

BUSINESS OPPORTUNITY

CC-PORE003-23

Department of the Interior

National Park Service
Point Reyes National Seashore

**A Concession Business Opportunity to Operate a Hostel and Related
Services**

within Point Reyes National Seashore

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INTRODUCTION

The National Park Service ("Service") seeks proposals for a concession contract authorizing a hostel and other related services within Point Reyes National Seashore. This Prospectus describes, in general terms, the existing business operations and the future business opportunities for services required by the Service. Offerors must review all sections of this Prospectus and, specifically, the terms and conditions of the Draft Concession Contract No. CC-PORE003-23 ("Draft Contract"), including its exhibits, to determine the full scope of a future concessioner's responsibilities under the Draft Contract.

SITE VISIT

The National Park Service ("Service") will host a January 23, 2023 site visit for organizations interested in bidding on this opportunity on the date listed on the inside front cover of this Prospectus. The site visit provides interested persons, corporations, or other entities an overview of the concession operations along with a tour of the Concession Facilities assigned to the Concessioner under the Draft Contract. If you plan to attend the site visit and would like more information, please contact:

Sue Eibeck
Concessions Management Specialist
sue_eibeck@nps.gov

Please register for the site visit by January 18, 2023. 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. Each interested Offeror is limited to five persons attending the site visit. All parties attending the site visit must disclose to the Service the names of the interested organizations engaging their services. All attendees must be over the age of eighteen. The Service will provide further information and additional directions by return email message to the primary contact.

Summary of Term and Conditions of the PORE003 Opportunity

Location:

Point Reyes National Seashore, California, USA

Draft Contract Term:

10 Years

Projected Effective Date:

October 17, 2023

Required Services:

Lodging, Other Services

First Full Year of Operations (2024) Projected

Range of Gross Receipts:

\$504,070 - \$557,130

Estimated Initial Investment (Year 0):

\$167,700

Deferred Maintenance:

\$0

Minimum Franchise Fee:

1.4% of Gross Receipts

NOTIFICATION OF INTENT TO PROPOSE

If you plan to submit a proposal in response to this solicitation, you must notify Commercial Services Specialist Sue Eibeck via email (sue_eibeck@nps.gov) no later than 12:00 p.m. Pacific Time on March 13, 2023.

The Service will not accept proposals from entities that do not provide notice on or before March 13, 2023.

INFORMATION REGARDING THIS SOLICITATION

This document refers to Point Reyes National Seashore as "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-PORE003-23 ("Draft Contract"), including its exhibits, to determine the full scope of a 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 amended 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. 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 American Youth Hostels, Inc., dba Hostelling International USA, the concessioner under the current concession contract CC-PORE003-11 ("Existing Contract"). The Existing Contract, as amended, is available upon request.

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 a Proposal Package that Offerors must complete in its entirety. The Proposal Package contains a required transmittal letter, five principal selection factors, and two secondary selection factors. Each selection factor identifies the minimum and maximum points the Service may award, depending on the quality of the response. The following paraphrases 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 monitor and prioritize maintenance projects for Concession Facilities.

Principal Selection Factor 2 requires Offerors to describe proposed enhancements to the hostel experience and proposed programming to introduce guests to the cultural and natural resources of the Park; and requires Offerors to describe their proposals for marketing the hostel.

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 rest of this principal selection factor requires Offerors to describe their experience providing similar services, recruitment and retention of staff, and history and strategies to minimize violations and infractions.

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. The Service has provided a business history form and Excel workbook Offerors must complete in providing responses to this selection factor.

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 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 their proposals for environmentally sustainable practices within the Concession Facilities.

DOING BUSINESS WITH THE NATIONAL PARK 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 National Park 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 the concessioner's investment in structures owned by the United States.

Working with the National Park 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. Refer to the Draft Contract Operating Plan Section 3(B) for specific information on rate approval methodology. 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 with few, if any, in-park competitors, even though we do not grant exclusive rights to provide any visitor services. Although we oversee concessioner rates charged to the public, 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 required under the concession contracts.

For this opportunity, the Draft Contract requires the Concessioner to operate the hostel lodge at Point Reyes National Seashore.

NATIONAL PARK SERVICE

THE NATIONAL PARK SERVICE AND ITS MISSION

In 1916, President Woodrow Wilson approved legislation creating the Service within the Department of the Interior. That legislation mandated 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)



To learn more about the National Park Service, visit www.nps.gov. Additional information about Point Reyes National Seashore is available at [Point Reyes National Seashore \(U.S. National Park Service\) \(nps.gov\)](http://PointReyesNationalSeashore(U.S.NationalParkService)(nps.gov)).

POINT REYES NATIONAL SEASHORE



President John F. Kennedy signed into legislation the bill establishing Point Reyes National Seashore on September 13, 1962 (Public Law 87-657), in order "to save and preserve, for purpose of public recreation, benefit, and inspiration, a portion of the diminishing seashore of the United States that remains undeveloped."

A summary of the Seashore and of management philosophy is the following excerpt from the Statement for Management:

The Point Reyes peninsula is an outstanding scenic, scientific, and historic area. That such an area remains in close proximity of a major metropolitan area is a marvel in itself, and resource management must be of a nature that will perpetuate this portion of the California coastline in a state of minimal development and yet provide for the public recreation, benefit, and inspiration.

Point Reyes National Seashore contains unique elements of biological and historical interest in a scenic panorama of thunderous ocean breakers, open grasslands, brushy hillsides and forested ridges. Native land mammals number about 37 species; marine mammals augment this total by another dozen species. The biological diversity stems from a favorable location in the middle of California and the natural occurrence of many distinct habitats. Nearly 20% of the state's flowering plant species are represented on the peninsula and over 45% of the bird species in North America have been sighted. Nearly half the Seashore has been designated as a Wilderness area. The Seashore contains over 100 square miles, including 32,000 acres of coastal wilderness area. Estuaries, windswept beaches, coast scrub grasslands, salt and freshwater marshes and coniferous forest create a haven of 80 miles of unspoiled and undeveloped coastline. Point Reyes is a remnant of California coastal wilderness. Its 71,000 acres provide one of the few places of coastal land large enough and undisturbed enough to offer people a seashore experience seemingly untouched by the modern world. The Seashore also manages 19,000 acres of Golden Gate National Recreation Area in the Olema Valley.

The southern area of the Seashore is rugged and densely vegetated with an extensive trail network providing visitor access. Miles of primitive beaches and pocket coves are fringed by steep cliffs and broken by rocky



headlands. Today these qualities contribute to making this area one of the most prized primitive areas on the California coast. The most notable aspect of the south coast of Point Reyes is the luxuriant forest of Douglas-fir that covers the Inverness Ridge. Inverness Ridge rises to an elevation of more than 1,400 feet at the summit of Mount Wittenburg, a popular hikers' destination. On the lower hills and coastal terraces, the trees give way to chaparral and grasslands which provide a setting for an exquisite collection of small lakes in close proximity to the ocean.

In contrast with the enclosing canopy of the Douglas Fir forest that dominates the south area of the Seashore, the north portion offers a unique panorama of wild, open grasslands. Here the crest of Inverness Ridge is topped with a rare and picturesque forest of Bishop pines, while shrub communities cover much of the seaward lower slopes. The center of the gently sloping expanses of grass is marked by a welcome break in the land--the outstretched arms of the Drakes and Limantour esteros. These large interconnecting estuaries are among the finest on the Pacific Coast and may represent the most important single natural resource in the entire Seashore. In addition to their scenic value, their mud flats, salt marshes, sandy bottoms, and shallow waters provide habitat for an amazing variety of plants and animals.

Recreational use of the southern portion is relatively diverse. Hiking, backpack camping, picnicking, horseback riding, bicycling, fishing and beach use of Limantour are the favored activities. Jutting 16 kilometers (10 miles) into the Pacific Ocean, the headlands of the Point Reyes Peninsula offer one of the finest spots to view the gray whale. The Gulf of the Farallones National Marine Sanctuary provides a 32-kilometer (20-mile) wide "highway" along which the whales cruise; sometimes they travel in the close lane (nearer to shore), and sometimes they travel in the far lane (farther out to sea). The areas around Chimney Rock and the Lighthouse offer some of the best whale watching spots in the Park. At Point Reyes National Seashore, the peak of the southern migration usually occurs in mid-January and that of the northern migration in mid-March. Late April and early May afford the opportunity to see mothers and calves close to shore.

Like a finger indicating the northward extension of the San Andreas Fault, Tomales Point juts northward, protecting the quiet waters of Tomales Bay. Over 50,000 shorebirds and waterfowl visit the Bay each winter. The Bay also provides habitat for numerous species, including Coho salmon and steelhead trout.

Historical sites abound on the peninsula. The Coast Miwok Indians inhabited Point Reyes and left a legacy of more than 120 known archaeological sites. According to many experts, Sir Francis Drake may have landed here in 1579 before sailing across the Pacific on his circumnavigation of the globe. The maritime history includes the Point Reyes lighthouse and lifesaving station, which were established in response to numerous shipwrecks on the treacherous coastal waters.

As wildland habitat is lost elsewhere in California, the relevance of the Point Reyes peninsula as a protected area with a notably rich biological diversity increases. Twenty-eight threatened and endangered species have been identified within the Seashore. The reintroduced tule elk inhabit the fenced peninsula elk reserve and a small free-ranging herd has been translocated to the Limantour coastal area; the total elk population exceeds 400. The northern elephant seals have established colonies on the Chimney Rock beach at the north end of Drakes Beach and at South Beach.



Exhibit 1. Map of Point Reyes National Seashore and Region



Source: National Park Service

PARK SPECIFIC CONDITIONS

Compliance with Federal, State, and Local laws and Park Jurisdiction

Point Reyes National Seashore operates under concurrent legislative jurisdiction; that is, the Federal government has received or accepted authority over the Seashore and the State of California has reserved the right to exercise, concurrently with the United States, all of the same authority. As a result, State and local laws are applicable at the same time Federal law pertaining to the Seashore also applies. State and local governments have the right to impose taxes on persons, property and activities in the area (but not directly on the Federal government) and may exercise their regulatory powers, for example to require business permits. Law enforcement is conducted by the Service law enforcement rangers who are authorized to enforce both federal and state laws.

Wildland fire protection is conducted by the National Park Service and the Marin County Fire Department. The Marin County Fire Department is the primary responder to all structural fires.

Public health codes are prescribed by the United States Public Health Service (USPHS), and inspections are conducted in compliance with USPHS as they apply to water, sewage disposal and food service facilities. The USPHS inspects the Seashore's water supply and sewage disposal systems. Sanitation inspections may also be conducted, without prior notice, by the California Department of Health Services or the Marin County Health Department.

Marin County building codes or national codes, whichever set a higher standard, apply.

Seashore Interpretive Themes and Goals

A primary goal of Point Reyes National Seashore is to offer interpretive programs and services which further an awareness and appreciation of the wide diversity of ecosystems and cultural resources within the Seashore: their variety and similarity, their interdependence, and their fragile nature.

Concessioners and their employees are encouraged to learn as much as possible about Seashore interpretive programs because visitors invariably direct many questions to Concession staff when Service staff are not available. Concession staff, therefore, must have at least a basic knowledge of the Seashore's major features, road layout, trail system, and available services.

Park Management Structure

Point Reyes National Seashore is administered by a Superintendent, who oversees an organization consisting of separate divisions that manage Seashore administration, visitor services, visitor and resource protection, resource management and maintenance.

Climate

The climate is characterized by warm, dry summers and cool, rainy winters. Usually, there are constant winds of moderate to strong velocity on the exposed headlands and outer beaches. Headlands and beaches on the Pacific Coast are subjected to frequent heavy fogs that are common in the months of July, August, and September. Sunshine and higher temperatures occur inland where temperatures are often 20 degrees warmer than on the headlands and outer coast. The moderating influence of the Pacific Ocean creates an even climate with no great extremes of heat or cold. The average monthly temperatures differ only about 21 degrees from high to low throughout the entire year.



Park General Management Plans

General Management Plans (GMPs) and Foundation Documents provide a basic foundation of park management including resource preservation and visitor services.

Point Reyes National Seashore most recently amended its GMP in 2021, which was originally completed in 1980. For more information on the Point Reyes National Seashore GMP and other planning information, please visit: [General Management Plans - Point Reyes National Seashore \(U.S. National Park Service\) \(nps.gov\)](https://www.nps.gov/pointreyes/learn/management/management-plans/)

Foundation Documents for Point Reyes National Seashore can be found here: [Foundation Document - Point Reyes National Seashore \(U.S. National Park Service\) \(nps.gov\)](https://www.nps.gov/pointreyes/learn/management/foundation-documents/)

CONCESSION OPPORTUNITY

DRAFT CONTRACT TERM

The Draft Contract has a term of **ten (10) years** with an estimated effective date of October 17, 2023. The effective date of the Draft Contract is subject to change prior to award if determined necessary by the Service. In such an event, the Service will change the expiration date of the Draft Contract to continue the same term length from any adjustment to the effective date. In addition, the Service may shorten the contract term if the Concessioner does not complete the required Concession Facilities Improvement Program (discussed later in this document) as required by the Draft Contract.

REQUIRED AND AUTHORIZED SERVICES

The Draft Contract includes the following required and authorized services (as defined by the Draft Contract).

Required Services	Authorized Services
Hostel Lodging	Merchandise Sales
Internet Service	Interpretive Services
	Laundry
	Special Events
	Vending
	Communication Services (Payphone)

Point Reyes Hostel

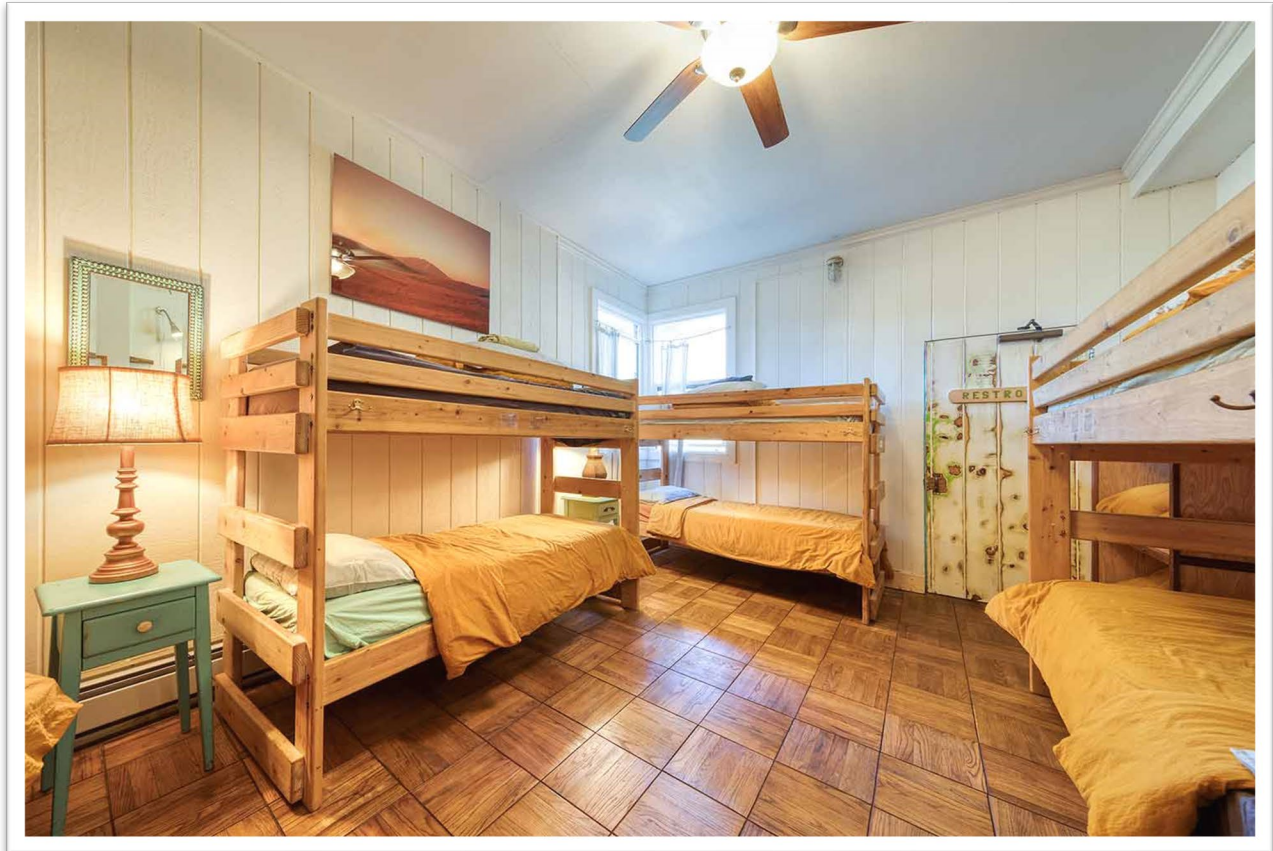
The Concessioner is assigned three buildings for the operation of the hostel. The current hostel operation consists of a total of 56 beds, set up throughout four bunk rooms and four private rooms. Of the four bunk rooms, two are female only, one is male only, and one is coed. There are three lodging buildings on the property comprised of the main building, the bunkhouse, and the private rooms building. The main building and the private room building each have a shared kitchen and all three buildings have a shared living space.

The Concessioner is required to operate the hostel 365 days a year.



Internet Service

The Draft Contract requires the Concessioner to provide high speed Wi-Fi internet service to hostel guests. The Concessioner may charge guests for the service.



Employee Housing

All concession employees are currently live on-site, with the manager living in an apartment in the main building and two staff living in assigned staff housing. Under the Draft Contract the Concessioner may provide employee housing within the Concession Facilities. The Concessioner must have a staff person on site when lodging guests are present.

Authorized Services

The Draft Contract allows the Concessioner to provide minor retail sales, vending, on-site laundry, interpretive services, payphones, and host special events.

ESTIMATED REVENUE AND EXPENSE PROJECTIONS

The exhibit below provides projected occupancy and average daily rates for the hostel, and projected lodging and Wi-Fi revenues.

Point Reyes Hostel	2024
Available Room Nights	20,440
Occupied Room Nights	9,517 - 10,519
Occupancy Rate	47% - 51%
ADR	\$49-\$55
Lodging Revenue	\$494,553- \$546,611
Wi-Fi Internet Revenue	\$9,517 - \$10,519
Total Revenue	\$504,070 - \$557,130

Source: National Park Service

Offerors should note rates charged to visitors are set using the 2017 National Park Service Rate Administration Guide: [2017 Concession Management Rate Administration Guide \(nps.gov\)](https://www.nps.gov/permitting/contracting/2017-concession-management-rate-administration-guide)

Under the Existing Contract, lodging and other visitor service rates are approved by the Service using the "Comparability" method. Under the Draft Contract, the Concessioner may set its rates using a "Competitive Market Declaration," which allows the Concessioner to set market-based rates.

Departmental and Operating Expenses

The Service projects that most departmental and indirect expenses will be within industry average ranges.

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 the terms of the Prospectus. The minimum franchise fee is **one percent (1.4%)**. 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 Draft Contract including anticipated revenues and expenses.

Minimum Wage

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 the State of California.

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.

Utility Expense

The Park provides water and solid waste disposal service to the Concession Facilities. Current rates are \$3.37 per CCF (CCF equals 748 gallons of water or one hundred cubic feet) for water and \$155.93 per month for solid waste removal. The Service plans to increase current rates by 10% in 2023 and 10% annually thereafter as current rates are believed to be well below Service costs to provide the utilities, until full cost recovery is obtained. The Service is currently undertaking this analysis, as required by Director's Order 35B (see the prospectus appendices for further information).

The Concession Facilities are on a septic system for its wastewater. Responsibilities for septic management are outlined in the Draft Contract Exhibit E (Maintenance Plan).

Insurance Requirements

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

INVESTMENT ANALYSIS

As shown in the following exhibit, the total estimated required initial and other investments by the Concessioner as projected by the Service is **\$167,700 in 2024 dollars**. This includes personal property, inventory, supplies, start-up costs (staff hiring, training, etc.), and working capital (investment needed to cover expenses incurred in advance of offsetting revenues).

Expense	Investment
Deferred Maintenance	\$0
Personal Property	\$87,500
Internet Connectivity	\$2,200
Working Capital	\$42,500
Start-Up Expenses	\$35,500
Total Initial Investment	\$167,700

Source: National Park Service

Deferred Maintenance

The Service anticipates curing any Deferred Maintenance prior to or at the beginning of the Draft Contract, therefore, it will not be the responsibility of the Concessioner.

Personal Property and Inventory

The estimated initial and other investment in personal property, including equipment for Wi-Fi connectivity, is \$89,700 in 2024 dollars. The personal property estimate includes all necessary furniture, fixtures, and equipment used for all operations, concession administration, and support at Point Reyes Hostel. The Service assumes the Concessioner replaces personal property at the end of its useful life, as required by the Draft Contract.

Start-Up Costs and Working Capital

At the start of the Draft Contract, the Concessioner will incur startup costs prior to commencing operations. Start-up costs 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. The Service assumes start-up costs to be approximately \$35,500

In addition to start-up costs, the Concessioner will need to invest a certain amount of working capital in the operation to cover that portion of the operation's expenses that the Concessioner will likely incur in advance of offsetting revenues. The Service assumes the Concessioner will invest another \$42,500 in working capital at the outset of the Draft Contract.

EXISTING CONTRACT HISTORICAL DATA

This section presents historical operating data and revenues for the Existing Contract.

HISTORICAL REVENUES

The following exhibit presents concessioner fiscal year gross receipts from 2017 to 2021 for the Existing Contract. Total concession revenues declined by close to 95% in 2020 due to the impacts associated with the COVID-19 pandemic. The pandemic resulted in temporary Park closures, with reductions in both domestic and international visitation. Concession revenues rebounded in 2021, with total revenues reaching \$182,406, indicating a slow recovery from pandemic conditions in 2020. The Service anticipates that the impacts from the COVID-19 pandemic are temporary and as the effects of the pandemic subside, future concession financial performance is expected to return to and be consistent with pre-pandemic conditions.

	2017	2018	2019	2020	2021
Revenue	\$421,088	\$389,172	\$368,544	\$19,246	\$182,406
Franchise Fees Paid	\$4,211	\$4,059	\$3,684	\$283	\$1,355

Source: National Park Service

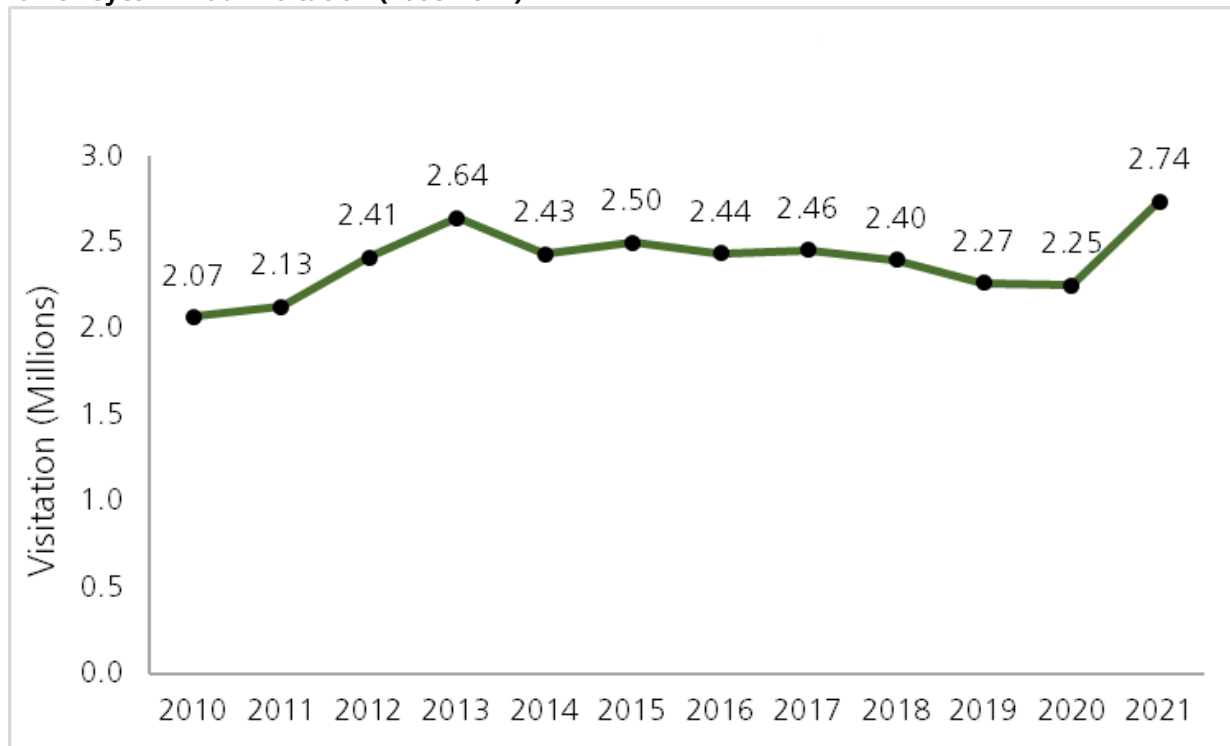
HISTORIC VISITATION

PARK VISITATION TRENDS

The Service estimates recreation visitors primarily by using traffic counters placed across roadways within the Park. The exhibit below details historical annual recreation visitation to Point Reyes National Seashore from 2008 to 2021.



Point Reyes Annual Visitation (2008-2021)



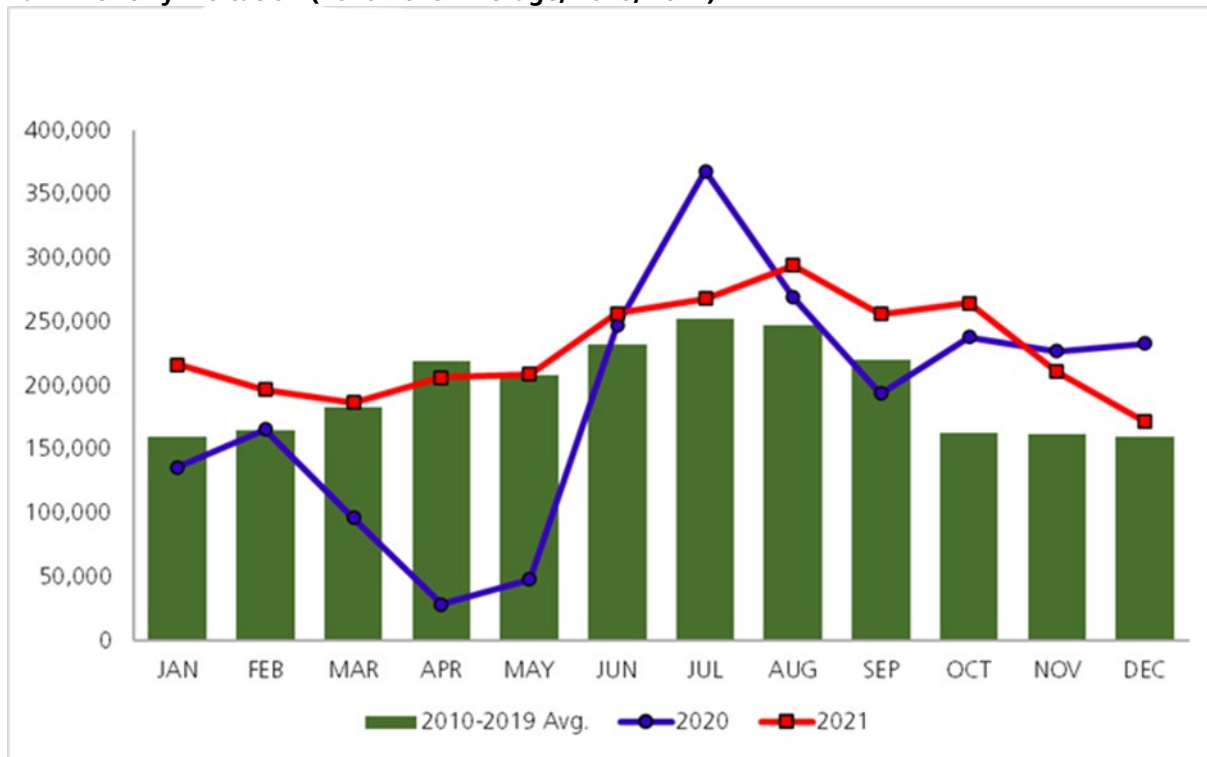
Source: National Park Service

Park visitation in 2020 barely decreased from 2019 visitation despite the COVID-19 pandemic and a wildfire in August 2020. In 2021 total visitation reached over 2.7 million, an increase of over 20% over 2020 levels. The Service assumes Park visitation will continue its long-term visitation growth trend.

SEASONALITY OF PARK VISITATION

The exhibit below presents average monthly recreation visitation to Point Reyes National Seashore over the ten-year period 2010-2019 and the 2020 and 2021 visitation shown separately to show recent visitation trends.

Park Monthly Visitation (2010-2019 Average, 2020, 2021)



Source: National Park Service

