid written authorization from the Director to provide visitor services within a park area that: (1) on or before January 1, 1979, was lawfully engaged in adequately providing such visitor services in the applicable park area; (2) Has continued, as further defined in § 13.310, to lawfully provide that visitor service since January 1, 1979, without a change in controlling interest; and (3) Is otherwise determined by the Director to have a right to continue to provide such services or similar services pursuant to § 13.310.” (36 CFR 13.305).

As mentioned above on page 11, Holland America Line Inc. dba Holland America Line and Princess Cruise Lines, Ltd. dba Princess Cruises are Historical Operators based on language in Public Law 96-487 SEC. 134.

Historical Operators will be permitted to continue to provide their historic scope of use (39 vessel use days for Holland America and 32 vessel use days for Princess Cruises), provided their historical rights are not lost (see 36 CFR 13.310). If either of the historical operators is not awarded a new contract pursuant to this solicitation and competitive process, then subject to the requirements of 36 CFR 13.310 it will be issued a separate contract for its historic scope of use on a non-competitive basis. An historical operator may compete for a new contract and additional use days pursuant to this solicitation and competitive process. If an historical operator is awarded a new contract pursuant to this solicitation and competitive process, a single new contract will be issued to that operator that will separately identify the historic and competitive use allocations.

ANILCA recognizes two other preferences: most affected Native Corporations and local residents – see 36 CFR Part 13, Subpart E.

On June 4, 1997 the Service invited Native Corporations to apply for “most directly affected” status, pursuant to 36 CFR 13.325. Huna Totem Corporation was determined to be the Native Corporation “most directly affected” by the establishment of Glacier Bay National Park and Preserve. Other Native Corporations may apply for this same determination in conjunction with this solicitation, pursuant to 36 CFR 13.325. See Proposal Package – ANILCA Section 1307 Preferred Operator Application.

Local residents (individuals and corporations) may apply for the preferred operator preference in conjunction with this solicitation, pursuant to 36 CFR 13.315. See Proposal package – ANILCA Section 1307 Preferred Operator Application.

The Native Corporations determined to be “most directly affected” and local residents have equal preference (36 CFR 13.315).

- See 36 CFR Part 13, Subpart E, for a description of how these preferences are applied.

Certain provisions of 36 CFR Part 13, Subpart E and the Draft Contract relevant to joint ventures, sub concessions and management agreements are reproduced below for the convenience of Offerors. The Service will not afford preferred operator status to offerors asserting preferred operator status who submit proposals that do not comply with the following:

“An offer from a preferred operator under this subpart, if the offer is in the form of a joint venture, will not be considered valid unless it documents to the satisfaction of the Director that the preferred operator holds the controlling interest in the joint venture” (36 CFR 13.315).

In addition, the Service will consider as nonresponsive a proposal from any Offeror that contemplates or proposes business relationships that are inconsistent with the following provision:

“Sub concession or other third party agreements, including management agreements, for the provision of visitor services required and/or authorized under this Contract, whether in consideration of a percentage of revenues or otherwise, are not permitted” (Ref. Draft Concession Contract, Addendum 1, General Provisions, 3(d)).

None of the Existing Concessioners have a right of preference to a new contract under the National Park Service Concessions Management Improvement Act of 1998 (P.L. 105-391).

PARK PLANNING AND DEVELOPMENT

Over the term of each of the proposed concession contracts, the Service anticipates it likely will undertake the following. An overview of Park planning, along with links to the planning documents, is available at <http://www.nps.gov/glba/parkmgmt/planning.htm>.

Regulations Changes

The Service will seek to modify regulations to provide more dynamic closure changes. The Service does not foresee significant changes to the cruise ship itinerary/opportunity.

Wilderness Stewardship Plan

A 1989 Wilderness Visitor Use Management Plan is due for review. See: <http://www.nps.gov/glba/parkmgmt/wilderness.htm>.

SITE VISIT

The Service will not conduct a site visit. The Proposal Instructions have information about submitting questions to the Service about this Prospectus and the Draft Contract.



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