



FS-2700-34 (REV-02/2017)

OMB No. 0596-0082

Use Code 141

# Prospectus for Campground and Related Granger-Thye Concessions Coconino National Forest

U.S. DEPARTMENT OF AGRICULTURE  
Forest Service



Figure 1



March 2022

Previous edition obsolete

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*“National Quality Standards for Recreation Site Management”* (formerly Meaningful Measures)

PDF: [https://www.fs.usda.gov/Internet/FSE\\_DOCUMENTS/fseprd510324.pdf](https://www.fs.usda.gov/Internet/FSE_DOCUMENTS/fseprd510324.pdf)

*“Cleaning Recreation Sites”* (USDA-Forest Service)

Link: <http://www.fs.fed.us/eng/pubs/html/95231206/95231206.htm>

PDF: [http://www.fs.usda.gov/Internet/FSE\\_DOCUMENTS/stelprdb5348052.pdf](http://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprdb5348052.pdf)

*“In Depth Design and Maintenance Manual for Vault Toilets”* (USDA-Forest Service)

PDF: <http://www.fs.fed.us/t-d/pubs/pdfimage/91231601.pdf>

*“Vault Toilet Pumping Contract Specifications and Guidelines for Preparing Contracts”*

PDF: <https://www.fs.fed.us/t-d/pubs/pdfimage/92231308.pdf>

*“Danger Tree Mitigation Guidelines for Managers”*

PDF: <https://www.fs.fed.us/t-d/pubs/pdfpubs/pdf11512815/pdf11512815dpi72.pdf>

# **I. Business Opportunity**

## **A. Introduction**

This prospectus is being issued to solicit applications for a concession (campground and day use) special use permit. A permit to provide high-quality public service in the operation and maintenance of Government-owned recreation facilities located on the Coconino National Forest, which includes all offered sites within the Red Rock Ranger District (RRRD) and Flagstaff Ranger District (FRD) will be issued (Map Exhibit A). The permit will include the following developed sites:

### **Red Rock Ranger District:**

- Cave Springs Campground
- Chavez Crossing Group Campground
- Clear Creek Campground
- Clear Creek Group Campground
- Manzanita Campground
- Pine Flat Campground
- Beaver Creek Day Use Area
- Call of the Canyon Day Use Area
- Crescent Moon Day Use Area
- Crescent Moon Group Day Use Area
- Grasshopper Point Day Use Area
- Oak Creek Visitor Center

### **Flagstaff Ranger District:**

- Ashurst Lake Campground
- Bonito Campground
- Canyon Vista Campground
- Dairy Springs Campground
- Dairy Springs Group Campground
- Double Springs Campground
- Forked Pine Campground
- Lakeview Campground
- Little Elden Springs Horse Camp Campground
- Lockett Meadow Campground
- O'Leary Group Campground
- Pinegrove Campground
- Lower Lake Mary Day Use Area

The authorized officer for this business opportunity is the Forest Supervisor for the Coconino National Forest.

Laura Jo West  
Coconino National Forest  
1824 S. Thompson Street  
Flagstaff, AZ 86001

The current permits for this concession expire on 12/31/2022. The Flagstaff Ranger District (FRD) and Red Rock Ranger District (RRRD) have been operating under individual permits; the RRRD permit expiration was extended via an amendment to coincide with the FRD expiration. Over the past three years, this concession has generated the following gross revenues (Combined gross revenue between districts):

**Table 1. Three Year Average Gross Revenue**

Year	Flagstaff RD	Red Rock RD	Gross Revenue
2018	\$432,680	\$1,964,790	\$2,397,470
2019	\$555,402	\$1,981,428	\$2,536,830
2020	\$669,664	\$1,864,538	\$2,534,202
<b>Three Year Average Gross Revenue</b>	<b>\$552,582</b>	<b>\$1,936,919</b>	<b>\$2,489,500</b>

These totals only include camping fees and day use fees, no additional amenities

In addition, separate outfitter-guide, transportation service, recreation event, rental service and vendor permits may be issued under the Federal Lands Recreation Enhancement Act (REA) or other authorities as appropriate for proposed and approved additional services that support the business opportunities of the individual complexes (see D – Additional Opportunities).

## **B. Area Description**

### Overview of the Coconino National Forest

The Coconino National Forest consists of three Ranger Districts covering approximately 1.8 million acres. The Forest is located in Northern Arizona and is characterized by a broad plateau of ponderosa pine and many rocky, slot canyons of the Mogollon Rim transitioning to the Upper Sonoran Desert areas of the Verde Valley.

### Red Rock Ranger District

The colorful collection of buttes, pinnacles, mesas and canyons surrounding Sedona is famous the world around for its red rock vistas. Over the years, this area has served as the setting of many western novels and movies and has been the subject of uncounted paintings, photographs and other works of art. The remains of ancient wetlands, these crimson cliffs have been carved by the forces of the desert into one of nature's most magnificent masterpieces.

No matter what you do in Red Rock Country, you're always sightseeing. This area is world renowned for its dramatic red sandstone mountains, cliffs, spires, buttes, and mesas of Sedona, Arizona. Ways to get even closer to all this scenery include: hiking, biking, horseback riding, taking a scenic drive, picnicking, camping, taking lots of photos and fishing in Oak Creek. The Red Rock District spans 560,000 acres of magnificent splendor. Some areas require a recreation pass to park.

For more information about the Red Rock Ranger District, visit the [district webpage](#).

## Flagstaff Ranger District

The Flagstaff Ranger District encompasses nearly 850,000 acres of National Forest lands around the Flagstaff area, from Mormon Lake and Anderson Mesa to north of the San Francisco Peaks. At 12,633 feet, the San Francisco Peaks is not only the dominant feature of the forest area we call the Volcanic Highlands, it's also the highest mountain in Arizona. Three of the summits that ring this dormant volcano's now quiet inner caldera are higher than any other mountain in the state.

This mountain is sacred to the native peoples that live in the area and its soaring profile set against a blue Arizona sky serves as a source of awe to contemporary residents and visitors. Views from the summit of the San Francisco Peaks stretch to the Grand Canyon's North Rim over eighty miles away. Hiking, mountain biking, sightseeing, wildlife viewing, and skiing are the predominant recreation activities enjoyed in this land of mountains, forests and lava flows.

Flagstaff Ranger District extends from north of the Peaks to the south. This rolling highland is a land of ponderosa pine forests and pinyon/juniper woodlands clustered around broad prairies and small lakes. Arizona's largest natural lake, Mormon Lake, is located here. The area is also known for its plentiful wildlife. Large herds of elk roam the forests and edge lands. Bald eagles and ospreys live and hunt around the lakes. Pronghorn antelope graze the prairies.

Principal recreation activities among the lakes and prairies are boating, fishing, camping, and wildlife viewing. The area also boasts some excellent cross-country skiing in good snow years.

For more information about the Flagstaff Ranger District, visit the [district webpage](#).

## **C. Description of Developed Recreation Sites and Facilities**

The description of each developed recreation site included in this prospectus is found in Appendix 24 Description of Developed Recreation Sites and Facilities. Please use descriptions in Appendix 24 together with the maps of developed sites in Appendix 1, 2 and Appendix 3, Inventory of Government-Furnished Property.

## **D. Optional Sales, Services, and Fees**

Applicants are welcome and encouraged to propose additional business opportunities at the facilities listed in this prospectus keeping in mind that these opportunities should enhance a family-friendly public recreation experience with a focus on resource stewardship and the public's enjoyment of the outdoors. All additional business opportunities will be screened for approval by the Forest Service.

Opportunities could include: new camping sites, additional parking, food trucks, shuttle services, still photography and filming activities, equipment rentals (umbrellas, bikes, chairs, etc.) management of weddings and group events, outfitting and guiding activities, winter services, and retail sales.

Currently, there are no additional permits for outfitter and guiding or vendor uses. Outfitting and guiding, shuttle services, vendor uses, and recreation or group events would require a separate permit.

Applicants should consider the following while developing their application:

1. Assure that all facilities will remain available to the diverse needs and demographics of the public.
2. Provide safe public access to the site for all users.
3. Protect the natural character of the site while providing high quality, low impact recreation opportunities.
4. Mitigate environmental impacts to the site.
5. Any proposed structures must meet Forest Service's Built Environment Image Guide.

6. Any environment analysis needed for project approvals will be funded by the proponent.
7. Ensure that the uses are consistent with the Land and Resource Management Plan and applicable, Federal, state, county and municipal laws, ordinances, and regulation.

## **E. Government Furnished Property**

The Forest Service will provide certain property in conjunction with the concession campground special use permit (see Appendix 3 of the prospectus). Included in this inventory are a description, the quantity, and the estimated replacement cost of the applicable property.

## **F. Government Furnished Supplies**

The Forest Service will not furnish any supplies for day-to-day operation of the concession. Government-furnished supplies will be limited to those necessary for programmatic consistency, including:

- Forms to report use and revenue; electronic submittal of use and revenue reports is encouraged.
- A copy of the Forest Service publications, “Cleaning Recreation Sites,” “In-Depth Design and Maintenance Manual for Vault Toilets,” and “Vault Toilet Pumping Contract Specifications and Guidelines for Preparing Contracts.”
- A copy of “Recreation Opportunity Guides,” which the holder may reproduce at its expense.
- Title VI signs.

Forms necessary to report use and revenue can be found in the Appendices Section of the prospectus. Specifically, *see Appendix 5 Sample Use Report*.

Publications necessary to maintain programmatic consistency are listed below, along with a URL address where they can be viewed and downloaded.

- [“Cleaning Recreation Sites”](http://www.fs.fed.us/t-d/php/library_card.php?p_num=9523%201206)  
(Found at: [http://www.fs.fed.us/t-d/php/library\\_card.php?p\\_num=9523%201206](http://www.fs.fed.us/t-d/php/library_card.php?p_num=9523%201206))
- [“In-Depth Design and Maintenance Manual for Vault Toilets”](http://www.fs.fed.us/eng/php/library_card.php?p_num=9123%201601)  
(Found at: [http://www.fs.fed.us/eng/php/library\\_card.php?p\\_num=9123%201601](http://www.fs.fed.us/eng/php/library_card.php?p_num=9123%201601))
- [“Vault Toilet Pumping Contract Specifications and Guidelines for Preparing Contracts.”](http://www.fs.fed.us/t-d/php/library_card.php?p_num=9223%201308)  
(Found at: [http://www.fs.fed.us/t-d/php/library\\_card.php?p\\_num=9223%201308](http://www.fs.fed.us/t-d/php/library_card.php?p_num=9223%201308))

## **G. Utilities and Waste Management**

Certain utilities and infrastructure exist for the developed recreation sites identified in this prospectus. The permit holder will be responsible for securing, managing, and paying for these utilities. Applicants should contact current service providers to obtain estimated costs for the utilities.

### **Electrical**

**On the RRRD** only select host sites, group sites, day-use sites, and restroom facilities have electrical power. No individual camping/recreation sites have electrical power. The permit holder is responsible for arranging, activating, and maintaining services in the name of the permit holder.

Current/Previous provider is/has been:

Arizona Public Service (APS)  
65 Coffee Pot Drive

Suite 2  
 Sedona, AZ 86336  
 Phone: 928 282-7128

Arizona Public Service (APS)  
 1250 E. Highway 89A  
 Cottonwood, AZ 86326  
 Phone: 928 646-8412

**Table 2: Electrical on RRRD**

<b>Campground</b>	<b>Site Electrical usage</b>
Pine Flat Campground	host sites, restrooms
Cave Springs Campground	host sites, restrooms, shower facilities, well house, general store
Manzanita Campground	host sites, restrooms, well house
Chavez Crossing Group Campground	host sites, restrooms
Clear Creek Campground	host site, main restroom, well house
Call of the Canyon Day Use	host sites, restrooms, entrance booth
Grasshopper Point Day Use	All solar
Crescent Moon Day Use	host sites, restrooms, entrance booth, administrative buildings, well house
Beaver Creek Day Use	host sites, restroom
Oak Creek Visitor Center Visitor Center	host sites, restroom, store, admin building

**On the FRD** only select host sites, group sites, day-use sites, and restroom facilities have electrical power. No individual camping/recreation sites have electrical power. The permit holder is responsible for arranging, activating, maintaining services in the name of the permit holder.

Current/Previous provider is/has been:

Arizona Public Service  
 2200 E Huntington Drive  
 Flagstaff, AZ 86004  
 Phone: 928 635 2667

The recreation sites that have or require electric services are:

**Table 3: Electrical on FRD**

<b>Campground</b>	<b>Site Electrical usage</b>
Ashurst Lake Campground	N/A
Bonito Campground	host sites, restrooms, amphitheater
Canyon Vista Campground	host site, restroom



<b>Campground</b>	<b>Site Electrical usage</b>
Dairy Springs Campground	host sites, restrooms, amphitheater
Dairy Springs Group Campground	restroom
Double Springs Campground	host site
Forked Pine Campground	N/A
Lakeview Campground	host site, restrooms
Lockett Meadow Campground	N/A
Little Elden Springs Horse Camp Campground	N/A
O’Leary Group Campground	group sites, host sites, restrooms
Pinegrove Campground	host sites, restrooms, amphitheater
Upper Lake Mary Day Use Area	restrooms

**Telephone**

Telephone service is hardline or cell phone.

**On the RRRD**

Cave Springs Campground, Pine Flat Campground, Manzanita Campground, Call of the Canyon Day Use Area and Crescent Moon Day Use Area are the only sites with hardline telephone service. Cell phones are generally used at other sites. Cell reception can be difficult in Oak Creek Canyon.

Current/Previous providers have been:

Century Link  
 137 Verde Valley School Road  
 Sedona, AZ 86351  
 928 223-7782

**On the FRD**

Because of the remoteness of most of the sites listed in this prospectus, landline telephone service is only available at: Bonito, Dairy Springs, and Pinegrove Campground. Landline phone service is not offered to visiting campers. Wireless phone service provides another option to communicate between recreation sites. A third and popular option is the use of closed-circuit radio to communicate between recreation sites. The permit holder is responsible for arranging, activating, maintaining services in the name of the permit holder.

Current/Previous providers are/have been:

Century Link (landline)  
 4650 N. Highway 89  
 Flagstaff, AZ 86004  
 Phone: 800 261-1691

Sudden Link (landline)  
 1601 S. Plaza Way  
 Flagstaff, AZ 86001  
 928-774-5336

Niles Radio (over-the-air)  
1602 N. East Street  
Flagstaff, AZ 86004  
Phone: 928-774-4621

**Propane**

The Annual Operating Plan and Permit will describe the specific terms of how these materials must be stored (including the volume, type of storage, and spill containment plan) (Appendix 4, FS-2700-4h clause V.G). The Forest Service will approve locations for the storage and/or installation of butane and propane on a case-by-case basis.

**On the RRRD** propane is utilized by hosts at some sites and is not offered to visiting campers. The permit holder is responsible for arranging, activating, maintaining services in the name of the permit holder.

Current/Previous provider is/has been:

AmeriGas  
504 W 89A Sedona, AZ 86336  
Phone: 928-282-4554

**On the FRD** propane is utilized by hosts at some sites and is not offered to visiting campers. The permit holder is responsible for arranging, activating, maintaining services in the name of the permit holder.

Current/Previous providers are/have been:

Unisource Energy Services (natural gas)  
1459 E Butler Avenue  
Flagstaff, AZ 86001  
Phone: 928-773-1750

AmeriGas (propane)  
7911 N. Highway 89  
Flagstaff, AZ 86004  
Phone: 928-526-1888

Ferrellgas (propane)  
5600 N. Highway 89  
Flagstaff, AZ 86004  
Phone: 928-526-0466

Titan Propane (propane)  
8901 N. Highway 89  
Flagstaff, AZ 86004  
Phone: 928-526-3147

**Water**

The permit holder is required to operate and maintain the water system for all sites in compliance with applicable federal, state and local laws and regulations for the operation and maintenance of a public

drinking water system. Reference Appendix 20 Water Testing Locations and Requirements & Appendix 21 Repairing/Disinfecting Waterlines for more information on water utilities.

**On the RRRD** water at all sites is from a well system, except Chavez Group Campground which is on city water, and Call of the Canyon which is hauled for host use.

Current/Previous provider is/has been:

Arizona Water Company  
6S Coffee Pot Drive Sedona, AZ 86336  
Phone: 928 282-7092

**On the FRD** water at all sites is from a well system, except Ashurst Lake, Canyon Vista, Forked Pine, and Lakeview Campgrounds which is hauled water stored in a potable water storage tank. Lower Lake Mary and Narrows Day Use areas have hauled water for host use.

Current/Previous provider are/has been:

Doney Park Water (Bonito, O'Leary Group and Little Elden Spring Campgrounds)  
5290 E. Northgate Loop  
Flagstaff, AZ 86004  
Phone: 928-526-1080

Cool Water Hauling  
2401 W. Route 66  
Lot #25  
Flagstaff, AZ 86001  
Phone: 928-226-7368

Wright's Water Hauling  
7120 Hutton Ranch Road  
Flagstaff, AZ 86004  
Phone: 928-527-7973

### **Water Testing Services:**

For Public Water Systems, the permit holder shall collect samples as required by the National Primary Drinking Water Regulations (NPDWR) or State primacy agency requirements.

Current/Previous provider is/has been:

Western Technologies  
2400 E. Huntington Drive  
Flagstaff, AZ 86004  
Phone: 928-774-8700

### **Garbage**

Garbage service is available from many service providers, depending on location. The Forest Service encourages recycling, when feasible. The permit holder will be responsible for garbage removal at all sites. There are varying numbers and kinds of dumpsters at each site. Generally, 1 or 2 dumps are needed per week, however at peak use, dumping may be needed more frequently. Garbage/trash locations should be serviced as frequently as needed to prevent the regular attraction of wildlife, unsanitary conditions,

and/or the piling of refuse during/after major holidays. Prospective bidders are encouraged to visit each site in order to gain a better understanding of garbage requirements. The permit holder is responsible for arranging, activating, maintaining services in the name of the permit holder.

**On the RRRD:**

Current/Previous provider is/has been:

North American Waste Systems  
P.O. Box 602 Cornville, AZ 86325  
Phone: 928-567-0250

**On the FRD:**

Current/Previous providers are/have been:

City of Flagstaff  
211 W. Aspen Avenue  
Flagstaff, AZ 86001  
Phone: 928-774-5281

Norton Environmental, Inc. (recycling)  
1800 E. Butler Avenue  
Flagstaff, AZ 86001  
Phone: 928-556-9900

Waste Management (garbage)  
2508 Flagstaff Ranch Road  
Flagstaff, AZ 86001  
Phone: 928-713-7503

**Liquid and Solid Waste Disposal**

The permit holder is responsible for pumping all vault toilets, septic/sewage systems and holding tanks at the developed recreation sites for the term of the permit. Sewage removal services are available from many service providers, depending on location. Details regarding frequency of servicing and facilities cleaning will be included in the Annual Operating Plan.

**On the RRRD:**

Current/Previous providers are/have been:

First Class Septic  
1860 W Kaibab Lane  
Flagstaff, AZ 86001  
Phone: 928-774-6413

Black Hills Pumping  
1330 Paradise Drive  
Cottonwood, AZ 86326

Phone: 928-634-3578

Yavapai Septic Services  
3875 Cloverleaf Ranch Road  
Camp Verde, AZ 86322  
Phone: 928-300-8989

**On the FRD:**

Current/Previous providers are/have been:

E & S Plumbing Services, LLC  
122 W. Route 66  
Flagstaff, AZ 86001  
Phone: 928-814-6663

H & R Septic Service, LLC  
5630 E. Railhead Avenue  
Flagstaff, AZ 86004  
Phone: 928-526-0206

Steve's High Country Sanitation  
5600 E. Railhead Avenue  
Flagstaff, AZ 86004  
Phone: 928-856-0474

## II. Forest Service Concession Programs and Policies

Government-owned concessions are authorized by special use permits issued under Section 7 of the Granger-Thye (GT) Act, 16 U.S.C. 580d, and implementing regulations at 36 CFR Part 251, Subpart B.

In addition, there are certain Forest Service programs and policies that apply to campground concession. All applications must be consistent with these requirements.

### **A. Recreation.gov**

The Coconino National Forest participates in Recreation.gov, which provides online and nationwide, toll-free telephone reservations for single-family or group camping sites, rental cabins, permits, tours, tickets, and other recreational facilities. Visitors pay the camping fee at the time they make a reservation, and no fees are collected at the site (although the permit holder may allow occupancy of any site that is unreserved and charge on site for that use). Recreation.gov is part of the Recreation One-Stop Program, which is managed by the Washington Office Recreation, Heritage, and Volunteer Resources staff. The Forest Service contacts and program managers for Recreation.gov are listed below. Applicants should not contact the Recreation.gov contractor directly.

**Table 4. Rec.gov Contacts**

Name	Location	Contact
Ryan Means	Southwestern Region NRRS Coordinator	Telephone: (505) 257-5988 Email: Ryan.t.means@usda.gov

Name	Location	Contact
Susan Valente	Forest Service Contracting Officer's Technical Representative (COTR) PO Box 10 Granby, CO 80446	Phone: (303) 621-4170 Email: susan.valente@usda.gov

Recreation.gov is the only authorized reservation system for Forest Service-developed recreation sites, including but not limited to campgrounds, cabins, and group use areas. Applicants may recommend adding sites to or deleting sites from Recreation.gov or changing the number of sites that may be reserved, the minimum number of days per reservation, or the location of sites that may be reserved. The permit holder also may make these recommendations during the term of the permit. The authorized officer will decide whether to accept or reject the recommendations.

Under Recreation.gov, the following guidelines must be followed, unless there are compelling operational reasons:

1. For each developed recreation site included in Recreation.gov, at least 60 percent of the units must be available for reservations. The rest of the units may be occupied on a first-come, first-served basis.

Reservation windows vary by type of site and are as follows:

- Individual campsites: from 6 months to 0-4 days prior to arrival date, depending on location.
  - Group use areas: from 12 months to 0-4 days prior to arrival date, depending on location.
2. When Recreation.gov is utilized, the permit holder is responsible for on-site administration and will be required to:
    - Obtain daily arrival reports (DARs) each morning by establishing at least one central facsimile location, email address, or other means of obtaining and distributing DARs.
    - Develop a system for posting reservations at the sites so other visitors know which units are reserved.
    - Post and hold reserved sites for 26 hours past the posted check-in time.
    - Ensure that the party with the reservation is the party using the site.
    - Resolve any disputes over the use of reserved sites by drop-in campers.
    - Verify that visitors hold a valid federal pass (listed below) before giving the discount on fees for those passes (*see* section II.B). Do not discount fees if a visitor cannot present a valid pass.
      - ◆ Golden Age or Golden Access Passport.
      - ◆ America the Beautiful–The National Parks and Federal Recreational Lands Senior Pass or Access Pass.
      - ◆ Other passes as required by the authorized officer and described in this prospectus, such as local area passes.
    - Develop inventory data for sites being added to Recreation.gov, and update data for sites including fees charged the public and temporary site closures. Submit data updates to Recreation.gov at least annually.

- Communicate to Recreation.gov any emergency closures or other relevant operational changes as they occur.
- Approve customer refunds as appropriate and process them through Recreation.gov. Refund policies can be found at [Recreation.gov](https://support.recreation.gov/) (<https://support.recreation.gov/>).

Because reservations can be made up to a year in advance for group sites and up to 6 months in advance for family sites, Recreation.gov is currently accepting reservations for the upcoming operating season. Fees received by Recreation.gov will be held by the Forest Service and distributed following issuance of a special use permit to the successful applicant. In the final year of the permit, fees will be held in the same manner until a new permit is issued. The permit holder will honor reservations made prior to issuance of the permit at the price in effect when the reservations were made. If funds are distributed prematurely for dates outside the permit term, a bill for collection will to be issued to the permit holder.

## **B. Pass Discounts**

The permit holder must provide a 50 percent discount on recreation fees charged under REA at developed recreation sites covered by this prospectus to holders of Golden Age and Golden Access Passports, as well as holders of the Interagency Senior and Access Passes.

Specifically, holders of these passes are entitled to a 50 percent discount on the fee for a single campsite occupied by the pass holders. The pass holders are not entitled to a discount on the fee for a multiple-family campsite, cabin, or group use area or any additional campsites occupied by those accompanying the pass holders. The 50 percent campsite discount does not include utility, water, or any other hookup fees.

**Any loss of fee revenue from honoring the passes should be factored into applicants' bids.**

The permit holder will not be required to offer discounts on camping to holders of the Annual or Volunteer Pass.

The following is a list of sites covered by this prospectus where the 50 percent discount for passes applies:

- Pine Flat Campground
- Cave Springs Campground
- Manzanita Campground
- Beaver Creek Campground
- Ashurst Lake Campground
- Bonito Campground
- Canyon Vista Campground
- Double Springs Campground
- Lakeview Campground
- Little Elden Springs Campground
- Lockett Meadow Campground
- Pinegrove Campground

Standard Amenity Recreation Fee Sites Under REA [Reserved]. The Forest Service is proposing a revision to FSM 2344.3 to address treatment of standard amenity recreation fee sites in the concession

program. The agency reserves the right to amend a special use permit issued under this prospectus to be consistent with any change in that directive.

The following is a list of sites covered by this prospectus for which a standard amenity fee is charged, and where discounts may be required in the future:

- Call of the Canyon Day Use Area
- Grasshopper Point Day Use Area
- Crescent Moon Day Use Area
- Beaver Creek Day Use Area
- Lockett Meadow Day Use Area

### **C. Camp Stamps**

Camp stamps must be honored at their face value and submitted to the authorized officer for reimbursement.

### **D. Site Closure**

The Forest Service reserves the right to close all or a portion of any area in this prospectus for repair; construction; floods, snow, extreme fire danger, or other natural events; wildlife protection; government shutdown; or risks to public health and safety. The Forest Service shall not be liable to the permit holder for lost revenue, operating costs, or any other losses resulting from these closures. However, for fee calculation purposes, the permit shall be placed in non-use status as provided by FSH 2709.11, section 31.23.

Fire Information for the Coconino National Forest can be found here:

<https://www.fs.usda.gov/detail/coconino/fire/?cid=fseprd498766>

The following are a list of sites that may have temporary closures in effect due to repairs:

**Pine Flat Campground** - Currently 11 camp sites in the southeast Pine Flat loop are closed due to unstable rocks on the adjacent side canyon. Further safety assessments are required to determine if/when those camp sites can be safely open for further public use.

**Cave Springs Campground** - Embankment stabilization of the road at the entrance/exit station. This work could occur in the next five years. The Great American Outdoors Act is funding a United States Forest Service Enterprise team to develop a comprehensive redesign plan. Significant changes include but are not limited to: relocation of restrooms, expanding some sites, changing the direction of the loops, and moving the store location to a centralized area. The USFS is pursuing funding sources to finance the improvements once the design has been completed and approved. Closure of the site could occur and would be limited to non-peak season if possible.

**Pinegrove Campground** - Approved for an expansion (new construction) to add additional camping sites. A construction timeline has not yet been determined. It is expected that Pinegrove will experience temporary closures and/or delayed openings to move equipment and/or materials in or around the campground, to connect and/or test utilities, or as to not encounter visitor/construction conflict.

No other construction projects are anticipated at this time; however, closures may occur at any site during the term of permit.



### **E. Administrative Use**

If the Forest Service requires the permit holder to provide a service for the agency, the permit holder will be compensated for that use. If the Forest Service requires the permit holder to provide a service for the agency, the permit holder will be compensated for that use. The permit holder will be compensated at the same rate that is charged to the general public. For example, administrative use may be needed to accommodate a fire crew at one of the group campsites; the permit holder will be compensated for the daily rate of the campsite.

### **F. Applicable Forest Orders**

Forest Orders may be issued to address a variety of management concerns on a particular forest. Sample orders related to the offering are identified in Appendix 4. Additional applicable forest orders may be issued in the future.

### **G. Fee Tickets and Compilation of Use and Revenue Data**

The permit holder must provide fee tickets to visitors that include at least the following information:

- The site number and total amount paid.
- The date of issuance and number of days paid for.
- If a pass is used, the pass number.
- The number of people in the group.
- The number of vehicles and their license plate numbers.

The permit holder must provide use and revenue data to the Forest Service (*see* Appendix 5 of the prospectus for a sample use report). Use reports must be completed monthly and at the end of the operating season for each developed recreation site, provided that when the holder performs GT fee offset work in lieu of paying the land use fee in cash, use reports may be submitted quarterly, rather than monthly. At a minimum, monthly and year-end use reports must include:

- The total number of units occupied based on daily counts.
- The total number of people based on daily counts.
- The percentage of occupancy by month.
- Total recreation fee revenue.
- Total fee revenue for other goods and services.
- The total number of Camp Stamps collected.
- The total number of passes used.

In addition, year-end use reports must include:

- Total fee revenue collected under the NRRS.
- Total taxes paid.
- Total gross revenue.
- Total net revenue.

## **H. Customer Service Comment Cards**

The permit holder must identify methods and procedures for collecting and responding to customer's needs and complaints. At each developed recreation site in this offering the method must include how visitors can give feedback on the facilities and services at that site. The traditional customer service mail in card is optional and other methods can be proposed (*see* Appendix 6 of the prospectus for the traditional customer service card and, Appendix 9, Annual Operating Plan, Section 3 Customer Service).

## **I. Performance Evaluations**

At a minimum, the Forest Service will perform a year-end performance evaluation within four months of the close of the operating season (*see* Appendix 7 of the prospectus). An unsatisfactory rating may be cause for suspension or revocation of the special use permit. Sustained satisfactory performance is required for a permit extension.

## **J. Accessibility**

The Architectural Barriers Act of 1968 (ABA) and Section 504 of the Rehabilitation Act of 1973 require new or altered facilities to be accessible, with few exceptions. In 2004, the Architectural and Transportation Barriers Compliance Board (Access Board) issued revised accessibility guidelines for buildings and facilities subject to the ABA and the Americans with Disabilities Act (ADA). These new guidelines are called the ADA/ABA Accessibility Guidelines. In 2006, the Forest Service issued the Forest Service Outdoor Recreation Accessibility Guidelines (FSORAG). The FSORAG addresses types of recreational facilities, including developed recreation sites that are not covered by ADA/ABA Accessibility Guidelines.

Any Government maintenance, reconditioning, renovation, or improvement (see section III.C) must meet ADA/ABA Accessibility Guidelines, where applicable, as well as the FSORAG.

The FSORAG and the ADA/ABA Accessibility Guidelines are posted on the Forest Service's [website](http://www.fs.fed.us/recreation/programs/accessibility) at (<http://www.fs.fed.us/recreation/programs/accessibility>). Questions regarding ADA/ABA Accessibility Guidelines may be referred to the Access Board at [www.access-board.gov](http://www.access-board.gov). Questions regarding the FSORAG may be referred to the accessibility coordinator for the local National Forest.

The permit holder is responsible for ensuring effective communication with visitors with disabilities, including persons with impaired vision or hearing, so that all visitors may obtain information on accessible services, activities, and facilities.

## **K. Camping Unit Capacity**

### **Number of Vehicles Per Camping Unit**

A single-family camping unit may accommodate one vehicle and up to 8 people for overnight camping. A "vehicle" is defined as any motorized conveyance, except that for purposes of vehicular capacity, two motorcycles are considered one vehicle. Additional vehicles may be allowed at a camping unit, if the camping unit can safely accommodate them. When extra vehicles are allowed, an extra fee of up to 50 percent of the camping unit fee may be charged for each extra vehicle. If an extra vehicle exceeds the camping unit capacity (i.e., the extra vehicle causes a safety hazard or resource damage), the customer may be required to pay for an additional camping unit or park in an overflow parking area, if available. One towed vehicle per single camping unit will be allowed for no extra charge if it can be parked completely on the surfaced area and does not create a safety hazard. Examples of towed vehicles include a boat trailer or a car towed by a motor home.

## Group Site Capacity

The capacity established for group sites is as follows:

**Table 5. Group Site Capacity**

Site / Ranger District	People	Vehicles
O'Leary Group Campground / FRD	Up to 75 people at one site; Up to 50 people at the other two sites	18 at larger site and 15 at smaller sites
Dairy Springs Group / FRD	Up to 40 people	8
Chavez Crossing Group Campground / RRRD	Up to 30 people at two sites; Up to 50 people at one site; Entire area up to 110 people	12
Clear Creek Group Campground / RRRD	Up to 80 people	30

## Day Use Site Capacity

**Table 6. Day Use Capacity**

Site / Ranger District	People	Vehicles
Call of the Canyon Day Use / RRRD	325	65
Grasshopper Point Day Use/ RRRD	225	45
Crescent Moon Day Use/ RRRD	325	75
Beaver Creek Day Use / RRRD	225	45
Lower Lake Mary Day Use / FRD	200	40
Lockett Meadow Day Use / FRD	250	50

## Visitor Center Site Capacity

**Table 7. Day Use Capacity**

Site / Ranger District	People	Vehicles
Oak Creek Visitor Center / RRRD	25	5

## L. Stay Limit

Campers at overnight sites will be limited to a 14 day stay limit during any consecutive 30-day period.

## M. Fees Charged to the Public

The permit holder may charge the public fees only to the extent that the Forest Service can charge recreation fees under REA. All recreation fees must be specified per developed recreation site. The holder must honor the proposed pricing through the first full operating season. Thereafter, the holder may propose price adjustments with justification.

Existing pass fee structure for the Red Rock Ranger District:

The current permit holder sells a \$40.00 Grand Annual Pass that covers access to:

Previous edition obsolete

- Crescent Moon (\$11.00 per vehicle day rate, \$2.00 per person or bicycle)
- Grasshopper Point (\$9.00 per vehicle day rate, \$2.00 per person or bicycle)
- Call of the Canyon (\$11.00 per vehicle day rate, \$2.00 per person or bicycle)

The Grand Annual Pass also covers access to all USFS recreation fee sites on the Red Rock Ranger District (RD).

The Red Rock RD sells a separate Red Rock Recreation Pass that only covers facility use and access at district fee sites; it does not cover access for Crescent Moon, Grasshopper Point, or Call of the Canyon. Fees for the Red Rock Recreation Pass are \$5.00 per day, \$15.00 per week, and \$20.00 annual.

Permit holders may not charge for any of the following:

- Solely for parking, undesignated parking, or picnicking along roads or trail sides.
- General access, unless specifically authorized by REA.
- Dispersed areas with low or no investment, unless specifically authorized by REA.
- Persons who are driving through, walking through, boating through, horseback riding through, or hiking through NFS lands without using the recreational facilities and services for which a fee is charged.
- Camping at undeveloped sites that do not provide the minimum number of facilities and services prescribed by REA.
- Use of overlooks or scenic pullouts.
- Travel by private, noncommercial vehicle over any national parkway or any road or highway in the Federal-aid System that is commonly used by the public as a means of travel between two places, either or both of which are outside an area in which recreation fees are charged.
- Travel by private, noncommercial vehicle, boat, or aircraft over any road, highway, waterway, or airway to any land in which the person traveling has a property right, if the land is in an area in which recreation fees are charged.
- Any person who has a right of access for hunting or fishing privileges under a specific provision of law or treaty.
- Any person who is engaged in the conduct of official federal, state, tribal, or local government business.
- Special attention or extra services necessary to meet the needs of the disabled.

## **N. Law Enforcement**

Forest Service Manual (FSM) 2342.1, Exhibit 01, addresses the law enforcement authorities and responsibilities of concessionaires, state and local law enforcement agencies, and the Forest Service at concession campgrounds. See Appendix 8 of the prospectus.

## **O. Other Pertinent Information**

### **Employee Housing**

Accommodations for overnight use by personnel are limited to the host site.

### **Wildlife Mitigation**

The concessionaire is responsible for assuring that employees of the concessionaire do not store food or dispose of food outside of trailers or other enclosed living spaces, and that food is removed seasonally to prevent unwanted wildlife encounters. Concessionaire's employees are not allowed to scatter birdseed or hang birdfeeders, including hummingbird feeders, as these may attract unwanted rodents, bees or ants. Salt licks are also not allowed.

### **Endangered Species**

The primary endangered species on the Red Rock Ranger District are:

Mexican Spotted Owl issues that would need prior clearance include any removal of trees (all sites) and known nesting sites; prior notice of loud noises above normal campground noises such as heavy machinery, blasting, etc. between March 1 and August 31.

Yellow-billed Cuckoo issues that need prior clearance include removal of riparian trees and noise disturbance between May 15- Sept 30.

Narrow-headed Garter snake issues include any ground disturbing activities (year-round) or driving off road onto vegetated surfaces during the active season (April through October).

### **Other Wildlife Considerations**

- Vertical pipes (such as toilet vents) should have structures (screens) to prevent cavity nesting birds from exploring/getting trapped.
- U-posts for signs should not stick above the sign – raptors perching on the post can get their talons stuck in an exposed bolt hole.
- Mesh sizes (such on straw waddles) need to be < 1/8" to prevent rare garter snake entanglements.
- Culverts should be kept clean to provide for wildlife passage
- Any ground disturbance within 600' West Fork of Oak Creek, Oak Creek, Spring Creek, and the Verde River need to be cleared in advance since this is proposed critical habitat for two garter snake species.
- Any habitat modification in the riparian or mesquite woodlands adjacent to riparian along the Verde River, Sycamore Creek, Oak Creek, Beaver Creek, and West Clear Creek needs to be cleared in advance by the district biologist since this is proposed critical habitat for the Yellow Billed Cuckoo. This includes hazardous tree removal

### **Archaeological Resources**

The permit holder will coordinate any new ground disturbing activities with the Forest Service before any work is approved.

### **Actions Requiring NEPA Review**

The National Environmental Policy Act (NEPA) applies to a broad range of actions that may occur in a campground or day use area, including construction activities, facility and road maintenance, ground disturbance and vegetation management activities. These activities cannot proceed until the Forest Service has completed the required environmental review and approves the action or activity to take place. The Forest Service will expedite the environmental review process to the best of its ability however cannot be responsible for any loss of revenue due to delays resulting from the environmental review processes required by law.

## **Condition of Trees**

There are no identified areas of unusual tree mortality or disease.

## **Hazard Tree Removal**

The permit holder will have to conduct pre-season inspection of the campgrounds to identify existing and potential hazards, including hazard trees. The permit holder also will be responsible for monitoring and identifying hazard trees during the operating season. After securing written approval from the authorized officer, the permit holder's financial responsibility for removing hazard trees and associated slash will not exceed **1% of the adjusted gross revenue** per year. Additional hazard tree removal beyond the 1% can be proposed as fee offset. The annual operating plan will address appropriate disposal of hazard trees and slash. Additional hazard tree removal may be considered for a Granger-Thye Fee Offset Agreement after the permit holder has met their financial responsibility and with prior approval from the authorized officer.

The Forest Service is proposing a revision to FSH 2709.14, Chapter 40 - Concession Campgrounds and Other Concessions Involving Government-Owned Improvements [Reserved] to address identification and mitigation of hazard trees by concessionaires. The agency reserves the right to amend a special use permit issued under this prospectus to be consistent with any change in that directive.

## **Butane and Propane Installations**

For safety and regulatory reasons, the permit holder is not allowed to install or store bulk butane or propane.

## **Sundries & Rentals**

Applicant may propose to provide a variety of necessities, convenience items, and/or rental gear at permitted recreation site locations. Sale items may include, but are not limited to, firewood, maps, groceries or other supplies. Rentals may include canoes, bikes, day packs, and other items. Applicant shall describe sales/rental facilities and locations and any goods proposed for sale or rental at Forest Service recreation site locations for approval by inclusion in the annual operating plan.

## **Construction of Yurts or Other Enclosed Camping Structures**

The Forest Service will consider proposals that include construction and operation of these types of temporary facilities. Plans and specifications of yurts or other enclosed camping structures must be prepared by a qualified individual and must be pre-approved by the Forest Service in writing prior to beginning construction.

## **Optional Sales, Services and/or Fees**

Describe and list all additional revenue-producing sales services or fees you propose to provide. The list of potential sales, services, and/or fees below is not meant to be all-inclusive.

- fee for use of boat ramps
- sale of firewood
- sale of camping supplies
- sale of fishing supplies

- sale of state fishing licenses
- sale of state hunting and/or fishing licenses
- sale of propane
- sale of miscellaneous food items (ice, soda, bottle water, etc.)
- sale of photographic supplies
- sale of informational and interpretive materials (i.e. books)
- rental of personal watercrafts
- rental of fishing equipment
- rental of bikes
- providing local fishing clinics (not O/G services)
- advertising on the back of local and/or campground maps
- guided interpretive tours
- fireside interpretive programs
- recycling services
- sale of Interagency passes

### **III. Special Use Permit**

In exercising the rights and privileges granted by the special use permit, the permit holder must comply with all present and future federal laws and regulations and all present and future state, county, and municipal laws, regulations, and other legal requirements that apply to the permit area, to the extent they do not conflict with federal law, regulation, or policy. The Forest Service assumes no responsibility for enforcing laws, regulations, and other legal requirements that fall under the jurisdiction of other governmental entities.

#### **A. Permit Term**

The permit term will be for up to **5 years**, with an option to extend the term for up to an additional 5 years at the sole discretion of the authorized officer. The decision to extend the term will depend, in part, on sustained satisfactory performance of the permit holder. Upon expiration of the permit, continuation of the permitted activity will be at the sole discretion of the authorized officer and will be subject to a competitive offering. A new prospectus will be issued during the final year of the permit term.

If the decision to select a permit holder is appealed, a permit will not be issued until the appeal has been resolved, unless operation is needed during the appeal, in which case a permit with a term of one year or less may be issued.

#### **B. Permit Holder Responsibilities**

This section highlights the requirements of the special use permit, which is contained in Appendix 10 of the prospectus. Applicants are responsible for familiarizing themselves with all permit requirements that govern the operation covered by this prospectus.

### **Responsibility for Day-to-Day Activities**

As a general rule, the holder will be required to conduct the day-to-day activities authorized by the permit. Some, but not all, of these activities may be conducted by someone other than the permit holder, but only with the prior written approval of the authorized officer. The permit holder will continue to be responsible for compliance with all the terms of the permit.

### **Permit Holder-Furnished Supplies and Equipment**

The permit holder will be required to provide all vehicles, equipment, and supplies necessary to operate the authorized developed recreation sites in accordance with the special use permit.

### **Holder-Furnished Vehicles**

The permit holder may not use all-terrain vehicles, motorcycles, or motor bicycles in the campgrounds. The holder may propose use of golf carts or other similar vehicles to facilitate daily maintenance of the facilities. If authorized, carts must stay on designated roads or trails while driving between sites or loops.

### **Holder Maintenance, Reconditioning, or Renovation (MRR)**

Maintenance, reconditioning, and renovation are defined in the permit (FS-2700-4h, clause IV.E.1(a), (c)). Holder MRR is defined as maintenance, reconditioning, or renovation that neither materially adds to the value of the property nor appreciably prolongs its life. The work serves only to keep the facility in an ordinary, efficient operating condition. From an accounting or tax perspective, it is work that may be expensed, but not capitalized. In fulfilling these responsibilities, the holder must obtain any licenses and certified inspections required by regulatory agencies and follow state and local laws, regulations, and ordinances and industry standards or codes applicable to the permitted operation (FS-2700-4h, clause IV.E.1(d)). The permit holder, at its expense, will be required to perform holder MRR under a holder MRR plan (FS-2700-4h, clause II.D). The holder MRR plan will describe required holder MRR and its frequency. The holder MRR plan will become part of the permit holder's annual operating plan.

## **C. Granger-Thye Fee Offset Agreement**

The federal government owns all the improvements at the developed recreation sites covered by this prospectus. Under Section 7 of the Granger-Thye (GT) Act and the terms of the permit, the permit fee may be offset in whole or in part by the value of Government maintenance, reconditioning, renovation, and improvement (MRRI) performed at the permit holder's expense. Government MRRI is defined as maintenance, reconditioning, renovation, or improvement that arrests deterioration, improves and upgrades facilities, and appreciably prolongs the life of the property. Government maintenance, reconditioning, renovation or improvement, whether performed by the holder or the Forest Service, shall be performed at the sole discretion of the authorized officer. See Appendix 14 of the prospectus and FS-2700-4h, clause IV.E.

All Government MRRI shall be enumerated in an annual GT fee offset agreement signed by the holder and the Forest Service in advance of the operating season (see Appendix 11 of the prospectus and FS-2700-4h, Appendix B). Alternatively, a multi-year fee GT fee offset agreement can be prepared for consolidated fee payments. A list of sample Government MRRI projects is included in Appendix 12 of the prospectus.

Either the holder or the Forest Service may perform GT fee offset work. This determination will be made annually. When the holder performs GT fee offset work, if it includes construction that costs more than



\$2,000, it is subject to the Davis-Bacon Act and the fee offset agreement must contain Davis-Bacon Act wage provisions. Additionally, indirect costs may be offset provided the holder submits either a currently approved indirect cost rate or accounting procedures and supporting documentation to determine an indirect cost rate (see Appendix 13 of the prospectus).

The holder's claims for GT fee offset must be documented using the FS-2700-4h, Appendix G, Granger-Thye Fee Offset Certification Form (see Appendix 14 of the prospectus). This form requires the holder to itemize allowable costs incurred for an approved GT fee offset project and to certify the accuracy and completeness of claims.

When the Forest Service performs GT fee offset work, the holder will deposit fee payments into a CWFS account. The Forest Service will perform GT fee offset work under a collection agreement and offset those costs against the permit holder's annual permit fee (see FS-2700-4h, clause IV.E.3, and Appendix 15 of the prospectus). The Forest Service's indirect costs may be offset at the agency's approved rate. The Forest Service and the holder will agree on the work to be performed in advance of each operating season.

## **D. Insurance**

### **Liability Insurance**

The successful applicant must have liability insurance covering losses associated with the use and occupancy authorized by the permit arising from personal injury or death and third-party property damage in the minimum amount of \$1,000,000 for injury or death to one person per occurrence; \$2,000,000 for injury or death to more than one person per occurrence; and \$25,000 for third-party property damage per occurrence, or in the minimum amount of \$2,000,000 as a combined single limit per occurrence. Insurance policies must name the United States as an additional insured (see Appendix 10 of the prospectus and FS-2400-4h, clause III.I).

### **Property Insurance**

Property insurance will not be required for the term of this permit.

## **E. Other Permit(s)**

Proposed activities not directly related to the operation and maintenance of campgrounds and day use sites (such as recreation events, outfitter and guide services, vending, transportation services and the like) will be authorized by a special use permit issued under the Federal Lands Recreation Enhancement Act, 16 U.S.C. 460/-6a, and implementing regulations at 36 CFR Part 251, Subpart B, as amended. Activities associated with still photography and commercial filming will be authorized by a special use permit under the Act of May 26, 2000 (16 U.S.C. 460l-6d).

# **IV. Application**

## **A. Instructions for Submitting Applications**

Applicants must submit a written application for all developed recreation sites offered in this prospectus.

Applicants are strongly encouraged to visit the sites at least once before submitting an application (see Appendices 1 and 2, vicinity and area maps and maps of developed recreation sites). Guided site tours were conducted October 5-7, 2021, and Question and Answer (Q&A) are available online [https://www.fs.usda.gov/Internet/FSE\\_DOCUMENTS/fseprd985862.pdf](https://www.fs.usda.gov/Internet/FSE_DOCUMENTS/fseprd985862.pdf).

The information in this prospectus is from generally reliable sources, but no warranty is made as to its accuracy. Each applicant is expected to make an independent assessment of the business opportunity offered in this prospectus.

**All applications must be submitted to;**

**Table 8. Application Submittals**

Addressee	Title	Attention	Address
Coconino National Forest	Forest Supervisor	Laura Jo West	1824 South Thompson Street, Flagstaff, AZ 86001

Applications must be received by close of business (4:30 p.m.) **Monday, June 6<sup>th</sup>, 2022.**

Applicants must submit **four (4)** copies of their application package and supporting documents. Unless requested in writing to return proposals, all unsuccessful applicants' proposals and supporting documents will be destroyed after the appropriate appeal period. The selected applicant's package will become part of the special-use permit.

Please ensure that all requested information is submitted. Missing or incomplete information will result in a lower rating for the corresponding evaluation criteria.

Applications must be signed. The person signing for an entity must have authority to sign for that entity. Applicants must include their address, telephone number, facsimile number, and email address.

Corporations also must include:

- Evidence of incorporation and good standing.
- If reasonably obtainable, the name and address of each shareholder owning 3 percent or more of the corporation's shares and the number and percentage of any class of voting shares that each shareholder is authorized to vote.
- The name and address of each affiliate of the corporation.
- If an affiliate is controlled by the corporation, the number of shares and the percentage of any class of voting stock of the affiliate owned, directly or indirectly, by the corporation.
- If an affiliate controls the corporation, the number of shares and the percentage of any class of voting stock of the corporation owned, directly or indirectly, by the affiliate.

Partnerships, limited liability companies (LLCs), associations, or other unincorporated entities must submit a certified copy of the partnership agreement or other documentation establishing the entity or a certificate of good standing under the laws of the state where the entity is located.

Applicants should contact **Mark Goshorn, Recreation Special Use Permit Administrator** at (928) 203-7525 or [mark.goshorn@usda.gov](mailto:mark.goshorn@usda.gov) regarding any questions related to this prospectus.

## **B. General Terms, Qualifications, and Reservations**

All applicants have an equal opportunity to apply. Except for members of Congress, Resident Commissioners, and current Forest Service employees, any individual or entity may apply.

The Forest Service does not guarantee a profitable operation. Rather, applicants are responsible for reviewing the prospectus and making their own determination concerning business viability.

The Forest Service will select the application that offers the best value to the Government. The Forest Service reserves the right to select the successful applicant based on a trade-off between the fee to the Government and technical merit.

The Forest Service is not obligated to accept the application with the highest return to the Government.

The Forest Service reserves the right to select the successful applicant based solely on the initial application, without oral or written discussions.

The Forest Service reserves the right to reject any or all applications and to rescind the prospectus at any time before a special use permit is issued.

Any oral statement made by a representative of the Forest Service shall not modify the requirements of this prospectus. If it is determined that an error or omission has been made or additional information is required, a written amendment will be sent to each person or entity receiving a copy of this prospectus.

If there is a conflict between the terms of the prospectus and the special use permit, the terms of the permit will control.

The Forest Service is proposing a revision to FSM 2344.3 to address how passes and passports are honored in the concession program. The agency reserves the right to amend the special use permit consistent with any change to that directive. In addition, the Forest Service reserves the right to amend the special use permit, to make it consistent with applicable laws and regulations, including REA; other Forest Service directives; or other management decisions.

The information contained in applications will be kept confidential to the extent permitted under the Freedom of Information Act (5 U.S.C. 552) and the Privacy Act (5 U.S.C. 552a).

### **C. Application Package Requirements**

Applications must be in writing and must include or address the following:

- A proposed annual operating plan (including required and optional services).
- A business plan, business experience, references, and Small Business Development Center (SBDC) review fee, if applicable (see section IV.C.2).
- Financial resources.
- Fees charged to the public.
- Fee to the government.
- Initial processing fee.
- Additional Services

#### **1. Proposed Annual Operating Plan (Including Required and Optional Services)**

Applicants must submit a proposed annual operating plan that addresses all required and optional services. Applicants must utilize the sample annual operating plan (see Appendix 9 of the prospectus) to organize their response to this section. The successful applicant's proposed operating plan will be attached to and become a part of the special use permit.

Applicants must specify whether another party will assist with any of the operational aspects of the concession, and if so, must include the other party's name, address, telephone number, email address, and relevant experience.

Below are highlights of what needs to be addressed in the proposed annual operating plan. For more detail, see the sample annual operating plan in Appendix 9 of the prospectus.

### **Operating Season**

Applicants need to propose the period in which they will operate the sites listed in the prospectus. Appendix 24 specifies the minimum operating season per site. All sites must be open and operational seven days per week during the minimum operating season unless a Forest Service closure order is in effect.

Shoulder season operation outside of minimal operation season is encouraged at all the sites.

### **Staffing**

Applicants must address appropriate staffing to meet customer service and cleanliness standards. The holder will be responsible for furnishing all personnel for the developed recreation sites and for adequately training and supervising their activities under the terms of the permit. The holder must meet requirements of federal and state laws governing employment, wages, and worker safety. Based on past experience, recommended staffing is outlined in Appendix 9 of the prospectus. Applicants should address worker hours and schedules. Applicants also should address staff training for effective customer service, conflict resolution, area-specific emergency procedures, and dissemination of recreation and tourism information.

### **Supervision and Management**

Applicants must designate an individual to serve as the agent of the holder for purposes of administration of the permit by the Forest Service. The designated agent must periodically review attendant performance on site and must be available to resolve repair needs within 24 hours of discovery or notification. The holder will be responsible for the conduct of its employees, including preventing conduct prohibited by 36 CFR part 261, Subpart A, and ensuring that employees are not under the influence of intoxicating beverages or narcotic drugs while on duty or representing the holder. Applicants also must include a policy for removing employees who engage in inappropriate conduct.

### **Uniforms and Vehicle Identification**

Applicants should describe employee uniforms, insignia, name tags, and the applicants' policy for ensuring a clean, professional appearance by staff while on duty. The holder's employees may not wear any component of the Forest Service uniform. Additionally, applicants should address their policy for vehicle maintenance and appearance; types of vehicles to be used for operations (vehicles may not be driven off designated roads or trails); and signage to identify the concessionaire to the public.

## **2. Business Plan, Business Experience, and References**

Applicants must submit a business plan utilizing the format in Appendix 16 of the prospectus. This part of the application package must be a separate document. The business plan provides a thorough analysis of an applicant's vision of the proposed business. A good business plan is essential for running a successful business, maintaining and improving the business, and raising needed capital.

Applicants must furnish a detailed description of their experience relating to operating and maintaining developed recreation sites (e.g., campgrounds, beaches, and marinas). The description must include experience in private business, public service, or any nonprofit or other related enterprises. Applicants are encouraged to contact their local SBDC if they need assistance in completing their business plans. Alternatively, applicants who have already received a review of their business plan from an SBDC or the Forest Service for the current fiscal year may submit a copy of the review report.

### **SBDC Review**

All business plans will be independently reviewed by an SBDC. Applicants are required to submit **four (4)** copies of their business plan. If an applicant's current fiscal year business plan has already been reviewed by an SBDC, the applicant may submit a copy of the review report.

Along with a business plan, applicants also must submit a cashier's check in the amount of **\$250.00** made payable to Northern Pioneer College. Applicants submitting a current fiscal year review report by the Forest Service or an SBDC need not enclose payment.

### **Performance Evaluations**

Applicants who have experience in managing Forest Service or other Government concessions must provide copies of the most recent annual written performance evaluations for each Forest Service or other concession the applicants have operated or are operating.

### **References**

Applicants also must furnish three business references with names, addresses, telephone numbers, and email addresses in support of relevant business experience. These references will be contacted for information regarding applicants' past performance. In addition, the Forest Service may consider past performance information from other sources.

## **3. Financial Resources**

Applicants must submit a complete set of all financial statements for the last three fiscal years that have been audited, reviewed, or compiled by a certified public accountant (CPA). For any financial statements that were only compiled by a CPA, applicants must complete FS-6500-24, Financial Statement (see Appendix 17 of the prospectus) for certification of the accuracy of the financial statements.

Applicants must complete FS-6500-24 for any of the last three fiscal years they were in business for which a financial statement was not audited, reviewed, or compiled by a CPA. An applicant who has had a financial ability determination (FAD) conducted within the past year should include a statement to that effect along with the forest name, contact name and telephone number. Additionally, applicants must identify any pending applications or new permits obtained from the Forest Service since the FAD was completed.

In completing FS-6500-24, LLCs must list the name of the company in block 1, the names and interests of the principals in block 5, and their members should be listed in block 6. In addition, LLCs must complete the certification in Part (D)(1) of FS-6500-24.

An applicant who has not been in business for the last three fiscal years, and therefore cannot submit audited, reviewed, or compiled financial statements or an FS-6500-24, must submit three fiscal years of projected financial statements compiled by a CPA using the forecast method.

Any financial information submitted by applicants must conform to generally accepted accounting principles (GAAP) or other comprehensive bases of accounting. Any previously prepared financial documents that are submitted must be unredacted and in their original form, including footnotes.

Applicants must show at least 25 percent of the first year's operating costs in liquid assets. Liquid assets are assets that are readily converted into cash.

Applicants also must complete blocks 1 through 5 of form FS-6500-25, Request for Verification (see Appendix 18 of the prospectus) and submit the signed and dated form with the application. The Forest Service will forward the FS-6500-25 for the most qualified applicant to the Albuquerque Service Center for processing. The auditor assigned to conduct the FAD will send a copy to each financial institution with which the applicant does business. The financial institutions must complete blocks 6 through 15 of the form and mail the completed form to:

USDA Forest Service  
Albuquerque Service Center  
Resource Audit Branch  
[SM.FS.rab@usda.gov](mailto:SM.FS.rab@usda.gov)

#### 4. Fees Charged to the Public

Applicants must provide a list of all fees they propose to charge to the public for the **first three years of operation, including fees for required and optional services** (see Appendix 9, Sample Annual Operating Plan, for a list of required and optional services). Discuss any variable pricing, discounts, and passes. All proposed fees to be charged to the public also must be included in the business plan as an income item.

The Forest Service reserves the right to regulate the rates charged to the public.

#### 5. Fee to the Government

The Government is obligated to obtain fair market value for the use of its land and improvements. The minimum fee is **\$44,811.00 per year**. The minimum fee is the concession's average gross revenue for the past three years multiplied by the current 30-year Treasury bond rate. The minimum fee will be adjusted at the end of the first five years of the permit term if the permit is extended for five years.

##### Minimum Fee Calculation

**Table 9. Minimum Fee Calculation**

Year	Gross Revenue
2020	\$2,534,202
2019	\$2,536,830
2018	\$2,397,470
<b>Grand Total</b>	<b>\$7,468,502.00</b>
<b>Average = Grand Total ÷ 3</b>	$\$7,468,502 \div 3 = \$2,489,500$
<b>Three Year Average Gross Revenue</b>	<b>\$2,489,500</b>

Total gross revenue ÷ 3 = average gross revenue

Average gross revenue multiplied by the current 30-year Treasury bond rate = the minimum annual fee. In the following example, the 30-year Treasury bond rate is 1.8 percent.

$\$2,489,500 \times 0.018 = \$44,811.00$  minimum annual fee

Applicants may propose a fee below the minimum, provided they can document why this amount represents fair market value. However, the Forest Service may reject the proposed fee if the agency determines that it does not reflect fair market value.

Applicants must propose the fee to the Government as a percentage of the concession's adjusted gross revenue. One percentage may be proposed for the entire permit term, or the percentage may vary each year. However, if a consolidated fee payment will be proposed, one percentage rate must be proposed for the entire period of consolidated payments.

The proposed fee to the Government also must be included in the business plan as an expense item in the cash flow projections.

The fee to the Government may be offset in whole or in part by the value of Government MRRI, performed at the permit holder's expense in accordance with a GT fee offset agreement (see section III of the prospectus).

## **6. Other Evaluation Criteria**

In the proposed Operating Plan, describe any optional services offered such as:

- interpretive services – conducting or sponsoring interpretive or educational programs
  - Interpretive services on the Flagstaff RD are currently being provided through a cooperative work agreement with the US Forest Service and National Park Service Interpretive Partnership
  - We would highly encourage the applicant to engage with the USFS or Arizona Natural History Association (Coconino NF Interpretive Association) to provide interpretive services; this could be in partnership or through voluntary contribution
- shuttle services
- management of weddings and group events
- new camping sites
- additional parking
- food trucks
- shuttle services
- equipment rentals (umbrellas, bikes, chairs, etc.)
- outfitting and guiding activities
- winter services
- retail sales

## **7. Application Fee**

### **Cost Recovery**

Applications submitted in response to this prospectus are subject to cost recovery pursuant to 36 CFR 251.58(c)(1)(ii) and (c)(3)(iii). Applicants must submit a processing fee of **\$1,200.00** to cover the cost of the prospectus and review of the application. Payments due the United States for this application must be paid in the form of a bank draft, money order, or cashier's check payable to the USDA-Forest Service. Payments will be credited on the date received by the designated Forest Service collection officer or

deposit location. Additionally, the selected applicant will be responsible for the costs of preparing and issuing the permit and conducting a FAD, unless the Forest Service has conducted a FAD for the applicant within the past year. If a FAD has been completed for the applicant within the last 12 months, the applicant will be responsible for the cost of adjusting it to reflect any change this selection will have on the applicant's financial ability.

## **D. Evaluation of Applications**

A Forest Service evaluation panel will evaluate each application utilizing the **non-fixed weight** method.

**The following evaluation criteria are listed in descending order of importance:**

- Business plan, business experience, and references.
- Fees charged to the public.
- Fee to the Government.
- Financial resources.
- Proposed annual operating plan
- Optional Services

The Forest Service will consider only the applicant's written application package and any past performance information obtained by the Forest Service. During the evaluation process, the evaluation panel may contact any references, including all federal, state, and local entities that have had a business relationship with the applicant. The evaluation panel also may consider past performance information from other sources.

The evaluation panel will make a recommendation to the authorized officer as to which applicant offers the best value to the Government. The authorized officer will make the selection decision. All applicants will be notified of the successful applicant via certified mail.

The Forest Service will conduct a FAD on the selected applicant as a prerequisite to issuing a special use permit, unless the agency has a current fiscal year FAD conducted by the Albuquerque Service Center or SBDC for another Forest Service unit.

The Forest Service reserves the right to reject any and all applications.

The Forest Service reserves the right to rescind the prospectus at any time before a special use permit is issued. If the Forest Service rescinds the prospectus, application fees will be returned.

## **V. Post-Selection Requirements**

Once an applicant has been selected, the following information must be submitted and approved by the Forest Service prior to issuance of a special use permit:

- A final annual operating plan containing all the items included in the annual operating plan submitted in response to the prospectus.
- An annual GT fee offset agreement.
- Documentation of required liability insurance and, if applicable, property insurance.



- Documentation of bonding, if applicable.
- Required deposits and advance payments (see Appendix 10 of the prospectus and FS-2700-4h, clause IV.C.1).
- Documentation that utility services have been obtained in the name of the selected applicant.
- A state business license and any other required federal, state, or local certifications or licenses.

The successful applicant will be required to submit all these items within 30 days of the date of the selection letter. If these requirements are not met within the 30-day period, a special use permit will not be issued. The applicant who receives the next-highest rating may then be selected for the special use permit, subject to the same requirements.

### **Burden and Non-Discrimination Statement**

According to the Paperwork Reduction Act of 1995, an agency may not conduct or sponsor, and a person is not required to respond to a collection of information unless it displays a valid OMB control number. The valid OMB control number for this information collection is 0596-0082. The time required to complete this information collection is estimated to average 10 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information.

The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, age, disability, and where applicable, sex, marital status, familial status, parental status, religion, sexual orientation, genetic information, political beliefs, reprisal, or because all or part of an individual's income is derived from any public assistance. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means for communication of program information (Braille, large print, audiotape, etc.) should contact USDA's TARGET Center at 202-720-2600 (voice and TDD).

To file a complaint of discrimination, write USDA, Director, Office of Civil Rights, 1400 Independence Avenue, SW, Washington, DC 20250-9410, or call toll free at (866) 632-9992 (voice). TDD users can contact USDA through local relay or the Federal relay at (800) 877-8339 (TDD) or (866) 377-8642 (relay voice). USDA is an equal opportunity provider and employer. The Privacy Act of 1974 (5 U.S.C. 552a) and the Freedom of Information Act (5 U.S.C. 552) govern the confidentiality to be provided for information received by the Forest Service.