

# River Related Commercial Outfitter/Guide Prospectus

Department of the Interior  
Bureau of Land Management  
Kremmling Field Office  
November, 2014

This is an invitation to submit an application for special recreation permits to provide river related commercial outfitter/guide fishing services in the Upper Colorado River Special Recreation Management Area -Companies selected for permits will be issued a special recreation permit for the 2015 season:

This packet includes the information necessary to complete an application.

Submission Deadline: Application must be received by the Kremmling Field Office, Bureau of Land Management no later than August 31, 2014

Submission Address: BLM, Kremmling Field Office  
River Program  
PO BOX 68  
Kremmling, CO 80459

Information Contacts: Hannah Schechter (970) 724-3008  
Outdoor Recreation Planner

Teri Parvin (970) 724-3027  
Permit Administrator

Department of the Interior  
Bureau of Land Management  
Kremmling Field Office



## Prospectus

### **I. Introduction**

#### **A. Background**

The ability to conduct commercial services on Bureau of Land Management public lands is a privilege for which a permit is required. Section 302(b) of the Federal Lands Policy and Management Act (FLPMA) directs the Secretary of the Interior to regulate, through permits or other instruments, the use of the public lands, which includes commercial recreation use.

The Upper Colorado River Special Recreation Management Area has had a moratorium on river related permits since 2001. The moratorium was issued because the river managers in the Kremmling and Glenwood Springs Field Offices(now Colorado River Valley Office) needed to focus planning efforts on river management issues such as visitor services, permit compliance, site maintenance, and use level issues. At that time, there were 72 permits issued by the Kremmling Field Office, and 26 issued by Glenwood Springs Field Office authorizing river related activities. It was felt that the public's needs for river related services (raft, inflatable kayak trips, canoe and kayak instruction, guided fishing, vehicle shuttle, equipment rentals, rock climbing, and photography) were being adequately met.

In 2002, the moratorium was reissued and then again in 2007. In February of 2014, the permit moratorium on river related activities was rescinded. Prospectus criteria will be available starting June 1, 2014 for select applications for the 2015 season.

Currently, the Kremmling Field Office (KFO) has 61 river related commercial recreation permits for the 2014 season. There are also five event permits and letters of agreement for two additional groups. The commercial recreation permits currently allow guided floatboating (this includes raft, kayak, stand up paddle boarding, etc.) trips, guided fishing trips, kayak and stand up paddle boarding instruction, vehicle shuttles, and equipment rentals.

After evaluating the current Special Recreation Permits, the Kremmling Field Office has found that some commercial needs are not being adequately met. These needs are:

Accredited Universities (unlimited trips before June 15<sup>th</sup> and after August 15<sup>th</sup>. All trips between June 15<sup>th</sup> and August 15<sup>th</sup> must be preauthorized before March 31<sup>st</sup>)

Fishing trips for special populations and/or people with disabilities

Unique Opportunities (locations, SUPs, camps/programs catering to underserved/special populations, etc.)

## **B. Prospectus Overview**

This prospectus is issued to solicit applications from individuals interested in providing commercially outfitted and guided river related activities in the Upper Colorado River Special Recreation Management Area from Reeder Creek Fishing Access to State Bridge Recreation Site as described above.

This permit opportunity will be subject to the following:

1. Shuttles, unique opportunities, and equipment rental permits must conduct a minimum of 10 trips/rentals annually;
2. Application Requirements- **Required before December 31, 2014**
  - a. Application Form, completed and signed (see Appendix A for application)
  - b. Operating Plan (see KFO website for worksheet)
  - c. Business Plan (see [www.sba.gov](http://www.sba.gov) for examples)
  - d. A signed copy of the SRP Terms, Conditions, and Stipulations (see KFO website for copy of stipulations)
  - e. Application fee (\$100)
  - f. A signed copy of the signature page of the KFO SRP Policy
3. Application Requirements- **Required 60 days prior to proposed use**
  - a. Evidence of permission to use private land (if applicable)
  - b. Copy of current advertising brochure and price list
  - c. Copy of client-outfitter contract or participant registration/waiver
  - d. Copy of any applicable state, county or city licenses, permits or registrations
4. Application Requirements- **Required 30 days prior to use**
  - a. Proof of insurance meeting BLM standards as defined in the terms, conditions, and stipulations
  - b. Estimated use fees
5. These permits are intended as a permittee/operator opportunity. Subcontracting and/or subleasing of the permit will not be allowed.
6. Commercial fees are charged to provide a return for the special use of federal lands and to recover at least a portion of the cost to issue and administer the permit. The basic commercial fee is \$105 annually or 3% of an outfitters adjusted gross receipts from the previous year (whichever is greater) and \$1.25 per person for trips that use Pumphouse, Radium or State Bridge Recreation Sites.
7. Accredited universities may have unlimited trips before June 15<sup>th</sup> and after August 15<sup>th</sup>. All trips between June 15<sup>th</sup> and August 15<sup>th</sup> must be preauthorized before March 31<sup>st</sup>.

Permittees will be selected based upon the proposals and qualifications of the applicants. If the BLM determines there are no acceptable proposals or qualified applicants, no permits will be issued. Permits issued as a result of this prospectus shall be for a period of one year. The decision on whether to reissue the permit after the first year will be based on the following criteria:

1. Compliance with the terms, conditions and stipulations attached to the permit, including the annual operating plan;
2. Compliance with Federal, state, and local laws, regulations, and permits;
3. Providing an adequate service to the public (i.e., meeting the minimum use requirement); and
4. A record of positive contacts/relationships with other permittees and public users.

## **II. Permits Offered**

The objective of this prospectus is to provide the public with additional opportunities for outfitted and/or guided experiences, which are high quality, safe, increase knowledge and skills of participants, promote the Leave No Trace land ethic, and meet Bureau of Land Management goals of land stewardship and resource protection. Generally, the emphasis of the current permittees is on providing raft and fishing trips for the general vacationing public that is not already currently being offered. Through this prospectus, the BLM Kremmling Field Office seeks proposals that offer a unique/different opportunity that may not currently be offered to increase diversity in services occurring on public lands managed by the Bureau of Land Management.

This prospectus is soliciting for permits of services occurring on public lands managed by Bureau of Land Management within the Kremmling Field Office. Use of private or other lands (including adjacent federal, state and county lands) cannot be authorized through this prospectus with the exception of lands managed under a Memorandum of Understanding (MOU). If an applicant plans to use private or other lands as part of their proposed operation they must submit proof of permission from those landowners to use or cross those lands in the application.

### **A. Needed Services**

Accredited Universities (unlimited trips before June 15<sup>th</sup> and after August 15<sup>th</sup>. All trips between June 15<sup>th</sup> and August 15<sup>th</sup> must be preauthorized before March 31<sup>st</sup>.)

Fishing trips for special populations and/or people with disabilities

Unique Opportunities (locations, SUPs, camps/programs catering to underserved/special populations, etc.)

Existing Services	Existing Outfitters
Floatboating (including rafting, inflatable kayaks, kayaks, stand-up paddle boards, etc.)	<ul style="list-style-type: none"> <li>*Adventure Company</li> <li>*Adventures in Whitewater</li> <li>*Arkansas Valley Adventures</li> <li>*Rocky Mountain Whitewater Rafting</li> <li>*Bangert Enterprises, LLC, dba Sage Outdoor Adventures</li> <li>*Bill Dvorak's Kayak</li> <li>*Blazing Adventures LLC</li> <li>*Blue Sky West Adventures LLC</li> <li>*Breckenridge Outdoor Education Center</li> <li>*BRO High Adventure Rafting</li> <li>*Clear Creak Rafting Co.</li> <li>*Colorado Mountain College</li> <li>*Colorado River Center LLC</li> <li>*Colorado River Guides Inc.</li> <li>*Colorado River Outfitters LLC</li> <li>*Colorado River Runs Inc.</li> <li>*Echo Canyon River Expeditions</li> <li>*GEO Tours</li> <li>*Gore Range Adventures Inc., dba Lakota River Guides</li> <li>*Gore Range Expeditions LLC, (Stand Up Paddle Colorado)</li> <li>*High Plains Outdoor Institute</li> <li>*High Country River Trous dba Good Times Rafting</li> <li>*I.V. dba Mad Adventures</li> <li>*I.V. dba Rocky Mountain Adventures</li> <li>*Kodi Rafting</li> <li>*Liquid Descent</li> <li>*National Sports Center for the Disabled</li> <li>*Nova Guides</li> <li>*Paddle Colorado</li> <li>*Performance Tours Inc.</li> <li>*Rapid Transit Rafting</li> <li>*Red Tail Rafting LLC</li> <li>*SSV dba Gore Creek Fly Fisherman</li> <li>*SSV dba Taylor Creek Fly Shop</li> <li>*Timberline Tours</li> <li>*University of Colorado Outdoor Program</li> <li>*Up the Creek Expeditions</li> <li>*Premium Adventure Tours</li> <li>*Wilderness Aware Inc.</li> </ul>

	*Wildwater Inc. dba A-1 Wildwater
Fishing	<ul style="list-style-type: none"> <li>*Adventure Company</li> <li>*Alpine English dba Roaring Fork Anglers</li> <li>*Arkansas Valley Adventures</li> <li>*Bill Dvorak's Kayak</li> <li>*Blue Quill Angler Inc.</li> <li>*Blue River Anglers Inc.</li> <li>*Blue Sky West Adventures LLC</li> <li>*BRO High Adventures Rafting</li> <li>*Colorado Fishing Guides</li> <li>*Colorado Mountain College</li> <li>*Colorado River Guides</li> <li>*Cutthroat Anglers LLC</li> <li>*Devil's Thumb Ranch Operating CO</li> <li>*Eagle River Anglers</li> <li>*Echo Canyon River Expeditions</li> <li>*Grand County Fishing Company LLC</li> <li>*High County Troutfitters</li> <li>*High Country River Tours dba Good Times Rafting</li> <li>*I.V. dba Mad Adventures</li> <li>*I.V. dba Rocky Mountain Adventures</li> <li>*Integrity Fishing Ventures Inc., dba The Colorado Anglers</li> <li>*Minturn Anglers</li> <li>*Mountain Anglers</li> <li>*Parker Fly Shop dba Breckenridge Outfitters</li> <li>*Rapid Transit Rafting</li> <li>*SSV dba Gore Creek Fly Fisherman</li> <li>*SSV dba Taylor Creek Fly Shop</li> <li>*Summit Fly Fishing LLC</li> <li>*Vail Valley Guide Services dba Vail Valley Anglers</li> <li>*Western Waters</li> </ul>
Kayak Instruction	*Dreamcatchers Expeditions, LLC dba Alpine Kayak
Shuttles	*Rancho del Rio
Equipment Rentals	*Colorado River Center (includes shuttling of equipment)

### **III. How to Apply**

#### **A. Application Materials**

The following information is required:

1. Completed cover sheet (see Attachment A);
2. Completed & Signed Application Form, form 2930-1 (see BLM Kremmling Special Recreation Permit webpage);
3. Completed Business Plan (see Attachment B);
4. Completed Operating Plan (see BLM Kremmling Special Recreation Permit webpage);
5. Completed responses to the Evaluation Criteria (see Attachment C);
6. Signed copy of the SRP Terms, Conditions, and Stipulations;
7. Signed copy of the signature page of the KFO SRP Policy; and
8. Application fee (\$100).

Oral interviews may be required after the initial application process to break rating criteria scoring ties, as applicable.

## **B. Submitting Applications**

Proposals may be mailed or hand delivered to the Kremmling Field Office:

Bureau of Land Management  
Kremmling Field Office  
C/O Hannah Schechter  
PO BOX 68  
2103 E. Park Ave.  
Kremmling, CO 80459

Applications will not be returned, or portions thereof. Do not send or submit original documents from your files. Incomplete or illegible applications will not be processed.

## **IV. Selection and Award**

### **A. Selection**

The selection of the successful applicants will be based on the written materials submitted, and oral interviews. Oral interviews will only be utilized to break rating criteria scoring ties, if applicable.

The BLM Authorized Officer will make the selection. The selected applicants will be the ones who, in the judgment of BLM, are the best qualified to operate and provide these public services, based on, but not limited to evidence gathered through the prospectus process (e.g. additional information derived through reference/background checks may be considered by the Authorized Officer).

Applicants will be screened using the following process:

1. The proposal package will be reviewed for completeness.
2. Proposals will be comparatively ranked, using the rating criteria scores.
3. Permits will be issued to the top applicants who have the highest number of points as determined by both the written rating criteria scores, the scores of the oral interviews (for rating criteria ties only), and based on any other relevant information derived through reference/background checks.
4. Applicants not issued permits will receive a decision letter denying their eligibility for obtaining a permit, and a copy of their criteria rating sheet.
5. Within 30 days of receipt of the decision, the non-eligible applicant will have the right of appeal to the Interior Board of Land Appeals, Office of the Secretary, in accordance with regulations in 43 CFR 4.400. If an appeal is taken, the applicant must follow the procedures outlined in Form 1842-1, Information on Taking Appeals to the Interior Board of Land Appeals (included with the decision letter). The appellant will have the burden of showing that the decision appealed from is in error.

## **B. Award**

The selected applicants will be issued a one year probationary Special Recreation Permit (SRP). The permittee will remain in probationary status in year two even if they operated “successfully” in year one. The consecutive years in probationary status are required by BLM policy. If the permittee operates at the “successful” level during the first and second years, a multi-year permit will be allocated at the start of year three.

**ATTACHMENT A**

**Cover Sheet**

Name: \_\_\_\_\_

Business Name: \_\_\_\_\_

Mailing Address: \_\_\_\_\_

City, State, Zip Code: \_\_\_\_\_

Telephone #: \_\_\_\_\_

Driver's License # & State Issued: \_\_\_\_\_

## **ATTACHMENT B**

### **Business Plan Requirements**

A business plan is essential in starting a business, improving a business, and giving a detailed view of the business. BLM requires each prospective permit holder to provide a business plan before a permit will be authorized. The United States Small Business Administration (SBA) can provide information on developing a business plan and can be found at [www.sba.gov](http://www.sba.gov).

Although a complete business plan as described by the SBA is recommended, the minimum requirements for the business plan being requested are as follows:

1. Documentation of the business, company, or organization;
2. Description of past business experience related to outfitting river trips (or any business experience if none of the latter);
3. A geographical analysis;
4. A market analysis;
5. Benefits to public lands recreation;
6. A statement of financial resources.

### **Documentation of the Business, Company, or Organization**

Applicants need to include information about the business including its purpose and goals, a description of the business, the legal structure of the business, the location of the business, and the marketing strategy of the business. At a minimum, answer and/or address the following statements:

- *What is the purpose in pursuing this business (i.e. what is your mission statement)?*
- *Define your business goals for the next year and what you foresee five years from now.*
- *Briefly describe the business, your knowledge, and the services you will provide.*
- *Identify the designated permit agent, including their contact information.*
- *Describe how your company is legally organized (sole proprietorship, partnership, corporation, LLC)?*
- *Include any appropriate information including shareholder or partnership agreements, and a complete list of the owners.*
- *Describe the location of your business, and if not local, describe what your process would be in overcoming local problems that might arise in your day-to-day river operations (i.e. loss of a head guide, equipment issues, etc.).*
- *Describe your anticipated target market (e.g. age, income, hobbies, regional, national, international, etc.).*

- *Discuss your advertising campaign in terms of how, when, and where you will advertise, and estimate your annual cost.*

### **Description of Past Business Experience related to Outfitting Services**

Applicants need to provide a detailed description of their experience as it relates to outfitting and guiding of river trips. If no experience in outfitting and guiding of river trips exists, then describe any past business experience. At a minimum, applicants need to answer and/or address the following statements:

- *The dates of your business experience.*
- *The location of the business experience.*
- *A description of the services provided.*
- *A description of the customers served.*
- *The number of employees supervised.*
- *The volume of business.*
- *Business references.*

### **Geographical Analysis**

- *Include a discussion of the advantages and disadvantages of the location where you are proposing your business.*
- *What your approach will be to overcome any problems posed by the location (include any privately owned or leased lands).*

### **Market Analysis**

- *Industry description and outlooks.*
- *Information about your target market.*
- *Pricing and gross margin targets*
- *Competitive Analysis*
- *Regulatory Restrictions*

### **Benefit to Public Lands Recreation**

- *Identify how your proposal enhances the opportunity for visitors to enjoy public lands and helps the BLM meet recreation management objectives (include information in serving 'special populations' and persons with disabilities)*

### **Financial Resources**

A critical component of a business plan is a financial statement. Any financial information submitted by applicants should conform to generally accepted accounting principles or other comprehensive bases of accounting. The business plan and all financial information and projections are confidential information and may not be released by the BLM, to the extent

allowed in the Freedom of Information and Privacy Act, 5 U.S.C 552 and 552a, respectfully. At a minimum, applicants need to answer and/or address the following statements:

- *List your start-up expenses.*
- *List your sources of financing (cash, non-cash assets, loans, etc.) and uses of financing (working capital needs, e.g. buildings, equipment, salary, etc.).*
- *Develop a monthly cash flow projection (income-debt) for the first year.*

## ATTACHMENT C

### **Rating Criteria**

This section describes how each proposal will be reviewed and evaluated by the panel, using the information submitted by the applicant. The selection will be based on the following criteria and will include, but not be limited to the following:

- 1. Type of and Quality of Customer Service-** (35%). The kind and quality of the service proposed in terms of meeting public need. Applicants will be evaluated according to items listed in the Operating Plan, such as: how the proposal meets the mission of the Bureau of Land Management; how the proposal provides education and interpretation of the natural environment; how the proposed operation will provide for a quality client experience (i.e., the type of operation, type of equipment, and how guests will be cared for); how safety is provided for and what kinds of emergency/evacuation procedures will be implemented (this includes the type of communications that will be used); and, how the proposal will provide services to special populations.
- 2. Experience-** (40%). This includes an evaluation of the applicant's response to items addressed in the Business Plan, Operating Plan and Special Use Application Form (FS-299), such as:
  - The applicant (and their staff's) experience and the qualifications they possess to satisfy the proposed outfitting/guiding activity;
  - Knowledge of the compartment(s) in which the applicant is applying for (i.e., applicant must provide a description of the river stretches, roads, trails, or other routes that will be used in their operation);
  - Past permits issued by land management agencies and any violations issued by the Forest Service, BLM, Colorado Parks and Wildlife (previously the Division of Wildlife), local law enforcement, or the Outfitter's Registration/ Licensing Board.
- 3. Business Plan-** (25%). The financial capability of the proponent to operate and maintain an outfitting and guiding business and the demonstrated ability for the business to be successful.