Part I

BUSINESS OPPORTUNITY

Lodging, Food and Beverage, Retail, Campgrounds, Horseback Riding, and Other Services

> at Shenandoah National Park National Park Service Department of the Interior

Concessioner Contract No. CC-SHEN001-26

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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

Various locations within Shenandoah National Park, VA

Draft Contract Term

15 Years

Projected Effective Date

January 1, 2026

Required Services

Lodging, Food and Beverage, Retail, Automotive Services (Fuel), Horseback Riding, Campgrounds, and Shower/Laundry

First Year of Operations (2026) Projected Range of Gross Receipts

\$26,231,000 - \$28,989,00

Estimated Initial Investment (Year 0)

\$4,264,000 (rounded)

Estimated CFIP Investments (Years 1 through 6)

\$7,820,000 (rounded) - The Service anticipates that any deferred maintenance will be cured through the CFIP.

Tier 1 Minimum Franchise Fee (up to \$15,000,000)

12% of Gross Receipts

Tier 2 Minimum Franchise Fee (\$15,000,001 - \$25,000,000)

14.5% of Gross Receipts

Tier 3 Minimum Franchise Fee (Over \$25,000,000)

17.5% of Gross Receipts

Component Renewal Reserve

1.3% of Gross Receipts

Site Visit

The National Park Service ("Service") will host a two-day site visit for individuals and entities interested in bidding on this opportunity on August 13-14, 2024. The site visit provides an overview of the concession operation along with a tour of the facilities assigned to the Concessioner under the Draft Contract. Each interested individual or entity is limited to five persons attending the site visit on its behalf, and all attendees must be over the age of eighteen.

Please register for the site visit no later than August 9, 2024, at 4:00 p.m. Eastern Time by contacting Commercial Services Specialist Andrew Gertge via email at NER_Concessions@nps.gov. When registering, you must provide your name, the name of the individual or entity interested in bidding that you represent, the primary contact for the individual or entity, and the number of people in your party. All parties attending the site visit must disclose to the Service the names of the interested individuals or entities engaging their services. The Service will provide further information and additional directions by return email message to the



primary contact. Site visit participants are responsible for obtaining their own lodging, meals, and transportation to the respective facilities and paying the Park entrance fee, as applicable. Attendance at the site visit is not required to submit a proposal for the Prospectus; however, attendance is encouraged.

Notification of Intent to Propose

If you plan to submit a proposal in response to this solicitation, you must notify Commercial Services Specialist Andrew Gertge via email at NER_Concessions@nps.gov no later than 4:00 p.m. Eastern Time on October 18, 2024. The Service will not accept proposals from individuals or entities that do not provide this notice. 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

The Prospectus describes in general terms the existing business operation and the business opportunity for services authorized pursuant to Concession Contract No. CC-SHEN001-26 ("Draft Contract"). It consists of five parts:

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

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-SHEN001-26 ("Draft Contract"), including its exhibits, to determine the full scope of a future concessioner's responsibilities. In the event of any inconsistency between the description of the terms contained in this Prospectus and the Draft Contract 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, as amended and hereafter referred to as "the 1998 Act"), as implemented by regulations in 36 C.F.R. Part 51. Links to these authorities 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.

Parts I, II, and III of this Prospectus refer to Shenandoah National Park as "the Park."

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

"Existing Concessioner" refers to DNC Parks & Resorts at Shenandoah, Inc., the concessioner under Concession Contract CC- SHEN001-13, as amended and extended ("Existing Contract"). The Existing Contract had an effective date of February 1, 2013, and an original expiration date of December 31, 2022. The expiration date of the Existing Contract was amended to December 31, 2024, due to the COVID-19 pandemic, and extended an additional year pursuant to 36 C.F.R. § 51.23; it expires on December 31, 2025. The Existing Concessioner does not operate the Park's campgrounds; however, the Draft Contract requires the operation of four of those campgrounds.

The Service intends to award the Draft Contract around September 2025, or around four (4) months prior to the anticipated effective date when the Concessioner would commence operations (January 1, 2026). The Service intends to announce the selected Offeror around April 2025, or around nine (9) months prior to award. Award of a concession contract does not occur until the competitive process has been completed and



both the selected Offeror and the Service have signed the concession contract. While the Service will make every effort to meet this schedule, it is subject to change.

Proposals

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

Part III of this Prospectus contains the Proposal Package that Offerors must complete in its entirety. The Proposal Package contains a required Offeror's Transmittal Letter, five principal selection factors, and two secondary selection factors. Each selection factor identifies the minimum and maximum points the Service may assign 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 protect the resources of the Park, specifically how they will implement a comprehensive maintenance program in a manner that preserves historic and seasonal facilities and the Concession Facilities Improvement Program.

Principal Selection Factor 2 requires Offerors to describe how they will provide some aspects of the required services, specifically improvements to the food and beverage operations, and how they will manage services during the closure of the Big Meadows Lodge and renovation of employee dorms to maximize visitor satisfaction.

In response to **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 managing lodging, food and beverage, retail, and campgrounds; aspects of their employee management; and history of infractions, and strategies to respond to and minimize infractions.

In response to **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 forms in the provided Microsoft Excel workbook and provide other information to demonstrate an understanding of the financial obligations under the Draft Contract.

In response to **Principal Selection Factor 5**, Offerors must state the franchise fee they will pay based on a percentage of 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.

Secondary Selection Factor 2 requires Offerors to describe how they will improve the visitor experience in the Park campgrounds.





Pictured: Skyland Resort Building

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 made available to visitors within an area of the National Park System by a third party for a fee. 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 concessioner investment in structures owned by the United States.

Working with the National Park Service in providing commercial visitors services within National Park System units 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 facility maintenance.

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. We use 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 lodging in three locations, a mix of quick service, fast-casual, and family casual food operations at multiple locations, retail services at multiple locations, campgrounds and accompanying amenities (shower/laundry), and offer automotive fuel services at Big Meadows Wayside. In addition, the Draft Contract requires the Concessioner to offer horseback riding at the Skyland Stables.







Pictured: Skyland Resort Gift Shop

Pictured: Big Meadows Lodge Lobby

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 wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations. Public Law No. 64-235, § 1 (codified at 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. Public Law No. 91-383, § 1 (codified at 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.

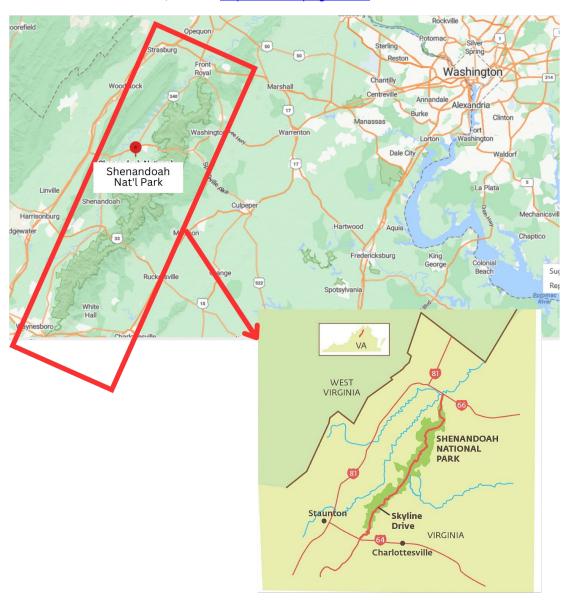


Pictured: Big Meadows Lodge Accommodation



Orientation to Shenandoah National Park

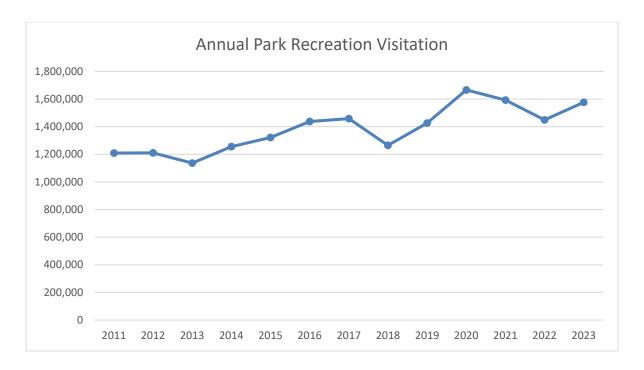
Shenandoah National Park was established by law on May 22, 1926, and totals 197,411 acres located about 75 miles from Washington, DC. One of the Park's most famous features, Skyline Drive, constructed in the 1930s by the Civilian Conservation Corps, offers drivers 105 miles of scenic overlooks, trailheads, picnic areas, and campgrounds between Front Royal in the north and Rockfish Gap in the south. Another way to traverse the length of Shenandoah is by hiking the hundred or so miles of the Appalachian Trail that run across the Park. In addition to Front Royal and Rockfish Gap, the Park is accessible from Luray and Sperryville by way of the Thornton Gap Entrance Station, as well as from Elkton and Stanardsville via Swift Run Gap Entrance Station. For additional information, visit the https://www.nps.gov/shen.



Visitation

Below are charts indicating annual and seasonal visitation patterns. Outdoor recreation activities offered safe, socially distant recreation options and spurred record visitation levels during the pandemic. Although recreation visits have declined from 2020 levels, they are still near pre-pandemic levels.





Seasonal visitation at the Park generally peaks during the June to October period. In addition, and unlike at many other national parks, there are several months of the year when weekend visitation is dramatically higher than weekday visitation. Since the Park is in relative proximity to the Washington Metropolitan Statistical Area (MSA), many regional residents make the Park a weekend destination throughout the spring, summer, and fall months.





Concession Opportunity

Overview

All services offered by the Concessioner will operate on a seasonal basis. The Concessioner will offer a total of 285 lodging units at Skyland Resort, Big Meadows Lodge, and Lewis Mountain. The Concessioner will operate food outlets at Big Meadows Lodge, Skyland Resort, Big Meadows Wayside, Elkwallow Wayside, and Loft Mountain Wayside. The Concessioner will offer retail sales at the lodging and wayside locations as well. The Concessioner will offer a total of 621 campsites at four campgrounds: Mathews Arm, Big Meadows, Lewis Mountain, and Loft Mountain. At three of these campgrounds (Big Meadows, Lewis Mountain, and Loft Mountain), the Concessioner will also operate camp stores, laundry, and showers. The Concessioner will offer automotive services (fuel) at Big Meadows Wayside. Finally, the Concessioner will offer horseback riding at the Skyland Stables, which has 16 stalls and 11 acres of paddock.

Draft Contract Term

The Draft Contract will have a term of 15 years with an estimated effective date of January 1, 2026. The term of the contract will be shortened unless extended by the Service if the Concessioner does not complete the Concession Facilities Improvement Program (CFIP) as required by the Draft Contract.

Required and Authorized Services

The tables below describe the required and authorized services as specified in the Draft Contract. The Concessioner must provide the required services. Identified authorized services are subject to approval. The Draft Contract, including its exhibits and attachments, contains details regarding the visitor services.

Required Services	
Service	Location
Lodging	Skyland Resort, Big Meadows Lodge, Lewis Mountain
Food and Beverage	Elkwallow Wayside, Big Meadows Wayside, Skyland
	Resort, Big Meadows Lodge, Loft Mountain Wayside
Retail	Skyland Resort, Big Meadows Lodge, Elkwallow
	Wayside, Big Meadows Wayside, Loft Mountain
	Wayside, Lewis Mountain
Automotive Services (Fuel)	Big Meadows Wayside
Horseback Riding	Skyland Stables
Shower - Laundry	Big Meadows Campground, Loft Mountain Camp
	Store, Lewis Mountain
Campground	Mathews Arm, Big Meadows, Lewis Mountain, Loft
	Mountain



Authorized Services	
Service	Location
Guided Interpretative Activities	Subject to approval
Taxi and Shuttle Services	Subject to approval
Catering of Special Events	Subject to approval
Other Horse Services	Subject to approval
Electric Vehicle Charging Stations	Subject to approval

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 <u>NPS Commercial Services</u> website¹. The Service further defines the lodging and food and beverage services into distinct classifications, as described below and in the Operating Plan, Exhibit B to the Draft Contract. The historic status of all Concession Facilities can be found in the Draft Contract Exhibit D, Assigned Land and Real Property Improvements.

Overview of Required Services

Lodging

The Draft Contract requires the Concessioner to provide a total of 285 lodging rooms in three locations within the Park. The Service considers cabins at Lewis Mountain and Skyland Resort to be basic lodging and classifies all other lodging rooms within the Park as midscale. The rate approval method for all lodging rooms is Competitive Market Declaration. The following table summarizes the lodging locations, their inventory, and operating seasons.

Location	# Basic Units	# Midscale Units	Operating Season
Big Meadows Lodge	0	97	Last Friday in April - First Sunday in November
Skyland Resort	10	168	Friday the week before Easter - Sunday after Thanksgiving
Lewis Mountain	10	0	Third Friday in March - Sunday after Thanksgiving

Food and Beverage

The Concessioner will provide food and beverage operations on a seasonal, daily basis at locations throughout the Park. The Service classifies the food and beverage outlets as a mix of family casual, fast casual, and quick service. Menu prices will be approved based on the Core Menu method as described in the Service's Rate Administration Guide. All menus must maintain a selection and price range that accommodates a range of Park visitors. A summary of the current service classifications for outlets in the Draft Contract follows.



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

Location	Classification	Operating Season
Elkwallow Wayside	Fast Casual	First Friday in May – Sunday following Veterans Day
Skyland Resort Dining Room	Family Casual	Friday the week before Easter – Sunday after Thanksgiving
Skyland Resort Kiosk	Quick Service	Friday the week before Easter – Sunday after Thanksgiving
Skyland Resort Tap Room	Bar/Cocktail Lounge	Friday the week before Easter – Sunday after Thanksgiving
Big Meadows Wayside	Fast Casual	Third Friday in March – Sunday after Thanksgiving weekend
Big Meadows Dining Room	Family Casual	Last Friday in April - First Sunday in November
Big Meadows Kiosk	Quick Service	Last Friday in April - First Sunday in November
Big Meadows Tap Room	Bar/Cocktail Lounge	Last Friday in April - First Sunday in November
Loft Mountain Wayside	Fast Casual	Second Friday in May – Last Sunday in October



Pictured: Big Meadows Lodge Dining

Retail

The Concessioner will provide retail operations on a seasonal basis at Skyland Resort, Big Meadows Lodge, Elkwallow Wayside, Big Meadows Wayside, Loft Mountain Wayside, and Lewis Mountain Camp Store.

The Concessioner will offer a range of merchandise including souvenirs, authentic native handicrafts, camper/hiker supplies, and apparel and convenience items including groceries. The Concessioner must offer opportunities to buy merchandise related to messages that highlight Park interpretive themes and appeal to a range of ages. Examples of desired general merchandise are collectibles, such as cups, spoons, caps, water bottles, etc., and clothing items for hikers and sightseers. The retail stores must stock convenience items such as feminine hygiene products, sunscreen, lip balm, analgesics, etc., and the camper stores must stock a variety of commonly needed food, beverages, supplies, and clothing for campers, hikers, and backpackers. The Concessioner may also sell limited merchandise including souvenirs at the camper stores as approved by the Service. The Big Meadows Wayside must also stock basic automotive supplies such as oil, antifreeze, diesel exhaust fluid, and basic trailering components.



The Concessioner will determine its merchandise prices in accordance with the Service Competitive Market Declaration (CMD) guidelines, and convenience and grocery items are subject to pricing based on Service Core Retail guidelines.

The following table summarizes minimum operating requirements for each retail outlet in the Draft Contract.

Location	Type of Retail	Operating Season
Elkwallow Wayside	Merchandise, Convenience Items, and Camper Supplies	First Friday in May – Sunday following Veterans Day
Skyland Resort	Merchandise	Friday the week before Easter – Saturday after Thanksgiving
Big Meadows Wayside	Merchandise, Convenience Items, and Camper Supplies	Third Friday in March – Sunday after Thanksgiving weekend
Big Meadows Lodge	Merchandise	Last Friday in April - First Sunday in November
Loft Mountain Wayside	Merchandise and Convenience Items	Second Friday in May – Last Sunday in October
Loft Mountain Camp Store	Merchandise, Convenience Items, and Camper Supplies	First Friday in May – Last Sunday in October
Lewis Mountain Camp Store	Merchandise, Convenience Items, and Camper Supplies	Third Friday in March - Saturday after Thanksgiving



Pictured: Convenience/Retail Area in Big Meadows Wayside

Automotive Services (Fuel)

The Concessioner will sell three grades of unleaded gasoline at the service station located at the Big Meadows Wayside. The Concessioner will provide two double-sided gas pumps with a pay-at-the-pump point of sale system. The dispensers were last replaced in 2014; the pumps and the tanks were replaced in 2023. These fuel tank upgrades will allow for fewer service interruptions than in past operations. Underground gas tank configuration is 5,000 gallons of 87 octane, 3,000 gallons of 93 octane, and 3,000 gallons of highway diesel. A mixing valve serves the 91-octane service. The Concessioner will determine its fuel prices in accordance with the Service fuel markup percentage guidelines.

The Service understands that the improved fuel service offers potential for increased fuel sale revenue but assumes that fuel service will be revenue-neutral overall. There are a limited number of companies who



supply fuel to this location. The pumps must operate 24 hours per day, seven days per week while the Big Meadows Wayside is open.



Pictured: Gas Pumps at Big Meadows Wayside

Campgrounds, Showers, and Laundry

The Draft Contract requires the Concessioner to operate four campgrounds at Mathews Arm, Big Meadows, Loft Mountain, and Lewis Mountain. Campgrounds operate seasonally and are available on a reservation and first-come, first-serve basis. The Operating Plan (Exhibit B to the Draft Contract) provides details regarding required reservation policies. The rate approval method for all campgrounds is Competitive Market Declaration.

The Concessioner will also operate and maintain shower and laundry facilities at three locations within the Park. The associated camp stores must sell individually sized laundry detergent, powdered bleach, and other laundry related supplies (as approved). Showers and laundry will be self-service and available 24/7 during the operating season. The rate approval method for showers and laundry prices is Comparability. The following table summarizes the facilities included in the Draft Contract.

Location	# Sites	Facilities	Operating Season
Big Meadows	221 (50 tent only and 2 group sites)	Campground, showers, and laundry	Third Friday in March – Sunday following Thanksgiving
Mathews Arm	166 (3 group sites)	Campground	First Friday in May - Last Sunday in October
Loft Mountain	203 (44 tent only and 3 group sites)	Campground, showers, and laundry	First Friday in May - Last Sunday in October
Lewis Mountain	30, plus 1 host site	Campground, showers, and laundry	Third Friday in March – Sunday following Thanksgiving

Horseback Riding

The Concessioner must offer one-hour trail rides between the Skyland Stables and the turnaround on the Old Rag Oak Fire Road. Monday through Thursday four rides will be offered each day, and Friday through Sunday five rides will be offered each day. The stable has 16 horse indoor stalls and 11 acres of outdoor pasture available, and the operating season is May 5th to October 29th. The rate approval method for horseback rides is CMD.

The Concessioner must offer rides daily during the peak season (defined in the Draft Contract, Exhibit B: Operating Plan, as Memorial Day weekend through Labor Day plus the month of October) and may offer rides less frequently during the non-peak season. Additionally, the Concessioner must provide pony rides at



Skyland Stables, but must stable no more than four ponies. No all-day or overnight rides are authorized. Wagon rides may be authorized with prior approval by the Superintendent.



Pictured: Skyland Stables

Employee Housing, Food Service, Shuttle, and Recreation

In addition to required visitor services, the Concessioner must provide housing, food service, and recreation for all its employees residing in the Area. The Concessioner may charge employees an amount sufficient to recover the cost of providing these services and must ensure that room and board charges do not exceed a reasonable percentage of employee earnings. The table below lists the assigned employee facilities by location. In addition, the Concessioner must provide adequate daily round-trip shuttle service for employees from the Luray area to Skyland and Big Meadows.

Employee Housing by Unit Type

Location	Unit Number	# of rooms	Current Layout
Skyland Resort*	Dorm A	8	8 bunks
Skyland Resort	Dorm B	8	8 bunks
Skyland Resort	Dorm C	6	4 bunks, 2 doubles
Skyland Resort	Dorm D	4	6 bunks, 1 twin
Skyland Resort	Dorm E**	3	1 bunk, 3 doubles
Skyland Resort	Dorm F	4	3 doubles, 1 vacant
Skyland Resort	Dorm G	4	1 king, 2 bunks, 2 doubles
Skyland Dining Bldg.	Rooms 2 & 4	2	4 bunks
Big Meadows Lodge	Apple Dorm	6	4 bunks, 2 doubles, 1 twin
Big Meadows Lodge	Oak Dorm†	5	4 bunks, 2 doubles, 2 twins
Big Meadows Lodge	Pine Dorm	5	4 bunks, 1 double, 2 twins
Big Meadows Lodge	Elm Dorm	4	2 bunks, 6 twins
Big Meadows Lodge	Chestnut Dorm	4	3 bunks, 1 double, 2 twins
Loft Mountain	Dorm	7	7 twins



- *The Existing Concessioner uses 14 rooms from guest inventory at the Skyland Resort (in the Canyon lodging building) as employee housing.
- **Skyland Resort Dorm E also serves as the Concessioner's commercial laundry facility for visitor lodging.

†The Existing Concessioner uses three rooms in the Big Meadows Lodge Oak Dorm as general-purpose rooms for employees.

Other Operating Considerations

Black Rock

The Black Rock cabin at Big Meadows Lodge and the Big Meadows Maintenance and Storage building were lost to fire in 2022, decreasing the lodging inventory by eight units. A construction project to replace the units is underway and the Service anticipates it will be completed before the effective date of the Draft Contract, and the Service will assign the replacement facility to the Concessioner. The 97 units at Big Meadows Lodge referenced in this document include these eight replacement units.

Estimated Revenue and Expense Projections

Visitor Use and Revenues

The following tables present total projected usage and revenues for concession operations for 2026, year one of the operation, and for 2031, the year in which the Concessioner completes the Concession Facility Improvement Program (described below in the Investments Analysis section).

Service	2026 Usage	2026 Rate	2026 Projected Revenue
Lodging	Occupied Room Nights	Average Daily Rate (ADR)	
Big Meadows	16,360 – 17,200	\$179.32 – \$188.51	\$2,934,000 - \$3,242,000
Skyland	30,460 – 32,020	\$231.86 - \$243.76	\$7,063,000 - \$7,805,000
Lewis Mountain	2,220 – 2,330	\$163.23 – \$171.60	\$362,000 - \$400,000
Food and Beverage	Covers	Average Check	
Big Meadows	89,160 – 93,730	\$24.18 - \$25.42	\$2,156,000 - \$2,383,000
Skyland	162,600 – 170,940	\$22.08 - \$23.22	\$3,591,000 - \$3,969,000
Elkwallow	14,700 – 15,460	\$12.46 – \$13.10	\$183,000 - \$203,000
Loft Mountain	18,690 – 19,650	\$13.01 – \$13.68	\$243,000 - \$269,000
Big Meadows Wayside	52,940 – 55,650	\$15.53 – \$16.32	\$822,000 - \$908,000
Retail*	Transactions	Average Sale	
Big Meadows (Lodge)	17,830 – 18,750	\$25.67 - \$26.99	\$458,000 - \$506,000
Skyland	45,560 – 47,900	\$35.91 – \$37.75	\$1,636,000 - \$1,808,000
Lewis Mountain	12,500 – 13,140	\$18.31 - \$19.25	\$229,000 - \$253,000
Elkwallow	35,130 – 36,930	\$19.83 – \$20.85	\$697,000 - \$770,000
Loft Mountain	43,760 – 46,000	\$24.67 – \$25.94	\$1,080,000 - \$1,193,000
Big Meadows Wayside	86,760 – 91,210	\$24.76 – \$26.03	\$2,148,000 - \$2,374,000
Stables	Rides	Rates	
Skyland	2,930 – 3,080	\$52.31- \$55.00	\$153,000 - \$169,000
Campground	Occupied Site Nights	Average Daily Rate (ADR)	
Mathews Arm	10,310 – 10,840	\$30.03 – \$31.57	\$310,000 - \$342,000
Big Meadows	29,390 – 30,900	\$33.03 – \$34.73	\$971,000 - \$1,073,000
Lewis Mountain	4,470 – 4,700	\$26.62 – \$27.98	\$119,000 - \$132,000
Loft Mountain	13,440 – 14,130	\$34.11 – \$35.86	\$458,000 - \$507,000
Gasoline Sales	Gallons Sold	Avg Price per Gallon	
Big Meadows Wayside	150,100 – 157,800	\$4.12 – \$4.33	\$618,000 - \$683,000

^{*}Retail includes revenue associated with shower and laundry services.



Service	2031 Usage	2031 Rate	2031 Projected Revenue
Lodging	Occupied Room Nights	Average Daily Rate (ADR)	
Big Meadows	16,360 - 17,200	\$204.14 - 214.61	\$3,340,000 - \$3,691,000
Skyland	30,460 – 32,020	\$261.06 - \$274.44	\$7,952,000 - \$8,788,000
Lewis Mountain	2,220 - 2,330	\$192.53 - \$202.40	\$427,000 - \$472,000
Food and Beverage	Covers	Average Check	
Big Meadows	89,160 – 93,730	\$27.22 - \$28.62	\$2,427,000 - \$2,682,000
Skyland	162,600 – 170,940	\$24.86 - \$26.14	\$4,043,000 - \$4,468,000
Elkwallow	14,700 – 15,460	\$14.03 - \$14.75	\$206,000 - \$228,000
Loft Mountain	18,690 – 19,650	\$14.65 - \$15.40	\$274,000 - \$303,000
Big Meadows Wayside	52,940 – 55,650	\$17.48 - \$18.38	\$925,000 - \$1,023,000
Retail*	Transactions	Average Sale	
Big Meadows (Lodge)	17,830 – 18,750	\$28.90 - \$30.38	\$515,000 - \$570,000
Skyland	45,560 – 47,900	\$40.43 - \$42.50	\$1,842,000 - \$2,036,000
Lewis Mountain	12,500 – 13,140	\$20.62 - \$21.68	\$258,000 - \$285,000
Elkwallow	35,130 – 36,930	\$22.33 – \$23.47	\$784,000 - \$867,000
Loft Mountain	43,760 – 46,000	\$27.78 - \$29.20	\$1,215,000 - \$1,343,000
Big Meadows Wayside	86,760 – 91,210	\$27.87 - \$29.30	\$2,418,000 - \$2,673,000
Stables	Rides	Rates	
Skyland	2,930 - 3,080	\$58.90 - \$61.92	\$173,000 - \$191,000
Campground	Occupied Site Nights	Average Daily Rate (ADR)	
Mathews Arm	12,440– 13,080	\$37.19 - \$39.10	\$463,000 - \$511,000
Big Meadows	29,390 – 30,900	\$38.14 - \$40.09	\$1,121,000 - \$1,239,000
Lewis Mountain	4,470 – 4,700	\$30.73 - \$32.31	\$137,000 - \$152,000
Loft Mountain	13,440 – 14,130	\$39.38 - \$41.39	\$529,000 - \$585,000
Gasoline Sales	Gallons Sold	Avg Price per Gallon	
Big Meadows Wayside	150,100 – 157,800	\$4.78 - \$5.02	\$717,000 - \$792,000

^{*} Retail includes revenue associated with shower and laundry services.

Departmental and Indirect Expenses

In developing projected expense estimates, the Service assumed adjustments of certain departmental, indirect, and fixed expenses to reflect costs associated with changes in operations. The Service projects departmental and indirect expenses will be within industry average ranges, except as explained below.

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 the State of Virginia.

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, state or federal.

Utilities

The Concessioner must contract with independent suppliers to provide year-round telephone service, internet, electrical service, propane, recycling, and solid waste hauling and disposal. The Park provides water and wastewater service to the Concessioner. The Concessioner may choose to contract with the Service for solid waste hauling and disposal. Under Service policy, the Service charges utility users, including concessioners, rates established annually based on actual operating costs and the amortized cost of capital improvements to utility systems. Refer to Director's Order #35B (a link to which is included in the Appendices to this Prospectus) for more information on this policy. The Service reviews its operating costs for utilities annually and notifies the Concessioner of the new rate in writing at least 90 days prior to rate changes. The table below presents the projected utility rates for the first year of the Draft Contract.

Category	2026
Water	\$20.27 per 1,000 gallons
Wastewater	\$63.93 per 1,000 gallons



The Service anticipates that, on average, utility rates will increase at least 3 percent per year over the term of the Draft Contract. As the Service completes additional projects and adds additional operating and capital costs, the Service may need to increase the rates in any given year more than 3% as compared to the prior year. However, utility rate increases will not exceed 10% over the prior year rate. The Concessioner is not authorized to charge a utility add-on for rates in the Draft Contract.

Insurance Requirements

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

Investment Analysis

Initial Investment

The Concessioner's 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 (the Proposal Package) should address how it intends to fund these items.

Personal Property

The Service estimates the initial personal property investment associated with the Draft Contract includes, but is not limited to, personal property such as furniture, trade fixtures, equipment, and vehicles. A list of the Existing Concessioner's personal property is available upon request (see Part V of the Prospectus). The Existing Concessioner will not be required to sell or transfer to a successor, and a successor will not be required to purchase from the Existing Concessioner, the Existing Concessioner's personal property associated with the concession operations.

Inventory and Working Capital

The Concessioner will need to invest working capital in the operation to cover operating expenses incurred before offsetting revenues accrue. The Service estimates the working capital requirement will include inventory consisting of retail merchandise and food and beverage items.

Start-Up Costs and Operating Supplies

At the start of the Draft Contract, the Concessioner will need to make a one-time investment to hire and train staff (which may involve compensation to staff in addition to normal wages), implement systems, engage legal support services, conduct marketing and advertising, and other activities related to start-up.

Leasehold Surrender Interest

As specified in the Draft Contract, beginning Leasehold Surrender Interest (LSI) (as defined in Exhibit A to the Draft Contract) is \$0. The Concessioner thus will have no initial investment requirement related to LSI under the Existing Contract. The Concessioner will be eligible to obtain LSI as outlined in the Draft Contract, including Exhibits A ("Leasehold Surrender Interest") and F1 ("Concessioner New Construction and Major Rehabilitation Project Procedures") to the Draft Contract, subject to all requirements set forth therein. The Service assumes that most of the real property investments included in the CFIP are likely to result in LSI.

Initial Investment Summary

The Concessioner's total estimated required initial investment as projected by the Service is presented in the following table.

	Estimated Amount (2025 Dollars)
Initial Personal Property	\$3,091,000
Inventory and Working Capital	\$555,000
Start-up costs and operating supplies	\$618,000
Total Initial Investment	\$4,264,000



Concession Facilities Improvement Program

The Draft Contract requires the Concessioner to undertake and complete numerous CFIP projects within the early years of the Draft Contract term. The Offeror's proposal in response to Part III of this Prospectus should address how it intends to fund these items.

Section 9(d) of the Draft Contract provides further information about requirements for the CFIP. For the CFIP, the Concessioner's total estimated costs for real and personal property improvements is \$7,820,000, with the CFIP costing not less than \$7,040,000 and not more than \$8,600,000 as adjusted for each project to reflect par value in the year of actual construction in accordance with the appropriate indexes of the Department of Labor's CPI-U Index, as published by the Department of Labor. The Service will approve Leasehold Surrender Interest for these projects in accordance with the Draft Contract. The table below summarizes the projected costs and schedule.

All costs are expressed in future value dollars in the respective year of actual construction for each project.

Project		Estimated Start	Estimated Completion	Real Property	Personal Property	Estimated Total
1.	Add Electricity to 24 campsites at Mathews Arm Campground	Nov 2029	Dec 2030	\$569,000	-	\$569,000
2.	Rehabilitate Lewis Mountain Cabins	Nov 2026	March 2028	\$758,000	\$52,000	\$810,000
3.	Install Standby Generator at Big Meadows Lodge	Jan 2028	April 2028	\$116,000	-	\$116,000
4.	Install Standby Generator at Skyland Resort	Jan 2026	March 2026	\$274,000	-	\$274,000
5.	Rehabilitate Big Meadows Lodge	July 2027	Dec 2028	\$3,425,000	\$428,000	\$3,853,000
6.	Rehabilitate Elkwallow Wayside Restroom	Jan 2026	April 2026	\$135,000	-	\$135,000
7.	Expand Restrooms at Loft Mountain Wayside	Jan 2031	April 2031	\$214,000	-	\$214,000
8.	Renovate Six Employee Dorms	Nov 2028	April 2029	\$1,719,000	\$130,000	\$1,849,000
Total CFIP Investments				\$7,210,000	\$610,000	\$7,820,000

1. Add Electricity to 24 campsites at Mathews Arm Campground

The Concessioner must add 50-amp electrical service to 24 campsites at Mathews Arm Campground.

2. Rehabilitate Lewis Mountain Cabins

The Concessioner must rehabilitate seven historic cabins (equaling ten units) at Lewis Mountain (FMSS 85873, 85874, 85875, 85876, 85877, 85878, and 85879), including new roofs, siding repairs, modernization of electrical and plumbing systems, and stabilization of foundations. The rehabilitation must include real property improvements as well as personal property investments. This project will repair and renovate multiple historic structures; due to the historic nature of these properties the Concessioner must take care with the materials that are not being replaced. The rehabilitation must include foundations and structure where needed, new roof systems, new exterior siding, upgraded plumbing and electrical systems, complete bathroom renovations, and select interior repairs, refurbishing of historic material when appropriate while maintaining historic materials and details to the greatest extent possible. The Concessioner must complete all work according to the Secretary of the Interior's Standards for Rehabilitation (36 C.F.R Part 67) and the Secretary of the Interior's Standards for the Treatment of Historic Properties (36 C.F.R. Part 68) and have an historic architect prepare the design features.



3. Install a Standby Generator at Big Meadows Lodge

The Concessioner must install a permanent pad-mounted propane-fired standby generator for emergency operations in Big Meadows Lodge during periods of power outages. The generator will only power the Lodge (FMSS 85930) and not the outbuildings. The scope of work includes the addition of an 80kW liquid propane (LP) generator to Big Meadows Lodge building to be able to run continually for up to three days without refueling the LP tanks. The Concessioner must install the generator on a 6" thick reinforced concrete pad on 6" of gravel on compacted fill near the kitchen loading dock on the northwest corner of the building. The Concessioner must place LP tanks on compacted fill with 6" of gravel no less than 50ft from the existing LP tanks and replace the existing manual transfer switch (MTS) with an automatic transfer switch (ATS) and all conduit and wiring needed to make a complete electrical system. The Service assumes that this will be installed while the lodge building is being renovated (CFIP #5).

4. Install a Standby Generator at Skyland Resort

The Concessioner must install a permanent pad-mounted propane-fired standby generator to mitigate business disruption at the Skyland Dining Hall (FMSS 85956) and Registration Building (FMSS 85954) during periods of power outages. The scope of work includes the addition of a 190kW LP generator for emergency power. The generator must be able to run continually for up to three days without refueling the LP tanks. The Concessioner must install the generator on a 6" thick reinforced concrete pad on 6" of gravel on compacted fill near the kitchen loading dock on the northwest corner of the building. The Concessioner must place LP tanks on compacted fill with 6" of gravel no less then 50ft from the existing LP tanks and replace the existing manual transfer switch (MTS) with an automatic transfer switch (ATS) and all conduit and wiring needed to make a complete electrical system. Additionally, the Concessioner must install a 125-amp 240-volt single phase feeder between the dining building electrical system and panel "B" of the lodge office to provide emergency power.

5. Rehabilitate Big Meadows Lodge

The Concessioner must complete a rehabilitation of Big Meadows Lodge (FMSS 85930), including mechanical, electrical, and plumbing upgrades, a complete kitchen overhaul, renovate 16 guest rooms inside the lodge building (bathroom upgrades and ceilings/floors/walls), finish repairs and renewals including walls and ceilings, fire protection and suppression, accessibility, and limited improvements to the exterior maintained landscape directly associated with the Lodge. This project does not include floors or subfloor structural repairs as these were recently repaired and does not include improvements to the exterior envelope, including the roof system (which was replaced in 2019), exterior walls, windows, or doors; all of which have been recently improved or replaced and the Service believes to be in good condition. The Concessioner must complete all work according to the Secretary of the Interior's Standards for Rehabilitation (36 C.F.R Part 67) and the Secretary of the Interior's Standards for the Treatment of Historic Properties (36 C.F.R. Part 68) and have an historic architect prepare the design features. The basis of the estimate included preserving the interior features of as many of the valley facing rooms as possible while running building systems through the front facing rooms.

The Service estimates the project will cause the closure of 16 lodge rooms, the lodging check-in area, retail stores, and the dining operations at Big Meadows Lodge for 1.5 years. The project will also impact the laundry operations for the Big Meadows property.

The Concessioner also must invest in personal property improvements for the 16 lodging rooms, dining, and retail areas included in the rehabilitation. Personal property improvements include retail fixtures, questroom case goods, and kitchen equipment.

6. Rehabilitate Elkwallow Wayside Restroom

The Concessioner must complete a rehabilitation of the current restroom building (FMSS 85851) into the overflow parking lot to increase the number of restroom stalls at the Elkwallow Wayside. The addition must contain four additional water closets (two in the women's restroom and two in the men's restroom).

7. Expand Restrooms at Loft Mountain Wayside



The Concessioner must expand the Loft Mountain Wayside (FMSS 85871) restroom footprint into the retail area and convert the existing two restrooms to individual accessible unisex restrooms conforming to Architectural Barriers Act (ABA) requirements.

8. Renovate Employee Dorms

The Concessioner must rehabilitate six of the employee housing buildings (three at Big Meadows and three at Skyland), which house up to 76 employees. The Concessioner is required to rehabilitate the following six dorms:

- Big Meadows assets: FMSS 85895, 85898, and 85905
- Skyland assets: FMSS 85838, 85839, and 85841

The Concessioner must rehabilitate the individual buildings to include foundations and structure where needed, new roof systems, new exterior siding, upgraded plumbing and electrical systems, complete bathroom renovations, and select interior repairs. The Concessioner must install fire protection systems and install wireless access points. The Concessioner must obtain Service approval of floor plan changes prior to project design. The Service believes the Concessioner can complete work during the off-season to minimally disrupt operation; however, the Service considered the cost of securing employee housing outside of the Park during the closure when developing the financial projections for the Draft Contract.

Deferred Maintenance

The Service anticipates that any deferred maintenance will be cured by the CFIP.

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 Draft Contract. The Offeror's proposal in response to Part III of this Prospectus should address how it intends 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), including but not limited to maintenance, repairs, housekeeping, and groundskeeping, to the satisfaction of the Director. The Maintenance Plan (Exhibit H to the Draft Contract) has specific requirements for planning and executing the Concessioner's responsibilities. The Draft Contract, Exhibit D, Assigned Land and Real Property Improvements (Concession Facilities), contains a complete list and maps of assigned land and real property improvements.

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 one and three-tenths percent (1.3%) 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.

The Service anticipates the following estimated costs for component renewal throughout the term of the Draft Contract. The estimated costs fluctuate year to year due to varying project costs, useful lives of different components ending at different times, and differing numbers of projects depending on the year. The purpose of the timing and estimated costs presented in this table is to provide potential Offerors with information that can assist them in developing financial projections. However, it does not replace due diligence of the Offeror or impact contract responsibilities as outlined in Exhibit H or the component renewal project processes in Exhibit F2.



Year	Estimated Component Renewal Costs		
2026	\$196,000		
2027	\$129,000		
2028	\$11,000		
2029	\$2,095,000		
2030	\$7,000		
2031	\$128,000		
2032	\$20,000		
2033	\$23,000		
2034	\$1,094,000		
2035	\$200,000		
2036	\$235,000		
2037	\$358,000		
2038	\$175,000		
2039	\$1,523,000		
2040	\$288,000		

Opening, Closing and Winterizing

The Concessioner must winterize most facilities each year and prepare the facilities each spring for reopening. At the beginning of the season, the Concessioner must inspect each facility to ensure it is ready for reopening. See Exhibit H, Part B, Section E) for further information. Furthermore, as most staffing needs are seasonal, the Concessioner must manage human resources to ensure appropriate staffing levels throughout the year.

Franchise Fees

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 Concessioner must pay the franchise fee for the preceding year or portion of a year, with each such year commencing on January 1.

In determining the minimum franchise fee, the Service, using available lodging, food and beverage, retail, campground, stables, and fuel sales industry data, considered the probable value to the Concessioner of the privileges granted by the Draft Contract. This probable value is based upon a reasonable opportunity for net profit in relation to capital invested and the obligations of the contract including anticipated revenues and expenses.

The following describes the minimum franchise fee acceptable to the Service:

- 12 percent of gross receipts for annual gross receipts from \$0 to \$15,000,000; plus,
- 14.5 percent of gross receipts for annual gross receipts from \$15,000,001 to \$25,000,000; plus,
- 17.5 percent of gross receipts for annual gross receipts greater than \$25,000,00.



Example: A Concessioner with annual gross receipts (GR) of \$27,500,000 would pay \$3,725,000 in franchise fees as calculated below.

12 percent of GR for GR from \$0 to \$15,000,000

= \$1,800,000

14.5 percent of GR for GR from \$15,000,001 to \$25,000,000 (14.5 percent x \$9,999,999)

= \$1,450,000

17.5 percent of GR for GR greater than \$25,000,00 (17.5 percent x \$2,499,999)

= \$437,500

Total

= \$3,687,500

Using the gross receipts of \$27,500,000 as an example, the effective franchise fee the Concessioner would owe is 13.4 percent.

Historical Concession Data

HISTORICAL REVENUES

The table below presents historical revenues subject to franchise fee from the operations under the Existing Contract from 2021 through 2023.

Department	2021	2022	2023
Lodging	\$9,998,295	\$8,690,905	\$8,642,003
Food & Beverage	\$5,114,162	\$5,595,661	\$6,091,661
Retail	\$5,502,997	\$5,674,179	\$6,257,359
Guest Services*	\$1,026,016	\$1,071,429	\$1,351.825
Total	\$21,641,470	\$21,032,174	\$22,342,848
Franchise Fee Paid	\$454,476	\$438,434	\$463,442

^{*}Guest Services revenue includes shower and laundry, horseback riding, and automotive (fuel) revenue.

Links to Additional Information

Links to additional information are included in "Appendices Table of Contents" and "Recommended Websites to this Prospectus."

Preferred Offeror Determination

The Director of the Service has determined that no preferred offeror for this Draft Contract exists pursuant to the terms of 36 C.F.R. Part 51. This solicitation for commercial visitor services is fully competitive.

