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Unless otherwise noted, all photos and graphics are credited to the National Park Service.
INTRODUCTION

The National Park Service (Service) intends to award two (2) concession contracts to provide hunting guide services in Wrangell-St. Elias National Preserve (Preserve). This Prospectus describes in general terms the existing business operations and the future business opportunities for services required. A map showing each of the guide use areas can be found in Exhibit G of the Draft Concession Contract, CC-WRSTxxx-23 (Draft Contract). A proposal must identify the specific guide area(s) to which it applies. An offeror may apply for more than one guide area. Due to possible variations in operations and financial projections, a separate proposal is required for each guide area.

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 the Draft Contract. The term “Existing Concessioner” refers to all entities currently holding a valid concession contract to provide hunting guide services within the Preserve.

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 Service within the Department of the Interior. That legislation mandated that Congress create America’s National Park Service to:

...conserve the scenery and the natural and historic objects and the wildlife 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)
Wrangell-St. Elias National Park and Preserve

Wrangell-St. Elias National Park and Preserve was established on December 2, 1980, under the Alaska National Interest Lands Conservation Act (ANILCA), to maintain the natural scenic beauty of the diverse geologic, glacial, and riparian dominated landscapes; to protect the attendant wildlife populations and their habitats; to ensure continued access for a wide range of wilderness-based recreational opportunities; and to provide continued opportunities for subsistence use. Wrangell-St. Elias National Park and Preserve encompasses 13.2 million acres of superlative scenery, abundant wildlife, and fascinating human history. It is the largest unit in the national park system. In conjunction with Kluane National Park in Canada, adjacent to the Park/Preserve, the areas encompass the largest parkland in North America. The Park/Preserve is less than 200 miles east of Anchorage and bordered by two of Alaska’s major highways. Visitors may discover lofty snowcapped peaks, extensive glacial systems, active volcanos, large herds of Dall sheep and other wildlife, Alaska Native history, and relics from many old mining operations.

Wrangell-St. Elias facilitates a broad and diverse range of activities. Local, rural resident engage in traditional subsistence hunting and fishing. Mountaineers come for backcountry, where they find some of the tallest peaks and most challenging conditions in North America. Scientists come to monitor species of concern, such as Kittlitz’s murrelets or Chisana caribou. Sport hunters come to find the finest Dall sheep habitat in the world. Sightseers come to see the spectacular scenery, or to take a flight over the majestic mountains. History buffs come to experience the Kennecott Mill Town or to follow in the footsteps of early stampeders. Bird watching, hiking and photography are also popular visitor activities. Access and services in the Park are very limited when compared to National Parks in the lower 48. There are two roads that lead into the park, the Nabesna Road and the McCarthy Road. Both roads are dirt roads that are maintained by the State of Alaska. The Wrangell-St. Elias Visitor Center is the main park visitor center. It is located along the Richardson Highway (Hwy 4), which is a paved road that runs through Copper Center. This visitor center is located 10 miles south of Glennallen, approximately 200 miles east of Anchorage, AK and 250 miles south of Fairbanks.
Fundamental Resources and Values

Highest Peaks: Encompassing portions of three major mountain ranges, Wrangell-St. Elias National Park and Preserve contains vast areas of scenic high mountain terrain from sea level to 18,000 feet and includes nine of the sixteen highest peaks in North America.
- Mountains
- Geological Research

Rivers: Wrangell-St. Elias National Park and Preserve contains major river systems with more miles (over 1,000) of scenic, free-flowing, glacial rivers in their natural state than are found in any other protected area in the United States.
- Glacial River Systems
- Protected Salmon Habitat
- Educational Opportunities

Ecological Diversity: The vast undeveloped expanse of Wrangell-St. Elias National Park and Preserve contains diverse aquatic and terrestrial ecosystems, ranging from alpine to marine, and providing natural habitat for populations of Alaskan flora and fauna.
- Wildlife
- Unfragmented Habitat
- Educational Opportunities
- Native Species

Wilderness: The Wrangell-St. Elias Wilderness is the largest unit of the National Wilderness Preservation System, encompassing nearly 10 million acres of remote and geographically diverse mountainous landscapes.

Cultural Heritage: Preserved within Wrangell-St. Elias National Park and Preserve is abundant evidence of more than 3,000 years of cultural and technological development. This long history reveals a range of human adaptations to changing climates, environments, and economic circumstances.
- Pre- and Post-Contact Archaeological Resources
- Historic Resources
- Kennecott Mines National Historic Landmark
- Ethnographic Resources
- Cultural Landscapes
- Archive/Collections

Living Cultures: Wrangell-St. Elias National Park and Preserve is an inhabited area where local communities and traditional human activities remain integrated with the wilderness setting.
• Subsistence
• Other Consumptive Uses
• Ethnographic Resources
• Accessibility
CONCESSION OPPORTUNITY

The Service is seeking qualified concessioners for two (2) concession contracts to provide hunting guide services within Wrangell-St. Elias National Preserve. Hunting guide services will be authorized for legally hunted big game species as defined by State of Alaska hunting regulations, unless further restricted by federal law, applicable concession contract or other closure actions. In addition to applicable federal law, hunting guide services in Alaska preserves are subject to and are provided for in accordance with Alaska Statutes (AS) Title 8, Chapter 54 governing guide eligibility and licensing, and regulations at Alaska Administrative Code (AAC) Title 12, Chapters 74 and 75.

Sub-concession or other third-party agreements, including management agreements, for the provision of Visitor Services required and/or authorized under this concession opportunity are not permitted.
Necessary and Appropriate Determination

The Alaska National Interest Lands Conservation Act (ANILCA) Sec.1313 allows the taking of wildlife for sport purposes in National Preserves under applicable state and federal law and regulation. Alaska state law requires brown bear, grizzly bear, mountain goat, or sheep (collectively, big game) hunters who are nonresidents to be either accompanied by a licensed guide or a close relative over 19 years of age who is an Alaskan resident (AS 16.05.407). Big game hunters who are nonresident aliens must have a licensed guide to hunt any big game species (AS16.05.408). The terms nonresident and nonresident alien are defined at AS 16.05.940. Additionally, although Alaska residents may hunt big game in the Preserve without a guide, some prefer to utilize the knowledge and expertise of a registered guide. Thus, the Service has determined that hunting guide services are a necessary and appropriate commercial activity within the Preserve.

Current Concession Operations

There are currently nine Concessioners providing hunting guide services in the Preserve under fourteen ten-year concession contracts. These contracts were effective beginning January 1, 2020, with an expiration date of December 31, 2029. There is currently one concessioner providing hunting guide services in Wrangell-St. Elias National Preserve under a temporary contract that will expire December 31, 2022.

Table 1 - Existing Concessioners

<table>
<thead>
<tr>
<th>Contract ID</th>
<th>Guide Use Area</th>
<th>Concessioner</th>
<th>Contract Expiration</th>
</tr>
</thead>
<tbody>
<tr>
<td>CC-WRST001-20</td>
<td>Canyon Creek</td>
<td>Ultima Thule Outfitters, Inc.</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST002-20</td>
<td>Chetaslina River</td>
<td>Johnny McMahan dba JM Guide Service</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST003-20</td>
<td>Nabesna River</td>
<td>Wendell Kirk Ellis dba Devil’s Mountain Guide Service</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST004-20</td>
<td>Jacksina Glacier</td>
<td>William Cole Ellis dba Ellis Big Game Guides</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST005-20</td>
<td>Chisana River</td>
<td>Alaska Wild Wind Adventures, Inc.</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST006-20</td>
<td>Gilahina River</td>
<td>Full Curl Outdoors LLC</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST007-</td>
<td>Malaspina</td>
<td>Vacant</td>
<td></td>
</tr>
<tr>
<td>Contract ID</td>
<td>Guide Use Area</td>
<td>Concessioner</td>
<td>Contract Expiration</td>
</tr>
<tr>
<td>--------------</td>
<td>--------------------</td>
<td>---------------------------------------------------</td>
<td>---------------------</td>
</tr>
<tr>
<td>CC-WRST009-20</td>
<td>Nabesna Glacier</td>
<td>William Cole Ellis dba Ellis Big Game Guides</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST010-20</td>
<td>Snag Creek</td>
<td>Alaska Wild Wind Adventures, Inc.</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST011-20</td>
<td>Chisana Glacier</td>
<td>Alaska Dall Sheep Guides LLC</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST012-20</td>
<td>Ptarmigan Lake</td>
<td>Alaska Dall Sheep Guides LLC</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST013-20</td>
<td>Solo Creek</td>
<td>Solo Creek Guide Service LLC</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST014-20</td>
<td>Mt. Holmes</td>
<td>Ultima Thule Outfitters, Inc.</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>CC-WRST015-20</td>
<td>Barnard Glacier</td>
<td>Ultima Thule Outfitters, Inc.</td>
<td>December 31, 2029</td>
</tr>
<tr>
<td>TC-WRST016-22</td>
<td>Horsfeld Creek</td>
<td>Wrangell Outfitters, Inc.</td>
<td>December 31, 2022</td>
</tr>
<tr>
<td>CC-WRST017-20</td>
<td>Capital Mountain</td>
<td>Chuck McMahan dba Gakona Guide Service</td>
<td>December 31, 2029</td>
</tr>
</tbody>
</table>

Qualification Requirements

The concession contracts are consistent with the State of Alaska statutes and regulations governing commercial big game hunting services. Alaska hunting seasons and bag limits, methods and means generally are set by the State Board of Game. Note that the federal regulations at 36 CFR Part 13, which include regulations pertaining to hunting on national preserves, also applies and controls over any conflicting state law. Enforcement of hunting regulations in the Preserve is accomplished by U.S. National Park Service law enforcement rangers, in cooperation with the State of Alaska, Department of Public Safety, and Alaska Wildlife Troopers (AWT). Enforcement of State of Alaska professional licensing requirements is accomplished by the Occupational Licensing Division of the State of Alaska and the AWT.

The State of Alaska law, AS 08.54.610(a), provides that only a (singular) natural person can be a registered guide-outfitter. By statute, only a registered guide-outfitter can contract to provide big game hunting services. Contracting a hunt is by definition providing big game hunting services. AS 08.54.680
(c) provides that, a (singular) registered guide-outfitter may not provide big game commercial services (defined by AS 08.54.790(3)) unless the guide has entered into a written contract directly with clients when performing hunting guide services. A verbal contract does not satisfy the statute.

Consequently, offerors for this Prospectus are limited as follows: If the offeror is an individual (sole proprietorship), that individual must be a registered guide-outfitter in the State of Alaska, licensed under AS Title 08.54, or be in the process of renewing an existing registered guide-outfitter license by the closing date of the Prospectus; be certified by the State of Alaska, Department of Commerce to operate in the appropriate Alaska Game Management Unit (GMU), and be registered in the appropriate Guide Use Area for Wrangell-St. Elias National Preserve prior to execution of the final Concession Contract. If the offeror is a legally recognized entity other than an individual (partnership, corporation or limited liability company), the controlling interest in the entity must be held by a registered guide-outfitter in the State of Alaska, licensed under AS Title 08, Chapter 54, or be in the process of renewing an existing registered guide-outfitter license by the closing date of the Prospectus; be certified by the State of Alaska, Department of Commerce to operate in the appropriate Alaska Game Management Unit (GMU); registered in the appropriate Guide Use Area for Wrangell-St. Elias National Preserve and be the contracting guide prior to execution of the final Concession Contract.

Only the registered guide-outfitter who contracts with clients in accordance with 12 AAC 75.260 and completes and signs the Hunt Record in accordance with 12 AAC 75.210 may provide guided hunts within the NPS designated Guide Use Area of Wrangell-St. Elias National Preserve. Assistant guides may be employed by the concessioner when appropriately supervised as required by State of Alaska regulation 12 AAC 75.240.

As noted above, for this Prospectus opportunity, the Service requires the contracting guide to hold the controlling interest in the offeror if the offeror is a corporation, partnership, limited liability company, joint venture, or any business entity other than a sole proprietor. For purposes of this Prospectus, a controlling interest in the offeror has the same meaning as a “controlling interest in a concessioner,” as that term is defined at 36 C.F.R. 5.84.

**NPS Designated Guide Use Areas for this Business Opportunity**

For this Prospectus, two (2) guide use areas are available within Wrangell-St. Elias National Preserve and identified in Exhibit G of the Draft Contract. (See Table 2).

**Table 2 – NPS Designated Guide Use Areas**

<table>
<thead>
<tr>
<th>Guide Use Area</th>
<th>Game Management Unit</th>
<th># Clients Authorized Annually</th>
<th>Acreage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Horsfeld Creek</td>
<td>GMU 12</td>
<td>12</td>
<td>216,736</td>
</tr>
<tr>
<td>Malaspina</td>
<td>GMU 05</td>
<td>19</td>
<td>123,523</td>
</tr>
</tbody>
</table>
Required Services

The Concessioner is required to provide hunting guide services within the Preserve. These services may include any combination of contracting to guide big game hunts, stalking, pursuing, tracking and harvesting big game; packaging and salvaging game meat, and field preparation of trophies.

Authorized Services

The Concessioner is authorized to provide rental or sale of camping or hunting equipment or supplies.

Cabins and Other Structures

Cabins (owned by the current concessioner), subject to the limitations described below, are presently authorized for use in support of hunting guide services in the following guide use area:

**Horsfeld Creek TC-WRST016-22:**
1. Cook Cabin, 17’x22’
2. Master Guide Cabin, 8’x10’
3. Storeroom, 15’x16’ (previously referred to as “Historic Shed”)
4. Tack Room, 16’x18’

Other Structure:
1. Pole Corral, 60’x85’

These cabins and the Pole Corral are owned by the current concessioner. If the current concessioner is awarded the contract and wishes to continue use of these cabins and the corral in support of hunting guide services, the Service intends to authorize their continued use under applicable law in support of hunting guide services ONLY, via a land assignment subject to appropriate terms and conditions necessary to protect the resources of the Preserve. Relocation, footprint expansion or alteration of the cabins or the pole corral is not authorized.

If the current concessioner is not awarded the contract, the cabins and pole corral are to be removed by the concessioner upon expiration of its current contract, unless the current concessioner sells the cabins and pole corral (listed above) to the new concessioner. If the new concessioner purchases the cabins and pole corral, NPS intends to authorize their use under applicable law and subject to the same limitations described in the preceding paragraph.

Temporary Facilities
Temporary facilities that are directly and necessarily related to the taking of wildlife are authorized for basecamp and spike camp use.

Horses and Other Pack or Saddle Animals
In accordance with 43 CFR § 36.11(e), the use of horses or other pack or saddle animals is permitted for transportation purposes.

The use of horses and other pack or saddle animals for transportation is consistent with hunting guide services during applicable State of Alaska hunting seasons and additional brief periods necessary to mobilize and demobilize hunting guide operations only. **Overwintering of horses and other pack or saddle animals on Park land outside of these periods is not a form of surface transportation for purposes of 43 CFR § 36.11(e) and is not otherwise authorized.**

Notwithstanding the above authorization of the use of horses and other pack or saddle animals on Park land:

**Domestic Goats and Sheep**
Use or possession of domestic goats or sheep within NPS administered areas is prohibited and written authorization is not available.

**Llamas, Alpacas, and other Members of the Camelidae or Bovidae Family**
Use or possession of llamas, alpacas, or any other domestic animal of the Camelidae or Bovidae Family within NPS administered areas is prohibited except as pack animals in accordance with written authorization from the superintendent.
**Off-Road Vehicles**

Within Wrangell-St. Elias National Park and Preserve, off-road vehicles (ORV) are authorized only on designated roads and parking areas per 43 CFR § 36.11(g). There are no designated roads or parking areas within the hunt-guide areas and therefore the use of ORVs is not authorized.

**FINANCIAL INFORMATION**

**Concessioner Financial Information**

In order to assist offerors in determining the scale of the business opportunity, information regarding historical gross receipts and client numbers are shown in the following section. Offerors should be appropriately cautious in the use of historical information. The Service will not provide financial predictions. Each offeror must perform its own due diligence and rely on its own financial assumptions.

**Utilization and Operating Data**

The following table lists historical client numbers for the past five years.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>WRST007-07</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>WRST016-07</td>
<td>6</td>
<td>9</td>
<td>9</td>
<td>11</td>
<td>8</td>
</tr>
</tbody>
</table>

The following table lists the five-year historical annual gross receipts range.

<table>
<thead>
<tr>
<th>Contract ID</th>
<th>2017 – 2021 Historical Gross Receipt Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>WRST007-07</td>
<td>No Incumbent Operator</td>
</tr>
<tr>
<td>WRST016-07</td>
<td>$83,055 - $227,500</td>
</tr>
</tbody>
</table>

The following table lists the historical franchise fee for each contract. Concessioners pay a percentage of annual gross receipts or a flat fee, whichever is greater.

<table>
<thead>
<tr>
<th>Contract ID</th>
<th>Franchise Fee</th>
</tr>
</thead>
<tbody>
<tr>
<td>WRST006-07</td>
<td>Vacant</td>
</tr>
</tbody>
</table>
### Rates

Per section 2(d) of the Draft Contract, all rates and charges to the public by the Concessioner for visitor services must be reasonable and appropriate and subject to approval by the Director. The Service ensures the Concessioner’s rates and charges to the public are commensurate with the level of service provided and are reasonable, justified, and comparable with similar services provided by the private sector. The Service judges the reasonableness of rates based upon current comparative market declaration.

### Required Investment Summary

There is no real or personal property investment required by the Draft Contract. Offerors must provide the furniture, fixtures, and equipment necessary for administrative support and the equipment necessary to provide the required and authorized services. The government will not compensate Concessioners for such property or require any incoming operator to purchase such property.

### Franchise Fee

For this Prospectus opportunity, the Service will require a minimum annual franchise fee of $500 per client for a single species hunt and $800 per client for a multispecies hunt, or a flat fee of $1,000, whichever is higher, for the term of the Draft Contract. However, offerors may propose a higher minimum franchise fee, as described more fully in the Proposal Package.

### Term and Effective Date of Draft Contract

The term of the Draft Contract(s) will be for seven (7) years with an estimated beginning date of January 1, 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 expiration date of the Draft Contract will be changed to continue the same term length from any adjustment to the effective date.

### Preferred Offeror Determination

Section 403 (7)(B) “Preferential Right of Renewal” of the National Park Service Concessions Management Improvement Act of 1998 (P.L. 105-391) (54 U.S.C. § 101913(7)) includes a preference for a preferred offeror to the award of a qualified concession contract. Pursuant to this statute and the regulations contained in 36 CFR Part §§ 51.36-37, the Service has determined that one of the contracts to be awarded through this Prospectus is a qualified concession contract. The Existing Concessioner has operated satisfactorily for the term of the contract, and the annual gross receipts are not expected to exceed $500,000 in the first 12 months of the term of the Contract.
Table 6 – Preferred Offerors

<table>
<thead>
<tr>
<th>Preferred Offeror</th>
<th>Contracting Guide</th>
<th>Contract ID</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wrangell Outfitters, Inc.</td>
<td>William Koehler</td>
<td>TC-WRST016-20</td>
</tr>
</tbody>
</table>

All interested parties, including the Existing Concessioners, must submit a responsive proposal to this Prospectus to be considered for award of a Contract. Refer to Proposal Instructions Section 7. Process of Selecting the Best Proposal for detailed information. If an Existing Concessioner with preferred offeror status submits a responsive proposal and that proposal is not selected as the best proposal, the preferred offeror designation allows it to match the terms of the best offer and be awarded the Contract.

While the Alaska National Interest Lands Conservation Act Section 1307(b) provides preference for certain qualified operators, sport fishing and hunting guide activities are excluded from these preferences.

Law, Regulation, and Policy

NPS Concessions Law, Regulation, Policy and information about Wrangell-St. Elias National Park and Preserve can be accessed via the internet at the following websites:

<table>
<thead>
<tr>
<th>Information</th>
<th>Website</th>
</tr>
</thead>
<tbody>
<tr>
<td>NPS Concession Mgmt. Regulations - 36 CFR Part 51</td>
<td><a href="https://www.ecfr.gov/cgi-bin/text-idx?SID=38c0a14b9ad08a6c7edd0188de45d17b&amp;mc=true&amp;tpl=/ecfrbrowse/Title36/36cfr51_main_02.tpl">https://www.ecfr.gov/cgi-bin/text-idx?SID=38c0a14b9ad08a6c7edd0188de45d17b&amp;mc=true&amp;tpl=/ecfrbrowse/Title36/36cfr51_main_02.tpl</a></td>
</tr>
<tr>
<td>Wrangell-St. Elias National Park &amp; Preserve website</td>
<td><a href="https://www.nps.gov/wrst/index.htm">https://www.nps.gov/wrst/index.htm</a></td>
</tr>
<tr>
<td>Superintendent’s Compendium</td>
<td><a href="https://www.nps.gov/locations/alaska/current-compendiums.htm">https://www.nps.gov/locations/alaska/current-compendiums.htm</a></td>
</tr>
</tbody>
</table>