

RECREATION FEES IN WASHINGTON STATE

Final Report
December 15, 2017



THE WILLIAM D. RUCKELSHAUS CENTER

UNIVERSITY OF WASHINGTON

The William D. Ruckelshaus Center is a neutral resource for collaborative problem solving in the State of Washington and the Pacific Northwest, dedicated to assisting public, private, tribal, non-profit, and other community leaders in their efforts to build consensus and resolve conflicts around difficult public policy issues. It is a joint effort of Washington State University hosted and administered by WSU Extension and the University of Washington hosted by the Daniel J. Evans School of Public Policy and Governance.

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Recreation Fees In Washington State: Options and Recommendations

A Report to the Washington State Legislature pursuant to
SSB5883, Section 303(5), 2016 Legislative Session

Prepared for: Washington State Parks and Recreation Commission,
in partnership with the Washington State Department of Fish and
Wildlife, and Washington State Department of Natural Resources

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Executive Summary



EXECUTIVE SUMMARY

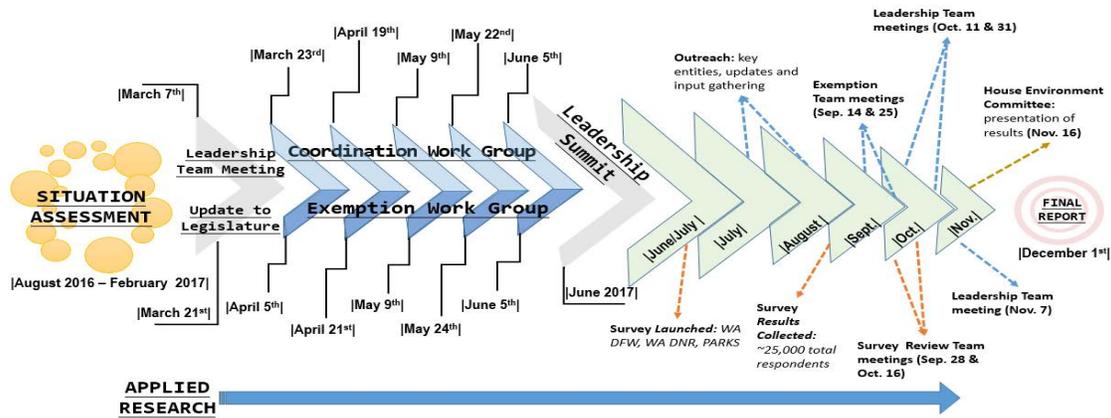
Currently, more than 20 unique passes and permits¹ are available for recreation on state and federal lands in Washington (including state and federal, daily, annual, weekly, and seasonal). The pass(es) that may be required depend on the agency, trailhead, season, activity, mode of access, and whether an individual qualifies for a free/reduced fee program. These passes, depending on the agency, come in the form of a rearview mirror “hang tag,” window cling, sticker, or plastic card that may be linked to a specific individual, household, or up to two license plates. Specific activities and/or areas may require additional fees or permits (e.g. backcountry hiking permits, hunting/fishing licenses, off-road vehicle (ORV) tabs, etc.). The myriad of pass permutations results in uncertainty for public land users about what pass is needed where (and when, and why).

To begin addressing these challenges, the 2016 Washington State Legislature directed the Washington State Parks and Recreation Commission, in partnership with the Washington Department of Natural Resources and the Washington Department of Fish and Wildlife, to work with the William D. Ruckelshaus Center² (Center) or another neutral third party to **“coordinate a process to develop options and recommendations to improve consistency, equity, and simplicity in recreational access fee systems while accounting for the fiscal health and stability of public land management.”** The budget proviso also requested exploration of the potential for “federal and state permit fee coordination,” including a “single pass to provide access to state and federal lands,” enhance consistency in ways fees apply based on mode of travel and a “comprehensive and consistent approach to recreational fee discounts and exemptions.”

Based on the findings of a Situation Assessment, conducted from August 2016-February 2017, the Center recommended the development of a “Leadership Team” with representatives from user groups, pass holders, and veteran’s advocates. The Leadership Team commissioned issue-specific work groups tasked with gathering information, generating options, and reporting findings. The Leadership Team, informed by the work groups, ultimately finalized recommendations.

¹ Although sometimes perceived as such, these passes and permits are not necessarily parking permits. Some passes grant “motor vehicle access” while others must only be displayed at authorized fee sites or in association with specific activities. Some agencies can charge access or entrance fees, others may not. This process uses the terms “passes” or “recreation fees” to refer to the many passes and permits that have specific meanings to the agency with which the pass or permit is affiliated.

² The William D. Ruckelshaus Center is a joint effort of Washington State University and the University of Washington whose mission is to help parties involved in complex public policy challenges in the state of Washington and the Pacific Northwest tap university expertise to create collaborative, durable and effective solutions.



The above figure depicts work coordinated by the Ruckelshaus Center, including key dates and targets. Since August 2016, participants have shared perspectives, identified information needs, and developed work products to inform the development of packages of options to achieve the principles in the Legislative proviso and guide selection of preferred options and recommendations.

Guiding Principles: Simplicity and Consistency, Equity, and Fiscal Health

The proviso directed this process to identify opportunities to increase simplicity, consistency, and equity while maintaining agency fiscal health. The Leadership Team developed and applied the following definitions of these terms as guiding principles for recreation fees in Washington.

Simplicity & Consistency

Individuals should not need to understand agency boundaries to navigate the recreation fee system and should be able to easily access information to confidently identify what pass/permit is needed where and when. Uniformity should exist across land management agencies on pricing, exemptions, mode of access, and activities covered by recreation fees. Product(s) should be easy to purchase/acquire and use. Agencies and retailers should be able to clearly communicate the fee system and help user purchase correct pass(es).

Equity

The people who access public recreation lands should mirror Washington state's diverse population. The Legislature, in partnership with the public land management agencies, should pursue opportunities that minimize or eliminate barriers (financial, informational, accessibility, etc.) for individuals to use public lands.

Agency Fiscal Health

Recognizing that agencies manage natural, cultural, and historic resources for the benefit of the entire state, public recreation land management agencies should receive sustainable and stable funding from diverse sources, including the State General Fund and/or other broad-based public funding.

Leadership Team: Options and Recommendations

With the complexity of the existing system of recreational fees and passes, improvements must contain multiple, interdependent elements. To address this, the Leadership Team developed and discussed many packages of potential solutions. Several were considered, but not recommended (see full report); three packages are recommended (see overview below, or full report for more detail), each containing several interconnected components. *All three packages assume that fees remain for backcountry permits, hunting and fishing licenses, campgrounds, outdoor recreational vehicle (ORV) tabs, and other special use permits/ passes and that agencies retain current levels of General Fund Support.*

The “Pass-Free Access Package” is the preferred recommendation, based on the voting members of the Leadership Team seeing it as the best fit with the parameters of the proviso. The “Two-Vehicle Pass System - Building on Success Package” and “One-Vehicle Pass System - Reduced Fees Package” are also recommended as potential improvements to the status quo.

Pass-Free Access Package

This is the preferred recommendation of the voting members of the Leadership Team, concluding that it is the best fit with the guiding principles/parameters of the proviso. This package replaces the Discover Pass and other state recreation passes with a source of broad-based public funding, resulting in the simplest, most consistent and equitable fee system and stable funding for land management agencies. Broad-based public funding reduces the need for exemptions and discounted passes. The funding source given the most consideration was a mandatory public land management fee at the time of vehicle registration; however, the Leadership Team did not prescribe this source and was open to other funding methods. With more Washingtonians supporting public land management, further fiscal analysis on a registration fee should begin in the \$7-15 per vehicle range. Under this package, agency budgets should still include allocations from the State General Fund.

Two-Vehicle Pass System, Building on Success Package

This package is also recommended as a potential improvement to the status quo. It recognizes the successes of the Discover Pass program, while identifying opportunities to (a) simplify and bundle the many state passes that currently exist, (b) pursue the development of a pass that would work on state and federal lands in Washington, and (c) evaluate and standardize exempt/discounted passes. Under this package, individuals who recreate on public lands would continue to support recreation operations/ programming through the purchase of user-based passes/fees. Fiscal analysis is required to identify consistent price point to user (starting in \$30-35 range) and mechanisms to adjust price for inflation. This package recognizes that fees can support some recreation management needs, but not all agency funding needs so agencies should receive support from the State General Fund.

Single-Vehicle Pass System with Reduced Fees Package

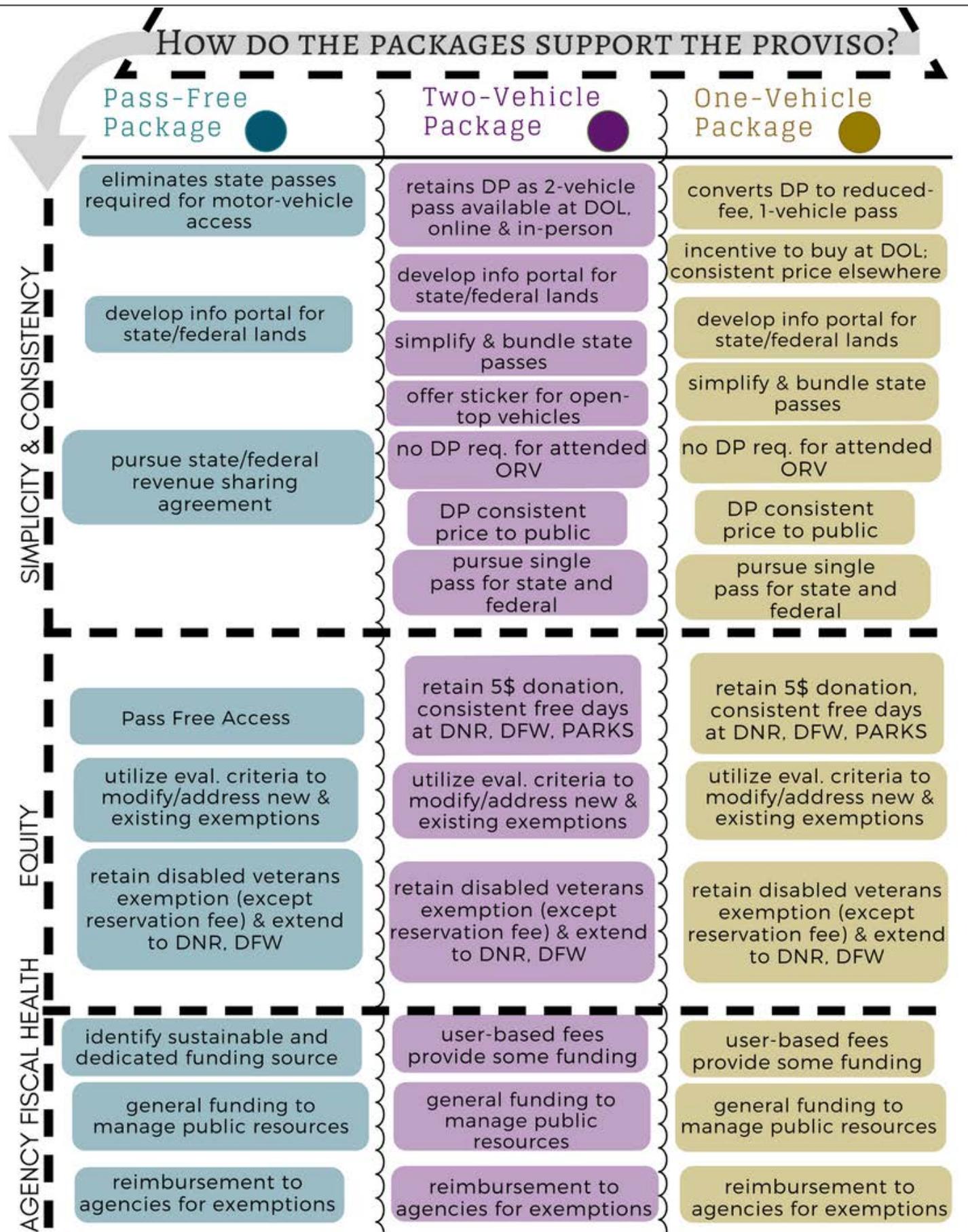
This package was also recommended as a potential improvement to the status quo. It has many similarities to the Two-Vehicle package. It identifies opportunities to simplify and bundle state passes, pursues the development of a state/federal pass, and evaluates and standardize exemptions. But instead of a household, two-vehicle pass, the Discover Pass would become a lower-priced, single-vehicle pass, potentially required in conjunction with more activities such as camping (at State Parks) or hunting (at WDFW managed lands). A lower price would enable more households to participate in the Discover Pass program and recreate on state-managed lands. To encourage participation, buying a Discover Pass at the

time of vehicle registration would be the incentivized option. Individuals who chose not to buy a pass at the time of registration, and/or out-of-state visitors, could buy a higher-priced pass at a later date online or in-person. Fiscal analysis is required to determine pricing (starting at \$15-20 range) and mechanisms to adjust for inflation. Under this package, agency budgets should still include allocations from the State General Fund.

Common Elements Across Packages

Each package presents a different, yet internally cohesive approach to increasing simplicity, consistency, and equity while maintaining agency fiscal health. However, some elements are consistent across multiple packages or would not preclude progress towards a specific package.

- **Access To and Usability Of Information:** encourage/support state agencies (DNR, WDFW, and State Parks) to coordinate with federal agencies and other appropriate entities to develop a common information portal.
- **State/Federal Fee Coordination:** encourage/support state agencies to engage with federal agencies to develop a single pass valid for state and federal recreation lands in Washington, along with a corresponding revenue-sharing agreement.
- **Implement Policy of Consistent Free Days** at state managed recreation lands.
- **Motor-Vehicle Access:** eliminate need for attended dual-registered ORVs to display a Discover Pass.
- **Informed Pricing:** prior to any decision to change products or prices conduct fiscal and cost/benefit analysis, accounting for price elasticity, inflation, and parameters of fee/funding mechanism described in package(s)
- **Statewide Approach to Exemptions/Discounted Passes:**
 - Develop and adopt statutory language requiring agencies and the Legislature to apply principles of the the fiscal and social impact evaluation criteria/tool to existing and proposed exemptions; and
 - Retain exemptions for disabled veterans, except the reservation transaction exemption, and extend free day-use access to DNR and WDFW.
- **State Funding to Agencies:**
 - To increase usability of facilities/amenities;
 - Reimburesment to implement exemptions/discount programs; and
 - To manage cultural, historic, and other public resources.



Next Steps

Project Wrap-Up: The Leadership Team provided guidance and oversight as the Center compiled this report. Members of the Leadership and Agency Core Teams, as well as other interested entities, had an opportunity to review the final draft for factual errors before it was finalized.

The proviso required a “report to the appropriate committees of the Legislature.” In addition to submitting the final written report, the Center, members of the Agency Core Team, and Leadership Team provided presentations to the House Environment Committee and House Community Development, Housing & Tribal Affairs Committee.

Implementation: Some elements within the packages are ready for implementation, while others require further data gathering and careful analysis and/or require further collaboration by various combinations of state and federal agencies, the Legislature, and interested parties.

The legislature and agencies should complete the work of this process by conducting a fiscal cost/benefit analysis, accounting for price elasticity, mechanisms to adjust for inflation, and parameters of fee/funding mechanism described in package(s) prior to any decision to change products or prices.

Each package presents a different, yet cohesive approach to increasing simplicity, consistency, and equity while maintaining agency fiscal health. However, some elements are consistent across multiple packages or would not preclude progress towards a pass-free package (i.e. policy of consistent free days at state managed recreation lands). Implementation of many of these elements can be led by the state agencies, but may require support from the Legislature. Regarding the development of a regional state/federal pass, state land management agencies, with support from the Legislature, should engage with regional federal fee program managers at US Forest Service, US Bureau of Reclamation, US Bureau of Land Management, US Army Corps of Engineers, US Fish and Wildlife Service, and National Park Service (including Interagency Pass program).

The agencies and Leadership Team look forward to working with the Governor and Legislature to understand your preferences moving forward.



1. Recreation Fees In Washington State: Project Overview

RECREATION FEES IN WASHINGTON STATE: PROJECT OVERVIEW

During the 2016 supplemental legislative session, the Washington Legislature provided direction and funding to the Washington Parks and Recreation Commission (State Parks), in cooperation with the Washington Department of Natural Resources (DNR), and Washington Department of Fish and Wildlife (WDFW), to “coordinate a process to develop options and recommendations to improve consistency, equity and simplicity in recreational access fee systems while accounting for the fiscal health and stability of public land management” in the State of Washington (see Appendix A). The three agencies established an “Agency Core Team” to jointly and cooperatively oversee the project. The legislative proviso required the process to analyze options and make recommendations on opportunities for state and federal permit fee coordination, to enhance consistency in the way state and federal access fees apply to various user types, and to develop a statewide approach to exemptions.

The proviso directed State Parks to “contract with the William D. Ruckelshaus Center or another neutral third party” to facilitate meetings and discussions in a collaborative process that “includes other relevant agencies and appropriate stakeholders.” The William D. Ruckelshaus Center (Center) is a joint effort of Washington State University and the University of Washington that helps parties involved in complex public policy challenges in the State of Washington and the Pacific Northwest tap university expertise in order to develop collaborative, durable, and effective solutions (see Appendix B).

Phase I: Assessment of Recreation Fees In Washington State

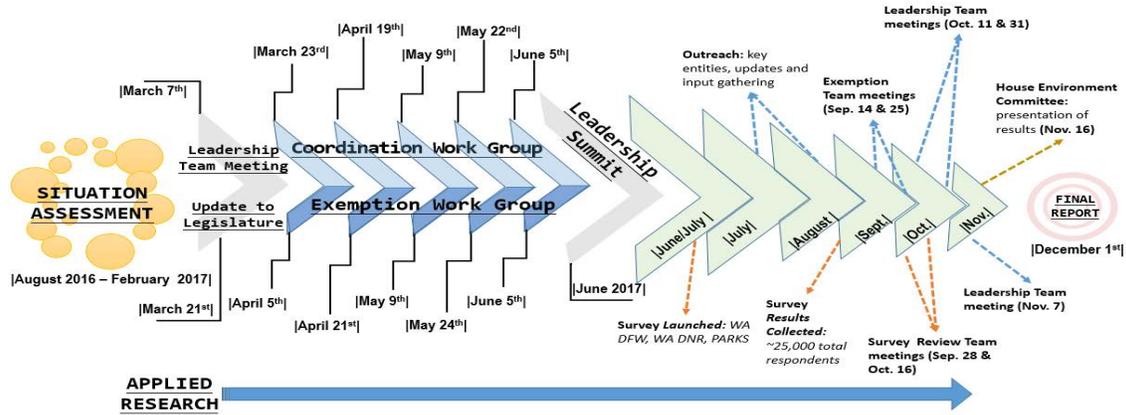
The Agency Core Team contracted with the Center to conduct a situation assessment and, if appropriate based on the outcomes of the assessment, design and facilitate a collaborative process, oversee data collection/analysis, and other potential needed steps identified through the assessment.

From August 2016 through January 2017, the research team, comprised of Center faculty and staff, conducted 48 interviews with 63 individuals. The assessment sought to capture a wide range of perspectives from public lands user groups, land management agencies, and other entities with an interest in public land management and recreational access fee systems.

The *Situation Assessment of Recreation Access Fee Systems in Washington State* was released February 2017 and can be accessed from the Center's website.

Phase II: Collaborative Process to Develop Options and Recommendations

Based upon the findings of the Situation Assessment, the Center's project team developed recommendations for the collaborative process held during 2017. Development of a “Leadership Team” was one of these, which included representatives from recreation user groups, pass holders, veteran's advocates. Additional representatives from other key constituencies were to be identified by the Leadership Team at its first meeting and subsequently invited to participate. The Assessment advised that the chosen representatives should be “committed (or willing to commit) to working toward a consensus solution and willing to share and listen to others' perspectives (Stenovec & Nichols, 2017, p. 20). The Leadership Team decided to pursue consensus as its preferred means of decision-making. Agency Core Team members participated in Leadership Team and work group meetings, providing technical advice and guidance prior to decisions.



The above figure depicts work coordinated by the Ruckelshaus Center, including key dates and targets. Since August 2016, participants have shared perspectives, identified information needs, and developed work products to inform the development of packages of options to achieve the principles in the Legislative proviso and guide selection of the preferred options and recommendations.

The Situation Assessment also outlined recommended tasks for the Leadership Team. This included the development of topics for, and composition of, issue-specific work groups. A Leadership Team met in March to develop ground rules and decision-making protocols and provide direction and scope for two work groups (see below for more discussion on objectives of work groups), which met throughout the spring of 2017. The Leadership Team then reconvened in September to analyze options developed by the work groups and finalize recommendations to the Legislature.

Legislative Involvement

Washington legislative staff attended meetings, received a separate briefing on the project process, and otherwise stayed apprised of this process, providing perspective as requested and appropriate.

Agency Core Team

Representatives from State Parks, DNR, WDFW, and the Governor's Office served as advisors. In this role, these individuals provided context, background, advice, and other relevant input prior to any decision facing the Leadership Team, along with subject matter expertise and information at (and between) meetings when asked. They did not serve as voting members.

Coordination Work Group

The Coordination Work Group was tasked with identifying opportunities to increase simplicity and consistency in the fee system – including the potential of a single pass for state and federal lands in Washington. This work group worked with a subcontractor possessing systems mapping expertise and extensive knowledge of the recreation fee landscape. These mapping exercises helped build common understanding of different perspectives on the fee system, and provided important context for the development of scenarios and options for consideration.

AGENCY CORE TEAM

WA State Parks Office of The Governor: Outdoor Recreation & Economic Development WA Dept. of Natural Resources WA Dept. of Fish and Wildlife

LEADERSHIP TEAM

WA Dept. of Veterans Affairs WA Federation of State Employees US Forest Service US Fish & Wildlife Service Interim Community Development Association

Outcomes by Levy, LLC WA State Parks Foundation Cowlitz Tribe Washington Off-Highway Vehicle Alliance Evergreen Mountain Bike Alliance

Backcountry Horsemen of Washington Washington Trails Association National Park Service Washington Wildlife Recreation Coalition

Hunter's Heritage Council NW Marine Trade Association Washington Federation of State Employees Veterans Legislative Coalition

COORDINATION WORK GROUP

Recreation Equipment Inc. (REI) Coastal Conservation Alliance Washington Trails Assn.

US Forest Service Hunter's Heritage Council Washington Off-Highway Vehicle Alliance

Cowlitz Tribe Evergreen Mountain Bike Alliance WA State Parks

Gov. Office, Outdoor Recreation WA Dept. of Fish and Wildlife WA Dept. of Natural Resources

EXEMPTION WORK GROUP

WA Dept. of Veterans Affairs WA State Parks Foundation WA State Parks

Economic Services Administration, Dept. of Social and Health Services

US Forest Service Interim Community Development Association WA Dept. of Fish and Wildlife

Gov. Office, Outdoor Recreation WA Dept. of Natural Resources Veterans Legislative Coalition

Salmon for Soldiers Washington Federation of State Employees

SURVEY WORK GROUP

Washington Off-Highway Vehicle Alliance WA State Parks WA Dept. of Fish and Wildlife WA Dept. of Natural Resources Washington Trails Association

ADDITIONAL CONSULTATION

Recreation Conservation Office Discover Your Northwest Bureau of Land Management National Forest Foundation WA Dept. of Licensing

Big Tent Outdoor Rec. Coalition Aging Support, DSHS Foster Parents of WA Sermonti Public Affairs Outdoor Research

Disability Rights Washington Children's Administration, DSHS Outdoors for All Developmental Disability Council Governor's Committee on Disability Issues & Employment

National Park Service (Regional and DC offices) Developmental Disabilities Administration, DSHS

For a complete list of all organizations that participated in and/or provided expertise in this process, see Appendix C.

Exemption Work Group

The Exemption Work Group was tasked with identifying existing exempt/discounted fee passes in Washington and their efficacy, purpose, and overall costs to agencies, as well as addressing a host of related challenges and opportunities. The work group scoped the possibility of a statewide, comprehensive approach to exemptions, while reviewing the barriers to access among Washington residents. The group also considered exemptions in context within the broader suite of benefits offered by the state.

Survey Work Group

Some members of the above-mentioned groups provided additional time and guidance to the Project Team as it analyzed data from and developed a report on the public opinion survey that informed the Leadership Team's recommendations. (See Appendix D for Survey Analysis Executive Summary.)

Additional Consultation

Recognizing that the agencies, organizations, and interests affected by recreation fees is extensive and/or not everyone was able to participate in the collaborative process, the Center convened additional conversations to gather expertise and perspectives to integrate that information into the collaborative process. All interviewees from the Situation Assessment and key parties identified by the work groups or Leadership Team received a mid-project update and final report.

The Center also coordinated with the Governor's office to send letters to chairs of all 29 federally-recognized tribes requesting their guidance on whether and how their respective tribe would like to participate in the process. Michael Iyall, Cowlitz Tribe, participated extensively and several others asked to be kept informed.

Project Team

Project team included staff and faculty from the Ruckelshaus Center, WSU's Division of Governmental Studies and Services, and sub-contractor Laurie Thorpe.



2. Washington State Outdoor Recreation System



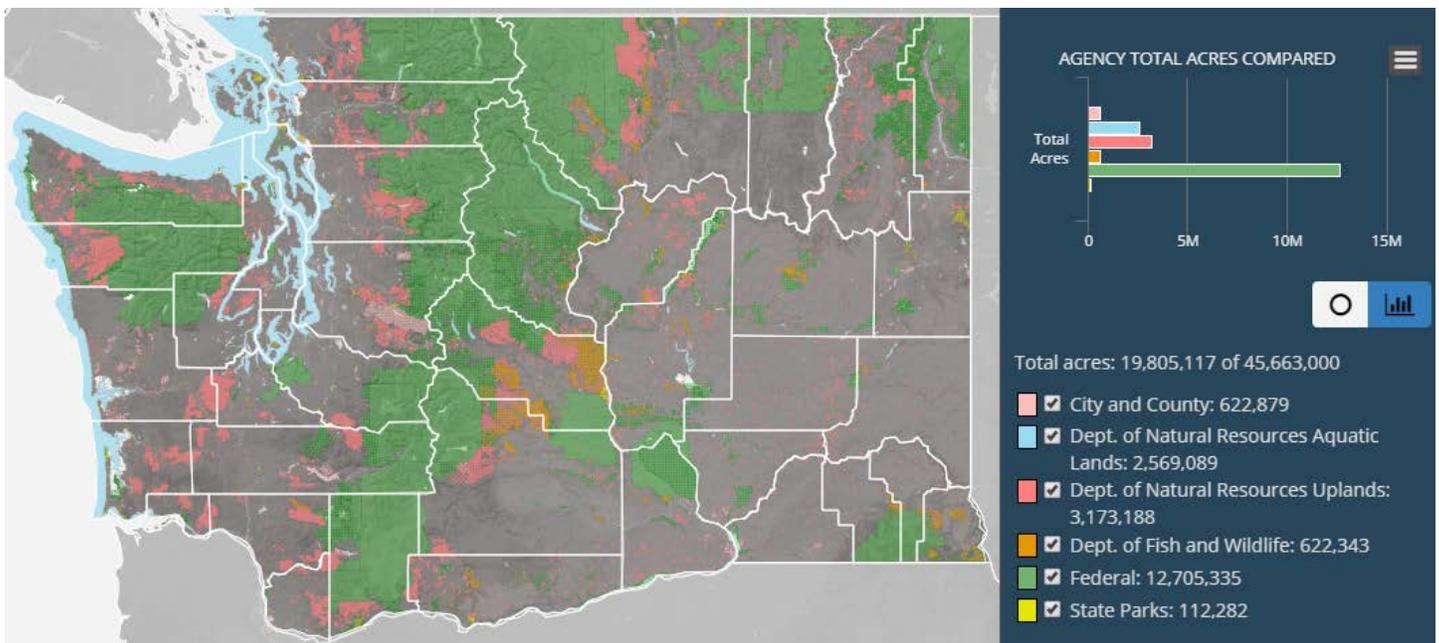
WASHINGTON STATE OUTDOOR RECREATION SYSTEM

Throughout the collaborative process, it became clear that Washington’s public recreation system has implications for multiple areas of state policy. It’s important to develop a deeper understanding of recreation fees associated with public lands, in order to begin to identify how changes to the recreation fee system might impact these various state policy areas. Policy areas and issues that project participants identified as connected to recreation include: public and mental health, homelessness, transportation, social justice, statewide and local economies, income inequality, climate change, youth/next generation, environmental protection, natural and cultural resource management, fiscal policy, population growth and demographic change.

To better understand these complexities and relationships, project participants worked with consultants to build a complex and dynamic systems map that informed conversations and illustrated multiple perspectives. Key drivers and perspectives identified through the mapping exercise include: outdoor recreation (on both public and private lands), land management agencies, people who recreate on public lands, Legislature/Congress, fees and recreation funding.

Land Ownership and Management

From the Columbia River to the 49th Parallel, and the Pacific Ocean to the Palouse, land ownership and management in Washington state consists of a patchwork of federal, tribal, state, local (including city, county, and public utilities), and private entities (See Figure 1). This project focuses on fees associated with recreation on state and federally-managed lands; however, it is important to hold these lands in context with local parks, private lands, tribal lands, and other areas where Washingtonians recreate, since Washingtonians may not distinguish among land managers in the places they boat, hunt, or otherwise experience the outdoors.



“Washington Public Lands Inventory” (Source: Washington State Recreation and Conservation Office)

Tribal

This region has been home to tribes since time immemorial. Today 29 federally-recognized tribes in Washington play a critical role in managing and protecting natural and cultural resources, both on and off reservation lands.

Private

According to WDFW, more than half of the lands in Washington are held in private ownership (http://wdfw.wa.gov/hunting/hunting_access/private_lands/). Programs such as "Feel Free to Hunt" and "Hunt by Written Permission" provide access to hunt on private lands. Major land owners, such as Weyerhaeuser may sell a limited number of recreational permits each year (<http://www.weyerhaeuser.com/timberlands/recreational-access/northwest-region/>).

Local

Cities, counties, and public utility districts (PUDs) manage parks and provide outdoor recreation opportunities across Washington. Some counties and PUDs may require access fees or permits. For example, Daroga, Lincoln Rock, and Wenatchee Confluence State Parks require either a Chelan PUD pass (free to Chelan County PUD rate payers) or an annual Discover Pass.

Other State Agencies

State agencies such as the Washington Department of Transportation provide free public parking in proximity to state and/or federally-managed recreation areas. The Department of Licensing acts as a point of contact with the public and provides an opportunity for individuals to buy a Discover Pass at the time of vehicle registration. The Department of Social and Health Services (DSHS) and Department of Veterans' Affairs serve individuals who may be eligible for exemptions/discounted passes on state or federal lands helps limited-income seniors, foster families, and people with disabilities.

Recreation Fees in Washington State

This section provides an overview of the broad array of passes and exemption/reduced fee programs in Washington, how individuals purchase/acquire passes, pass format(s), transferability, enforcement considerations, fee rates, and fiscal impacts (both to individuals and agencies) of each pass program.

Currently, more than 20 unique recreation passes and permits are valid in Washington (including state and federal, daily and annual). Sometimes perceived as parking permits, some passes and permits grant "motor vehicle access," while others must only be displayed at authorized fee sites or in association with specific activities. Some agencies can charge access or entrance fees; others may not. This process uses the term "recreation fees" to refer to the many passes and permits, each of which has a specific meaning to the agency with which the pass or permit is affiliated.

The pass(es) that may be required depend on the agency, trailhead, season, activity, mode of access, and whether an individual qualifies for a free/reduced fee program. These passes, depending on the agency, come in the form of a rearview mirror "hang tag;" window cling; sticker; or plastic card linked to a specific individual, household, or up to two license plates. Specific activities and/or areas may require additional fees or permits (e.g. backcountry hiking permits, boat launches, hunting/fishing licenses, ORV tabs, etc.). Taken together, this amalgamation of passes and fees represents a patchwork of agency programs and policies more than a coherent system. Details on the various passes offered can be found in Appendix E.



This graphic depicts some of the complexity of the current pass system and indicates passes required on the basis of activity or beneficiary population (Y-axis) and agency managing the land (X-axis).

Outdoor recreators can purchase passes and permits through a wide variety of platforms: online, in-person (either at a park or retail vendor), at time of vehicle registration, or by pay-station; however, most points of sale sell only some state or federal passes. Not all state or federal passes are available at all points of sale. The only pass vendor that sells both state and federal passes is Recreational Equipment, Inc. (REI).

Exemptions: Acquisition and Use

In Washington, nine state and federal agencies administer and recognize eleven different exemptions or reduced-fee programs. Eligibility requirements, cost to individual, benefit provided, and the process for acquiring a pass or accessing a program varies by agency and reduced-fee program. Some programs require an individual to submit proof of eligibility in advance of recreating (i.e. submit required documents proving service-related disability to receive disabled veterans lifetime pass), while others just require proof of eligibility to be shown upon entering the recreation site (i.e. display handicap placard). Detailed information on pass administration and eligibility can be found in the Holistic Look document available on the Center's website or Appendix E.

Pass Format and Transferability

Frequently-cited frustrations with the current fee system center around the usability of different passes and the inconsistency between the formats and transferability of different passes. This section provides an overview of pass formats and transferability along with considerations for both enforcement and mode of arriving at a trailhead.

Pass Format	Pass Transferability		
	People	Personal Vehicle	Household
Hangtag		Annual Discover Pass (up to 2 license plates) Annual/Daily Northwest Forest Pass (up to 2 license plates) Vehicle Access Pass (up to 2 license plates)	(as of 2017) Northwest Forest Pass
Plastic Card	Interagency Passes Limited-Income Senior Disabled Veteran Disability		
Sticker		Sno-Park Permit Special Groomed Sticker (one vehicle only)	
Window Cling		Northwest Forest Pass (only for open top vehicle and motorcycle, with valid NW Forest Pass) Natural Investment Permit (not associated with license plate)	
No Pass	Foster Family Camping Benefit (show care provider certification) Disability Pass (if use 1- or 5-year disability placard)		

The Interagency Pass provides signature lines for two individuals who are both considered pass holders, admitting the pass holder and up to 3 additional persons at per-person fee sites. However, Interagency Pass

exemption/reduced fee programs (such as the Access or Senior Pass) are associated with a single person and do not provide two signature lines, though they can still admit the pass holder and up to 3 additional persons at per-person fee sites.

Both the Discover Pass and the Northwest Forest Pass are connected to vehicles, provide two spaces for license plate numbers, and are only valid when displayed in either of those two vehicles. However, like the Interagency Pass, all Washington State Park exempt/reduced-fee programs are associated with the individual receiving the exemption/reduced fee benefit, not vehicles.

Additional considerations of motor vehicle based passes (such as both the Discover Pass and Northwest Forest Pass) include the enforcement of such passes, which is done on-site in parking lots at sites that do not have entrance fees. The vast majority of state recreation areas are either unstaffed on a regular basis or do not have a staffed entry. Thus, fee collection and enforcement in state recreation areas is most practical with motor vehicles as the basis for passes. Additionally, the justification for having fees/passes associated with vehicles comes in part from the significant cost to agencies of maintaining roads, parking lots and other support facilities and the reality that almost all visitors come to state facilities by private motor vehicle

State Agency Fiscal Health

In recent decades, state agencies and the Legislature have instituted various user-based fees to offset decreases in funding allocations while striving to manage trails and other facilities that face pressure from increasing participation in outdoor recreation. This section provides an overview of how state agencies were historically funded and how funding has evolved, including the emergence of user-based fees and passes along with anticipated future funding levels. Staff from the state agencies provided the budgets and pass/fee revenue numbers listed below. For mission and vision of all state and federal land management agencies, see Appendix F.



Washington State Parks and Recreation Commission

\$174 million

2015-17 Total Operating Budget

- State Parks spends \$169 million biannually on recreation (excluding boating safety). In the last decade, the agency went from approximately 80% tax-funded to 20% tax-funded. Discover Pass revenue plays an important role in offsetting decreased State General Fund allocations.
- Additional funding sources include the litter tax (\$10 million, set to go away at the end of the biennium) and a \$5 opt-out donation program (at time of vehicle registration), which generates approximately \$12 million per biennium.
- Winter recreation programs are self-funded—the permit revenue generated in one fiscal year funds grooming and operations for the next year. The non-motorized Sno-Park Permits generated approximately \$1 million in FY17. Motorized recreation generated about \$2.5 million (through registration of snowmobiles and fuel tax).
- Despite new and diverse funding sources, State Parks currently faces an approximately \$500 million deficiency in building-related maintenance and upkeep.



Washington Department of Fish and Wildlife

\$415.6 million

2015-17 Total Operating Budget

- WDFW receives \$3 million from Discover Pass revenue for operations and maintenance to offset the loss of State General Funds and reduction of state wildlife funds.
- The Lands Division total operating budget was is \$33.9 million/year. Approximately \$2.8 million (eight percent) of this comes from the Discover Pass. Discover Pass revenue funds maintenance of water access sites and supports more “primitive sites.”
- While hunting and fishing license sales comprise a significant portion of WDFW’s recreation budget, fewer licenses are being purchased than in the past and costs (for basic operations and maintenance, mitigating climate change, protecting/restoring the ecosystem) are increasing.



Washington Department of Natural Resources

\$451 million

2015-17 Total Operating Budget

- Approximately \$3.5 million of Discover Pass revenue was distributed to DNR in 2015-17 biennium.
- Discover Pass revenue helps cover costs for law enforcement services, agency overhead, interagency payments (for administration of Discover Pass program), as well as support for maintenance, operations, development, and education through the Recreation Program.
- The Recreation Program 2015-2017 Biennium total Operating Budget was \$8,037,400 with the Discover Pass making up ~28% of the operating revenue.
- The Recreation Program does not receive State General Fund support but does receive an allocation of the ORV and Nonhighway and Offroad Vehicle accounts.
- The program pursues competitive grant funds through NOVA and RTP to compensate for resulting shortfalls in staffing and service requirements.

Pass/Fee Revenue in Washington State

Discover Pass

revenue is dispersed by State Parks from the Recreation Access Pass Account (RAPA) to WDFW and DNR on a monthly basis..

- Revenue (FY16, from sale of 605,296 annual and 322,542 daily passes, from infractions \$513,819):\$21,898,126

Interagency Pass

This series of federal passes is sold by vendors (such as REI and Discover your Northwest) across the country, so it is difficult to ascertain how many passes are purchased and used by Washington residents. Pass revenue, less administration of pass sales, is dispersed by NPS among the agencies. Agency heads have discretion to shape this formula and will use a forthcoming University of Montana survey to inform revenue sharing. The survey will provide information on how often and where pass holders recreate. T

The numbers below reflect pass sales at and entrance fees for sites in Washington.

National Park Service (Washington sites, FY16)

- Entrance Fee Revenue (from 1-7 day passes): \$5,123,160
- Interagency Annual Pass (22,044 @ \$80/pass): \$1,763,520
- Interagency Senior Pass (20,002 @ \$10/pass): \$207,020
- Site specific annual passes: \$616,336

Bureau of Land Management (Washington sites, FY16, numbers were rounded)

- Standard Amenity Fees: \$82,000, includes \$1000 from site-specific annual pass
- Interagency Annual and Senior Pass: \$3,000

US Fish & Wildlife Service (Washington sites, FY16)

- Daily/annual entrance fees (includes site specific fees): \$286,926

US Forest Service (Washington State National Forests, FY16)

- Total recreation budget for Washington National Forests: \$9,858,926
- Total fee revenue (includes fee tubes and all daily and annual passes, excludes campgrounds): \$1,759,948

Fiscal Impacts of Recreation Fees and Exempt or Reduced-Fee Programs

The following section outlines the estimated fiscal impacts to State Parks for administering required exempt/reduced fee programs. These estimates only consider existing exemptions at State Parks, but WDFW also provides discounted hunting and fishing licenses for qualifying individuals. The following numbers are estimates (beneficiary group participation is not closely tracked), so State Parks extrapolates based on general population usage rates. In 2017 a 16% participation rate is assumed, except for the Foster Home Camping Pass which has an estimated participation rate of 24%. Table 1 below shows fiscal impacts for each program, differentiating between direct costs and camping subsidy costs for 2017.

The estimates in this section, unless otherwise indicated, are taken from financial reporting conducted by State Parks & Recreation Commission.

Disability Pass

State Parks calculates the participation rate for this exemption program by taking the total number of permanent disability permits awarded (442,189) and subtracting Disabled Veterans qualifiers which leaves 350,457 potential beneficiaries. Applying the 2017 participation estimate gives a total of 56,073 participants in the Disability Exemption program.

Disabled Veterans Lifetime Pass

In 2017, an estimated 91,711 veterans have a service-related disability rating of 30% or greater (Audette & Stenovec, 2017). With 2017 participation estimates applied to this population, a total of 18,565 are assumed to participate.

Limited-Income Senior Pass

In 2017, the estimated population of limited-income senior households in Washington was 230,530. State Parks extrapolates 36,885 households participated.

Foster Home Camping Pass

In 2017, the estimated population of foster care households in Washington was 1,884 and State Parks estimates that approximately 452 households used this benefit.

Table 2. Financial data for exemption groups, provided by State Parks 2017.

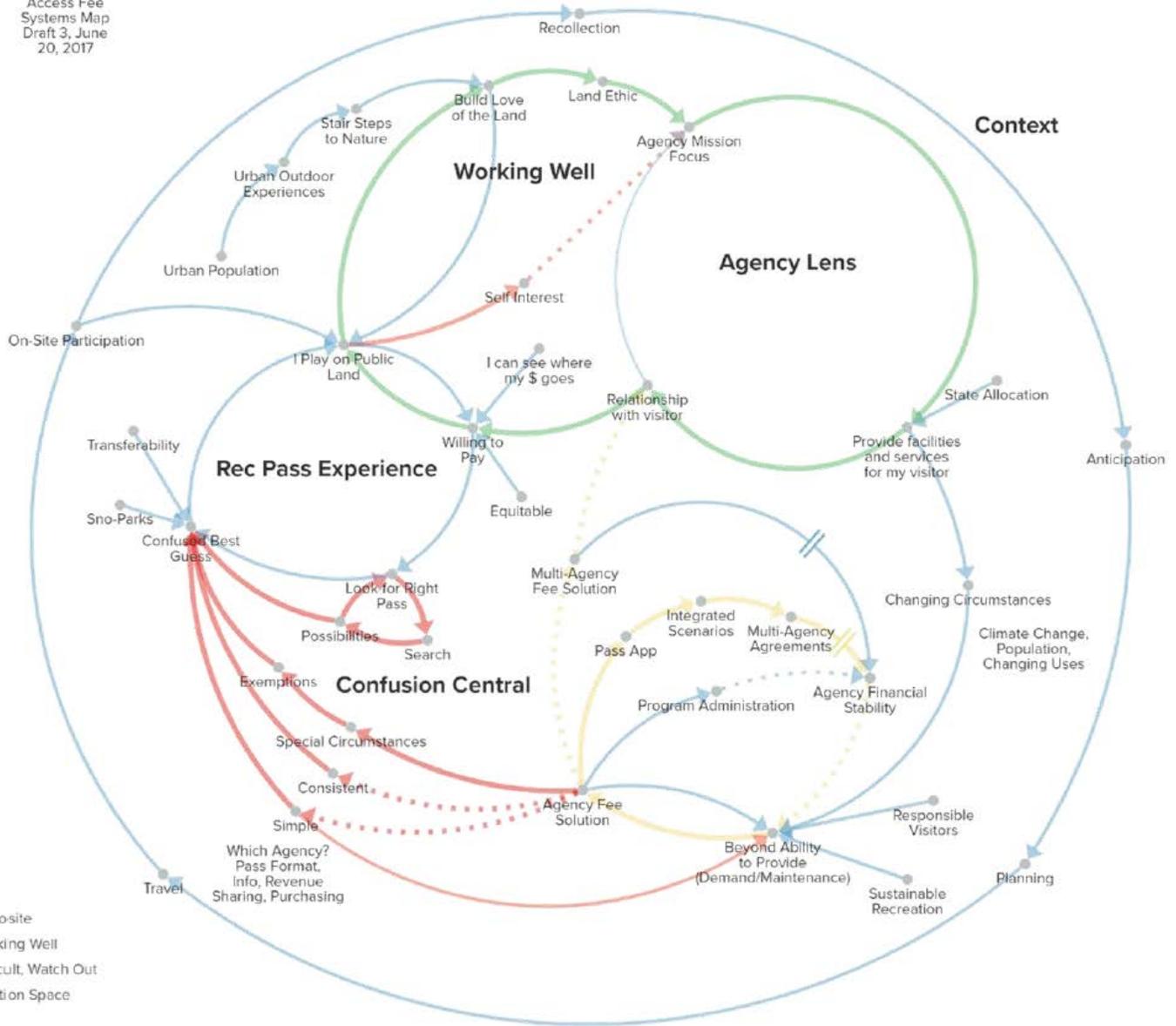
Program	Camping Subsidy Cost Estimate	Lost Revenue Cost Estimate	Total Direct Cost
Disability	\$513,807	\$1,682,194	\$2,196,000
Disabled Veterans	\$2,369,818	\$440,314	\$2,810,132
Low-Income Seniors	\$89,853	\$1,106,543	\$1,196,395
Foster Families	\$145,635	\$13,565	\$159,199
TOTALS	\$3,119,113	\$3,242,616	\$6,361,726

Volunteers (Complimentary Discover Pass)

All Washington residents may participate in the Discover Pass Volunteer Program, in which volunteers earn a Discover Pass by participating in eligible projects. The fiscal analysis for SB 5200, which passed in the 2017 Legislature, reports an average of 423 Discover Passes issued per year under this program (across five years of data). With married couples qualifying, an estimated 63 additional passes are issued annually, for an estimated total of 486 households receiving the Pass. Volunteer program cost data is based on the five-year average number of passes issued each year from SB5200 (2017) fiscal note (486 passes), multiplied by the Discover Pass base price (\$30) to arrive at the estimated total direct cost of \$14,580.

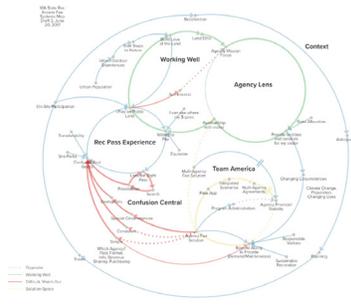
State and Federal Nexus – Role of U.S. Congress and State Legislature

A central focus of the proviso initiating this process, and of respondents to the statewide survey, is the exploration of opportunities to simplify the pass system via the creation of some means for a single pass to work on both state and federal recreation lands in Washington. The U.S. Congress and the Washington State Legislature play significant roles as the funders of public land management agencies and authorizers of pass/permit fee collection, including exempt/reduced fee programs. A regional pass valid on both state and federal recreation lands can be developed by the regional federal offices, with support from Secretaries of Interior and Agriculture. A nationwide state/federal pass requires Congressional authorization. Coordination among state and federal agencies requires support from the state Legislature and regional or national offices of the Federal agencies.



3. Leadership Team Key Analysis & Considerations

WASHINGTON RECREATION FEES LEADERSHIP TEAM: KEY ANALYSIS & CONSIDERATIONS



Previous Efforts and Related Studies

Outdoor recreation and use of public lands have long played important roles in the economy, culture, and lifestyle of Washington residents. Many reports, studies, and task force groups have been authored, conducted, and convened to help better understand the role and shape the future of recreation and use of public lands in the state. The sections below describe recent efforts that both catalyzed this process and helped inform the deliberations of the participants.

State of State Parks 2012

The "State of State Parks 2012" report provided by the Washington State Parks and Recreation Commission to the Office of Financial Management describes "painful" changes taken to control costs (including sweeping reductions to total numbers of permanent full-time staff by one-third). The Discover Pass, created in 2011 to enable State Parks to continue funding their operations, did not meet desired revenue projections, initially, falling short by more than 50%.

The proviso authorizing this report asked State Parks to detail progress towards a self-supported system. State Parks investigated such a financial model and determined it to be both unsustainable and undesirable by State Parks. State Parks posited that the "right mix" of funding from pass sales and the State General Fund should be found in order to better align with the agency's statutory obligations. The report indicated that a return to previous levels of state tax-financing was not realistic, but instead recommended a "combination of user fees, ongoing State General Fund support and new revenue-generating activities... outlined in a comprehensive agency Transformation Strategy" (Washington State Parks and Recreation Commission, 2012). Public input informed the development of this strategy which included (in addition to reorganization efforts underway at time of publication); developing capacity for data-driven analysis of Parks' business model, methods to increase revenue from existing channels, appropriate role for State General Fund contributions, and defining a purpose-driven fee structure.

(More information on State Park's planning and strategy can be found at: <http://parks.state.wa.us/152/Strategic-Planning>).

2013 Legislative Report

In 2013, all state land-management agencies collaborated to report on opportunities for consistency across recreational access policies in Washington. It was borne out of the recognition that the nascent Discover Pass program was tied to ‘inconsistencies in recreational access policies, some of which are confusing for the public’ (Washington State Parks and Recreation Commission, Washington State Department of Natural Resources, & Washington Department of Fish and Wildlife, 2013, p. 1). However, the report also recognized the successes of the then-young Discover Pass program, including the essential role it plays in funding state land management.

The 2013 Legislative report focused on consistency and simplicity, identifying progress made in the first few years of the Discover Pass, making recommendations as well as highlighting obstacles. Progress made included a number of marketing and distribution improvements: creating a Discover Pass logo and separate website, organization of teams to provide customer support, development of Discover Pass signs, customer retention strategies, and automated ticket machines at high-use sites. The 2013 report also proposed a pass redesign of the pass with emphasizing improved durability and distinctiveness in comparison to other state access passes (i.e. WDFW’s Vehicle Access Pass).

The agencies also developed several options for revising the administration of exemption and reduced-fee programs including those serving limited-income seniors, individuals with disabilities, veterans with 30% service-related disability, and foster families. Additional revision options were considered regarding boat launching, Sno-Parks, camping, free-entry days, and coordination of Discover Pass with the Vehicle Access Pass.

Blue Ribbon Parks and Outdoor Recreation Task Force

In 2014, Governor Jay Inslee signed Executive Order 14-01 to establish “a Blue Ribbon Task Force to develop a transformation strategy for outdoor recreation in Washington State”. The order called for development of an action plan to address five key dimensions:

1. Support and expand outdoor recreation in the form of jobs, businesses, and tourism across the state,
2. promote and expand fishing and hunting to support local economies,
3. increase environmental awareness via promotion of outdoor experiences,
4. support talent acquisition and retention among state businesses and,
5. establish long-term funding sources for State Parks and other state land-management agencies.

The Task Force concluded work December 31, 2014 with several key recommended near-term actions and longer-term objectives. Actions included changes to funding channels, e.g. removing the 23-cent cap on gas taxes for off-road recreation, establishing new taxes on bottle water, and travel trailers, and directing revenue from watercraft excise taxes to recreation. The Task Force also called for improvements to the Discover Pass until alternate funding could be identified and the pass could be eliminated. Other desired actions included diversifying appointees to state recreation boards, designation of outdoor recreation as a specific industry with accompanying sector lead (to grow the economic contributions of outdoor recreation) and creating an outdoor recreation coordinating council. Long-term objectives include coordinating the promotion of outdoor recreation available (to attract more visitors from further afield), assisting smaller towns with all phases of developing their outdoor recreation resources and increased educational around recreation as a contributor to Washington’s economy (Washington State Recreation and Conservation Office, 2016).

In September 2016, Washington State Recreation and Conservation Office (RCO) revisited the status of these action items. Most of the action items were completed or ongoing at that time. Actions to incorporate outdoor recreation into K-12 core curriculum remains outstanding, but several separate efforts are underway (*Additional information and associated reports from the Blue Ribbon Task Force can be found at <http://www.rco.wa.gov/boards/TaskForce.shtml>*).

2017 Resident Survey SCORP

This survey (at the direction of RCO) was conducted to “assess the demand for outdoor recreation in preparation for the state comprehensive outdoor recreation plan” (Jostad, Schultz, & Chase, 2017, p. 2). The survey was completed by 5,945 individuals taken from a random, state-wide sample. The survey report included key findings on participation rates for specific activities, user days, locations of participation, satisfaction with facilities and opportunities, and future demand, including constraints to recreating.

A total of 27% indicated constraints to participation. The most common complaints related to restroom facilities and lack of opportunities within their communities. Other facility-specific concerns expressed were the associated costs, boat launch conditions, bike trails, general undesirable conditions, campground availability, access for persons with disabilities, lack of maintenance, pool availability and general shortage of facilities. Where opportunities were concerned, “access and cost were by far the leading issues” (Jostad et al., 2017, p. 55). This includes transportation, understanding public-private jurisdictions, and concern about rising costs.

Leadership Team Research Products & Key Analysis

The Leadership Team directed the work groups to build a common information base by gathering existing resources and commissioning new research efforts, in order to develop informed options and recommendations. The information presented in this section includes the following research products:

- Survey of Washington residents by WSU’s Division of Governmental Studies and Services to understand perspectives of the current fee system, barriers to recreating on public lands, and support for options under consideration by the Leadership Team.
- Case study analysis of how other states approach recreation fees and funding of public lands.
- Comprehensive analysis of exemptions and discounted passes, including analysis across all 50 states.
- Evaluation tool providing a framework for analyzing existing and proposed exemptions/ discounted passes (See Appendix G. for criteria).

These products can be found at the Ruckelshaus Center’s website: <http://ruckelshauscenter.wsu.edu/> or in the Appendices of the full report.

Paying for Recreation: User-Based Fees

The average **minimum** cost of an annual pass is \$47.50. Washington, at \$30, falls below the national average, and well below the mode of \$50. The range among states is from \$10 to \$100.

The average **maximum** cost of an annual pass is \$76.44 (\$58.71, omitting New York). Washington, again at \$30, falls below the national average, and well below the mode of \$50. Washington also sits at the lower end of the national price range (from \$10 to \$750). Though this range may seem extreme, it is skewed by New York charging a maximum amount of \$750 for a lifetime pass. The next highest amount is \$195. Only eight states charge more than \$100 at maximum.

Of the 37 states offering daily passes Washington has the second highest **minimum** price, charging \$10 per day. Only Massachusetts is higher at \$12 per day. The minimum national average cost between the 37 states offering daily passes is \$5.04, and the mode is \$5, with a range from \$2 to \$12.

The average price for the **maximum** cost of a daily pass is \$8.72. There are 12 states that charge \$10 or higher, including Washington. However, Washington is in the bottom third of the range that extends from \$4 to \$30. The mode of maximum cost is again \$5.

Data collected by State Parks, analyzed by Division of Governmental Studies and Services.

Who Should Pay for Public lands?

From the Situation Assessment (2017, p. 17)

Both agencies and representatives of user groups mentioned the need for agencies to have sufficient and sustainable funding levels and expressed concern that current funding levels are not sufficient. Agencies, in particular, expressed a need for predictable budgets to facilitate long-term planning.

...Some interviewees suggested that user fees contribute to a sense of stewardship of public lands and resources and/or that users should “pay to play” on public lands. Many interviewees described the budget crises and emergence of the Discover Pass as a necessary means to fill some of the gap created by recent budget crises. Interviewees also talked about the chronic funding shortage and maintenance backlogs on public lands – for trail maintenance, cleaning trailhead restrooms, etc. Several interviewees perceived a lack of enforcement, both at the trailhead to enforce passes and in the backcountry to protect the natural resources. A few interviewees said they don’t mind paying fees and have grudgingly supported fee increases, however, they expressed frustration that, despite the increased fee revenue, facilities and trails are not well maintained.

Many interviewees stated that access to public lands should not come at a cost borne only by the user. They say public lands were created to serve as a benefit to the public and therefore should be funded by the public. According to one interviewee, “users do not equal revenue”—government has a duty to invest in public lands. The returns on this investment, according to these interviewees, can and should be measured in terms of the economic benefits of outdoor recreation to the state economy, to overall public health, and to ecosystem services.

Pass Format and Transferability

Leadership Team Considerations:

- Potential need for new capital investments, (i.e. pass printers) for example, if Discover Pass is modified to accommodate endorsements or Interagency Pass or becomes a sticker. Retaining the hang tag would build on existing infrastructure investments.
- Current hangtag is not practical for open-top vehicles, or motorcycles due to potential theft or ability to attach securely. Developing a sticker format for these vehicles could serve as a pilot for offering a sticker option for all vehicles.
- **Window cling or sticker:**
 - Window cling or sticker would likely not be stolen if printed with a car's corresponding license plate number (numerous other states use a similar format).
 - **Pricing:** USFS offers a window cling at no cost to people who provide proof of registration (of an eligible vehicle) and proof of purchase of a NW Forest Pass.
- **Single-vehicle pass option:** Builds on the branding and awareness of the Discover Pass program, but eliminates the "I forgot my pass in the other car" frustration.
- According to Department of Licensing (DOL): different registration tabs would be difficult to implement and may be challenging for law enforcement. There is space available for a sticker on the front license plate of vehicles registered in Washington (front plates are mandatory), but law enforcement should be engaged in the development of such a format to ensure that pass placement does not interfere with the view or purpose of front license plates. Orders would need to be fulfilled by a third-party vendor or state land management agency. DOL can be a point of contact with public, but not tasked with fulfillment.

Relevant Survey Findings:

All respondents broadly supported the hangtag option, with window stickers preferred second.

Why Tie Funding for Public Lands to Motor Vehicles?

- Many existing passes are vehicle based;
- An overwhelming majority of visitors arrive by motor vehicle;
- Maintenance of trailhead/parking lot amenities represent a significant cost to the agencies;
- Pass associated with a vehicle is more easily enforceable—a ranger can check vehicles in the parking lot for a pass.

Participants acknowledged that a vehicle-based pass system can be circumvented by parking elsewhere or using an alternative mode of transportation to the trailhead; however, person or activity based fees create new challenges.

- A per-person based pass works at lands/sites with staffed entrance stations, but would be difficult and expensive for agencies to enforce at all points of access. Additionally, per-person fees may be more expensive for families. And;

- The Leadership Team expressed concern that further developing an activity-based (e.g. Sno-Park Permits & Natural Investment Permits) pass system would be seen as quantifying the “damage” a hiker or mountain biker inflicts on the land and create conflict between user types. Activity-based fees may also reduce opportunities to bundle and simplify the number of passes required to recreate on public lands.

Case Study: Colorado Parks and Wildlife manages all state lands open for recreation. Inside windshield pass required (\$7/day or \$70/annual). Household may purchase additional vehicle passes for \$35/vehicle.

Pricing: Cost of Passes to the Public

Leadership Team Considerations:

- Currently, the base price of Discover Pass is \$30, but transaction fees make the actual cost to purchaser vary from \$30, \$32, or \$35.
- Administrative costs for selling passes at State Parks and Department of Licensing are borne by the agencies.
- **Analysis from WDFW:** Assuming current annual pass purchasing levels (point of sale, number sold), a \$35 cost to users at all points of sale would generate an additional \$1.9 million/ year and help to offset the cost of sales/fulfillment.
- **Administration:** It is most efficient for agencies when individuals buy annual passes in advance. It is labor-intensive for State Parks staff to sell annual or one-day passes on site, and even more so to offer the ability to apply one-day pass purchase towards an annual pass.
- Fiscal analysis should consider the relationship between price and recommendations for simplifying and bundling state passes (i.e. the price of a Discover Pass could be lower than the current \$30-35 range and still maintain or increase revenue, if required on more lands or in association with more activities (such as camping at State Parks or hunting at WDFW managed lands) or if a single-vehicle pass would increase participation). Single-vehicle pricing analysis should begin in the \$15-20 range.
- **Inflation:** Currently the Office of Financial Management (OFM) is directed to inform the Legislature every four years of an adjusted price accounting for inflation, but the legislature is not required to act. Without price elasticity data, the agencies and OFM have been reluctant to submit for inflation adjustments.

Relevant Survey Findings:

Respondents who indicated they purchased a Discover Pass in the past 12 months indicated the likelihood of purchasing a pass at \$5 increments ranging from \$35-55. The majority of random residents (77.3%) and all survey respondents (80.1%) indicated they would definitely purchase a pass at \$35, but that percentage dramatically decreases at \$40 (38% and 38%, respectively). (p 13 of survey report). This indicates that care should be taken and additional analysis conducted prior to any price change.

Purchasing

- Not all passes are available at all points of sale. Congress is considering a bill that would allow federal agencies to sell state passes. WDFW could sell federal passes online (at least non-discounted passes), but in-person sales would be at the discretion of the vendor.

Access to Information

Principle: Individuals shouldn't need to know the agency that manages the recreation area to plan a trip.

Leadership Team Considerations:

- www.recreation.gov is a resource for passes, permits, fees relating to 60,000 sites across 12 agencies nationwide. A major user interface upgrade will roll out shortly, and there may be opportunities for state and local entities to partner.

Elements of a Common Information Portal (includes information on state and federal lands):

- Overview of all state and federal passes valid in Washington;
- Why passes are needed, how resulting revenue is used;
- Information on the exemption/discounted pass programs, how to use/acquire those benefits, and where they are valid;
- Opportunities for individuals to easily identify what pass is needed where, and links to purchase required pass;
- Links to resources with more information;
- Help the public make informed decisions about what pass to purchase (daily vs. annual; Northwest Forest vs. Interagency vs. site-specific National Park Pass.
- Information for people with disabilities, such as accessibility of facilities, taking service animals, using/accessing passes.

Relevant Survey Findings:

Majority of pass purchasers (53.9%) from random statewide survey indicated *creating a single website where I can plan trips and purchase any passes I need is very important consideration for improving fee system.*

Single Pass for State and Federal Lands

Key Analysis From Situation Assessment: Many interviewees thought that one pass would eliminate uncertainty regarding what pass was needed where, but expressed concern that price could be prohibitive – and suggested that a more expensive state/federal-pass option may need to be in addition to, rather than in place of, less expensive existing passes. Some expressed concern that a state/federal pass might not necessarily address need to visit multiple agency websites to plan a trip or fully learn about recreation opportunities within a region.

Federal Authorization: Federal Lands Recreation Enhancement Act (FLREA)

This legislation provides authority for federal agencies to collect fees under specific circumstances and provides a framework for revenue sharing and interagency collaboration. FLREA first granted federal agencies the ability to collect fees in fiscal year 2005, with a sunset date in 2015. Congress has extended FLREA through September 30, 2019 (US Code, Title 16, chapter 87, 6802). FLREA prohibits fee collection at USFS, BLM, and BOR for general access, use of overlooks, or travel through federal lands for those not using any developed facilities. The National Park Service collects entry fees for general access and services at parks designated as fee collecting parks. Fee collecting parks have a webpage explaining the user fees collected at each site.

Revenue Sharing

FLREA directs the US Secretary of the Treasury to “establish a special account in the Treasury for each

Federal land management agency” and provides a framework for distributing fees (both inter and intra-agency). A percentage of agency and site-specific fees benefit local offices and programs, with the balance going to regional and national offices.

With respect to the national, Interagency Pass programs, FLREA directs the Secretaries of Agriculture and the Interior to:

“[I]ssue guidelines[...] which shall include agreement on price, the distribution of revenues between the Federal land management agencies, the sharing of costs, benefits provided, marketing and design, adequate documentation for age and disability discounts under subsection (b), and the issuance of that recreation pass to volunteers. The Secretaries shall take into consideration all relevant visitor and sales data available in establishing the guidelines.” (US Code, Title 16, chapter 87, 6802)

Interagency Collaboration & Fee Collection

Excerpt:

(d) REGIONAL MULTIENTITY PASSES

(1) PASSES AUTHORIZED

The Secretary may establish and charge a fee for a regional multientity pass that will be accepted by one or more Federal land management agencies or by one or more governmental or nongovernmental entities for a specified period not to exceed 12 months. To include a Federal land management agency or governmental or nongovernmental entity over which the Secretary does not have jurisdiction, the Secretary shall obtain the consent of the head of such agency or entity.

(2) REGIONAL MULTIENTITY PASS AGREEMENT

In order to establish a regional multientity pass under this subsection, the Secretary shall enter into a regional multientity pass agreement with all the participating agencies or entities on price, the distribution of revenues between participating agencies or entities, the sharing of costs, benefits provided, marketing and design, and the issuance of the pass to volunteers. The Secretary shall take into consideration all relevant visitor and sales data available when entering into this agreement.

Additional Takeaways

- Washington residents who visit federal lands out of state may still need to acquire a valid federal pass.
- Opportunities/challenges for allocating and dispersing revenue, whether a state “buyout” (Washington pays participating federal agencies an agreed-upon amount for recognizing the Discover Pass) or reciprocity (whoever sells the pass, keeps the money): difficult to quantify current visitation at sites or lands that don’t have a staffed entrance; therefore, challenging to make accurate projections of fiscal impact and correlations between pass/fee revenue and visitation.
- Washington and Oregon used to have a state/federal pass option, which consisted of a state hangtag and the Interagency Pass (approximately 7,000 passes sold in 6 years). Re-creating this combined Washington/Oregon Pass would not necessarily require federal approval, but would

Relevant Survey Findings:

Of all survey respondents, 91.2% of respondents are either somewhat or very interested in a single pass or permit that gives access to all state and federal managed outdoor recreation lands in Washington state. Similarly, 85.8% of all survey respondents are either somewhat or very interested in a single pass or permit that gives access to all state managed outdoor recreation lands and all National Forests in Washington state.

require coordination with Oregon, if a two-state pass option is pursued. Challenges for the state hangtag holding federal pass: variations in transferability, expiration date, and lack of opportunities to buy state and federal pass at the same location.

- **Pass Product:** Administrative burden for local federal sites to sell/administer another product, whether a new pass or the Discover Pass.
- HR 3400 is a bill currently under consideration in Congress that would give federal agencies the authority and the flexibility to sell state passes (does not provide authority to combine passes).
- Not all federal recreation fees are solely associated with a personal vehicle.

Fee-Free Days

Key Analysis

- Federal agencies do not have a policy of consistent fee-free days across all agencies in the Interagency Pass program; instead, fee-free days recognize days of historic importance to their respective agency (number of free days ranges from 10-1).
- Nationally, 16 State Parks systems (or their equivalents) have free days, averaging 1-2 days per year.
- Sno-Parks don't offer fee-free days.
- Currently, State Parks is directed to consider fee-free days provided by federal agencies and authorize "up to 12" free days.

Leadership Team Considerations:

- Fee-free days provide an opportunity to promote recreation on Washington's public lands.

Relevant Survey Findings:

When asked to indicate why they did not purchase a recreation pass in the past 12 months, only 3.7% of non-pass purchasing survey respondents (95 individuals) indicated that they "primarily visit State Parks, National Parks, etc on free days."

Simplicity on State Recreation Lands

Key Analysis

- Some of the passes below grant motor vehicle access, others provide access and use of amenities (and the fees support the maintenance and operations of those amenities).
- Participants suggested that changes to passes and programs should also consider the formula for sharing Discover Pass revenue, agency fiscal health, and the cost to users (including the price of the Discover Pass and activity specific fees). Requiring the Discover Pass in association with more activities could lower the price for the public.
- Current distribution of Discover Pass revenue reflects the reduction in State General Fund support at the time of pass inception more closely than visitor use patterns, operational costs or program requirements.

Relevant Survey Findings:

Majority of pass purchasers (63.6%) indicated that "reducing the number of permits/passes required" was very important in improving the system.

Eastern Washington respondents are significantly more supportive of passes that combine launch fees and winter recreation with the Discover Pass.

Watercraft Launch Sites

The annual Natural Investment Permit (NIP) or Discover Pass/daily launch fee combination is required at Watercraft Launch sites managed by State Parks. In FY13, the NIP daily/annual launch fees generated \$420,000. Primitive launch sites managed by DNR require users to display a Discover Pass. AT WDFW managed lands, the Discover Pass or the VAP is required.

Winter Recreation

Most winter recreation sites (at USFS managed lands) require only a seasonal Sno-Park Permit, some additionally require Special Groomed Sticker for non-motorized recreation. A few winter recreation sites at state managed lands currently require daily/annual Discover Pass and Special Groomed Sticker OR a seasonal Sno-Park Permit. The winter recreation program is currently a self-funded program.

Hunting and Fishing

The Vehicle Access Pass (VAP) is currently provided with the purchase of most hunting/fishing license through WDFW. Requiring the Discover Pass—even if available at a discount—may be perceived as a fee increase by those who hunt or fish on WDFW lands. WDFW receives federal match dollars for sales of hunting and fishing licenses, which can be 2-3 times the actual price to user. Thus, reducing the cost of a hunting/fishing license that includes a Discover Pass would reduce the level of federal funding WDFW receives. Including a Discover Pass with the purchase of a hunting/fishing license (without raising license fees) might affect the federal dollar match that WDFW receives for license sales. Providing a reduced cost Discover Pass for one activity, might meet resistance from other activity groups.

Camping

Currently, a Discover Pass is required for primitive camping at DNR and WDFW managed sites, but not valid for overnight vehicle access at State Parks campgrounds (valid camping receipt provides day access during period of visitation).

\$5 Donation Program (State Parks)

Key Analysis

- Donation program currently generates \$14 million per biennium for State Parks.

Dual-Registered ORVs

Key Analysis

- Currently both the tow-vehicle and vehicle used on the trail must have (and display) separate Discover Passes.

- Dual registration ORV license is not required for recreation on state managed lands, but is required on federal lands. ORV licenses help support the development and maintenance of off-highway motorized recreation areas.

Approaches to Exemptions

Key Analysis

- Currently, some exemption programs waive transaction fees and others do not, some grant passes and other do not, and benefits are only valid at lands managed by State Parks. Individuals who recreate on DNR or WDFW lands may still need to purchase a Discover Pass.
- The evaluation tool currently assesses financial cost of existing exemptions valid at State Parks. Further analysis is required to calculate financial impact to agencies for exemptions to be extended to DNR and WDFW and the hunting/fishing discounts at WDFW.
- Currently, the Department of Social and Health Services (DSHS) does not provide information on discounts/exemptions at public lands to potential beneficiaries. There is an opportunity for land management agencies to partner with DSHS to determine eligibility; however, this could lead to increased use of benefits (see considerations under agency fiscal health for discussion on reimbursements for exemption programs).
- **Volunteer Pass Program:** this is not an exemption, but a way of earning a Discover Pass. Agencies use volunteer hours as in-kind matches for Recreation Conservation Office grants. Many seniors take advantage of this program, but there are opportunities to increase participation among seniors and people with disabilities.

Approaches to Equity

Key Analysis

- Fees may be a financial barrier for some to use and access public lands, but may not necessarily be the only barrier. Additional barriers identified by the work group, situation assessment interviewees, and survey respondents include: transportation, usability of facilities, and accessibility of information.

Role of State General Fund

Key Analysis

- Agencies provide services that benefit the state, but are unrelated to visitor use (natural and cultural resource stewardship), or not fully compensable (discounts and exemptions and other required free services, e.g., tribal access, public school access, other government access).
- Requirements of government processes not appropriately compensable by only visitors (e.g., public involvement in decision making, general government functions).
- Legislature directed State Parks to become self-funded agency (currently receives approximately 20% of annual budget from the State General Fund; historically received approximately 80%). Creation of user fees has filled some of the agency funding gap, but not all. Levels of public funding continue to decline, in part, due to the increased revenue generated by fees.
- **From the Situation Assessment:** In light of current funding challenges--individuals who have an ability to pay, are willing to pay--but they still recognize public lands as a public benefit that should be supported by the State General Fund.



4. Leadership Team Packaged Options

WASHINGTON RECREATION FEES LEADERSHIP TEAM: PACKAGED OPTIONS

In addition to a number of options considered but not recommended (see later in this report), the Work Groups developed, and the Leadership Team refined three comprehensive packages with coherent narratives that address the proviso elements and guiding principles of simplicity, consistency, equity, and agency fiscal health. The Leadership Team pursued this approach to developing options and recommendations in recognition of the interconnectedness of components of potential recommendations, and to tell the story of how each suite of recommendations addresses the tenets of the proviso and the guiding principles.

This section presents an overview for each package and presents components to meet the proviso principles. The three packages are:

- **Pass-Free Access;**
- **Two-Vehicle Pass System - Building on Success; and**
- **One-Vehicle Pass System - Reduced Fees.**

Components of each package may address more than one guiding principle, but are organized by proviso element and the information requested by the Legislature.

Each element includes one or more of the following actions required for implementation (or notes where more information required):



Administrative/Programmatic Change



Legislative Authorization



Federal Authorization or Coordination



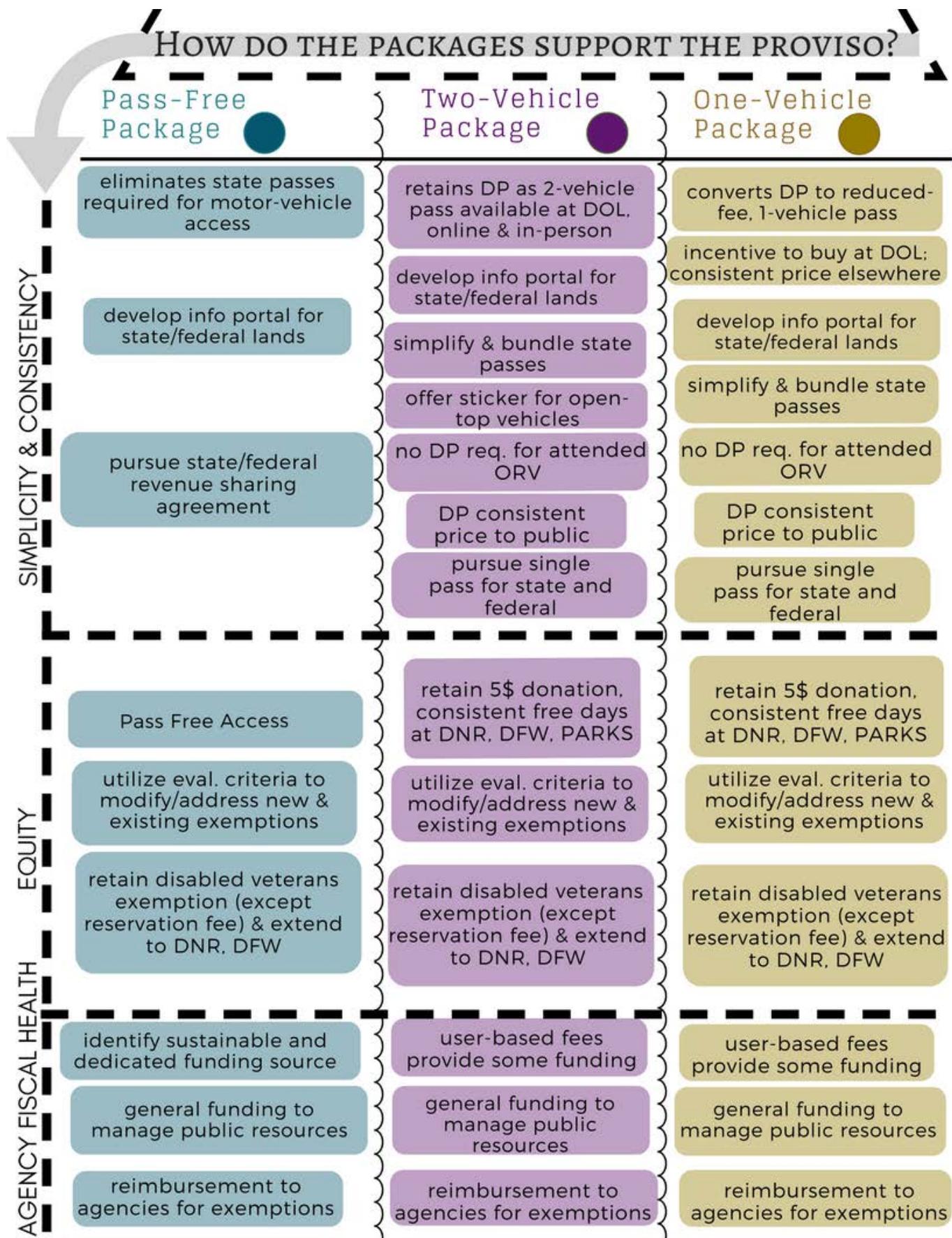
Requires New Resources



Potential to Generate New Funding

Leadership Team Assumptions

- Fees for backcountry permits, hunting and fishing licenses, campgrounds, ORV tabs, and other special use permits/passes remain.
- Agencies will continue to receive funding through broad public sources to:
 - Maintain and enhance usability of facilities;
 - Offset the costs of exemption/discount programs; and
 - Steward natural, cultural, historic, and other public resources.



Pass-Free Access Package

This is the preferred recommendation of the voting members of the Leadership Team, concluding that it is the best fit with the guiding principles/parameters of the proviso. This package replaces the Discover Pass and other state recreation passes with a source of broad-based public funding, resulting in the simplest, most consistent and equitable fee system and stable funding for land management agencies. Broad-based public funding reduces the need for exemptions and discounted passes. The funding source given the most consideration was a mandatory public land management fee at the time of vehicle registration; however, the Leadership Team did not prescribe this source and was open to other funding methods. With more Washingtonians supporting public land management, further fiscal analysis on a registration fee should begin in the \$7-15 per vehicle range. Under this package, agency budgets should still include allocations from the State General Fund.

HOW THIS PACKAGE ADDRESSES PROVISO ELEMENTS: *Simplicity and Consistency*

Format, Pricing, and Purchasing User-based fees on state lands no longer required for Washington residents. Further analysis required to determine cost/benefit of requiring passes for out-of-state residents.



Administrative/
Programmatic



Legislative
Authorization

Access To and Usability Of Information: Encourage/support state agencies (DNR, WDFW, and State Parks) to coordinate with federal agencies and other appropriate entities to develop common information portal.

Even if state and potentially federal passes are no longer required in Washington, education and marketing will be key to a successful transition to a new system, provide information for using public lands and planning trips (especially information for people with disabilities), and develop awareness of how public lands are funded.



Administrative/
Programmatic



Legislative
Authorization



Federal
Authorization



Requires New
Resources

State/Federal Fee Coordination: Encourage/support state agencies (State Parks, DNR, WDFW) to engage with federal agencies (at least USFS, but explore opportunities with other federal agencies) to develop a revenue sharing agreement.



Administrative/
Programmatic



Legislative
Authorization



Federal
Authorization



Requires New
Resources



Potential to Generate
New Revenue

\$5 Donation at Vehicle Registration: Fiscal analysis should consider whether the existing opt-out donation made to State Parks at the time of vehicle registration would be eliminated or become an opt-in program with revenue shared across the three state land management agencies.

Additional considerations identified by the Leadership Team:

- Depending on the funding mechanism and amount of revenue generated, the Leadership Team hopes that the opt-out donation could be eliminated while keeping State Parks whole.



Administrative/
Programmatic



Legislative
Authorization



Potential to Generate
New Revenue

Equity

Approach to Exemptions/Discounted Passes:

- Develop and adopt statutory language requiring agencies and the Legislature to apply principles of the the fiscal and social impact evaluation criteria/tool to existing and proposed exemptions.
- Retain exemptions for disabled veterans, except reservation transaction exemption, and extend free day-use access to DNR and WDFW.
- Use the fiscal and social impact evaluation criteria/tool and exemptions as a way to facilitate broader equity in access to public lands.



Administrative/
Programmatic



Legislative
Authorization



Requires New
Resources

Agency Fiscal Health

Reimburse Agencies to Implement Exemptions/Discount Programs: Agencies provide biennial estimates of cost to implement exemption programs to Office of Financial Management and Legislature, receiving reimbursement to the Recreation Access Pass Account (account that receives all Discover Pass Revenue).

Identify Sustainable and Dedicated Funding Sources to Replace Current and Projected User-Based Fee Revenue: The main source considered, but not prescribed, by the Leadership Team was a public land management fee at time of vehicle registration. The Leadership Team was open to other funding methods.



Administrative/
Programmatic



Legislative
Authorization



Potential to Generate
New Revenue

Two-Vehicle Pass System, Building on Success Package

This package is also recommended as a potential improvement to the status quo. It recognizes the successes of the Discover Pass program, while identifying opportunities to (a) simplify and bundle the many state passes that currently exist, (b) pursue the development of a pass that would work on state and federal lands in Washington, and (c) evaluate and standardize exempt/discounted passes. Under this package, individuals who recreate on public lands would continue to support recreation operations/programming through the purchase of user-based passes/fees. Fiscal analysis is required to identify consistent price point to user (starting in \$30-35 range) and mechanisms to adjust price for inflation. This package recognizes that fees can support some recreation management needs, but not all agency funding needs so agencies should receive support from the State General Fund.

HOW THIS PACKAGE ADDRESSES PROVISO ELEMENTS:

Simplicity and Consistency

Discover Pass Remains a Hangtag, Transferable Between Two Personal Vehicles: Recognizing this format does not work for all vehicles, state agencies offer a sticker for open-top vehicles and motorcycles. Pilot program opportunity: offer reduced price sticker(s) to everyone at time of purchasing annual Discover Pass. (Note: implementation actions only apply to sticker program).



Administrative/
Programmatic



Legislative
Authorization



Potential to Generate
New Revenue

Pass Purchasing: Retain existing opportunities to buy Discover Pass during vehicle registration, online, and in-person. Increase opportunities to buy state and federal passes at same point of purchase. Increase awareness of existing opportunities to buy Discover Pass on same day of intended recreation. (Note: Federal authorization required only for federal agencies to sell state passes.)



Administrative/
Programmatic



Federal
Authorization



Potential to Generate
New Revenue

Informed Discover Pass Pricing: Conduct further analysis and market research on price elasticity and mechanisms to account for inflation to enable informed and more consistent pricing for the public (inclusive of transaction fees). Analysis should also consider requiring the Discover Pass in association with more activities (such as camping or hunting).



Administrative/
Programmatic



Legislative
Authorization



Potential to Generate
New Revenue

Access To and Usability Of Information: Encourage/support state agencies (DNR, WDFW, and State Parks) to coordinate with federal agencies and other appropriate entities to develop common information portal.



Administrative/
Programmatic



Legislative
Authorization



Federal
Authorization



Requires New
Resources

State/Federal Fee Coordination: Legislature should direct state agencies (State Parks, DNR, WDFW) to engage with federal agencies (at least USFS, but explore opportunities with other federal agencies) to develop a single-pass for recreation lands in Washington. This group should develop detailed framework/proposals on pricing, pass format—including transferability of an existing product to other agency lands.



Administrative/
Programmatic



Legislative
Authorization



Federal
Authorization



Requires New
Resources



Potential to Generate
New Revenue

Consistent Fee Free Days: Implement policy of up to 12 free days at lands managed by State Parks, DNR, and WDFW. Integrate DNR and WDFW into existing free-day policy of State Parks and add considerations for days of importance to individual agencies while retaining considerations given to federal free days.



Administrative/
Programmatic



Legislative
Authorization



Requires New
Resources

Simplicity on State Lands: DNR, State Parks, WDFW, in consultation with appropriate user groups, should develop proposals to bundle and simplify state agency/activity passes. Users should not be asked to pay more out of pocket, without corresponding benefits.



Administrative/
Programmatic



Legislative
Authorization

Motor-Vehicle Access: If a street-legal vehicle has an ORV license and is attended, that vehicle does not need a Discover Pass.



Legislative
Authorization

\$5 Donation at Time of Vehicle Registration: Retain.

Equity

Approach to Exemptions/Discounted Passes:

- Develop and adopt statutory language requiring agencies and the Legislature to apply principles of the the fiscal and social impact evaluation criteria/tool to existing and proposed exemptions.
- Retain exemptions for disabled veterans, except reservation transaction exemption, extend day-use access to DNR and WDFW.
- Use the fiscal and social impact evaluation criteria/tool and exemptions as a way to facilitate broader equity and access to public lands.



Administrative/
Programmatic



Legislative
Authorization



Requires New
Resources

Agency Fiscal Health

Reimbursement to Agencies to Implement Exemptions/Discount Programs: Agencies provide biennial estimates of cost to implement exemption programs to Office of Financial Management and Legislature, receiving reimbursement to the Recreation Access Pass Account (account that receives all Discover Pass Revenue).

Funding to Support Usability of Facilities/Amenities: Agencies consult with people with disabilities regarding the functionality and usability of existing facilities to help direct and prioritize capital spending on improving ADA accessibility of infrastructure.

Funding for Managing Public Resources.

Continue to Explore Additional Funding Opportunities.



Administrative/
Programmatic



Legislative
Authorization



Requires New
Resources



Potential to Generate
New Revenue

Single-Vehicle Pass System/Reduced Fees

This package was also recommended as a potential improvement to the status quo. It has many similarities to the Two-Vehicle package. It identifies opportunities to simplify and bundle state passes, pursues the development of a state/federal pass, and evaluates and standardize exemptions. But instead of a household, two-vehicle pass, the Discover Pass would become a lower-priced, single-vehicle pass, potentially required in conjunction with more activities such as camping (at State Parks) or hunting (at WDFW managed lands). A lower price would enable more households to participate in the Discover Pass program and recreate on state-managed lands. To encourage participation, buying a Discover Pass at the time of vehicle registration becomes the incentivized option. Individuals who chose not to buy a pass at the time of registration, and/or out-of-state visitors, could buy a higher-priced pass at a later date online or in-person. Fiscal analysis is required to determine pricing (starting at \$15-20 range) and mechanisms to adjust for inflation. Under this package, agency budgets should still include allocations from the State General Fund.

HOW THIS PACKAGE ADDRESSES PROVISO ELEMENTS: *Simplicity and Consistency*

Pass Format: Current Discover Pass hangtag would be replaced with a reduced price, valid for one-vehicle sticker (for license plate or window).



Administrative/
Programmatic



Legislative
Authorization



Potential to Generate
New Revenue

Pass Purchasing: Purchasing a pass at the time of vehicle registration becomes the incentivized option. Retain existing opportunities to buy online and in-person for individuals who opt-out of buying at the time of registration and out-of-state residents. Increase opportunities to buy state and federal passes at the same point of purchase.

Fiscal analysis should explore revenue sharing opportunities with Department of Licensing sub-agents (in-person vehicle registration locations).



Administrative/
Programmatic



Legislative
Authorization



Potential to Generate
New Revenue

Informed Discover Pass Pricing: Conduct further analysis and market research on price elasticity and mechanisms to adjust price with inflation to enable informed pricing for the public (with consideration for incentive pricing at Dept. of Licensing and consistent price point for the public, inclusive of transaction fees, at other points of purchase). Pricing analysis should begin in the \$15-20 range and consider changes to Discover Pass requirements (i.e. requiring Discover Pass in conjunction with camping or boating at State Parks and/or hunting or fishing at WDFW managed lands).



Administrative/
Programmatic



Legislative
Authorization



Potential to Generate
New Revenue

Access To and Usability Of Information: Encourage/support state agencies (DNR, WDFW, and State Parks) to coordinate with federal agencies and other appropriate entities to develop common information portal.



Administrative/
Programmatic



Federal
Authorization



Requires New
Resources

State/Federal Fee Coordination: Encourage/support state agencies (State Parks, DNR, WDFW) to engage with federal agencies (at least USFS, but explore opportunities with other federal agencies) to develop a single-pass for recreation lands in Washington. This group should develop detailed framework/proposals on pricing, pass format—including transferability of an existing product to other agency lands.



Administrative/
Programmatic



Legislative
Authorization



Federal
Authorization



Requires New
Resources

Consistent Fee Free Days: Implement policy of up to 12 free days at lands managed by State Parks, DNR, and WDFW. Integrate DNR and WDFW into existing free-day policy of State Parks and add considerations to days important to agencies while retaining considerations to federal free days.



Administrative/
Programmatic



Legislative
Authorization



Requires New
Resources

Simplicity on State Lands: DNR, State Parks, WDFW, in consultation with appropriate user groups, should develop proposals to bundle and simplify state agency/activity passes. Users should not be asked to pay more out of pocket, without corresponding benefits.



Administrative/
Programmatic



Legislative
Authorization



Potential to Generate
New Revenue

Motor-Vehicle Access: If a street-legal vehicle has an ORV license and is attended, that vehicle does not need a Discover Pass.



Administrative/
Programmatic



Legislative
Authorization

\$5 Donation at Time of Vehicle Registration: Retain, with potential to modify based on fiscal analysis. Modifications suggested include: opt-in donation to support all state recreation lands, exemption programs, OR favorite recreation site.

Equity

Approach to Exemptions/ Discounted Passes:

- Develop and adopt statutory language requiring agencies and the Legislature to apply principles of the fiscal and social impact evaluation criteria/tool to existing and proposed exemptions.
- Retain exemptions for disabled veterans, except reservation transaction exemption, extend day-use access to DNR and WDFW managed lands.
- Use the fiscal and social impact evaluation criteria/tool and exemptions as a way to facilitate broader equity in access to public lands



Administrative/
Programmatic



Legislative
Authorization



Requires New
Resources

Agency Fiscal Health

Reimbursement to Agencies to Implement Exemptions/Discount Programs: Agencies provide biennial estimates of cost to implement exemption programs to Office of Financial Management and Legislature, receiving reimbursement to the Recreation Access Pass Account (account that receives all Discover Pass Revenue).

Funding to Support Usability of Facilities/Amenities: Agencies consult with people with disabilities regarding the functionality and usability of existing facilities to help direct and prioritize capital spending on improving ADA accessibility of infrastructure.

Funding for Managing Public Resources.

Continue to Explore Additional Funding Opportunities.



Administrative/
Programmatic



Legislative
Authorization



Requires New
Resources



5. Leadership Team Recommendations & Next Steps

WASHINGTON RECREATION FEES LEADERSHIP TEAM: RECOMMENDATIONS & NEXT STEPS

The “Pass-free Access Package” is the preferred recommendation, based on the voting members of the Leadership Team seeing it as the best fit with the parameters of the proviso. The “Two-vehicle Pass System - Building on Success Package” and “One-vehicle Pass System - Reduced Fees Package” are also recommended as potential improvements to the status quo.

Common Elements Across Packages

Each package presents a different, yet internally cohesive approach to increasing simplicity, consistency, and equity while maintaining agency fiscal health. However, some elements are consistent across multiple packages or would not preclude progress towards a specific package.

- **Access To and Usability Of Information:** encourage/support state agencies (DNR, WDFW, and State Parks) to coordinate with federal agencies and other appropriate entities to develop a common information portal.
- **State/Federal Fee Coordination:** encourage/support state agencies to engage with federal agencies to develop a single pass valid for state and federal recreation lands in Washington, along with a corresponding revenue-sharing agreement.
- **Implement Policy of Consistent Fee-Free Days** at state managed recreation lands.
- **Motor-Vehicle Access:** eliminate need for attended dual-registered ORVs to display a Discover Pass.
- **Informed Pricing:** prior to any decision to change products or prices, conduct fiscal and cost/benefit analysis, accounting for price elasticity, inflation, and parameters of fee/funding mechanism described in package(s)
- **Statewide Approach to Exemptions/Discounted Passes:**
 - Develop and adopt statutory language requiring agencies and the Legislature to apply principles of the the fiscal and social impact evaluation criteria/tool to existing and proposed exemptions; and
 - Retain exemptions for disabled veterans, except the reservation transaction exemption, and extend free day-use access to DNR and WDFW.
- **State Funding to Agencies:**
 - to increase usability of facilities/amenities;
 - reimbursement to implement exemptions/discount programs; and
 - to manage cultural, historic, and other public resources.

Elements Considered, But Not Recommended

The Leadership Team and work groups set out to think creatively and explore bold ideas to meet the terms of the proviso. Ideas considered, but not included, in the recommended packages are presented below to show the breadth of the wide-ranging and inclusive process.

- **State & Nationwide Pass:** Creating a pass that would be the sum of a Discover Pass + Interagency Pass (America the Beautiful)—a Washington state agency and federal nationwide combined pass—requires U.S. Congressional approval. It would also require education and awareness of rangers or other fee enforcement entities across multiple federal agencies nationwide.
- **Agency-Specific License Plates:** Vehicle-owners in Washington can choose to buy State Parks, WDFW, National Parks, or other license plates to support specific causes or entities. These plates provide funding to agencies but are not valid for access.
- **Fee Coordination Board:** One option the Leadership Team considered was the creation of a new, permanent board with diverse representation. This Board could have an advisory or decision-making role on issues such as fee levels or distribution of revenue among agencies. The Leadership Team expressed concern that such a board would be duplicative or delegate existing authority.
- **Pass Transferable Among 3+ Vehicles:** DNR, State Parks, and WDFW currently have the ability to offer a \$50 household Discover Pass; however, such a pass does not exist. Results from the survey conducted by DGSS indicate that the least preferred pass format/price is a more expensive pass that can be transferred to three vehicles or more.
- **Mechanism to Disperse State/Federal Pass Revenue:** The Washington Recreation Conservation Office (RCO) currently distributes grant funding to state and federal agencies in Washington. Since agencies are set up as vendors in the system, RCO could have an administrative function of dispersing money as directed by a pre-set formula; however, this would not build off existing mechanisms for collecting and dispersing revenue.
- **Different Pass Products:** During the Situation Assessment, throughout the Leadership Team/work group deliberations, and historically through bill proposals in the Legislature, many different ideas have been proposed to create new pass products (such as a more expensive, two-year Discover Pass or regional pass for certain park facilities). These products would contradict the Leadership Team’s recommendations to bundle and simplify state agency passes.
- **New Exemptions:** Since the establishment of the Discover Pass in 2011, there have been many bills to expand or extend exemptions. Instead of developing recommendations on each of the potential new exemption groups, the Leadership Team determined that creation of an evaluation tool (see Appendix G) would help the agencies and Legislature weigh the purpose, cost, usability, etc of all proposals.

Next Steps

Project Wrap-Up: The Leadership Team provided guidance and oversight as the Center compiled this report. Members of the Leadership Team, Agency Core Teams, and other interested entities had an opportunity to review the final draft for factual errors before it was finalized and distributed.

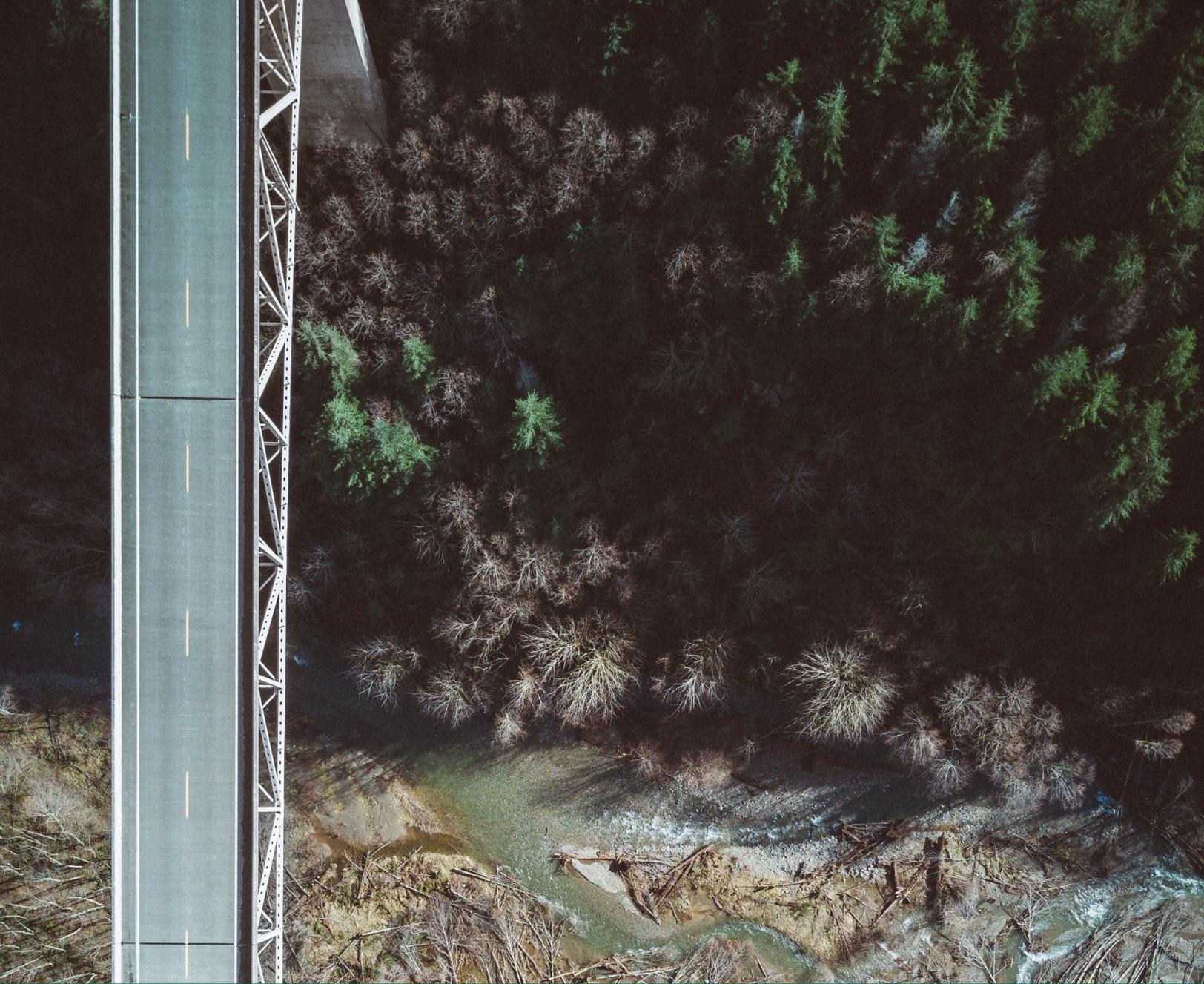
The proviso required a “report to the appropriate committees of the Legislature.” In addition to submitting the final written report, the Center, members of the Agency Core Team, and Leadership Team provided presentations to the House Environment Committee and House Community Development, Housing & Tribal Affairs Committee.

Implementation: Some elements within the packages are ready for implementation, while others require further data gathering and careful analysis and/or require further collaboration among various combinations of state and federal agencies, the Legislature, and interested parties.

The legislature and agencies should complete the work of this process by conducting a fiscal and cost/benefit analysis, that accounts for price elasticity, mechanisms to adjust price for inflation, and parameters of fee/funding mechanism described in package(s) prior to any decision to change products or prices (See Appendix J for draft budget proviso language).

Each package presents a different, yet internally cohesive approach to increasing simplicity, consistency, and equity while maintaining agency fiscal health. However, some elements are consistent across multiple packages or would not preclude progress towards a pass-free package (i.e. policy of consistent free days at state managed recreation lands). Implementation of many of these elements can be led by the state agencies, but may require support from the Legislature. Regarding the development of a regional state/federal pass, state land management agencies, with support from the Legislature, should engage with regional federal fee program managers at the US Forest Service, US Bureau of Reclamation, US Bureau of Land Management, US Army Corps of Engineers, US Fish and Wildlife Service, and National Park Service (including Interagency Pass program).

The agencies and Leadership Team look forward to working with the Governor and Legislature to understand your preferences moving forward.



6. Appendices



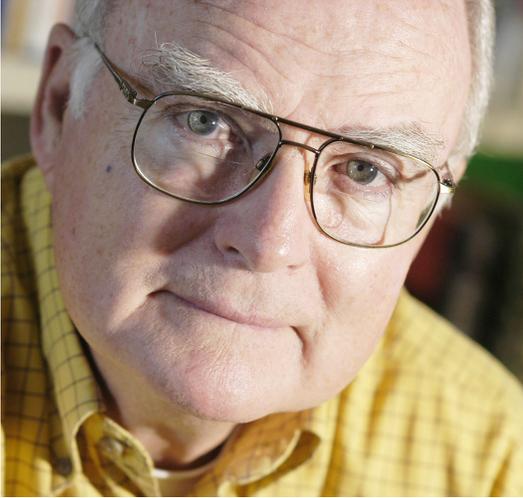
Appendix A: Legislative budget proviso (2ESHB 2376)

(3) \$250,000 of the recreation access pass account—state appropriation is provided solely for the commission, using its authority under RCW 79a.05.055(3) and in partnership with the department of fish and wildlife and the department of natural resources, to coordinate a process to develop options and recommendations to improve consistency, equity, and simplicity in the recreational access fee systems while accounting for the fiscal health and stability of public land management. The process must be collaborative and include other relevant agencies and appropriate stakeholders. The commission must contract with the William D. Ruckelshaus Center or another neutral third party to facilitate meetings and discussions with parties involved in the process and provide a report to the appropriate committees of the legislature by December 1, 2017. The process must analyze and make recommendations on:

- a. opportunities for federal and state permit fee coordination, including the potential for developing a system that allows a single pass to provide access to federal and state lands;
- b. opportunities to enhance consistency in the way state and federal recreational access fees apply to various types of recreational users, including those that travel to public lands by motor vehicle, boat, bicycle, foot, or another method; and
- c. opportunities to develop a comprehensive and consistent statewide approach to recreational fee discounts and exemptions to social and other groups including, but not limited to, disabled persons, seniors, disabled veterans, foster families, limited-income residents, and volunteers. This analysis must examine the cost of such a program, and should consider how recreational fee discounts fit into the broader set of benefits provided by the state to these social groups. This includes a review of the efficacy, purpose, and cost of existing recreational fee discounts and exemptions, as well as opportunities for new or modified social group discounts and exemptions. The department of veterans affairs and the department of social health and services must be included in this portion of the process.

THE WILLIAM D. RUCKELSHAUS CENTER

UNIVERSITY OF WASHINGTON



“Collaborative problem solving is an enormously powerful approach to resolving conflicts; it holds great promise for better, faster and more sustainable policy decisions. With the combined resources of our premier research institutions, this center establishes an invaluable neutral forum for addressing some of our most complex and pressing challenges.”

– WILLIAM D. RUCKELSHAUS

For more information on the William D. Ruckelshaus Center, please visit our web site at:
<http://RuckelshausCenter.wsu.edu>

About the Ruckelshaus Center

Mission:

The mission of the William D. Ruckelshaus Center is to help parties involved in complex public policy challenges in the State of Washington and the Pacific Northwest tap university expertise to develop collaborative, durable, and effective solutions.

Vision:

The Center envisions a future in which government leaders, policy makers, and citizens routinely employ tools of collaborative decision making to design, conduct, and implement successful public policy processes.

Identity:

We are a joint effort of Washington State University, hosted and administered by the WSU Extension, and the University of Washington, hosted through the Daniel J. Evans School of Public Policy and Governance. Building on the unique strengths of these two institutions, the Center applies university resources and knowledge towards solving challenging public policy issues.

Values:

Collaboration, consensus, neutrality, knowledge, education, inquiry, and civility.

What we do:

The Ruckelshaus Center partners with university faculty, staff, and students to help people work together to develop shared solutions to challenging policy issues. Areas where we work include:

- Community and Economic Development
- Land Use
- Natural Resources
- Transportation
- Agriculture
- Healthcare
- Tribal, Federal, State, and Local Governance

We build problem-solving capacity in the region by helping individuals and organizations better understand, initiate, participate in, and lead collaborative public policy efforts.

Who we serve:

The Center assists public, private, tribal, nonprofit, and other leaders to build consensus, resolve conflicts, and develop innovative, shared solutions for Washington and the Pacific Northwest.

"Compliments to the Ruckelshaus Center for helping us all to forge a path forward. We certainly wouldn't have gotten to this point without you."

–KAREN VALENZUELA
Governor's Chehalis Work Group



How We Do it:

- Provide a neutral and safe forum for parties to constructively define shared goals and resolve differences
- Conduct a situation assessment to determine how parties should proceed with a collaborative approach
- Provide facilitation, mediation, dispute resolution, project management, strategic planning, and other services that help parties reach consensus and resolve issues
- Provide diverse groups with a common information base via university research and fact finding
- Provide knowledge, training, and tools to improve the collaborative problem-solving abilities of individuals and organizations
- Host policy discussions in the form of guest lectures, conferences, and our Chairman's Circle and Statesperson luncheons

Governance and Funding:

The Center has offices in Seattle and Pullman. It is guided by an advisory board chaired by William Ruckelshaus and composed of prominent leaders representing a broad range of constituencies and geographic locations in the region. Funding for the Center is sought from a mix of sources, including foundations, corporations, individuals, agencies, other state and federal sources, and fee for service contracts when appropriate.

WSU Extension and UW Evans School of Public Policy and Governance programs and employment are available to all without discrimination.

5/10/16

To learn more about the Center, contact:

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Ernesta Ballard - Ballard & Associates*

Dan Bernardo - WSU Interim President and Provost+

Brian Blake - WA State House of Representatives+

Ana Mari Cauce - UW President+

Megan Clubb - Baker Boyer Bank

Elizabeth Cowles - The Cowles Company

Jack Creighton - Madrona Venture Group

Greg Devereux - WA Federation of State Employees

Norm Dicks - Van Ness Feldman

Urban Eberhart - Farmer & Irrigator

Bob Drewel - WSU North Puget Sound**

Daniel J. Evans - Daniel J. Evans and Associates

Anne Farrell - The Seattle Foundation (ret.)**

Karen Fraser - WA State Senate+

William Gates (*Emeritus*) - Bill & Melinda Gates
Foundation

Peter Goldmark - WA State Department of Natural
Resources

Jay Gordon - WA State Dairy Federation*

Slade Gorton - US Senator, R-WA (ret.)

Lisa J. Graumlich - UW College of the Environment+

Christine Gregoire - Governor of WA State (former)

Gerald Grinstein - Madrona Venture Group**

Heather Hansen - WA Friends of Farms and Forests

Denis Hayes - Bullitt Foundation

Joe King - Joe King & Associates*

Rich Koenig - WSU Extension*+

Martha Kongsgaard - Kongsgaard | Goldman
Foundation**

Jay Manning - Cascadia Law Group

Dave McShea - Perkins Coie

Ralph Munro - WA Secretary of State (ret.)*

Bill Neukom - K&L Gates

Linda Evans Parlette - WA State Senate+

Molly Pengra - Pengra Capital

V. Lane Rawlins - WSU President (ret.)

Michael J. Tate - WSU Office of the Provost (ret.)

Kellye Y. Testy - UW School of Law+

Kristen Tetteh - Washington Global Health Alliance

Jim Waldo - Gordon Thomas Honeywell LLP

Paul Ward - Yakama Nation*

Terry Williams - The Tulalip Tribes

Cindy Zehnder - Gordon Thomas Honeywell LLP

Hans Zeiger - WA State House of Representatives+

+ Ex-Officio Member

*Executive Committee Member

**Development Committee Member

Appendix C: Participant List

Ex Officio Members (non-voting)	
House Agriculture & Natural Resources Committee	Rep. Vincent Buys
House Democratic Caucus	Yoshi Kumara
Senate Natural Resources & Parks Committee	Senator Kevin Van De Wege
Senate Natural Resources and Parks Committee	Curt Gavigan, Angela Kleis
Agency Core Team (non-voting)	
Gov. Office, Outdoor Recreation	Jon Snyder
Washington State Dept. of Fish & Wildlife	Melinda Posner, Jason Wettstein, Peter Vernie, Raquel DeCrosier
Washington State Dept. of Natural Resources	Glenn Glover, Cyndi Comfort, Tim Stapleton
Washington State Parks & Recreation Commission	Daniel Farber, Todd Tatum, Tom Oliva
Leadership Team	
Backcountry Horsemen of Washington	Jeff Chapman
Big Tent Coalition, Outcomes by Levy	Doug Levy
Cowlitz Tribe	Mike Iyall
Evergreen Mountain Bike Alliance	Yvonne Kraus
Hunter's Heritage Council	Mark Pidgeon
Interim Community Development Association (Interim CDA)	Alisa Koyama
National Park Service	Cindy David
Northwest Marine Trade Association	George Harris
Veterans Legislative Coalition	Mike Partridge
U.S. Forest Service	Jocelyn Biro
US Fish & Wildlife Service	Phil LePelch
Washington Department of Veteran's Affairs	Heidi Audette
Washington Federation of State Employees	Alia Griffing
Washington State Parks Foundation	John Floberg/Lisa Bellefond
Washington Off-Highway Vehicle Alliance	Crystal Crowder
Washington Trails Association	Andrea Imler
Washington Wildlife Recreation Coalition	Rob Sendak

Coordination Work Group (non-voting)	
Coastal Conservation Alliance	Scott Sigmon
Cowlitz Tribe	Mike Iyall
Evergreen Mountain Bike Alliance	Yvonne Kraus
Gov. Office, Outdoor Recreation	Jon Snyder
Hunter's Heritage Council	Jim Goldsmith
REI	Mike Hauer
State Parks	Daniel Farber, Todd Tatum
US Forest Service	Krystal Fleeger, Magenta Widner
Washington Dept. of Fish & Wildlife	Melinda Posner, Peter Vernie
Washington Dept. of Natural Resources	Glenn Glover
Washington Off-Highway Vehicle Alliance	Crystal Crowder
Washington State Parks Foundation	Lisa Bellefond, John Floberg
Washington Trails Association	Andrea Imler
Exemption Work Group (non-voting)	
Interim Community Development Association (Interim CDA)	Alisa Koyama
Economic Services Administration, Dept. of Social and Health Services	Erik Peterson, Shane Riddle
Gov. Office, Outdoor Recreation	Jon Snyder
Veteran's Legislative Coalition	Mike Partridge
Salmon for Soldiers	Randy Shelton
State Parks	Daniel Farber, Tom Oliva
US Forest Service	Bill Mitchell
Washington Dept. of Fish & Wildlife	Melinda Posner, Dolores Noyes,
Washington Dept. of Natural Resources	Cyndi Comfort
Washington Dept. of Veteran's Affairs	Heidi Audette
Washington Federation of State Employees	Alia Griffing
Survey Work Group (non-voting)	
Dept. of Fish & Wildlife	Melinda Posner, Jason Wettstein
Dept. of Natural Resources	Glenn Glover, Cyndi Comfort

State Parks	Daniel Farber
Washington Off-Highway Vehicle Alliance	Crystal Crowder
Washington Trails Association	Andrea Imler
Additional Consultation	
Aging Support, Dept. of Social and Health Services	
Big Tent Outdoor Recreation Coalition	
Bureau of Land Management	
Children's Administration, Dept. of Social and Health Services	
Developmental Disabilities Administration, Dept. of Social and Health Services	
Developmental Disability Council	
Disability Rights Washington	
Discover Your Northwest	
Governor's Committee on Disability Issues & Employment	
Foster Parents of Washington	
National Forest Foundation	
National Park Service (Regional and DC offices)	
Outdoor Research	
Outdoors for All	
Recreation Conservation Office	
Sermonti Public Affairs	
Washington Department of Licensing	

Project Team
Ruckelshaus Center: Molly Stenovec (project manager), Michael Kern, Chris Page, Shane Carnohan, Alexa Schreier
WSU Division of Governmental Studies & Services: Season Hoard, Christina Sanders, Brian Anderson
Consultant/Systems Analysis: Laurie Thorpe

Appendix D: Survey Analysis

Division of Governmental Studies and Services

Final Report

November 29, 2017

Washington State Outdoor Recreation Survey Report

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The Division of Governmental Studies and Services (DGSS) is jointly sponsored by WSU Extension and the College of Arts and Sciences, and has served as a link between Washington State University resources and the population of the Pacific Northwest for over 50 years. DGSS serves the University's land grant mission through applied social science research, program evaluation, technical assistance and training, which provides University resources for public benefit. DGSS has extensive experience in program evaluation, survey research, data analysis, and community engagement.

The William D. Ruckelshaus Center contacted DGSS to help develop and implement a survey examining Washington State resident opinions and perceptions of the current pass/permit system, options for consolidating passes/permits, and opinions on potential options for funding Washington State public lands. DGSS worked with Ruckelshaus Center staff, and representatives from several outdoor recreation agencies, including the Washington State Department of Fish and Wildlife, Washington State Parks and Recreation Commission, Washington State Department of Natural Resources, and representatives of several outdoor recreation groups to develop the survey. The areas of inquiry were developed in collaboration with the Ruckelshaus Center and participating agencies and organizations to ensure information collected would be useful for future planning and assessment. The survey was administered in collaboration with the project partners, who provided the survey in various distribution formats, including social media, newsletters, and in some cases sent the survey to a random sample of outdoor recreation users. Due to these various distribution channels, a unique survey link was provided to agencies and organizations depending on their method of distribution resulting in 14 online surveys actually being conducted.

The online surveys were administered in the Summer of 2017, and resulted in 22,864 survey responses. The majority of these responses, 16,171, were collected using non-probability sampling techniques, while 6,693 were collected based on random sampling techniques of (1) purchasers of hunting and fishing licenses in WDFW Wild, (2) individuals who use the State Parks Camis system to reserve camp sites, and (2) a random survey of Washington State residents conducted in cooperation with Survey Sampling International. The three random surveys provided sufficient response to generalize to the respective populations with a 95% Confidence Interval and 5% Margin of Error. However, it is important to note that the non-probability surveys, the WDFW Wild Survey, and the State Parks Camis survey are likely to over-represent "heavy users" of Washington State outdoor recreation public lands, particularly the non-probability surveys, and we utilize the random resident survey to contextualize the results due to its greater representativeness of the Washington State population. DGSS performed data quality assurance testing and analysis of survey results, a detailed discussion of which follows in this report.

The surveys were designed to ascertain outdoor recreation activities, pass/permits purchased, perceptions of the current pass/permit system, interest in combining certain passes/permits, support for different options being considered to fund public lands, why some households are not purchasing passes/permits, and barriers to accessing public lands in Washington State. Key findings from the surveys are provided below.

Overall findings (Descriptive Analysis)

- A majority of pass purchasers indicated that their household purchases a Discover Pass (86% of all surveys, 73% of random resident survey respondents); the second most purchased pass for all survey respondents is the Annual Northwest Forest Pass
- Nearly half of all pass purchasers (46.6%) disagreed or strongly disagreed that the pass system is easy to understand, 58.3% agreed or strongly agreed that they have shown up to a recreation site and found out they had the wrong pass or permit. A majority (60.9%) of respondents to the *random resident survey agreed or strongly agreed that the pass/permit system was easy to understand.*
- Those who purchased a pass/permit in the last 12 months are most interested the following passes: (1) a pass that combines access to all state and federal managed outdoor lands (90.5% are either very interested or somewhat interested), and (2) a pass that combines access to state managed outdoor recreation lands and National Forests in Washington State (85.4% are either very interested or somewhat interested).
- Over half of pass purchasers in all surveys indicated *ensuring public lands are adequately funded* (66%) and *reducing the number of permits/passes required* (63.6%) is a very important consideration for planning a new system.
- Just over half of the pass purchaser respondents to the random survey indicated *creating a single website where I can plan trips and purchase any passes I need* (53.9%) is a very important consideration for planning a new system. Just under half indicated that *reducing the number of permits/passes required* (49.4%) is a very important consideration for planning a new system.
- Responses indicate that the least preferred pass format preference is a license tab. A hangtag is most preferred among pass purchasers from all surveys, and a window sticker is most preferred by pass purchaser respondents to the random resident survey.
- The most preferred pass format/price preference is a more expensive pass that can be transferred to three vehicles or more. Pass purchasers responding to the random resident survey preferred a lower priced pass that is associated with one vehicle only, while pass purchasers across all surveys preferred a somewhat higher priced pass that can be transferred between 2 vehicles in a household.
- The most supported funding option across surveys is a single pass with optional add-ons, followed by the opt-in option.

Non-Pass/Permit Purchasers Overall Findings (Descriptive Analysis)

- For respondents whose household did not purchase a pass in the last 12 months, the most common reasons indicated were *other*, *passes not needed where I recreate*, and *too many passes/permits/licenses needed.*
- A higher percentage of non-purchasers indicated that they have a veteran, veteran with a service related disability, or a person with a disability in the household.

Statistical Group Comparisons

- According to the responses, non-pass/permit purchasers are significantly less supportive of all presented options for funding public lands compared to pass/permit purchasers.
- Survey respondents in Eastern Washington are significantly more supportive of a single pass that combines access to state-managed outdoor recreation lands and water craft launch sites AND a single pass that combines access to state managed outdoor recreation lands and winter recreation areas.
- Eastern Washington respondents are also significantly less supportive of eliminating passes/permits by increasing vehicle registration fees than Western respondents.
- Group comparisons also reveal that respondents who both fish and hunt are significantly more interested in a single pass that combines access to all state managed outdoor recreation lands and water craft launch sites.
- Respondents who hunt or both hunt and fish are less supportive of all proposed funding options than those who do not participate in those activities.
- Hikers are significantly more supportive of all options for funding public lands than those who do not hike.

Methods

To better understand perceptions of the current pass system, preferences for whether and how to combine passes, and options for redesigning the current system, several online surveys were conducted that combined both probability and non-probability sampling techniques using Qualtrics software. Surveys were developed by the Division of Governmental Studies and Services (DGSS) in cooperation with the Ruckelshaus Center, participating state agencies, and outdoor recreation groups. A variety of sampling techniques was utilized in an attempt to ensure that a range of Washington State residents participated, and to garner as many resident opinions on these important topics as possible. This combination of sampling techniques combines a breadth of responses with an ability to generalize to the larger population of residents within Washington State. More information on each of the techniques is presented below.

Non-probability sampling

A total of 11 non-probability surveys were implemented using social media, newsletters, and local news media from August 2017 to September 2017.¹⁷ DGSS researchers worked with various state agencies and outdoor recreation groups to ensure a variety of outdoor recreation users, and potential non-users, were invited to respond to the survey. Each participating agency or organization received a unique link for the survey to track responses across organizations. State agencies that sent out the survey via newsletter and/or social media include: State Parks, Washington State Department of Veterans Affairs, Washington State Department of Fish

¹⁷ A total of 14 organizations were contacted to share the survey; however, 4 organizations did not share the survey after a survey link was provided.

and Wildlife, and Washington State Department of Natural Resources. Outdoor recreation groups that shared the survey with their members, posted it on their social media, or shared via newsletter include: The Big Tent Coalition, Washington State Wildlife Recreation Coalition, the Washington Trails Association, and the Backcountry Horseman. Surveys were also distributed by The Washington State Democratic and Republican Caucuses, and media outlets such as KUOW and the Everett Herald.

The surveys were later combined to allow for descriptive analysis and group comparisons to be performed across surveys. A total of 18,745 individuals completed a non-random survey, potential duplicate responses were identified using Qualtrics Software and removed from the analysis (2,313) to avoid biasing estimates. This yielded a total of 16,432 total respondents. While the survey was focused on Washington State residents, some non-residents participated in the survey. For this initial analysis all non-state responses are removed to focus on Washington resident opinions and perceptions. A total of 261 out of state respondents completed non-random surveys¹⁸, once removed this leaves a total of 16,171 respondents.

Probability sampling

Where possible, probability sampling techniques were applied to provide the ability to generalize to a population. A total of three surveys were implemented using random sampling techniques: two were conducted using lists provided by State Parks and the Washington State Department of Fish and Wildlife, and the third was conducted by contracting with Survey Sampling, International to obtain a random sample of Washington State residents. More detailed information on each of the three survey types is provided below.

Washington State Parks Camis

DGSS worked with State Parks to randomly sample individuals who use the Washington State Parks Reservation System (known as Camis). The State Parks reservation system had an email list of nearly 400,000 contacts for people who booked through the system in the past two years. State Parks personnel randomly sampled approximately one-quarter of the list, and sent an email invitation to approximately 100,000 individuals. The survey invitation was sent August 17, 2017; on the date of distribution there was approximately a 28% open rate (28,019 opened the email). Of these individuals, approximately 5,832 clicked on the survey link. A total of 4,949 individuals completed the Camis random survey. Potential duplicates (626) and out of state responses (236) were removed, which left a total of 4,087 respondents. While this is a lower than desired response rate, it is somewhat expected in this case, as only one email request was sent to potential survey respondents. Additionally, it was clear during administration that a number of out of state respondents received an invitation to participate and declined to take the survey due to its focus on Washington State residents.

It is important to note that only individuals who provided an email address were able to be randomly sampled via this method. While our sample size is sufficient for a 99% confidence interval and 5% margin of error, generalization to the entire population of campers in

¹⁸ Out of state respondents were identified by their zip code.

Washington State is limited. These estimates reflect those campers who use the Camis reservation system, and provide email information.

When conducting group comparisons between types of activities, we utilized Camis data in group comparisons of camping preferences to determine whether the relationships are still present (or change) when examined with a random sample of these groups.

Department of Fish and Wildlife WILD

The Department of Fish and Wildlife sent an email invitation to a random sample of individuals who used the WILD system to purchase hunting and fishing licenses, and provided their email information. Approximately 50% of the list was randomly sampled, and the agency sent an email invitation to 23,151 individuals. The survey invitation was sent August 18, 2017, and on the date of distribution there was a 10.56% open rate (2,445 unique opens). Respondents received one invitation to complete the survey, and no follow up reminders were sent. The WDFW WILD survey garnered a total of 1,389 respondents. Potential duplicates (206) and out of state responses (41) were removed which yielded a total of 1,142 respondents. The total sample size is sufficient for a 95% confidence interval and 5% margin of error. However, as with the State Parks survey, this reflects the total population of hunting and fishing license purchasers who provided an email address in the WDFW WILD system. Generalization to the entire population of Washington State fishing and hunting licensing purchasers should be done with caution.

When conducting group comparisons between types of activities, WDFW data was used in group comparisons of hunting and fishing to determine whether the relationships are still present (or change) when examined with a random sample of these groups.

Random Washington State Resident Survey--Sampling International Washington Resident Survey

DGSS contracted with Survey Sampling, International (SSI) to obtain a representative sample of Washington State residents. Because the other surveys conducted for the purpose of this study used lists and contacts from Washington State outdoor recreation agencies or participating outdoor recreation groups, it was determined that a separate random survey should be conducted in order to obtain a representative sample of Washington State residents overall, in hopes of hearing from individuals who do not regularly recreate on State or Federally-managed lands in Washington.

DGSS provided the online survey link to SSI, which maintains a global database of survey panelists to aid in marketing research. DGSS requested a representative sample of Washington State residents and worked with SSI to ensure representativeness in terms of (1) Pass/permit purchasers and Non pass/permit purchasers, and (2) East/West participation. SSI utilizes online sampling and panelist recruitment, and works with several recruiting partners to ensure representativeness to the requested population, in this case Washington State. According to SSI methodology, due to our overall sample size of 1,464 individuals, we can expect a 95% CI with approximately 5% MOE. While SSI makes use of various techniques, including multi-sourcing

models and methodology to reduce non-coverage errors, it is important to note that this survey is subject to the same limitations as other panel data garnered from corporate resources. That being that the respondents may not accurately reflect the Washington State population in some respects. For example, it may be that the use of public lands for recreation is an experience not easily enjoyed by residents in a lower income bracket. Also, there may be population groups in Washington State who do not have access to high-speed Internet, so are not able to easily respond to online surveys. However, these concerns are ever-present when researchers conduct online surveys and are not unique to panel data recruitment. While SSI ensures that its multi-source panels are representative, contact list details are not shared, therefore, generalization to Washington residents as a whole should be done with some caution.

Since all other surveys conducted were not of a random sample of residents, and many were taken from contact lists from public land management agencies, WDFW Wild and State Parks Camis will likely feature frequent pass-purchasers or “heavy users” of outdoor recreation lands. The random resident survey was used as a point of comparison in descriptive analysis since it is the most representative survey of Washington State residents as a whole, not just those who participate in outdoor recreation. As such it serves to provide context to the results overall since respondents to this survey are less likely to be frequent users of public outdoor recreation lands.

Results

Descriptive Analysis

Analysis of all surveys revealed that slightly over half of the respondents are female (50.8%), a majority are Caucasian (85.4%) and non-Hispanic (96.4%), and that the primary language spoken in the household for the overwhelming majority of respondents is English (98.4%). Just under forty-two percent indicated that they have 2 registered vehicles for their household (41.9%), and their approximate household income in 2016 before taxes was between \$40,000 and \$69,999 (23%). Approximately, 14% have a veteran in the household, 1.2% have someone in the household on active duty in the military, and 3.1% have a Veteran in the household with a service related disability level of 30% or more. Additionally, 7.3% indicated that a person with a disability lives in the household, while 0.5% indicated they are a foster care provider. In terms of outdoor activities, a majority of respondents indicated that they engaged in hiking (day trips) (84.3%, 14,994), followed by camping (tent at an established campground, reservations required) (61.4%, 10,917). A slightly higher percentage of total respondents indicated that they engaged in at least five outdoor activities (13.1%), and most respondents indicated that they reside in Western Washington (85.4%, 15,195).

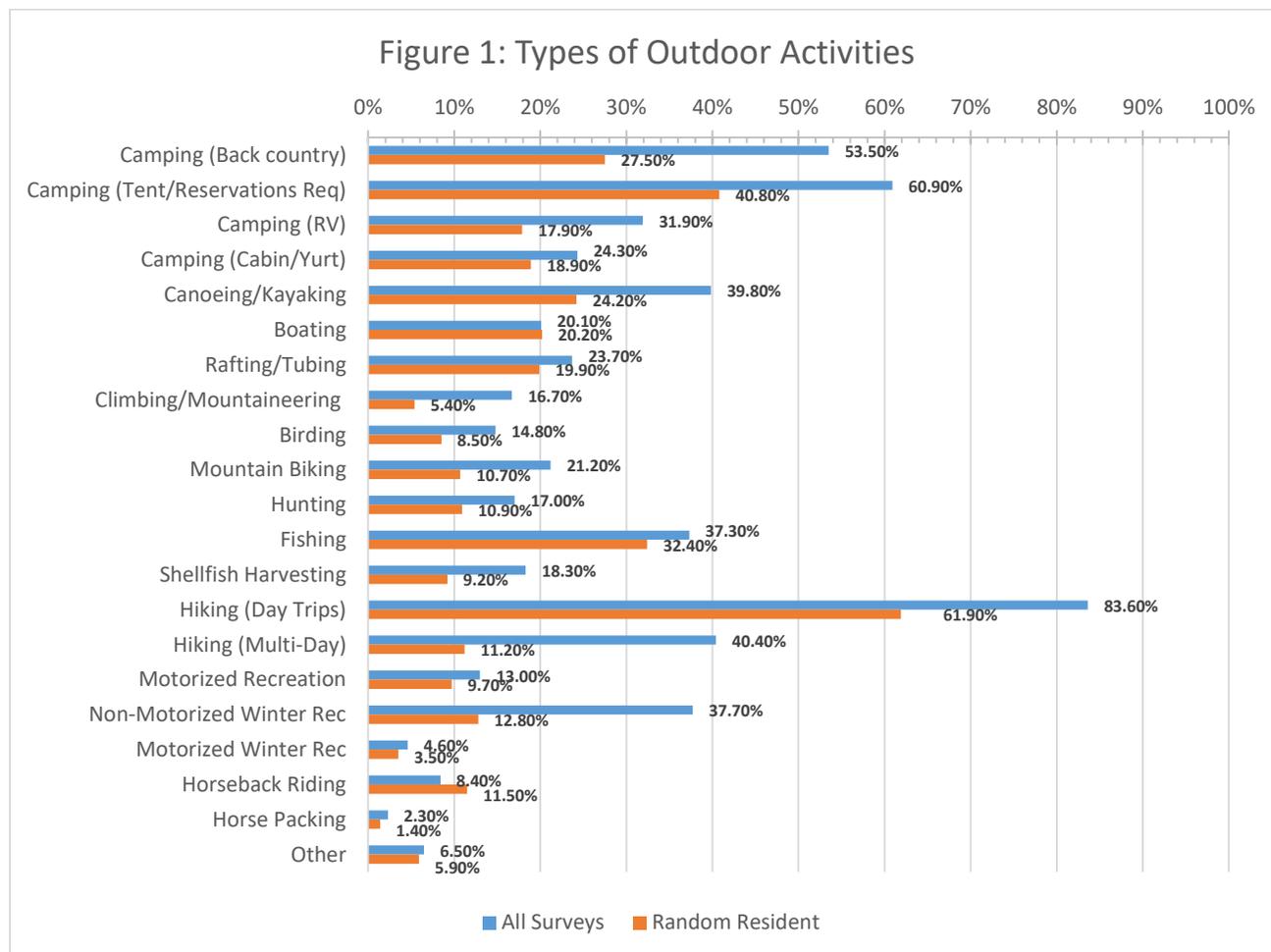
Table 1: Descriptive Statistics for Total Surveys, and Individual Surveys

	All Surveys	Non-Random	WDFW Wild	CAMIS	Random Resident
Gender	Female (50.8%)	Female (51.4%)	74.6% (Male)	50.2% (Male)	63% (Female)
Race	85.4% (Caucasian)	90.2% (Caucasian)	95.3% (Caucasian)	92.8% (Caucasian)	86% (Caucasian)
Ethnicity	Non-Hispanic (96.4%)	Non-Hispanic (96.5%)	Non-Hispanic (97.8%)	Non-Hispanic (97.3%)	Non-Hispanic (93.5%)
Primary Language	English (98.4%)	English (98.5%)	English (98.8%)	English (97.9%)	English (97.9%)
# of Registered Vehicles	2 (41.9%)	2 (42.6%)	2 (37.8%)	2 (41.1%)	2 (40.4%)
Income	\$40,000-\$69,999 (23%)	\$40,000-\$69,999 (22.4%) \$70,000-\$99,999	\$70,000-\$99,999 (26%)	\$40,000-\$69,999 (23.9%)	\$40,000-\$69,999 (25%)
Types of Outdoor Recreation	Hiking-day trips (83.6%)	Hiking-day trips (89%)	Hiking-day trips (75.6%)	Hiking-day trips (70.6%)	Hiking-day trips (61.7%)
# of Outdoor Recreation Activities	5 (13.1%)	6 (13.4%)	5 (13%)	4 (14.9%)	1 & 2 (14.3%)
East/West	West (85.4%)	West (86.8%)	West (72.8%)	West (87.2%)	West (77%)
Total Responses	22,864	16,171	1142	4087	1464

Types of Activities

All survey respondents were asked questions about the type of outdoor recreation activities in which they engage. The percentage of all respondents engaging in each activity (% of respondents for all surveys combined), and random resident survey respondents (for comparison) in Figure 1 below. As can be seen in Figure 1, the vast majority of respondents for all surveys and for the random resident survey indicated that they engage in Hiking/Day Trips (83.6% 19,111, and 61.7% respectively), followed by Camping (Tent/At an Established Campground/Reservation Required) (60.9% 13,929, and 41.1% respectively). The activity conducted the least among respondents for all surveys including the random resident survey is Horse Packing.

The Statewide Outdoor Recreation Planning (SCORP) document estimates from previous survey data that approximately 53% of respondents engage in Day-Hiking. This suggests that individuals who engage in Day-Hiking may be over-represented across all surveys, which is further supported by the fact that the Washington Trails Association Survey responses account for nearly half of all survey responses (8344, 46.9%). Rather than under-weight these responses (and potentially de-valuing the importance of these individuals in assessing perceptions and opinions of key issues), where applicable we provide group comparisons between these individuals and all other respondents to contextualize responses.



Passes/Permits Purchased or Acquired in the Last 12 Months

All survey respondents were asked whether they, or anyone in their household, purchased or acquired outdoor recreation passes or permits in the last 12 months. Unsurprisingly, the vast majority of all respondents across all surveys indicated that they did (88.3%, 20,189). For the random resident survey, responses to this question are more evenly split: 50.2% said *yes*, while 49.8% stated *no*. We provide further analysis of responses who indicated that they purchased or acquired a pass below, while analysis of those who did not purchase a pass begins on page 21.

Survey respondents who indicated that someone in their household purchased or acquired a pass or permit in the last 12 months, were asked which passes or permits were obtained. Beginning with passes purchased (See Figure 2 Below), a vast majority of survey respondents indicated they purchased an annual Discover Pass (86.0%, 17354). The next most purchased passes among all respondents are the Annual Northwest Forest Pass (34.4%, 6,974) and the Interagency Pass (27.8%, 5,609). Regrettably, 33.5% (1,881) of respondents who purchased the Interagency Pass also purchased the Annual Northwest Forest Pass, even though the Interagency Pass already provides access to all National Forests. These results are similar to the random resident survey responses. The majority of random resident survey respondents indicated that they purchase the annual Discover Pass (73.0%, 550). However, the next most purchased or acquired passes/permits are the Vehicle Access Pass (28.0%, 211) and the One-Day Discover Pass (22.7%, 171).

Very few respondents indicated that their household acquired a reduced or free pass in the last 12 months (Figure 3 Below). The most acquired free or reduced pass among all survey respondents is the Federal Access Pass (Interagency Pass) for U.S. permanent residents/citizens with a permanent disability) (4.4%, 891). In contrast, the most acquired free or reduced passes for random resident survey respondents are the Annual Discover Pass for Volunteers (5.0%, 38) and the Federal Access Pass (Interagency Pass) for U.S. permanent residents/citizens with a permanent disability) (5.6%, 42).

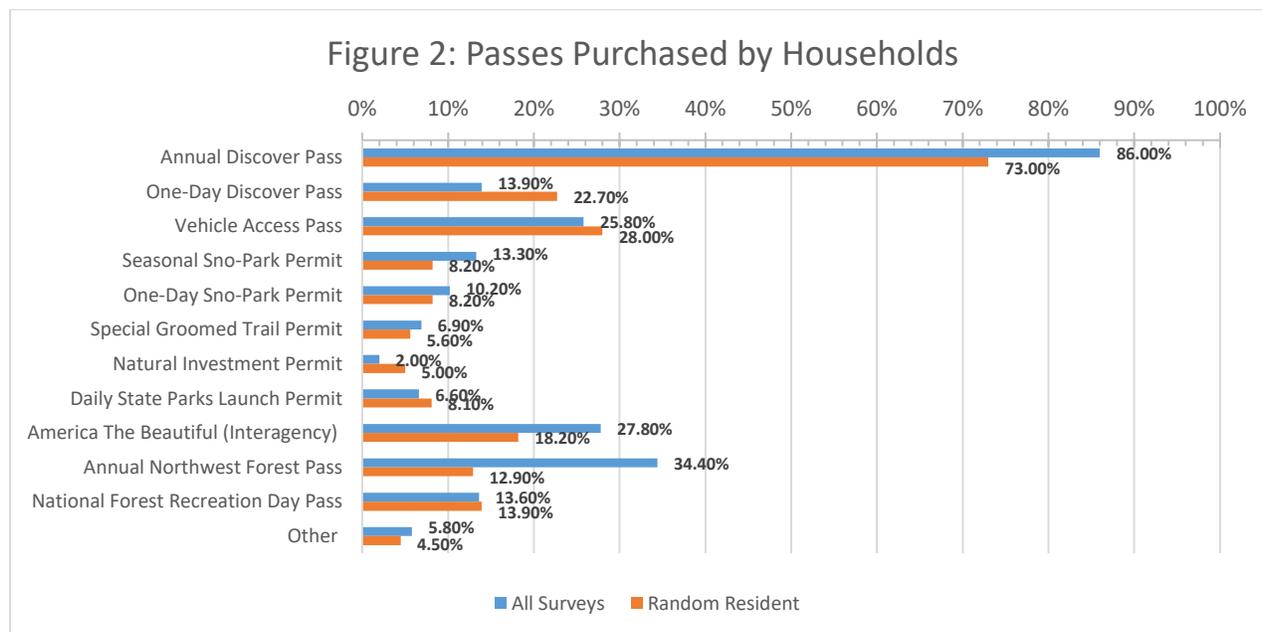
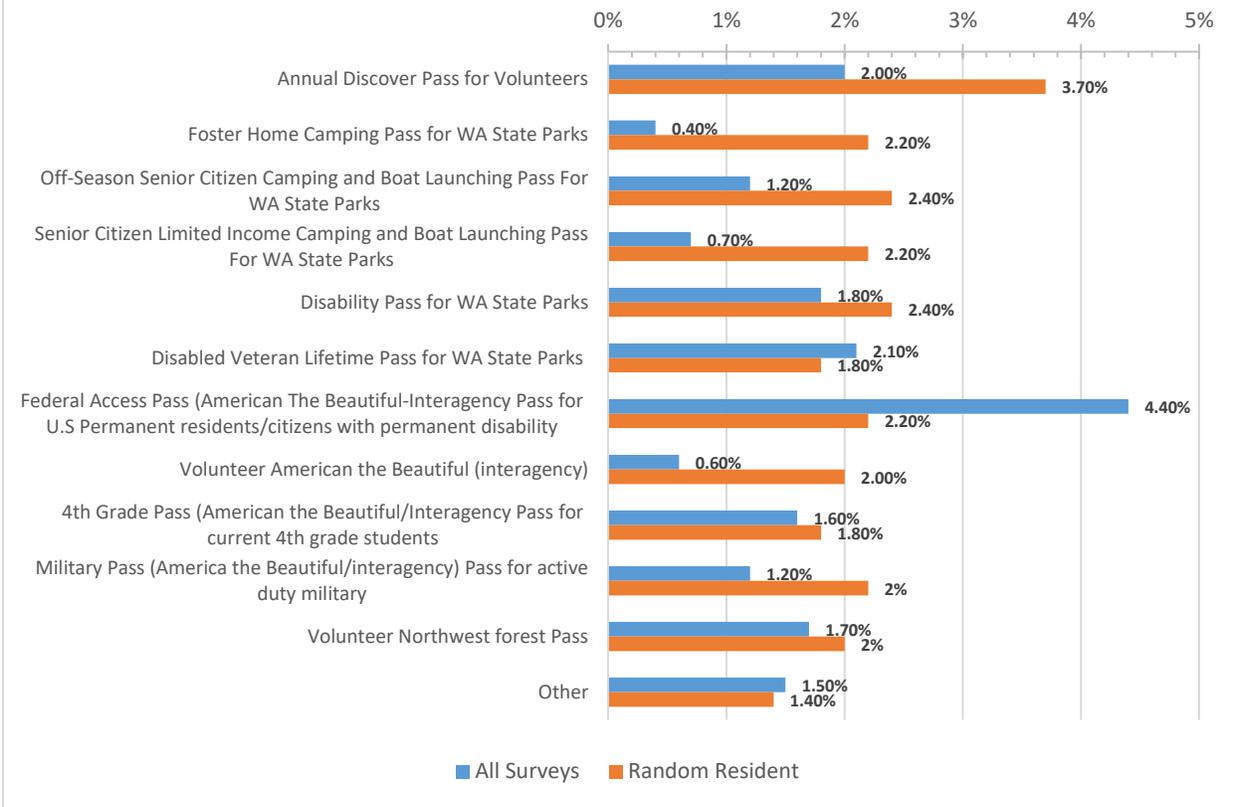
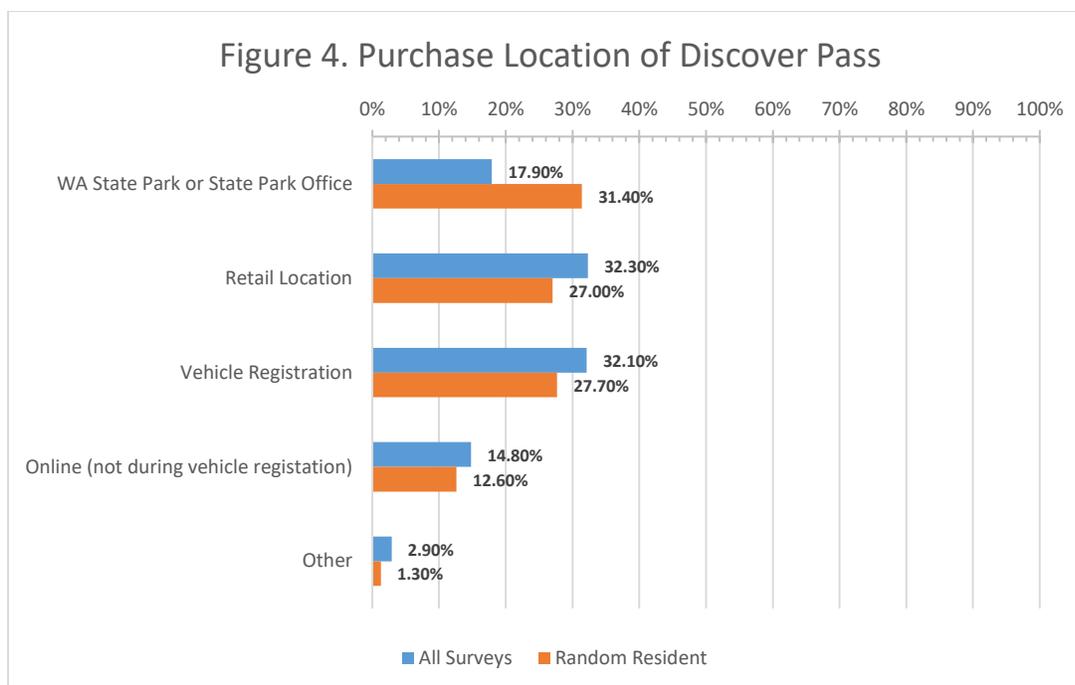


Figure 3: Free and Reduced Passes Acquired by Households



Annual Discover Pass Purchases

Respondents who indicated their household purchased the Annual Discover Pass were asked where they purchased their pass. The highest percentage of respondents from all surveys indicated that they purchased their Annual Discover Pass at a retail location such as Big 5, REI, etc. (32.3% 5,386). This percentage was followed closely by those who purchased their Discover Pass during vehicle registration (32.1%, 5,356). In comparison, a larger percentage of random resident survey respondents indicated they purchased their Annual Discover Pass at a Washington State Park or at a State Park Office (31.4%, 169), followed by purchases during vehicle registration (27.7%, 149).



Respondents who indicated that they purchased the Annual Discover Pass in the last 12 months were asked several questions on how likely it is that they would purchase an Annual Discover Pass at different prices: \$35, \$40, \$45, \$50, and \$55. The exact wording of the question is as follows: *The price of the Discover Pass currently ranges from \$30 to \$35 depending on where it is purchased. If the price of the Discover Pass was set to the prices below, please indicate the likelihood your household would purchase it.* The majority of respondents from all surveys indicated they would definitely purchase the Discover Pass at \$35, and over 80% of respondents indicated they would definitely purchase or probably purchase a Discover Pass at \$40, while over half of respondents indicated they would either definitely purchase or probably purchase at \$45 (See Figure 5 Below). Similarly, nearly 80% of random resident survey respondents indicated they would definitely purchase for \$35, over 80% said they would definitely purchase or probably purchase for \$40, while over half also indicated they would definitely purchase or probably purchase for \$45. Interestingly, crosstab analysis seems to reveal some relationship between where the Discover pass was purchased and likelihood of purchasing at each of the prices. While a majority of respondents indicated they would purchase the pass at \$35 no matter where they purchased their Discover Pass, higher percentages of those who purchased during vehicle registration renewal or online indicated they would definitely purchase or probably would purchase at \$40 and \$45.

Figure 5: Likelihood of Purchasing Discover Pass For Varying Price Points: All Surveys

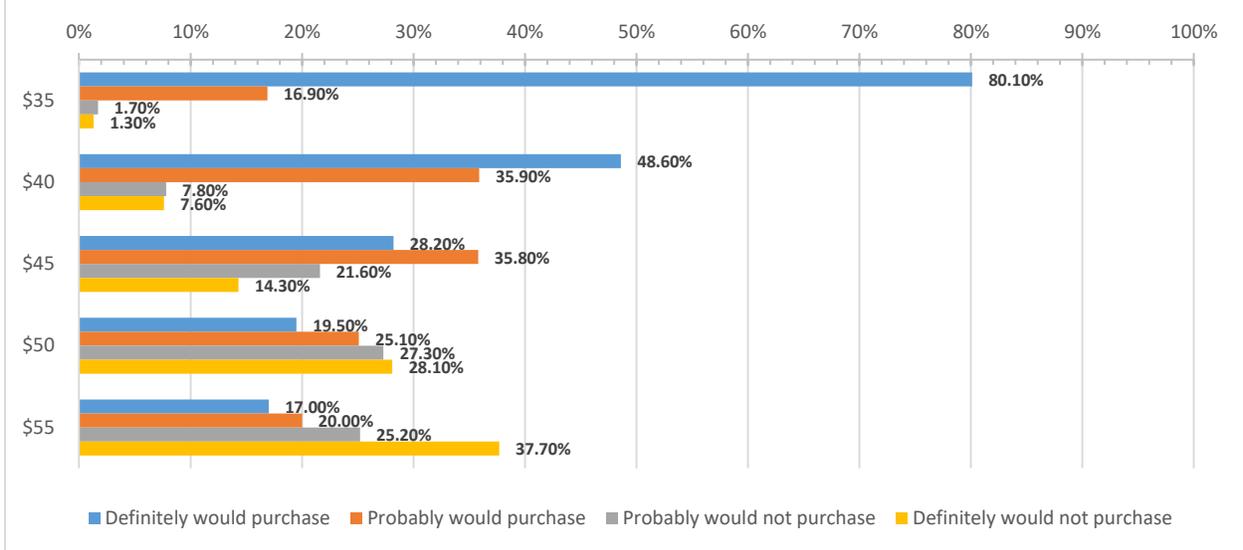
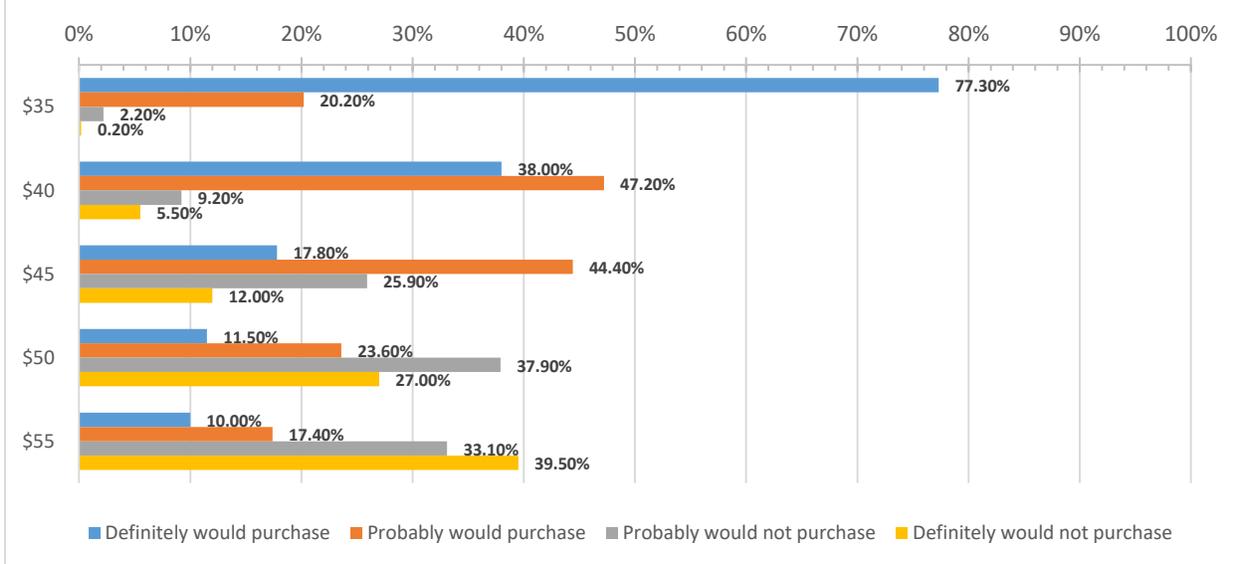


Figure 6: Likelihood of Purchasing Discover Pass For Varying Price Points: Random Resident Survey

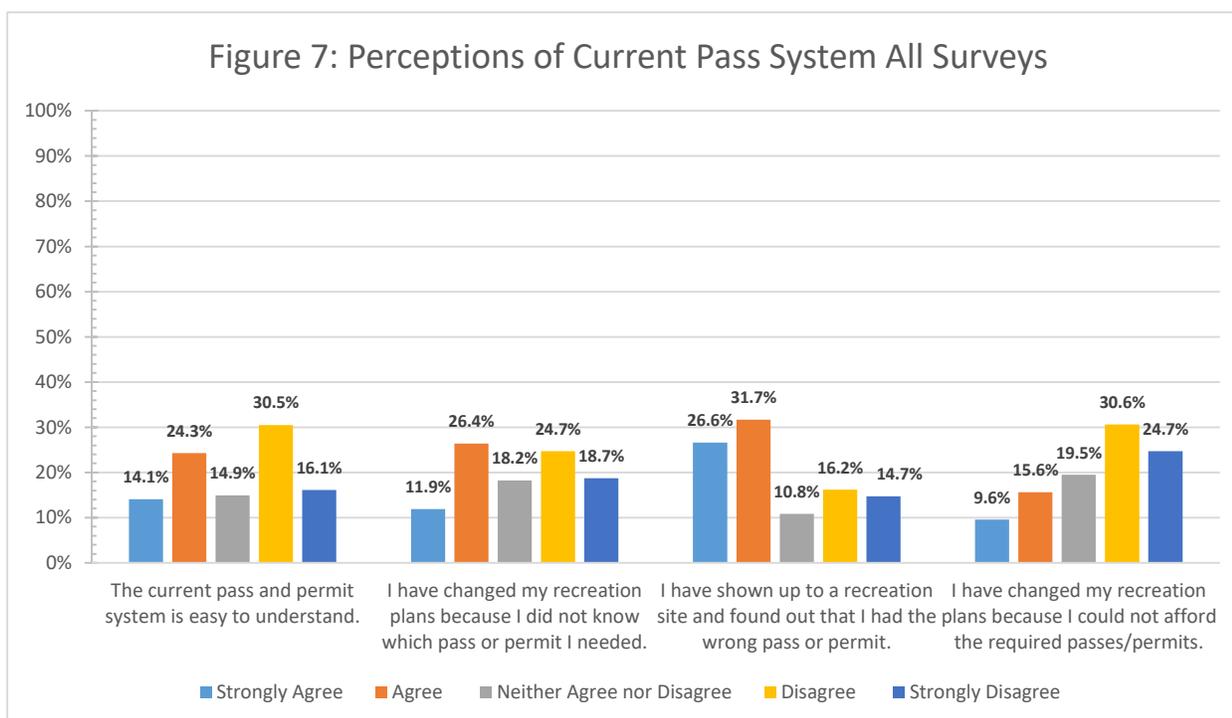


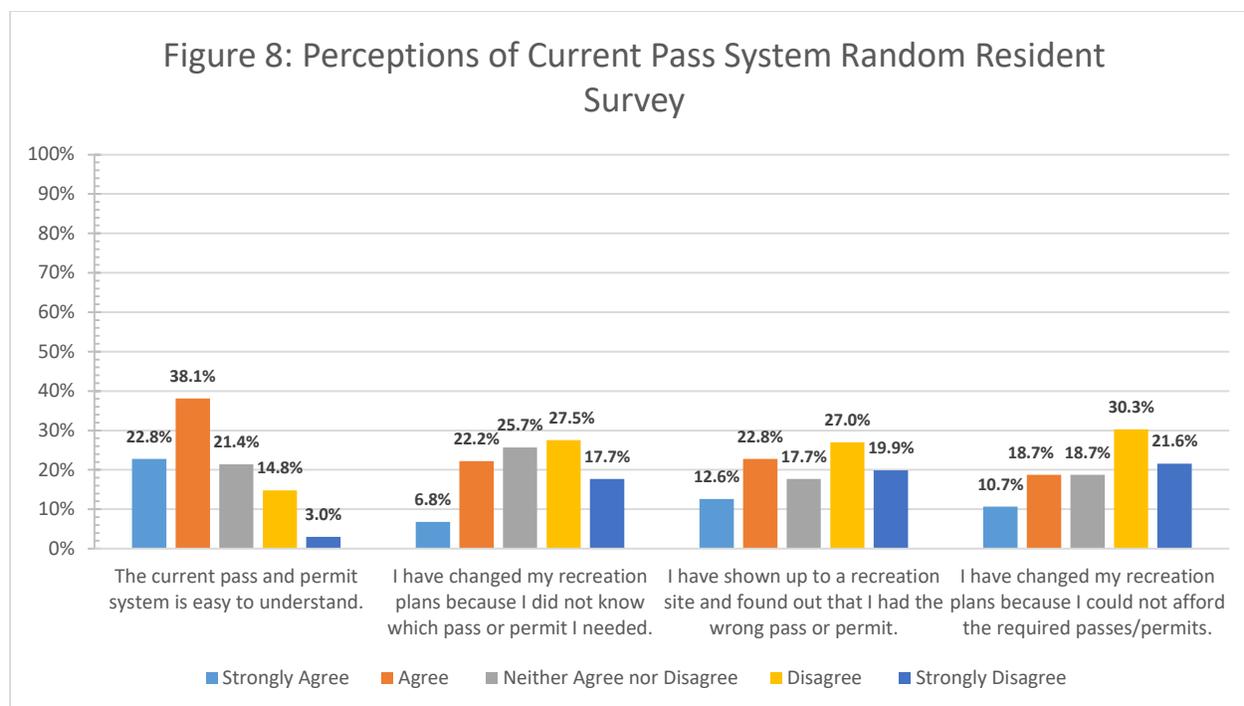
Perceptions of the Current Pass System

Respondents who purchased or acquired passes and or permits in the last 12 months were asked several questions about their perceptions and experiences with the current pass system. Respondents were asked to indicate their level of agreement with the following statements: The current pass and permit system is easy to understand, I have changed my recreation plans because I did not know which pass or permit I needed, I have shown up to a recreation site and

found out that I had the wrong pass or permit, and I have changed my recreation plans because I could not afford the required passes/permits. As can be seen in Figure 7 below, nearly half of all respondents either disagreed or strongly disagreed that the current pass system is easy to understand (46.6%, 8,853 combined), and a majority of all respondents strongly agreed or agreed that they have shown up to a recreation site and found out that they had the wrong pass or permit (58.3%, 10,954 combined). While this suggests that the current pass system is confusing for respondents, this seemingly has not led most respondents to change their recreation plans. Nearly half of all respondents have disagreed or strongly disagreed that they have changed their recreation plans because they did not know which pass or permit was needed (43.4%, 8,159 combined), while the majority (55.3%, 10,387 combined) indicated they have not changed their recreation plans because they could not afford the required permits/passes.

Comparison to random resident survey respondents illustrates some interesting differences. For instance, a majority of random resident survey respondents indicated the current pass and permit system is easy to understand (60.9%, 535), while nearly half of respondents disagreed or strongly disagreed that they have shown up to a recreation site and found out they had the wrong pass or permit (46.9%, 413). Similar to all survey respondents, a larger percentage of random resident survey respondents disagreed or strongly disagreed that they have changed their recreation plans because they could not afford the required passes/permits, and have changed recreation plans because they did not know which pass or permit they needed (43.4%, 398).



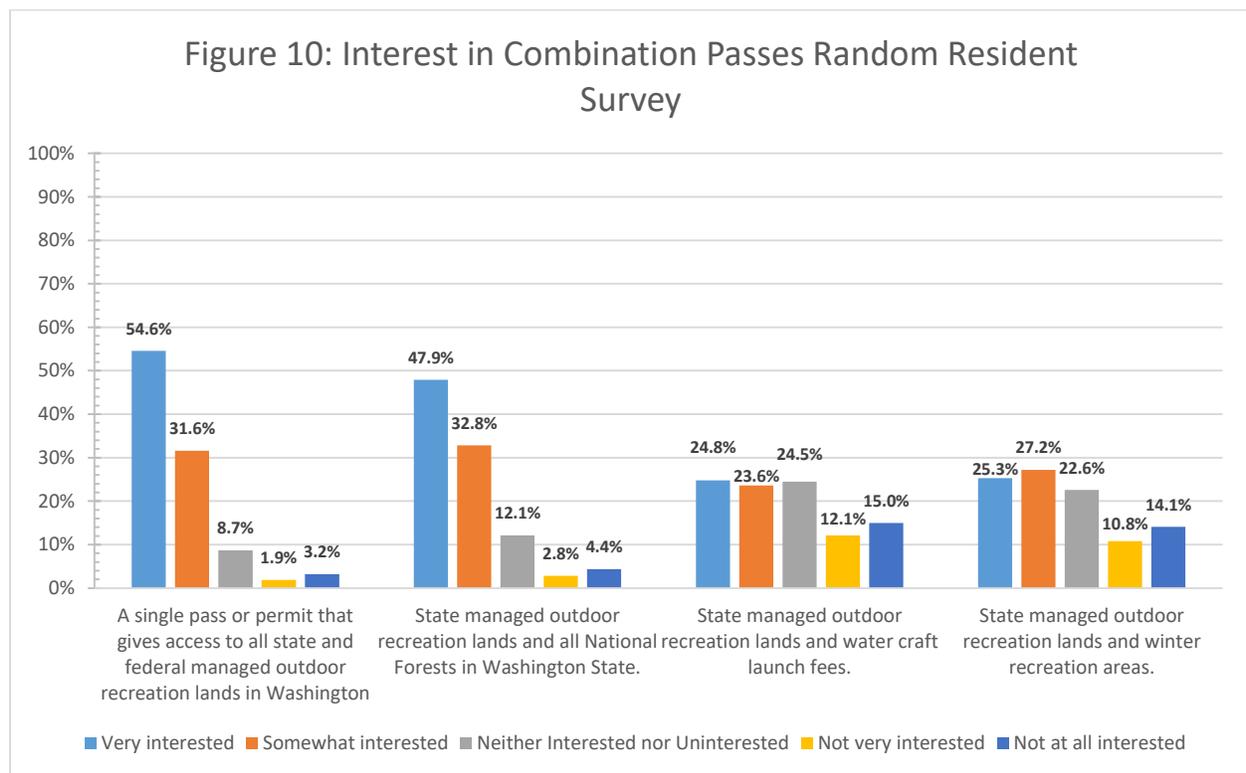
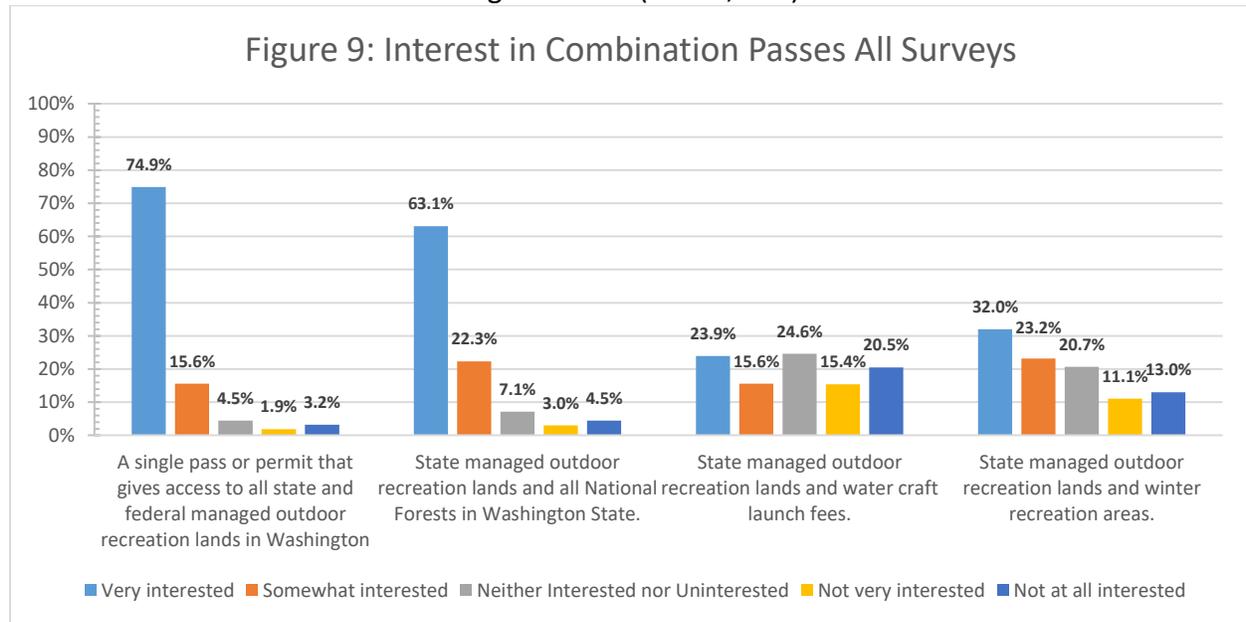


Interest in Combination Passes/Permits

State agencies and participating outdoor recreation groups were interested in examining whether combination passes would appeal to current pass/permit purchasers. All respondents who purchased or acquired a pass or permit in the last 12 months were asked their level of interest in combining certain passes/permits, including a pass or permit that gives access to all state and federal managed outdoor recreation lands in Washington state, a pass that gives access to all state managed outdoor recreation lands and all National Forests in Washington states, a pass that gives access to all state managed outdoor recreation lands and water craft launch fees, and a pass that gives access to state managed outdoor recreation lands and winter recreation areas. These passes were chosen because they combine passes that are currently available for purchase. As can be seen in Figure 9 below, a majority of all survey respondents were very interested or somewhat interested in a single pass that gives access to all state and federal managed lands in Washington State (90.5%, 16,880), and a single pass that gives access to all state managed outdoor recreation lands and National Forests in Washington State (85.4%, 15,370). There is far less interest in a single pass that combines access to all state managed outdoor recreation lands and water craft launch fees (39.5%, 6,851 either very interested or somewhat interested), and a single pass that combines access to all state managed outdoor recreation lands and winter recreation areas (55.2%, 9654 either very interested or somewhat interested).

As seen in Figure 10, random resident respondents were less interested in the combination passes (as evidenced by a smaller percentage of these respondents indicating that they are very interested). However, when considering both interested and somewhat interested responses, a majority of random resident respondents are interested in the single pass or permit that gives

access to all state and federal managed outdoor recreation lands in Washington State (86.2%, 755), and a single pass or permit that gives access to all state managed outdoor recreation lands and National Forests in Washington states (80.7%, 699).



Considerations for Planning and Designing a New System

Respondents were asked several questions regarding their opinions on changing the current system for managing public lands. They were asked to rate the level of importance of several considerations regarding potential changes to the current system. As can be seen in Figure 11 below, survey respondents indicated that ensuring that public lands are adequately funded (66%, 12,133), reducing the number of permits/passes required (63.6%, 11,730), providing access to state managed public lands and federal lands with a single pass (56.6%, 10,435), and creating a single website that can plan trips and purchase any passes needed (53.1%, 9,768) are important considerations for designing and planning a new system. Interestingly, 75.7% (13,904) of respondents indicated that ensuring easier access for Seniors, Veterans and Low Income individuals is important or very important, and fewer respondents indicated that reducing costs to access state-managed public lands is either important or very important (58.9%, 10,829).

In contrast to all survey respondents, only one consideration was rated as very important by a majority of random resident survey respondents: creating a single website where individuals can plan trips and purchase any passes needed (53.9%, 469). A higher percentage of random resident survey respondents indicated some level of importance for reducing costs to access state-managed public lands (73.5%, 629). Additionally, a vast majority of random resident survey respondents also indicated that ensuring public lands are adequately funded (86.2%, 748), and ensuring easier access for Seniors, Veterans, and Low Income Individuals (78.8%, 683) are important or very important.

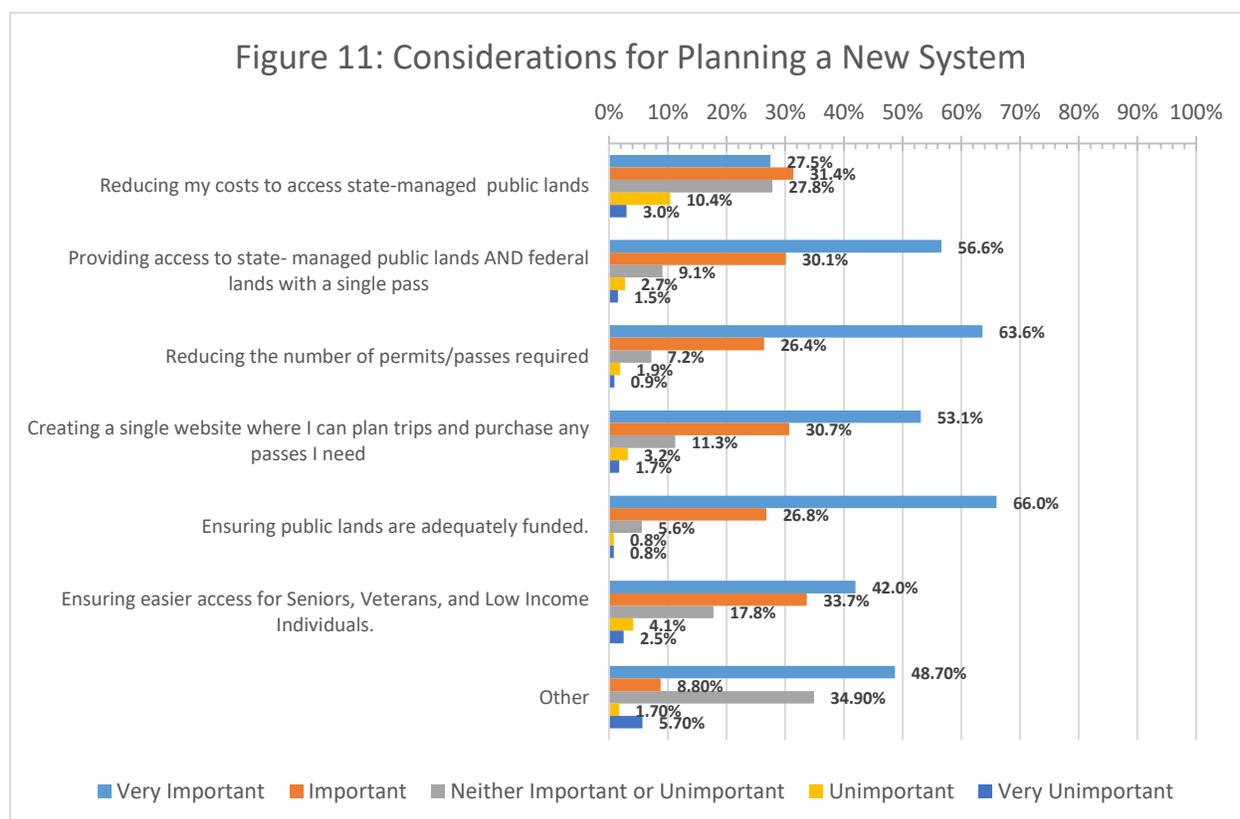
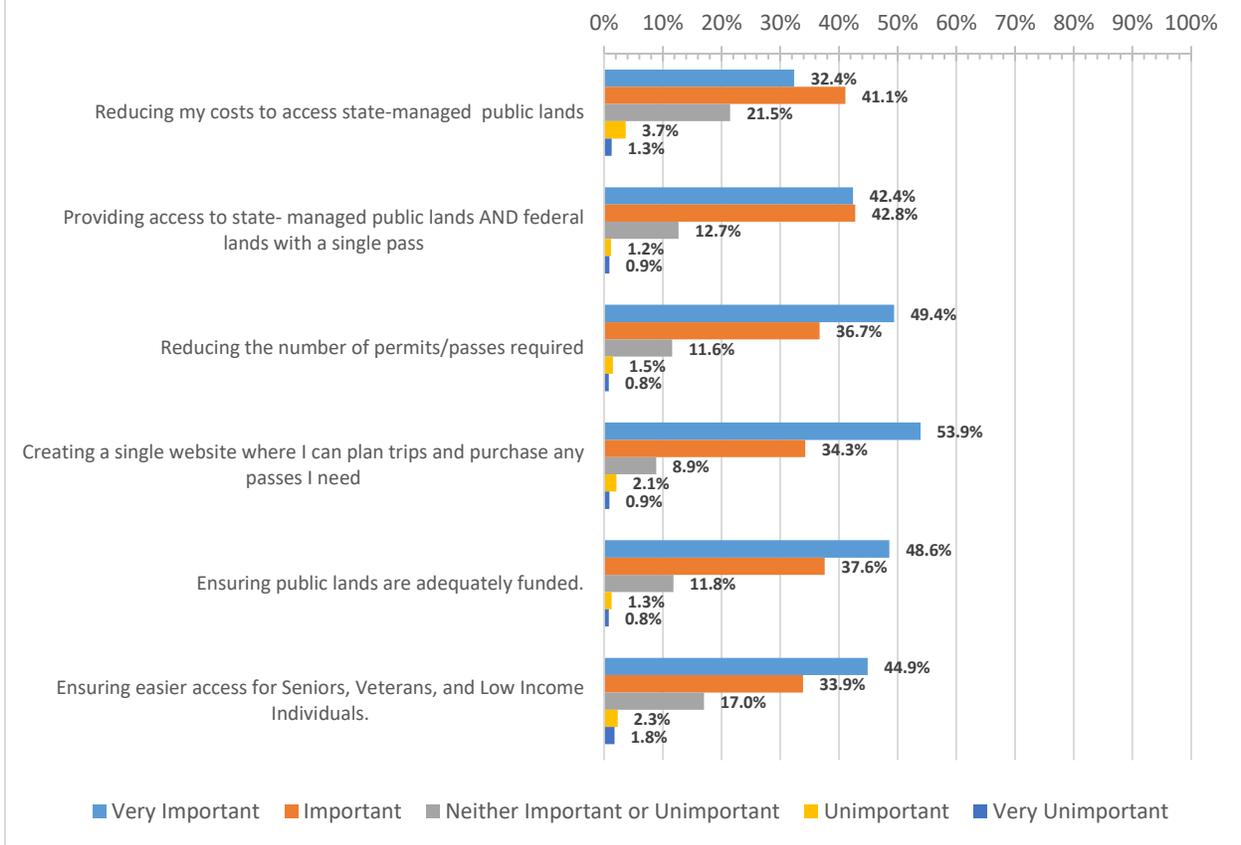
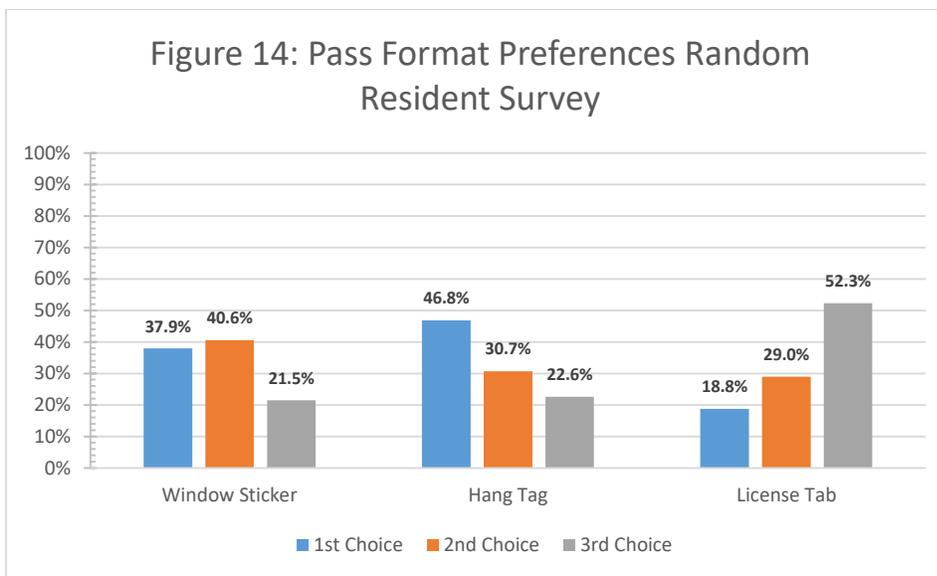
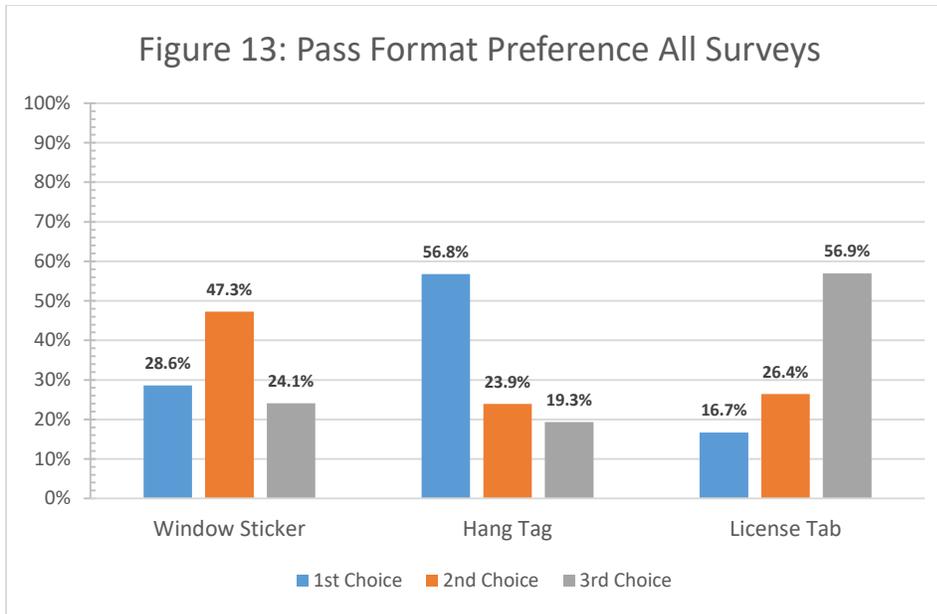


Figure 12: Considerations for Planning a New System Statewide Survey



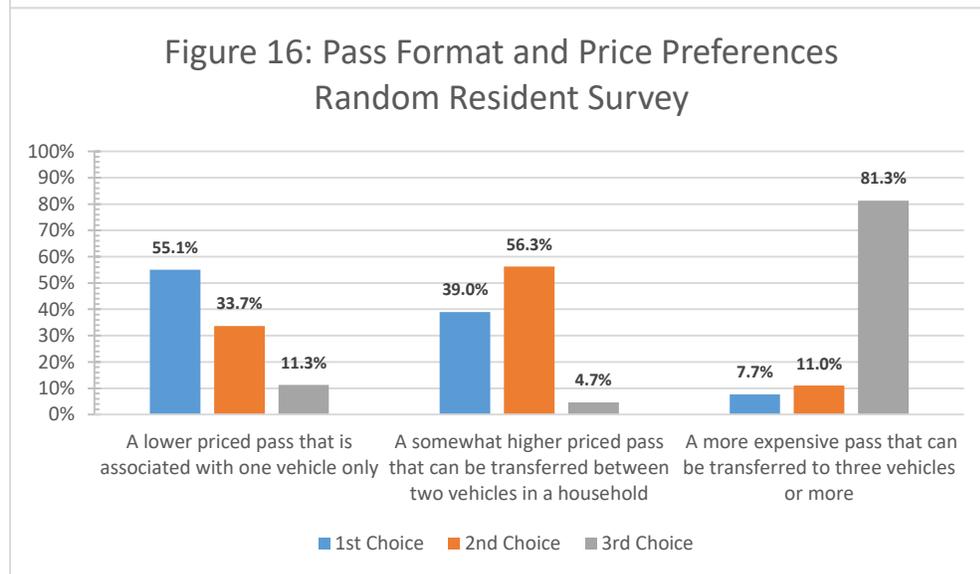
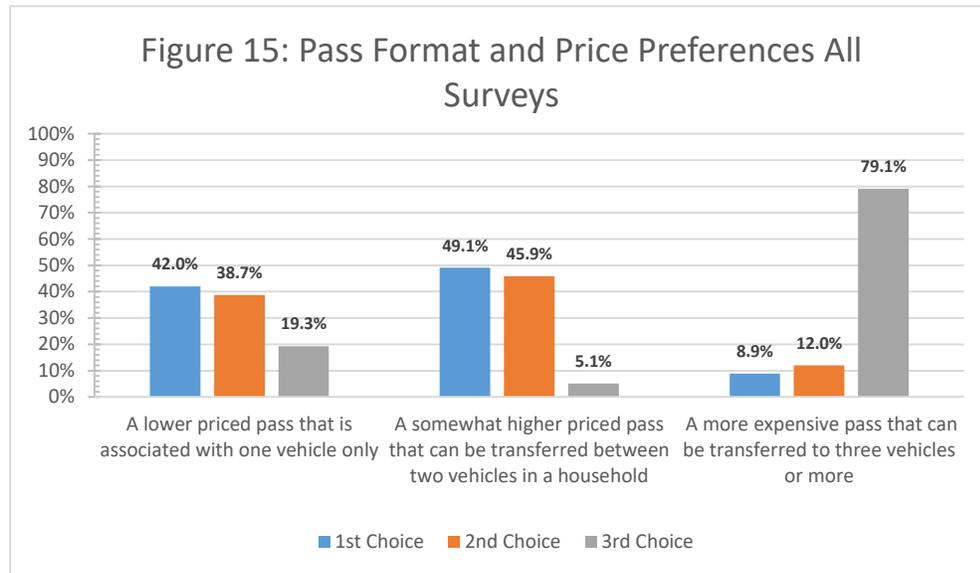
Pass/Permit Format Preference

Respondents who indicated their household had purchased or acquired a pass/permit in the last 12 months were also asked about their pass format preferences. Respondents were asked to rank the provided format options (Window Sticker, Hang Tag, License Tab) from their 1st choice (most preferred), 2nd choice, to 3rd choice (least preferred). Among all survey respondents, the hang tag was the most preferred (1st choice) format (56.8%, 10,443), followed by a window sticker as the second choice (47.3%, 8,594). The least preferred option (3rd choice) was the license tab (56.9%, 10,301). Similarly, most random resident survey respondents (Figure 14) indicated a hang tag was their most preferred choice (46.8%, 399), while a slight majority indicated a license tab was their least preferred choice (52.3%).



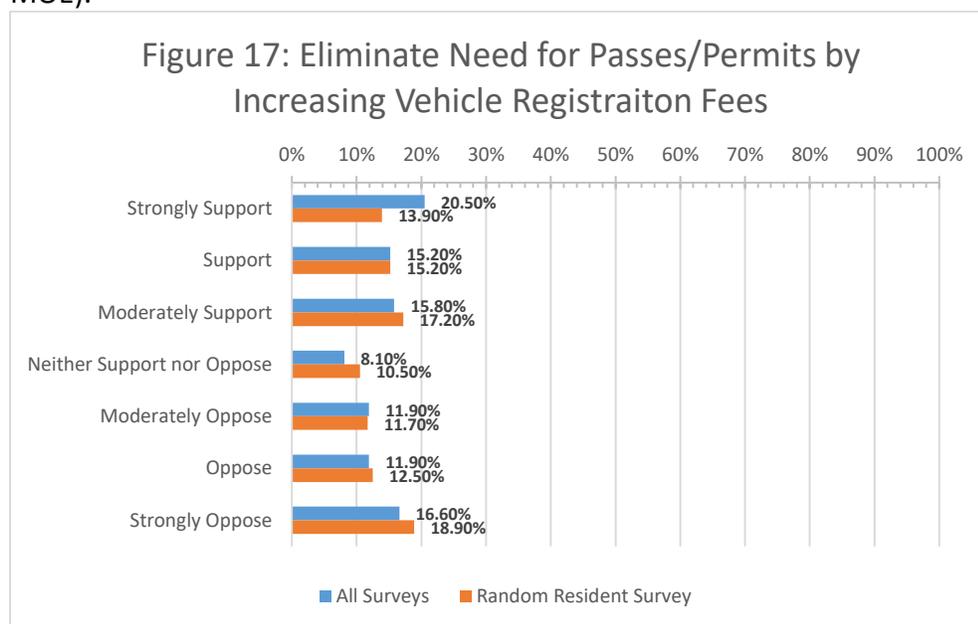
To further examine pass format preferences and their relationship to pricing preferences, respondents were asked to rank the following format and pricing options from most preferred (1st choice) to least preferred (3rd choice): a lower priced pass that is associated with one vehicle only, a somewhat higher priced pass that can be used by up to two vehicles in a household, and a more expensive pass that can be transferred among three vehicles or more. Figure 13 illustrates that when price and transferability are considered, a vast majority of respondents (79.1%, 14,332) indicated a more expensive pass with transferability to three vehicles or more is the least preferred option. A slightly higher percentage of all survey respondents indicated a somewhat higher priced pass that can be transferred between two vehicles in a household is the most preferred option.

When format and pricing preferences are combined, random resident survey respondents differ in their most preferred format compared to all survey respondents. A majority of random resident survey respondents indicated that a lower priced pass associated with one vehicle is the most preferred option (55.1%, 479), while a similar percentage indicated a more expensive pass that can be transferred among three vehicles or more is the least preferred option (81.3%, 705). These responses, in combination with other responses regarding changing the current system, indicate that random resident survey respondents are more concerned with pricing of passes and permits compared to all survey respondents.



Support for Different Options for Funding Washington State Public Lands
Eliminating the need for passes/permits by increasing vehicle registration fees

All survey respondents regardless of whether they purchased or acquired a pass or permit in the last 12 months were asked a series of questions regarding their support of different options for funding Washington State Public lands. For the first option, all respondents were asked their level of support for eliminating the need for passes/permits by increasing vehicle registration fees for all Washington State residents. Specifically, respondents were asked their level of support for the following option: *Eliminate the need for passes/permits by increasing vehicle registration fees for all Washington State residents*. Access to public recreation lands would simply require a Washington State license plate. As can be seen in Figure 17 below, similar percentages of survey respondents across all surveys and the random resident survey only respondents indicated they either strongly support, support or moderately support this option (51.5% and 9,968 and 46.7%, 640 respectively). However, a lower percentage of random resident survey respondents strongly support this option compared to all respondents (13.9% and 192, 20.5% and 3,969 respectively). Further findings show that the median response from the random resident survey was “neither support nor oppose”. Overall, 46.4% of random resident survey respondents indicated some level of support for this option (95% CI, 2.6% MOE).



Additionally, all survey respondents were asked their level of support for various pricing options if vehicle registration fees were increased to eliminate the need for passes. Pricing levels included the following increase amounts: \$7, \$9, \$11, \$13, and \$15. Unsurprisingly, there is more support among all survey respondents for the lowest price increase of \$7 (73%, 13,334, indicated strongly support, support or moderately support). However, over half of all survey respondents also indicated some level of support for \$9 (65.5%, 11,760), and \$11 (57%, 10,241) (See Figure 18 Below). In contrast, random resident survey respondents were less supportive of each of the pricing options compared to all respondents combined (Figure 19 Below). Over half

of random resident survey respondents indicated some level of support for \$7 (68%, 927), and \$9 (56.8%, 762). For all other pricing options (\$11 to \$15), more random resident survey respondents indicated some level of opposition to the price increases.

Figure 18: Support for Increasing Vehicle Registration Fees the Following Amounts All Respondents

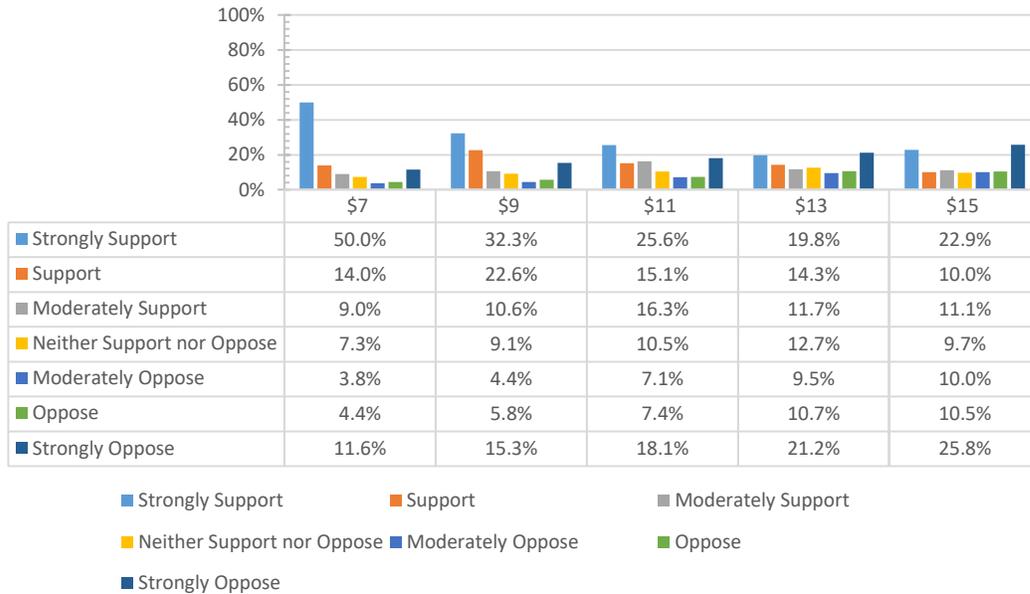
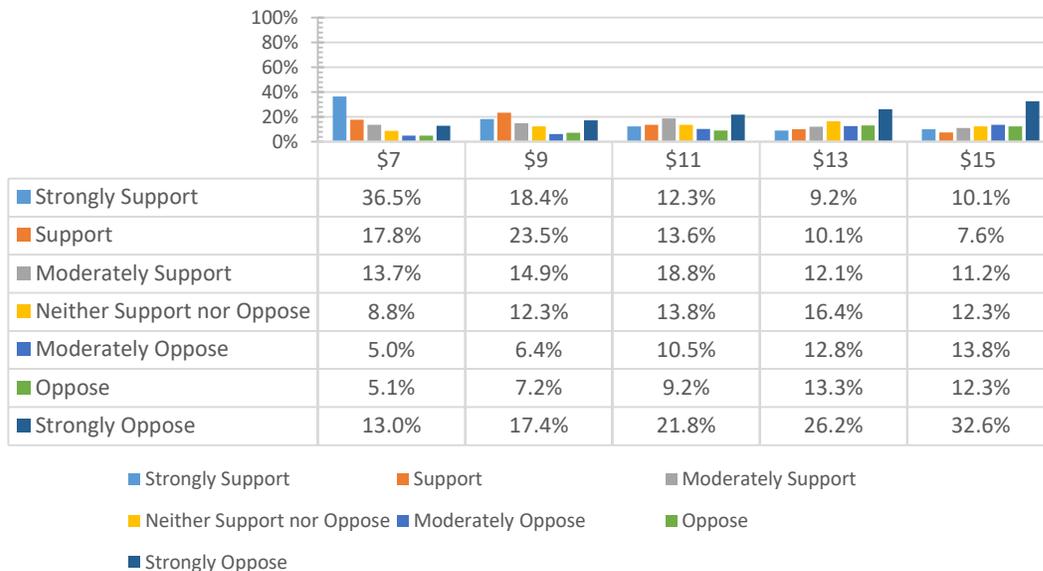
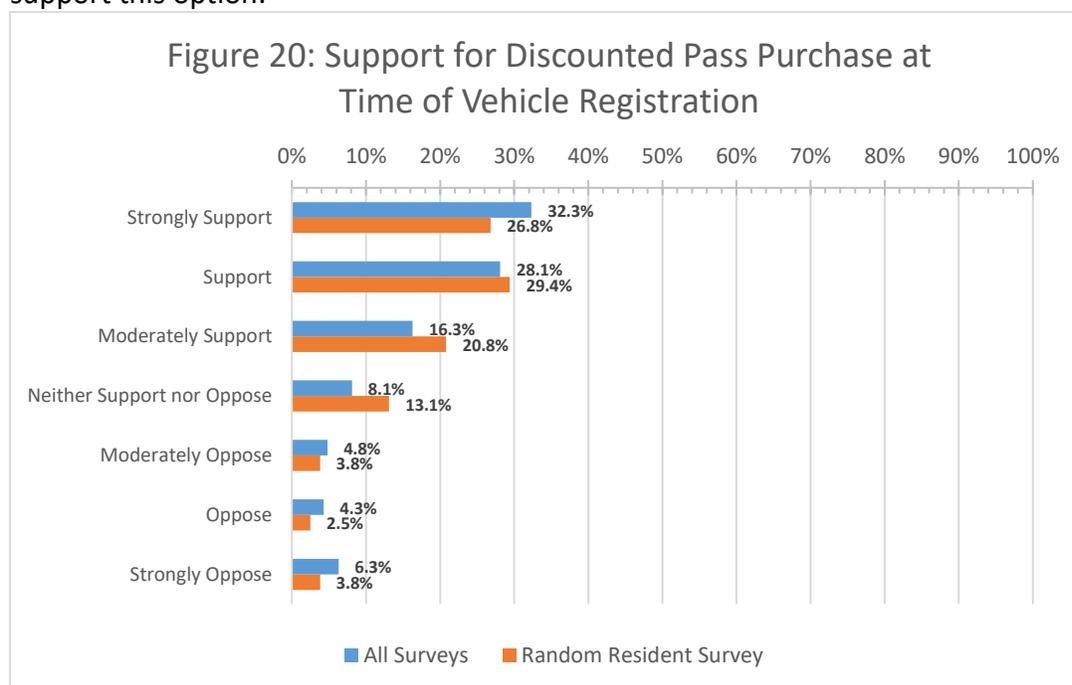


Figure 19: Support for Increasing Vehicle Registration Fees the Following Amounts All Responents Random Resident Survey



Support for Discounted Pass to Access State Managed Outdoor Recreation Lands at Time of Registration

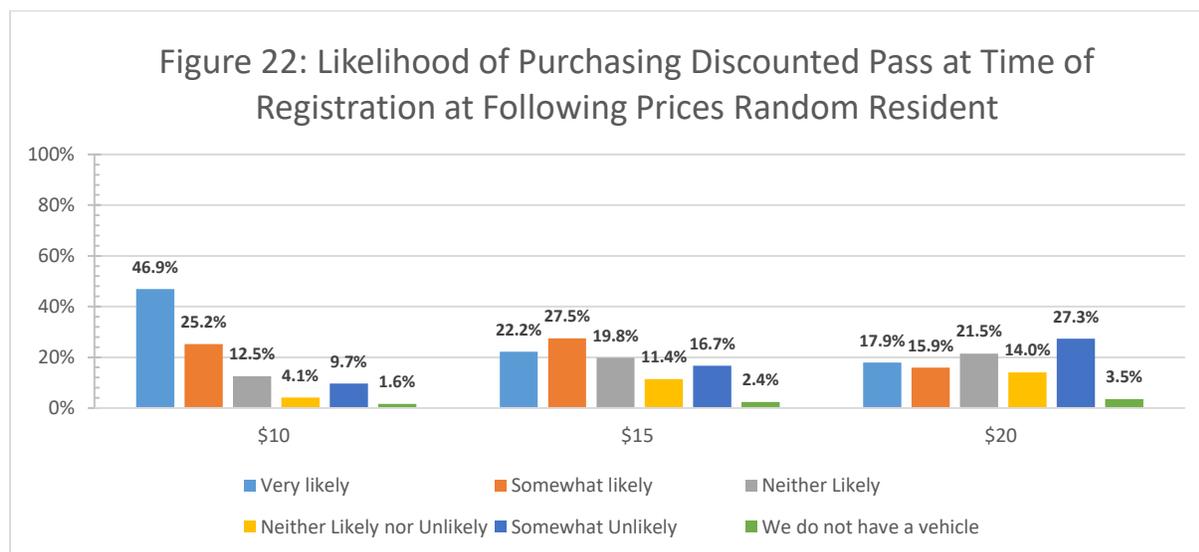
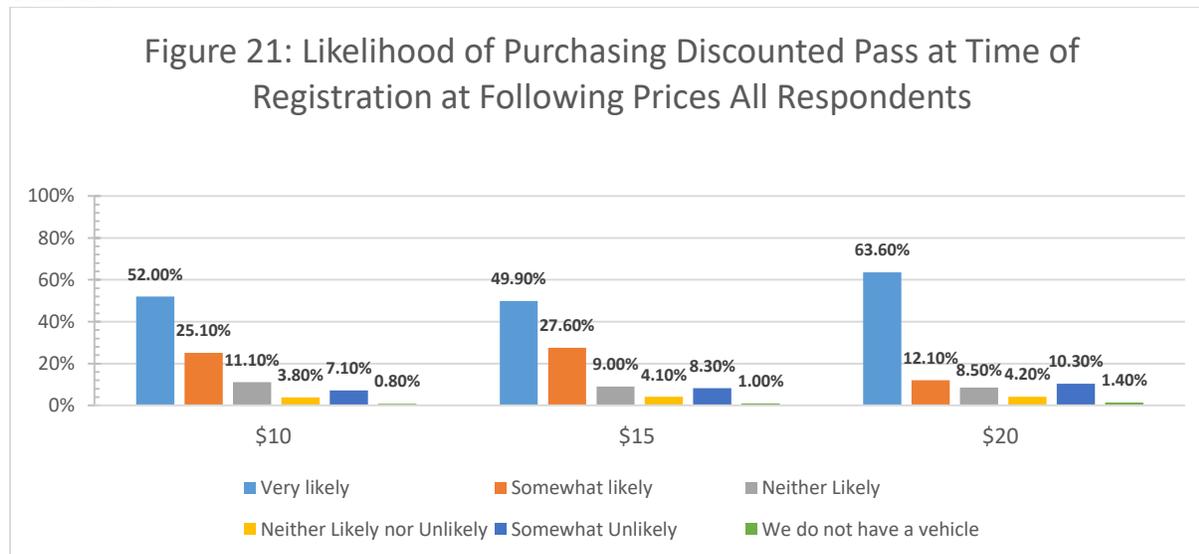
All survey respondents were then asked to indicate their support for the following option: *during vehicle registration, all Washington State residents would have an opportunity to purchase a discounted pass to access state managed outdoor recreation lands. Those who do not purchase the pass at the time of registration would have the option to purchase a pass later at a higher price. Residents who pay the fee during registration would receive special license tabs to access Washington State managed outdoor recreation lands.* As illustrated in Figure 20 below, 76.7% (14,775) indicated some level of support for this option, and 60.4% (11,630) either support or strongly support this option. This is very similar to random resident survey respondents, with a total of 77% (1,056) random resident survey respondents indicating some level of support for this option (95% CI, 2.2% MOE), and 56.2% (771) either strongly support or support this option.



Respondents were also asked the likelihood of purchasing a discounted pass at the time of vehicle registration if the discount was offered at one of the following amounts per vehicle: \$10, \$15, and \$20. As expected, the percentage of respondents that indicated their household would likely purchase the pass increased as the price of the discount increased, with a majority of respondents indicating their household would very likely purchase the pass at each price (See Figure 21 Below). A vast majority of all survey respondents indicated they would purchase the pass if the discount was \$10 per vehicle (77.1%, 14,441), while 75.7% (13,943) indicated some likelihood of purchasing the pass if the discount was \$20 per vehicle.

In comparison, a smaller percentage of random resident survey respondents indicated a likelihood of purchasing the pass at the time of vehicle registration at any price. A majority of these respondents (Figure 22 Below) did indicate they were either very likely or somewhat

likely to purchase the pass at the time of registration if the discount was \$10 per vehicle (72.1%, 991). However, the likelihood of purchasing the pass at the time of registration actually decreases as the discount per vehicle increases. This likely indicates an issue with understanding the question rather than an actual preference for a smaller discount per vehicle.¹⁹



Lastly, all survey respondents were asked to indicate their support for the following option: *you can purchase a single pass/permit for access to state-managed outdoor recreation lands, such as the Discover Pass, and have the option to increase access by purchasing additional*

¹⁹ The random resident survey was conducted first. Upon noticing that the individual question categories did not make it clear that the dollar amounts reflected the amount of a discount (rather than cost), the word “off” was added to all question categories (e.g. \$10 off per vehicle, rather than discount provided was \$10 per vehicle) for all other surveys. Due to this change, the random resident survey results are not comparable to other survey results for this question.

stamps/endorsements for that pass depending on your preferred activities (for example, you can add a Sno-Parks access to your pass for an additional fee). A higher percentage of all survey respondents strongly supported this option (28.4%, 5,474) compared to random resident survey respondents (17.5%, 242). A majority of random resident survey respondents indicated some level of support for this option (66.4%, 915) (95% CI, 2.5% MOE) as did all survey respondents (74.9%, 14,416). (See Figure 23 Below). The median option for the Random resident survey was “Support”.

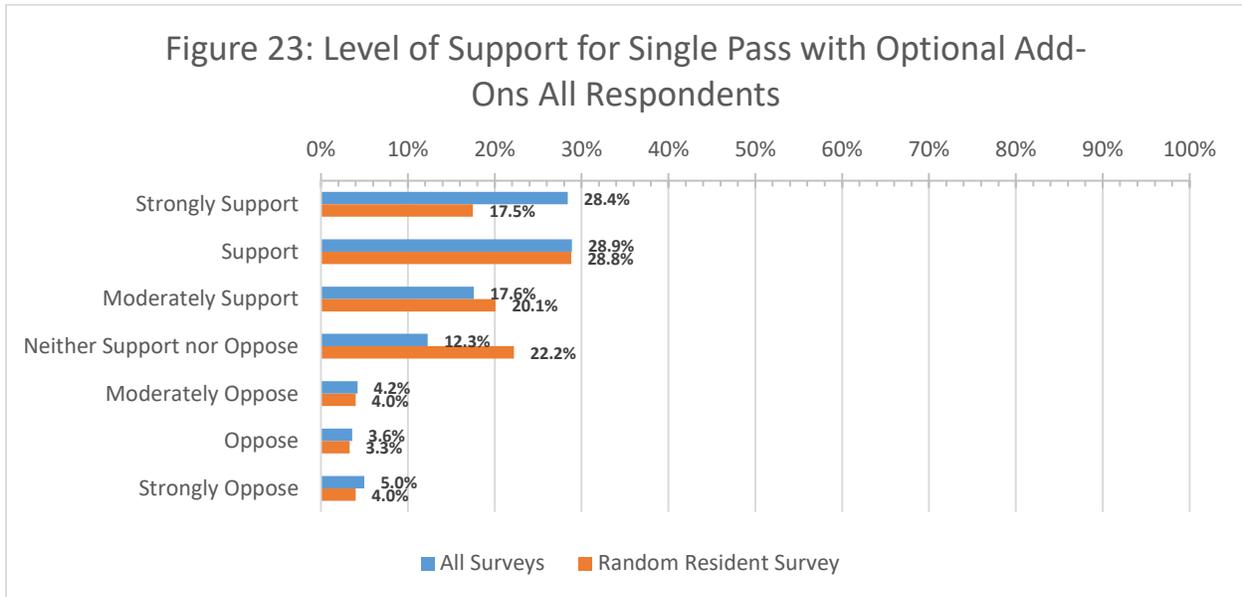
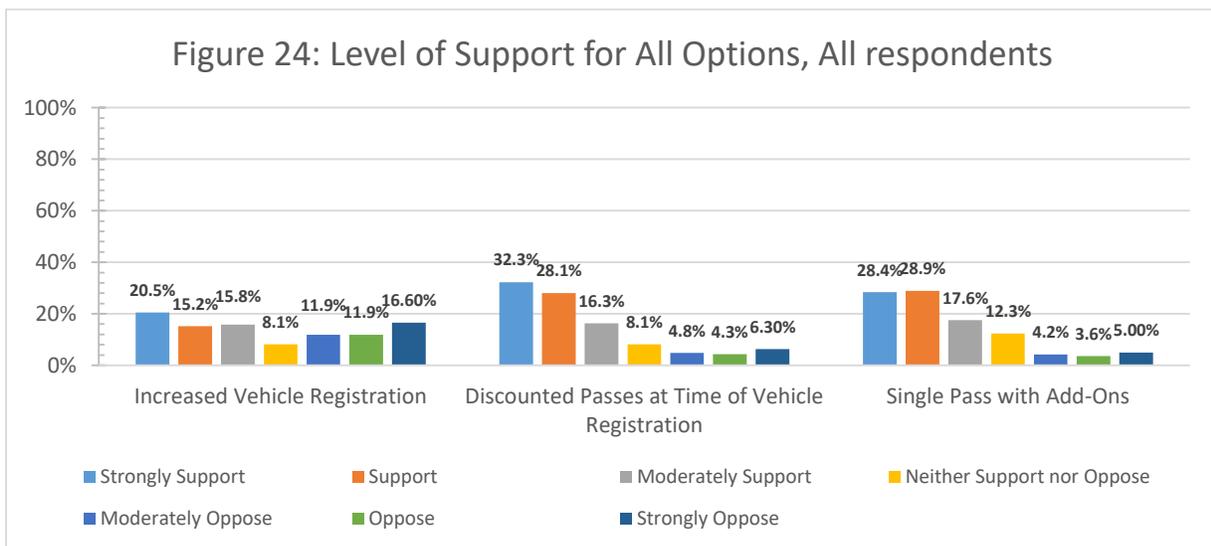


Figure 24 shows the level of support for all options, indicating more support among all survey respondents for a discounted pass at time of vehicle registration and a single pass with optional add-ons.



Conclusions--Respondents Whose Household Have Purchased or Acquired a Pass/Permit in the Last 12 Months

Analysis of the survey data reveals that respondents who have purchased or acquired a pass/permit in the last 12 months are more interested in two combination passes: combining access to all state and federal managed outdoor recreation lands in Washington into a single pass, and combining access to state managed lands and National Forests in Washington State. A majority of respondents were either very interested or somewhat interested in these two passes. There is far less support for combining access to state managed lands and winter recreation areas (although slightly over 50% of all respondents indicate some level of interest in this option). Respondents appear to be least interested in a single pass that combines access to state managed outdoor recreation lands and water craft launch sites. These relationships hold when considering random resident data only, indicating a high level of interest in combining the first two passes.

In terms of pass format preferences, survey respondents indicated a preference for a hang tag, while a license tab was the least preferred option. Respondents also indicated that a more expensive pass that can be transferred to up to three vehicles is the least preferred format/pricing combination. These relationships exist for all survey respondents, and the random resident survey respondents. Random resident survey respondents were more likely to state that their most preferred pass is the lower price pass that is associated with one vehicle when compared to all survey respondents who preferred a somewhat higher priced pass that could be transferred to up to two vehicles. Given that random resident survey respondents in general reported lower incomes, this finding is not surprising.

Of all the options presented to respondents, eliminating passes by increasing vehicle registration fees received the least amount of support. While more than 50% of all survey respondents indicated some level of support for this option, a lower percentage of random resident survey respondents indicated they Strongly Support this option. This, in combination with the fact that a vast majority of survey respondents indicated that a license tab was their least preferred pass format option suggests approaching this option with caution. Creating a discounted pass at time of registration seemed to garner the most support across all survey participants.

Respondents who have not purchased/acquired a pass/permit in the last 12 months

A total of 2,674 respondents (11.7%) indicated that no one in their household had purchased a pass or permit in the last 12 months. When comparing demographics of both pass purchasers and non-pass purchasers (Table 2 below), several differences become apparent. For instance, a higher percentage of households that have not purchased or acquired a pass/permit in the last 12 months have a veteran in the household (17.5% and 13.5% respectively), an individual with a disability (14.7% and 6.3% respectively), and a veteran with a service related disability (5.9% and 2.8% respectively). In fact, the percentage of non-pass purchasers with an individual with a disability in the household is more than double pass purchasers. The income of these households is also considerably less with a higher percentage of these respondents indicating

their household income was from \$40,000 to \$69,999 (28.8%) compared to the highest percentage of pass purchasers who indicated a household income of 120,000 and up (28.6%).

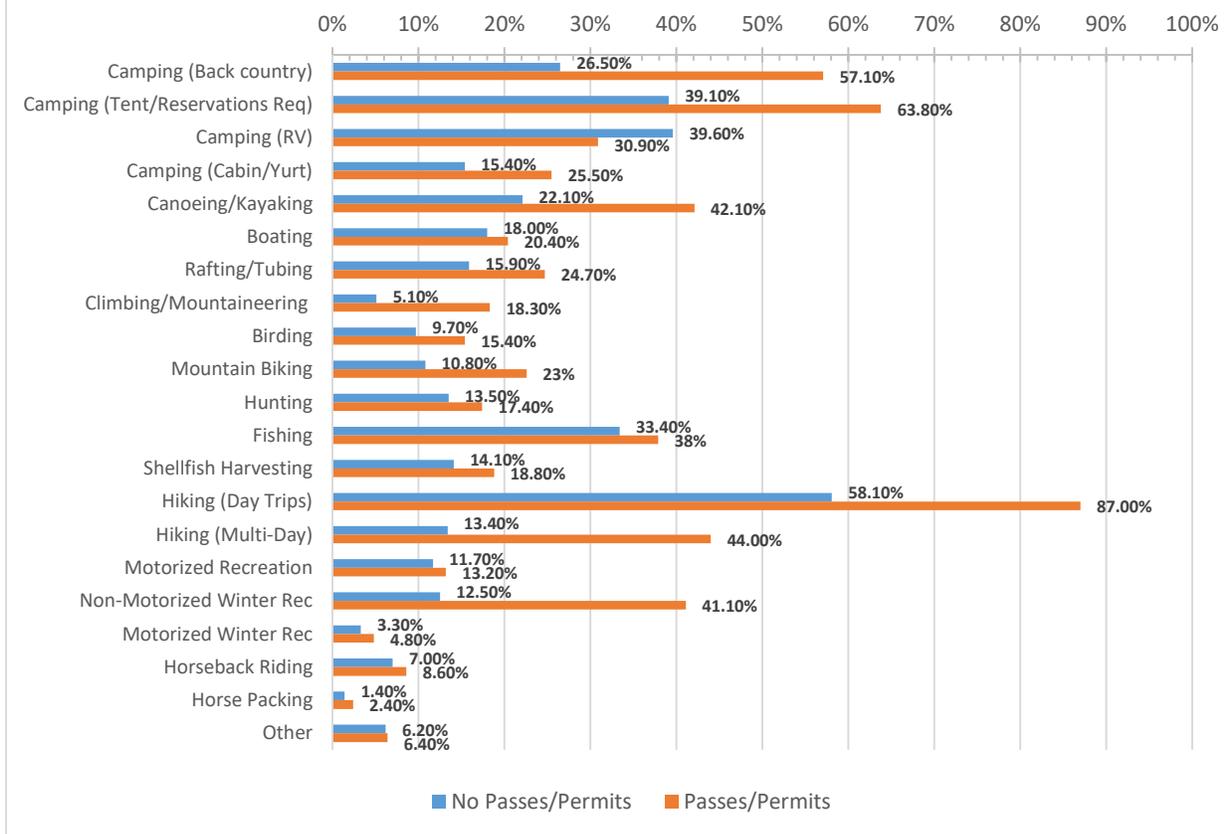
Table 2: Descriptive Statistics for Individuals Whose Households have not Purchases/Acquired Passes in the Last 12 Months

	No Pass Purchases/Acquired	Pass Purchases/Acquired
Gender	Female (52.7%)	Female (50.6%)
Race	Caucasian (85.3%)	Caucasian (89.7%)
Ethnicity	Non-Hispanic (94.2%)	Non-Hispanic (96.7%)
Primary Language	English (98.4%)	English (98.4%)
# of Registered Vehicles	2 (36.8%)	2 (42.5%)
Income	\$40,000-\$69,999 (28.8%)	\$120,000 and up (28.6%)
Active Duty Military	1%	1.3%
Veteran in Household	17.5%	13.5%
Veteran with Service Related Disability	5.9%	2.8%
Individual with Permanent Disability Parking Permit	9.1%	4%
Person with a Disability	14.7%	6.3%
Foster Care Provider	0.9%	0.5%
East/West	West (79.9%)	West (86.1%)

No Passes/Permits Purchases and Types of Activities

As can be seen in Figure 25, these households still engage in a number of outdoor recreation activities, although typically in lower percentages than households that have purchased or acquired a pass or permit in the last 12 months. Notably, the only activity more than 50% of these households indicate they engage in is Hiking/Day Trips (58.1%). These households also engage in some outdoor activities in similar percentages to pass/permit purchasers, including Fishing (33.4% and 38% respectively), and Hunting (13.5% and 17.5% respectively), among others (See Figure 25 below).

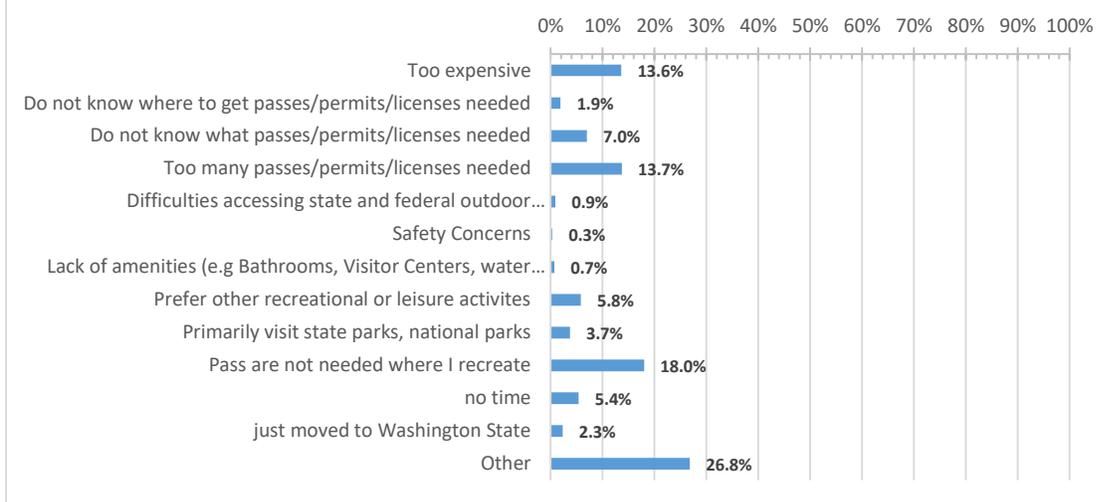
Figure 25: Types of Activities and Whether Passes/Purchased Acquired in Past 12 Months



Why these households have not purchased/acquired passes/permits in the last 12 months

Respondents who indicated that their household has not purchased or acquired a pass in the last 12 months were asked why; a closed-ended question providing a range of options including: too expensive, safety concerns, lack of amenities, among other options. As can be seen in Figure 26 below, the highest percentage of respondents indicated “other” (26.8%, 693), followed by “passes are not needed where I recreate” (18%, 465), “too many passes/permits/licenses needed” (13.7%, 355), and “too expensive” (13.6%, 351). Respondents were asked to specify “other” reasons for not purchasing/acquiring passes in the last 12 months. Responses included already having a pass, such as lifetime passes, national senior passes (Interagency Senior Pass), or access included with staying in State Parks. Some respondents stated that passes are expensive and they should not have to purchase passes in addition to paying taxes, while several stated they had a disabled veteran in the household and had access to free passes.

Figure 26: Primary Reason for not Purchasing or Acquiring Pass/Permit in Last 12 Months



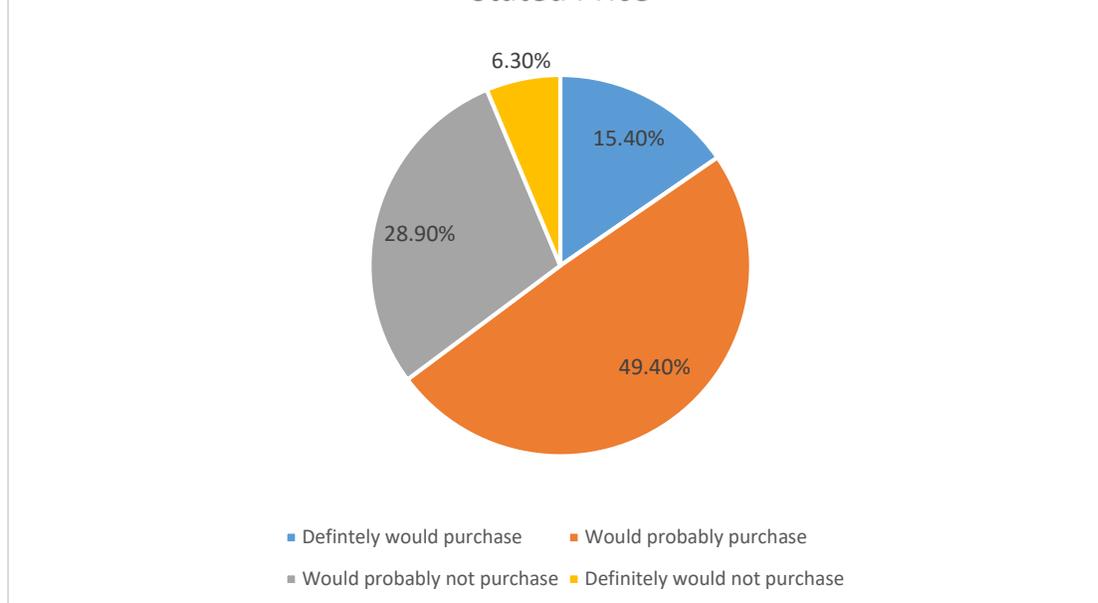
Respondents who indicated that they had difficulties accessing state and federal outdoor recreation lands were asked to further specify these difficulties. Of the 22 respondents who answered this question, 36.4% (8) indicated they did not have a personal vehicle while 27.3% (6) indicated “other” and provided additional information such as age and physical limitations, and poor road and trail maintenance.

Would your household purchase passes and/or permits if prices were reduced?

Respondents who indicated their household has not purchased or acquired a pass in the last 12 months were asked whether someone in their household would purchase passes/permits to access state-managed outdoor recreation and federally-managed public lands if prices were reduced. The majority of these respondents indicated yes (31.8%, 397), or maybe (40.5%, 506). The respondents who answered yes or maybe to this question (903) were asked the following question: *The Annual Discover Pass is currently \$30. This gives vehicle access for all WA State Parks, WA Department of Natural Resource lands, and Washington State Department of Fish and Wildlife lands. Please indicate at what price your household would consider purchasing a Discover Pass.*²⁰ The vast majority of these respondents indicated they would pay \$30 for the pass (70.7%), the mean response was \$32.69, and responses ranged from \$30 to \$100. These respondents were also asked the likelihood they would purchase the Discover Pass in the future if it were the price they indicated, and most stated they would probably purchase (49.4%, 414), or definitely would purchase (15.4%, 129).

²⁰ This was a slider question where respondents could slide the bar to any whole dollar value from \$30 to \$100.

Figure 27: Likelihood of Purchasing Discover Pass at Stated Price



Support for Options: Comparing Pass purchasers/acquirers and Non pass purchasers/acquirers

As mentioned, all survey respondents were asked their level of support for various options for funding Washington State Public lands. As support for these options is likely to differ depending on whether respondents have purchased or acquired a pass or permit recently, the two groups were compared in order to understand potential similarities and differences. For the first option, respondents were asked their level of support for eliminating the need for passes/permits by increasing vehicle registration fees for all Washington State residents. As can be seen in Table 3 below, a slightly higher percentage of pass purchasers indicate some level of support for eliminating the need for passes/permits by increasing vehicle registration fees compared to Non-purchasers. The Mann-Whitney U Test for non-parametric data reveals these differences are significant: non-pass purchasers significantly rank their opposition to this option higher than pass-purchasers ($p < .01$). It is important to note that there is also significant difference in support for this option among random resident only respondents with non-pass purchasers also ranking their opposition to this option significantly higher than pass purchasers ($p < .01$). In fact, Mann-Whitney U tests reveal non-users rank their opposition to all options and pricing scenarios significantly higher than pass purchasers ($p < .01$). These relationships hold whether conducted across all survey respondents, or only random resident survey respondents.

Table 3: Pass Purchasers/Non Purchasers Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Purchasers	3626 (21.2%)	2680 (15.6%)	2756 (16.1%)	1336 (7.8%)	2086 (12.2%)	2033 (11.9%)	2623 (15.3%)
Non-Purchasers	343 (15.5%)	268 (12.1%)	295 (13.3%)	231 (10.4%)	222 (10%)	273 (12.3%)	582 (26.3%)

Table 4: Pass Purchasers/Non Purchasers Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Purchasers	5742 (33.6%)	4910 (28.7%)	2749 (16.1%)	1220 (6.9%)	814 (4.8%)	694 (4.1%)	951 (5.6%)
Non-Purchasers	478 (21.7%)	500 (22.7%)	396 (18%)	335 (15.2%)	110 (5%)	128 (5.8%)	257 (11.7%)

Table 5: Pass Purchasers/Non Purchasers Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Purchasers	5186 (30.4%)	5080 (29.8%)	2986 (17.5%)	1858 (10.9%)	693 (4.1%)	560 (3.3%)	698 (4.1%)
Non-Purchasers	288 (13.1%)	487 (21.8%)	398 (18.1%)	514 (23.4%)	112 (5.1%)	137 (6.2%)	267 (12.2%)

Group Comparisons

Group Comparison-East/West Respondents

In order to examine the impact of region on respondent opinions and preferences, a new variable was using respondent zip code to indicate in which region of the state respondents reside. As can be seen in Figure 28 below, there are many similarities in outdoor activities between respondents in eastern compared to western Washington, although a higher percentage of those on the west side of the state indicated that they camp (Tent/Reservations Required) and Day Hike, while higher percentages of respondents on the eastern side of the state indicated they engage in Fishing, Hunting, and Mountain Biking. There are several similarities in passes purchased across both regions. However, a higher percentage of respondents in the east indicated they get the Vehicle Access Pass and Seasonal Sno-Park Permit, while a higher percentage of respondents on the west side of Washington purchase the Northwest Forest Pass, and the Interagency Pass.

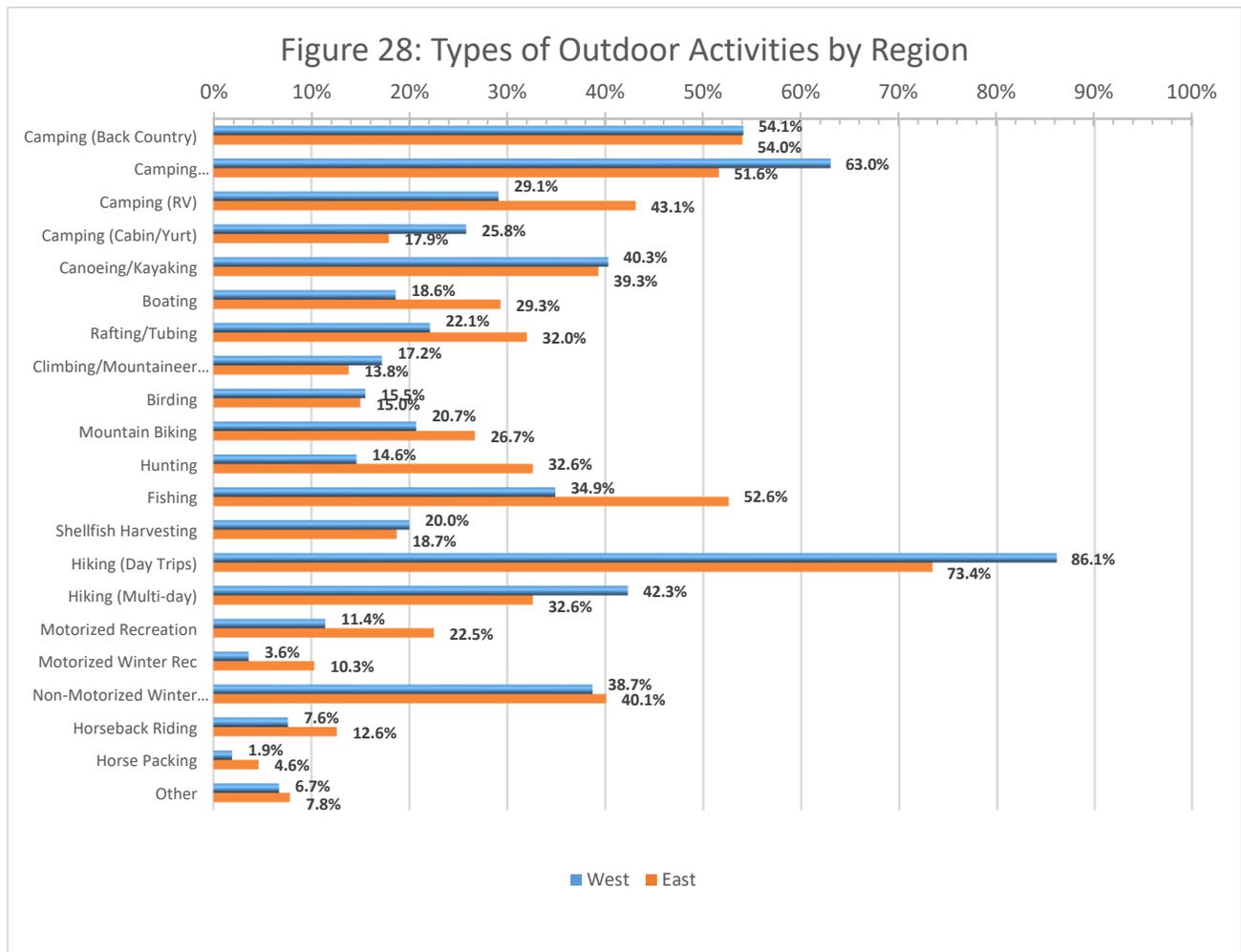
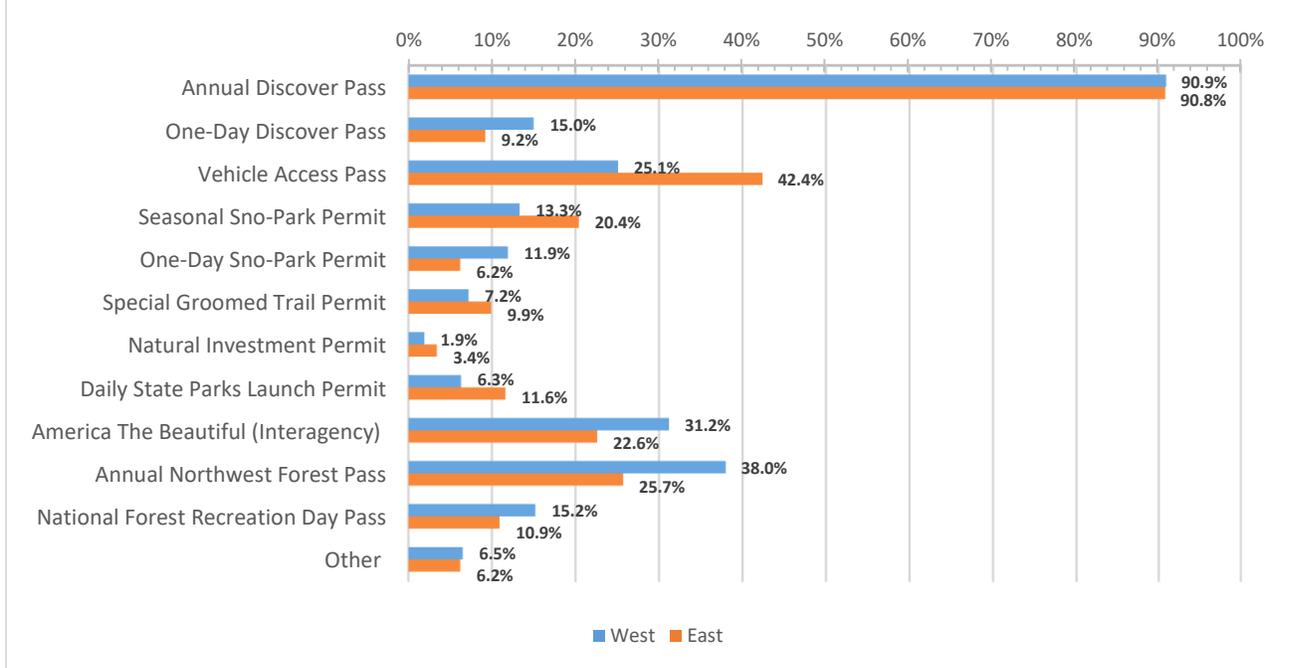


Figure 29: Passes Acquired by Region



East/West Interest in Combining Passes

When examining the impact of region on interest in combining passes, descriptive analysis seems to reveal minor differences (See Table 6 Below). However, Mann Whitney U tests of all survey respondents reveal that western Washington respondents rate their interest in a single pass that combines access to all state and federal lands and a pass that combines access to all state managed lands and National Forests significantly higher than east side respondents ($p < .01$), while east side respondents rated their interest in a pass that combines access to all state managed recreation lands and water craft launch sites , and access to all state managed recreation lands and winter recreation significantly higher than west side respondents ($p < .01$). However, conducting the statistical tests with respondents from the random resident survey reveal only the last two are significantly different: east side respondents rate their interest in these passes significantly higher than their counterparts on the west side of the state ($p < .01$).

Table 6: East/West Respondents and Interest in Combining Passes

Combo Pass Description West East	Very interested	Somewhat interested	Neither Interested nor Unintereste d	Not very interested	Not at all interested
All State and Federal Lands	77.0% (10,908) 69.3% (1,634)	14.8% (2,096) 18.0% (424)	3.9% (546) 5.6% (132)	1.6% (229) 2.4% (57)	2.7% (384) 4.7% (110)
State Lands and National Forests	64.6% (8,899) 57.5% (1,301)	21.9% (3,012) 24.3% (551)	6.5% (897) 9.0% (204)	2.9% (401) 2.7% (62)	4.1% (559) 6.4% (145)
State Lands and Watercraft Launch	22.6% (2,989) 30.0% (659)	15.1% (2,003) 19.5% (429)	24.9% (3,294) 22.0% (484)	16.3% (2,162) 11.5% (253)	21.1% (2,798) 16.9% (371)
State Lands and Winter Recreation	31.0% (4,149) 36.5% (807)	24.0% (3,209) 20.6% (455)	20.9% (2,796) 18.9% (417)	11.5% (1,538) 10.0% (221)	12.6% (1,693) 14.0% (310)

When examining region and support for options for funding public lands, Mann Whitney U tests on all survey data reveal a statistically significant difference in support for all options. These tests reveal that respondents on the eastern side of the state rate their support for the elimination of passes by increasing vehicle registration fees significantly higher than those on the west side, while west side respondents rate their support significantly higher for discounted passes at the time of registration and for a single pass with optional add-ons ($p < .05$). However, when conducting a test for random resident survey respondents only, only support for elimination of passes and permits by increasing vehicle registration is significant. Eastern Washington respondents rate their support for these options significantly higher than west side respondents.

Table 7: East/West Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
West	20.6% (3,113)	15.4% (2,336)	15.8% (2,387)	8.0% (1,204)	12.3% (1,861)	12.0% (1,820)	16.0% (2,421)
East	23.4% (606)	16.1% (418)	16.9% (438)	6.8% (177)	10.3% (266)	10.5% (273)	15.9% (411)

Table 8: East/West Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
West	33.3% (5032)	28.9% (4365)	16.2% (2442)	7.6% (1145)	4.7% (705)	3.9% (588)	5.5% (825)
East	31.7% (820)	26.8% (692)	17.5% (452)	7.7% (199)	4.8% (124)	4.5% (117)	7.0% (182)

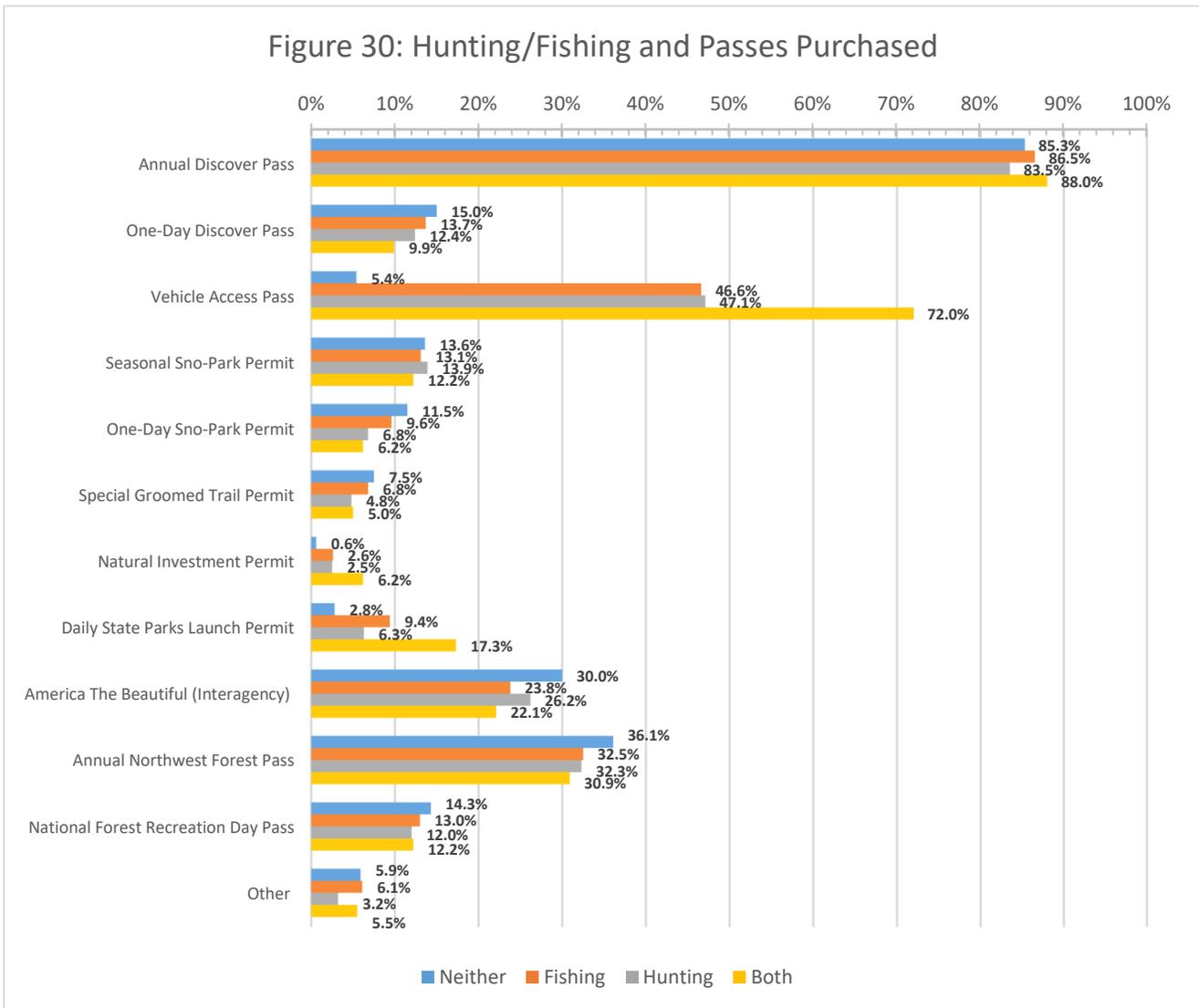
Table 9: East/West Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

Option 3	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
West	29.6% (4474)	29.6% (4470)	17.7% (2666)	11.7% (1763)	4.1% (613)	3.3% (503)	4.1% (612)
East	24.8% (641)	27.5% (710)	17.6% (454)	13.1% (340)	4.7% (122)	4.4% (113)	8.0% (206)

Group Comparison-Hunting/Fishing

Hunting/Fishing and Passes Purchased

Crosstabulations between hunting and fishing revealed much overlap in these activities. To examine the impact of these activities on interest in passes and perceptions of options, hunting and fishing were re-coded into a single variable with 4 categories: Fishing, Hunting, Both, Neither. As seen in Figure 30 below, there are several similarities in passes purchased across all groups, but some noticeable differences are clear. For instance, individuals who engage in both hunting and fishing report they get a Vehicle Access Pass in higher percentages than those who engage in solely hunting, fishing, or neither activity. Those who engage in neither activity purchase the Interagency Pass and the Annual Northwest Forest Pass in higher percentages, than those who hunt and/or fish.



One area of interest is whether hunters and fishers purchase both a Vehicle Access Pass and an Annual Discover Pass. Over 90% (4,768) of those who purchase the Vehicle Access Pass (many of whom are hunters and fishers) also purchase the Discover Pass. The same does not hold true

for those who purchase the Discover Pass, with only 27.5% also purchasing a Vehicle Access Pass.

Level of Interest in Combining Passes for Fishing and Hunting²¹

Kruskal-Wallis tests reveal there is a significant difference in level of interest in a single pass or permit that gives access to all state and federal managed outdoor recreation lands in Washington, and interest in a single pass or permit that gives access to all state managed outdoor recreation lands and watercraft launch fees. Pairwise comparisons on all survey data reveal that for combining a pass that gives access to all state and federally managed outdoor lands in Washington State, there is a statistically significant difference in rating of interest between individuals who only hunt and only fish, with hunters rating their interest significantly lower than those who fish ($p < .05$). Those who do neither fishing or hunting rate their level of interest in this activity significantly higher than those who do both ($p < .05$), and those who hunt ($p < .05$). In other words, those who fish or do neither fishing or hunting rate their interest in this pass significantly higher than those who hunt or both hunt and fish. However, when examining these relationships with only data from the WDFW Wild Survey (a random survey of purchasers of fishing and hunting licenses), only two groups are significantly different: *those who do neither activity are significantly more interested in this pass than those who both fish and hunt.*

Statistical comparisons of all survey responses also reveal that there is a significant difference between all groups. Individuals who do both activities rate their interest in the pass significantly higher than all other groups ($p < .01$), while those who only fish rate their interest significantly higher than those who hunt and those who do neither activity ($p < .01$). Those who do neither activity rate their interest in this pass significantly less than all other groups ($p < .01$). When examining these relationships with only data from the WDFW Wild Survey (a random survey of purchasers of fishing and hunting licenses), individuals who do both activities still rank their interest in this pass significantly higher than all other groups, and those who fish only significantly rate their interest in this pass higher than those who hunt only ($p < .05$). *Given the similarities in statistical tests across all surveys and the WDFW Wild Random survey, there does appear to be a significant difference in interest in this pass for individuals who do both fishing and hunting compared to those who do neither activity. Those who do both are significantly more interested than those who do either activity alone, and those who do neither.*

²¹ For each of these comparisons a Kruskal-Wallis test is used, and a Dunn's (1964) procedure with a Bonferroni correction for multiple comparisons is used to reveal which groups are statistically different.

Table 10: Hunting/Fishing Level of Interest for a Single Pass or Permit that Gives Access to all

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
Neither	75.4% (8350)	15.3% (1700)	4.5% (504)	1.9% (213)	2.8% (314)
Fishing	75.6% (3254)	15.6% (671)	4.5% (193)	1.6% (70)	2.8% (119)
Hunting	69.2% (322)	20.2% (94)	4.9% (23)	1.5% (7)	4.1% (19)
Both	73.3% (2047)	15.8% (442)	4% (111)	2% (55)	4.9% (138)

State and Federal Managed Outdoor Recreation Lands in Washington State.

Table 11: Hunting/Fishing Level of Interest for a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and All National Forests in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
Neither	63.4% (6797)	22.4% (2400)	7.1% (766)	3% (324)	4.1% (436)
Fishing	63.2% (2616)	22.5% (931)	7.4% (307)	2.7% (113)	4.2% (172)
Hunting	60.5% (273)	24.2% (109)	6.7% (30)	2.9% (13)	5.8% (26)
Both	62.2% (1675)	21.7% (569)	6.7% (180)	3.2% (85)	6.8% (184)

Table 12: Hunting/Fishing Level of Interest for a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Water Craft Launch Fees.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
Neither	17.6% (1800)	13.2% (1350)	26.3% (2699)	17.9% (1838)	25% (2562)
Fishing	29.3% (1181)	18.8% (757)	24.3% (977)	13.7% (553)	13.8% (556)
Hunting	26.4% (112)	17.9% (17.9%)	21.2% (90)	13.4% (57)	21.2% (90)
Both	40.1% (1054)	19.8% (521)	18.7% (492)	8.1% (214)	13.1% (345)

Table 13: Hunting/Fishing Level of Interest for a Single Pass or Permit that Gives Access to all State Managed State Managed Outdoor Recreation Lands and Winter Recreation Areas.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
Neither	30.5% (3180)	25% (2608)	20.4% (2128)	11.4% (1194)	12.7% (1321)
Fishing	33.7% (1357)	21.9% (882)	21.6% (868)	11.3% (456)	11.4% (459)
Hunting	34.3% (149)	21.1% (92)	19.8% (86)	10.6% (46)	14.3% (62)
Both	35.1% (910)	18.4% (476)	20.6% (535)	9.5% (246)	16.4% (426)

Hunting/Fishing and Support for Options

Kruskal-Wallis tests reveal that support for all options is statistically different between those who hunt and fish. For instance, hunters rate their level of opposition for eliminating passes/permits by increasing vehicle registration fees statistical higher than those who do neither activity ($p. < .01$), and those who only fish ($p. < .01$). Those who do both activities also rate their level of opposition higher than those who only fish ($p. < .05$), and those who do neither ($p. < .01$). *In other words, those who hunt or both fish and hunt rate their opposition to eliminating passes by increasing vehicle registration fees higher than those who do neither or only fish.* These relationships hold when conducting statistical tests on only WDFW Wild data. Respondents who hunt and respondents who both hunt and fish rate their opposition to offering a discounted pass at time of vehicle registration significantly higher than those who fish only and those who do neither activity ($p. < .01$). When conducting statistical comparisons of WDFW Wild respondents only, only two groups were found to be statistically different. Hunters are more opposed to this option than those who only fish, and those who do both activities rate their opposition significantly higher than those who only fish ($p. < .01$). *In other words, hunters and individuals who both fish and hunt rate their opposition to a reduced pass at the time of vehicle registration significantly higher than those who only fish.*

Statistical analysis of all survey responses reveals that those who hunt or both fish and hunt rate their opposition to a single pass with optional add-ons significantly higher than those who only fish or those who do neither activity. Those who do neither activity rate their support significantly higher for this option than all other groups ($p. < .05$). These relationships hold when examining only WDFW Wild survey respondents with the exception of the difference between those who fish and those who do neither activity are no longer significant. *In other words, those who hunt and those who do both activities rate their support for a single pass with optional add-ons significantly lower than those who do neither activity or only fish.*

Table 14: Hunting/Fishing Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Neither	19.7% (2279)	15.5% (1797)	16.5% (1914)	8.5% (979)	13.3% (1544)	12% (1394)	1667 (14.4%)
Fishing	21.9% (974)	15.1% (670)	15.3% (680)	8.1% (358)	10.9% (484)	11.9% (527)	16.8% (746)
Hunting	16.6% (83)	15.4% (77)	13.8% (69)	6.6% (33)	12% (60)	14% (70)	21.6% (108)
Both	22.3% (633)	14.2% (404)	13.7% (388)	6.9% (197)	7.7% (220)	11.1% (315)	24.1% (684)

Table 15: Hunting/Fishing Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Neither	32.3% (3728)	29% (3343)	16.7% (1928)	8% (917)	5.1% (586)	4.1% (474)	4.8% (554)
Fishing	35.6% (1441)	28.4% (1150)	15.3% (621)	7.7% (311)	4.3% (175)	3.3% (135)	5.8% (258)
Hunting	29% (133)	27.6% (137)	15.5% (77)	7.4% (37)	3.4% (17)	6.8% (34)	10.3% (51)
Both	29.8% (817)	24.8% (700)	16.1% (241)	8.5% (241)	4.2% (118)	5.3% (150)	12.2% (345)

Table 16: Hunting/Fishing Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

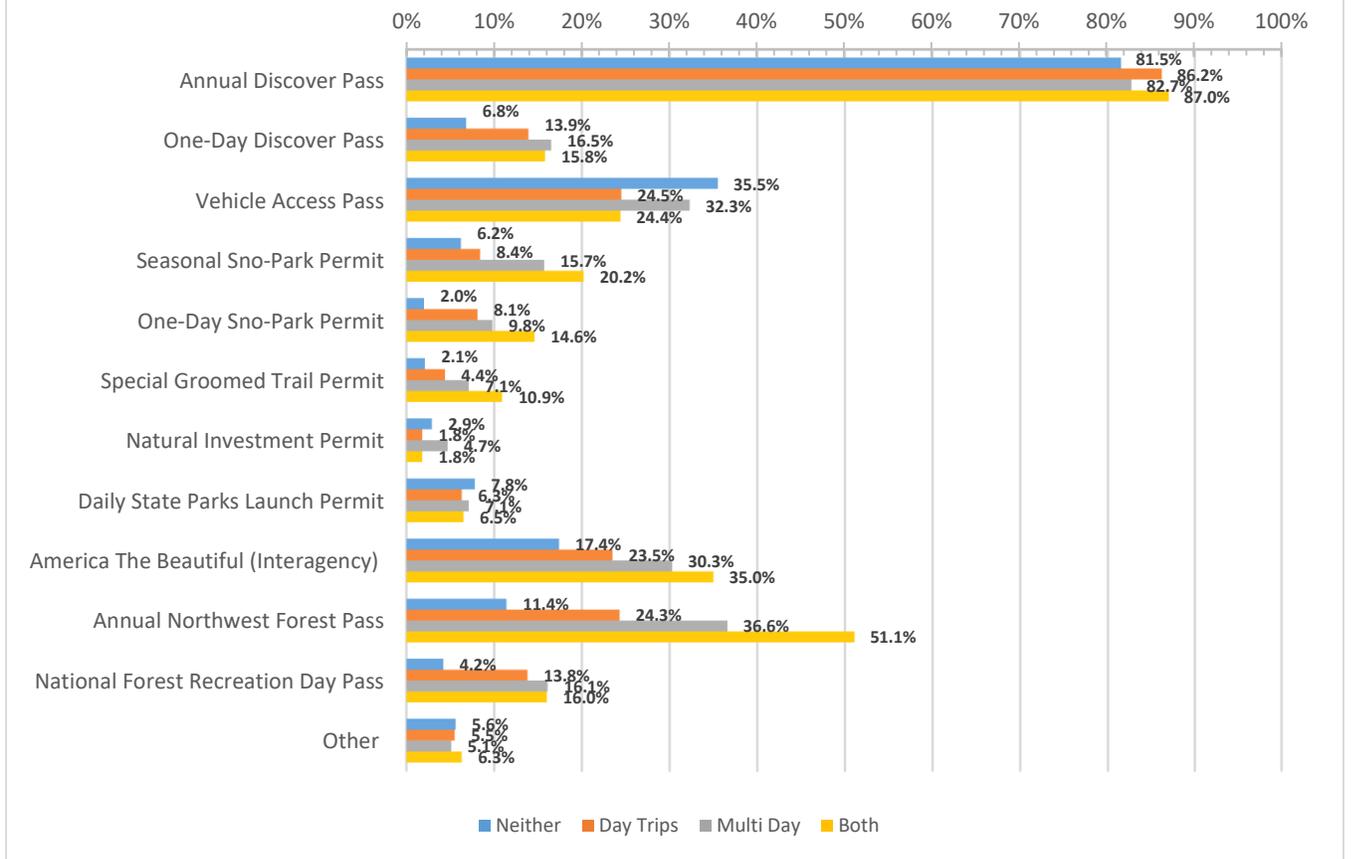
	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Neither	30.7% (3256)	30.7% (3256)	17.3% (1836)	11.8% (1256)	3.8% (402)	2.8% (300)	2.8% (297)
Fishing	29.5% (1196)	28.3% (1147)	17.9% (724)	11.6% (468)	4.4% (178)	3.9% (159)	4.4% (177)
Hunting*	22.8% (103)	28.6% (129)	18% (81)	11.3% (51)	4.2% (19)	4.7% (21)	10.4% (47)
Both*	21.7% (560)	25.1% (648)	18.5% (479)	12.7% (328)	5.3% (136)	5.3% (136)	11.5% (297)

Group Comparison-Hiking

Hiking and Passes Purchased

To examine the impact of hiking on interest in passes and perceptions of options, hiking (day trips) and hiking (overnight trips) were re-coded into a single variable with 4 categories: Hiking (day trips), Hiking (overnight trips), Both, and Neither. Figure 31 below reveals some differences in passes purchased and these activities. For instance, those who do neither day trips or overnight trips are more likely to get a Vehicle Access Pass than all other groups. Those who engage in both types of hiking are also more likely to purchase the Interagency Pass and the Annual Northwest Forest Pass.

Figure 31: Hiking and Passes Purchased



Hiking and Interest in Combining Passes

Kruskal-Wallis tests on all survey data reveal a significant difference in interest in combining passes depending on whether respondents hike or not. Those who engage in no hiking activities rate their opposition to all passes significantly higher than other groups, with the exception of combining a single pass that gives access to all state-managed lands and watercraft launch sites. For this pass, those who engage in neither activity rate their support significantly higher than all other groups ($p < .01$). Those who do both types of hiking rate their support for every pass (with the exception of combining with watercraft launch sites) significantly higher than those who only do day trip hiking or those who only do multi-day hiking ($p < .01$). When examining the random resident data only, level of interest in a single pass that gives access to all state managed outdoor recreation lands and watercraft launch fees are no longer significantly different between these groups. However, all other significant relationships remain. In other words, *those who engage in no hiking are significantly less interested in all three passes with the exception of a pass that combines access with watercraft launch sites.*

Table 17: Hiking Level of Interest in a Single Pass or Permit that Gives Access to all State and Federal Managed Outdoor Recreation Lands in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
Neither	53% (1264)	25.8% (616)	10% (239)	3.3% (79)	7.8% (186)
Hiking Day Trips	72.9% (6071)	17.5% (1459)	4.7% (390)	1.9% (156)	3% (251)
Hiking Multi Day Trips	73% (162)	14.9% (33)	5.4% (12)	2.7% (6)	4.1% (9)
Both	84% (6476)	10.4% (799)	2.5% (190)	1.3% (104)	1.9% (144)

Table 18: Hiking Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and all National Forests in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
Neither	45.5% (1029)	26.8% (606)	13.8% (311)	4.2% (95)	9.7% (220)
Hiking Day Trips	62.1% (4982)	23.4% (1877)	7.4% (590)	3% (238)	4.2% (335)
Hiking Multi Day Trips	57.1% (124)	24% (52)	8.3% (18)	2.3% (5)	8.3% (18)
Both	69.6% (5226)	19.6% (1474)	4.8% (364)	2.6% (197)	3.3% (245)

Table 19: Hiking Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Water Craft Launch Fees.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
Neither	28.2% (611)	18.7% (406)	22.5% (489)	9.7% (210)	20.9% (453)
Hiking Day Trips	23.3% (1800)	16.2% (1253)	24.2% (1870)	15.4% (1192)	20.7% (1601)
Hiking Multi Day Trips	23.7% (50)	11.8% (25)	27% (57)	12.3% (26)	25.1% (53)
Both	23.3% (1686)	1020 (14.1%)	25.5% (1842)	1234 (17.1%)	20% (1446)

Table 20: Hiking Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Winter Recreation Areas.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
Neither	22.3% (478)	16.7% (357)	24.9% (534)	11.4% (244)	24.7% (530)
Hiking Day Trips	27.8% (2162)	22.4% (1742)	22.3% (1732)	13.3% (1032)	14.1% (1096)
Hiking Multi Day Trips	33.2% (70)	20.4% (43)	20.4% (43)	10.9% (23)	15.2% (32)
Both	39.2% (2886)	26% (1916)	17.8% (1308)	8.7% (643)	8.3% (610)

Hiking and Support for Options

Statistical comparisons reveal statistically significant differences between support for options and whether respondents engage in hiking. *Those who do not hike rate their opposition to all options significantly higher than those who hike.* For instance, those who do not hike rate their opposition to eliminating the need for passes by increasing vehicle registration fees significantly higher than respondents who do day trip hiking only, multi-day hiking only, and both types of hiking. They also rate their opposition to a discounted pass at the time of vehicle registration significantly higher than those who do day trip hiking and those who engage in both day trip and multi-day hiking ($p < .01$). Those who do not hike rate their opposition to creating a single pass with optional add-ons significantly higher than those who engage in all other hiking activities ($p < .01$). With the exception of eliminating the need for passes by increasing vehicle registration fees, all of these relationships remain when conducting statistical tests on random resident survey data only.

Table 21: Hiking Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Neither	16.9% (484)	12.4% (355)	14.1% (404)	9.6% (275)	9.8% (279)	13% (371)	24.2% (691)
Hiking Day Trips	18.7% (1617)	15.2% (1315)	15.9% (1371)	8.1% (701)	12.7% (1098)	12.7% (1095)	16.7% (1441)
Hiking Multi Day Trips	25% (56)	14.7% (33)	15.2% (34)	4% (9)	10.3% (23)	13.4% (30)	17.4% (39)
Both	23.7% (1812)	16.3% (1245)	16.3% (1245)	7.6% (582)	11.9% (908)	10.6% (810)	13.5% (1034)

Table 22: Hiking Support for Opportunity to Purchase a Discounted Pass to Access Sate Managed Outdoor Recreation Lands at Time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Neither	23.8% (678)	25.6% (728)	17.2% (488)	12.6% (359)	4.5% (127)	5.8% (166)	10.5% (299)
Hiking Day Trips	32.5% (2794)	28.8% (2479)	16.7% (1434)	7.6% (651)	5% (429)	3.9% (337)	5.6% (486)
Hiking Multi Day Trips	35.6% (79)	31.1% (69)	11.7% (26)	7.2% (16)	3.6% (8)	5% (11)	5.9% (13)
Both	35.1% (2669)	21.34% (28.1%)	15.7% (1197)	7% (529)	4.7% (308)	4% (308)	5.4% (410)

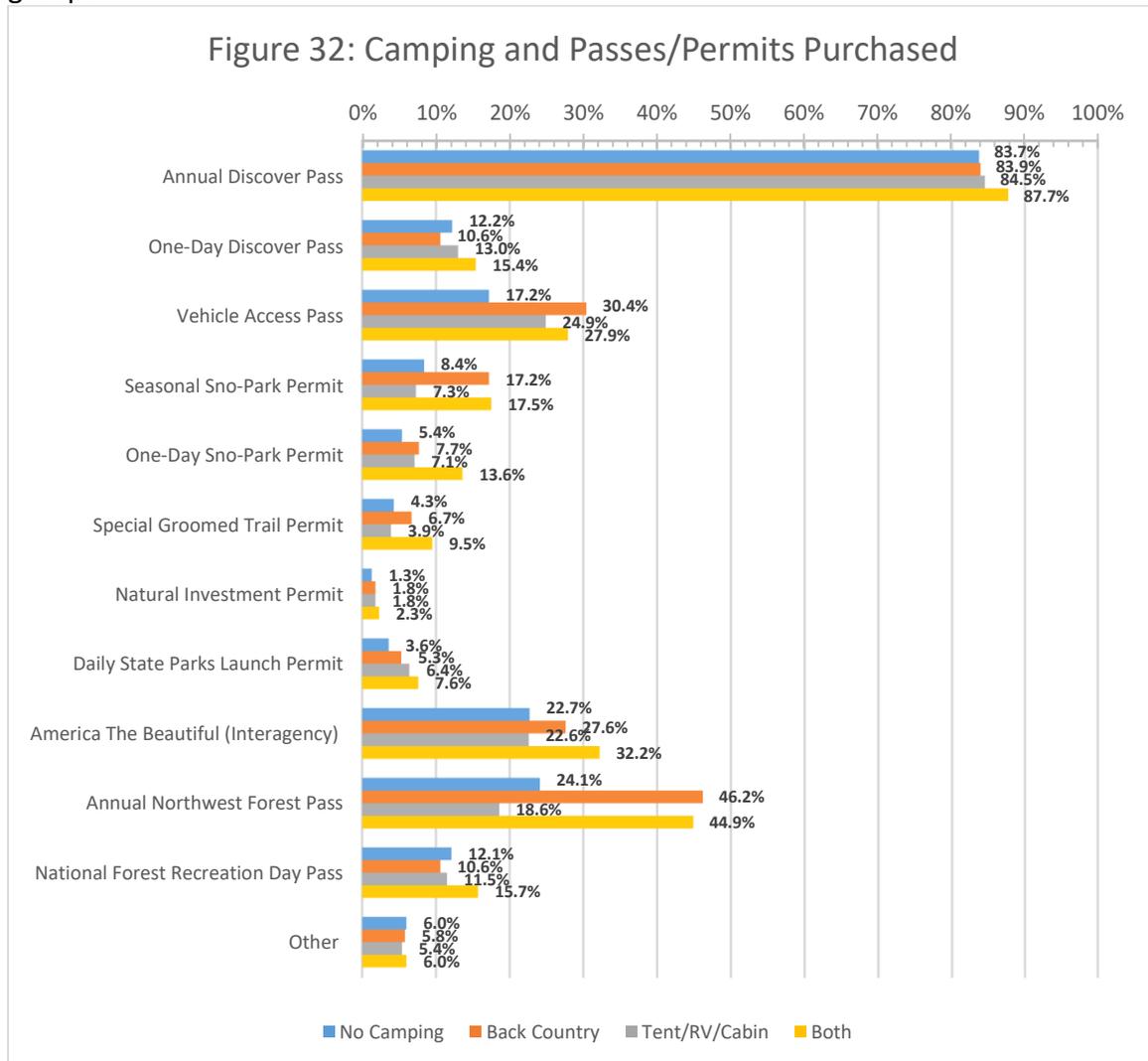
Table 23: Hiking Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Neither	17.4% (492)	23.8% (675)	17.7% (500)	20.7% (586)	4.1% (115)	6% (169)	10.4% (295)
Hiking Day Trips	27.8% (2387)	30% (2577)	18% (1550)	12.6% (1087)	4.1% (356)	3.3% (283)	4.2% (360)
Hiking Multi Day Trips	30% (67)	25.1% (56)	16.1% (36)	13% (29)	3.6% (8)	3.6% (8)	8.5% (19)
Both	33.3% (2528)	29.6% (2250)	17.1% (1298)	8.8% (670)	4.3% (326)	3.1% (237)	3.8% (291)

Group Comparison - Camping

Camping and Passes Purchased

To examine the impact of camping activities on interest in passes and perceptions of options, camping (backcountry/wilderness or primitive/rustic campsite), camping (tent at established campground, reservations required), camping (RV/Camper at established campground, reservations required) and camping (Cabin/Yurt) were re-coded into a single variable with 4 categories: Camping (backcountry), Camping (Tent, RV/Camper, Cabin/Yurt), Both, and Neither. Figure 32 below reveals some differences in passes purchased and these activities. For instance, a higher percentage of those who engage in backcountry camping get the Annual Northwest Forest Pass, and those who do both purchase the Interagency Pass in higher percentages. Those who backcountry camp also get the Vehicle Access Pass in higher percentages than other groups.



Camping and Interest in Combining Passes

Kruskal-Wallis tests on all survey data reveal a significant difference in level of interest in combining passes depending on whether respondents camp or not. Those who do not camp rate their opposition to all passes significantly higher than other groups ($p < .01$). Those who engage in both types of camping rate their interest significantly higher for all passes. When examining the Camis data only, all relationships remain with the exception of a single pass/permit that combines access to state managed outdoor recreation lands and watercraft launch sites.

Table 24: Camping Level of Interest in a Single Pass or Permit that Gives Access to all State and Federal Managed Outdoor Recreation Lands in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Camping	66.6% (1564)	19% (447)	6.5% (152)	2.3% (55)	5.5% (129)
Backcountry Camping Only	75.1% (957)	14.1% (179)	4.2% (54)	2.1% (27)	4.5% (57)
Tent, RV/Camper, Cabin/Yurt	67.5% (3938)	20.1% (1175)	6.5% (381)	2.3% (132)	3.6% (208)
Both	81.8% (7514)	12% (1106)	2.7% (244)	1.4% (131)	2.1% (196)

Table 25: Camping Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and all National Forests in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Camping	56% (1259)	24.5% (550)	8.8% (198)	3.6% (80)	7.2% (162)
Backcountry Camping Only	62.7% (766)	19.6% (239)	7.5% (91)	3.9% (48)	6.3% (77)
Tent, RV/Camper, Cabin/Yurt	57.4% (3226)	25% (1408)	9.5% (536)	3.2% (180)	4.8% (271)
Both	68.5% (6110)	20.3% (1812)	5.1% (458)	2.5% (227)	3.5% (308)

Table 26: Camping Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Water Craft Launch Fees.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Camping	19% (409)	14.7% (316)	25.3% (546)	14.3% (309)	26.7% (576)
Backcountry Camping Only	20.7% (237)	14.3% (164)	23.3% (267)	16% (183)	25.7% (294)
Tent, RV/Camper, Cabin/Yurt	23.5% (1271)	17% (920)	24.6% (1330)	14.8% (799)	20.2% (1096)
Both	25.9% (2230)	15.2% (1304)	24.6% (2115)	15.9% (1371)	18.4% (1587)

Table 27: Camping Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Winter Recreation Areas.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Camping	25.5% (558)	20.8% (455)	23% (504)	12.3% (268)	18.4% (402)
Backcountry Camping Only	30.8% (361)	22% (258)	19.8% (232)	10.8% (127)	16.5% (193)
Tent, RV/Camper, Cabin/Yurt	25.7% (1387)	21.3% (1153)	23.4% (1265)	13.3% (718)	16.3% (884)
Both	37.7% (3290)	25.1% (2192)	18.5% (1616)	9.5% (829)	9.1% (789)

Camping and Support for Options

Kruskal-Wallis tests reveal that respondents who engage in both types of camping are significantly more supportive of all three options ($p < .01$). Respondents who do not engage in camping are significantly less supportive of eliminating the need for passes/permits by increasing vehicle registration fees, and a single base pass with optional add-ons ($p < .05$). Those who do back country camping are significantly less supportive of the opportunity to purchase a reduced pass at the time of vehicle registration ($p < .01$).

Table 28: Camping Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Camping	17.7% (479)	13.8% (373)	14.5% (393)	9% (244)	12.5% (337)	12.8% (346)	19.7% (533)
Backcountry Camping Only	23.3% (303)	13.9% (181)	13.3% (173)	8% (104)	11.5% (149)	11.6% (150)	18.3% (238)
Tent, RV/Camper, Cabin/Yurt	16.9% (1052)	15.1% (941)	15.9% (990)	8.5% (526)	12.5% (776)	13.2% (821)	17.9% (1114)
Both	23.4% (2135)	15.9% (1453)	16.4% (1495)	7.6% (693)	11.5% (1046)	10.8% (989)	14.5% (1320)

Table 29: Camping Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Camping	29.1% (783)	26.9% (724)	16.5% (444)	10.3% (277)	5.3% (142)	5% (135)	6.8% (184)
Backcountry Camping Only	30% (388)	26.4% (342)	14.5% (187)	9% (116)	5.2% (67)	5.6% (73)	9.4% (121)
Tent, RV/Camper, Cabin/Yurt	30.8% (1904)	28.8% (1781)	17% (1052)	8.4% (517)	4.7% (291)	4.2% (263)	6.2% (382)
Both	34.5% (3145)	28.1% (2563)	16% (1462)	7.1% (645)	4.7% (424)	3.9% (351)	5.7% (521)

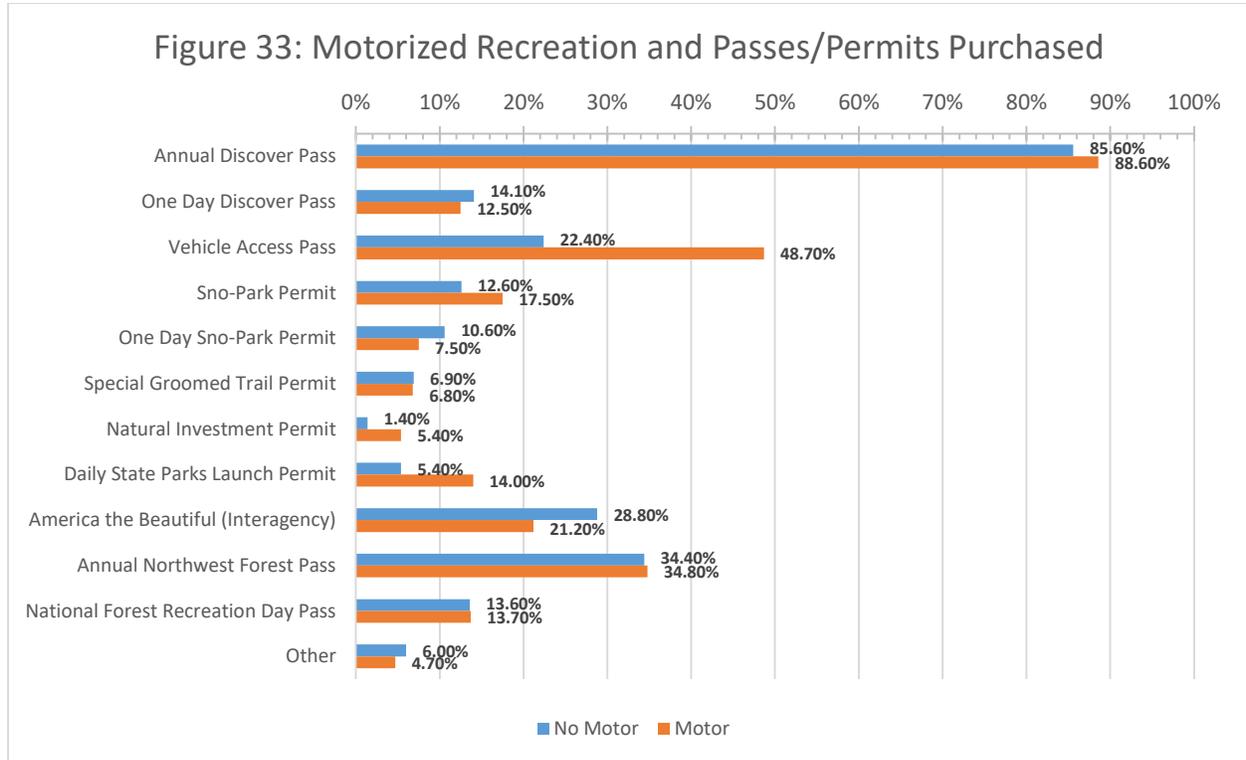
Table 30: Camping Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Camping	23.8% (639)	27.8% (746)	17.8% (479)	16.9% (455)	4.5% (120)	3.7% (99)	5.6% (150)
Backcountry Camping Only	26% (335)	27.5% (355)	17.1% (221)	10.8% (139)	6.1% (78)	4.3% (55)	8.2% (106)
Tent, RV/Camper, Cabin/Yurt	26% (1608)	29.3% (1812)	17.7% (1091)	14.3% (881)	3.9% (242)	3.8% (234)	5% (309)
Both	31.8% (2892)	29.1% (2645)	17.5% (897)	4% (365)	3.4% (309)	3.4% (309)	4.4% (400)

Group Comparison-Motorized Recreation

Motorized Recreation and Passes Purchased

The impact of motorized recreation on pass purchases and support for options was also analyzed. Figure 33 shows the percentage of those participating in motorized recreation who purchase different passes. Respondents who engage in motorized recreation (ATV, dirt bikes, 4X4 trail riding, etc.) purchase/acquire the Vehicle Access Pass, Natural Investment Permit and Daily State Parks Launch permit at over twice the rate of those who do not engage in that activity.



Motorized Recreation and Interest in Combining Passes

As with other groups, descriptive analysis suggests that a single pass/permit that allows access to all state and federal managed outdoor recreation lands received the most support among those respondents who engage in motorized recreation. Mann-Whitney U tests, however, reveal this difference is not significant. According to these tests, there is a significant difference between those who engage in motorized recreation and interest in a pass that combines access to state managed outdoor recreation lands and watercraft launch fees, and state managed outdoor recreation lands and winter recreation areas. Those who engage in motorized recreation rate their interest in each of these passes/permits higher than those who do not ($p < .01$). However, these comparisons cannot be conducted with the random resident survey data due to limited number of individuals engaging in this activity among those survey respondents so assumptions should be considered with caution.

Table 31: Motorized Recreation Level of Interest in a Single Pass or Permit that Gives Access to all State and Federal Managed Outdoor Recreation Lands in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Motorized Recreation	75.2% (12153)	15.7% (2535)	4.5% (724)	1.8% (292)	2.9% (465)
Motorized Recreation	73.5% (1820)	15% (372)	4.3% (107)	2.1% (43)	5% (125)

Table 32: Motorized Recreation Level of Interest in a Single Pass or Permit that Allows Access to all State Managed Outdoor Recreation Lands and all National Forests in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Motorized Recreation	63.1% (9854)	22.6% (3523)	7.2% (1120)	3% (464)	4.2% (651)
Motorized Recreation	62.9% (1507)	20.3% (486)	6.8% (163)	3% (71)	7% (167)

Table 33: Motorized Recreation Level of Interest in a Single Pass or Permit that Allows Access to all State Managed Outdoor Recreation Lands and Water Craft Launch Fees.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Motorized Recreation	21.9% (3281)	15.2% (2301)	25.1% (3766)	16.4% (2457)	21.4% (3207)
Motorized Recreation	37.5% (866)	17.4% (403)	21.3% (492)	8.9% (205)	15% (346)

Table 34: Motorized Recreation Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Winter Recreation Areas.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Motorized Recreation	31.2% (4737)	23.6% (3582)	20.9% (3170)	11.4% (1736)	12.8% (1940)
Motorized Recreation	37.1% (859)	20.6% (476)	19.3% (447)	8.9% (206)	14.2% (328)

Motorized Recreation and Support for Options

Descriptive analysis of motorized recreation and support for options suggests that respondents who engage in motorized recreation are more opposed to each of the options. The option to have a discounted pass at vehicle registration has the strongest support from those that engage in this activity, with 56.6% (1,301) saying that they either Support or Strongly Support the option. The second most supported option among this group is to have a single pass with optional add-ons (49.5%, 1,137). Mann-Whitney U tests on all survey respondents indicate that there is a significant difference between those who engage in motorized recreation and those who do not and support for all options, with those who engage in this activity rating their opposition to all options significantly higher ($p < .01$). However, we are unable to conduct comparison statistical tests with random resident survey data due to the limited number of individuals who engage in this activity in this survey. Therefore, these differences should be approached with caution.

Table 35: Motorized Recreation Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Motorized Recreation	20.3% (3415)	15.7% (2631)	16% (2696)	8.2% (1378)	12.5% (2096)	11.9% (1999)	15.4% (2591)
Motorized Recreation	21.7% (554)	12.4% (317)	13.9% (355)	7.4% (189)	8.3% (212)	12% (307)	24.1% (614)

Table 36: Motorized Recreation Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Motorized Recreation	32.6% (5465)	28.5% (4766)	16.3% (2737)	8% (1341)	4.9% (828)	4.2% (701)	5.4% (907)
Motorized Recreation	29.7% (755)	25.4% (644)	16.1% (408)	8.4% (214)	3.8% (96)	4.8% (121)	11.9% (301)

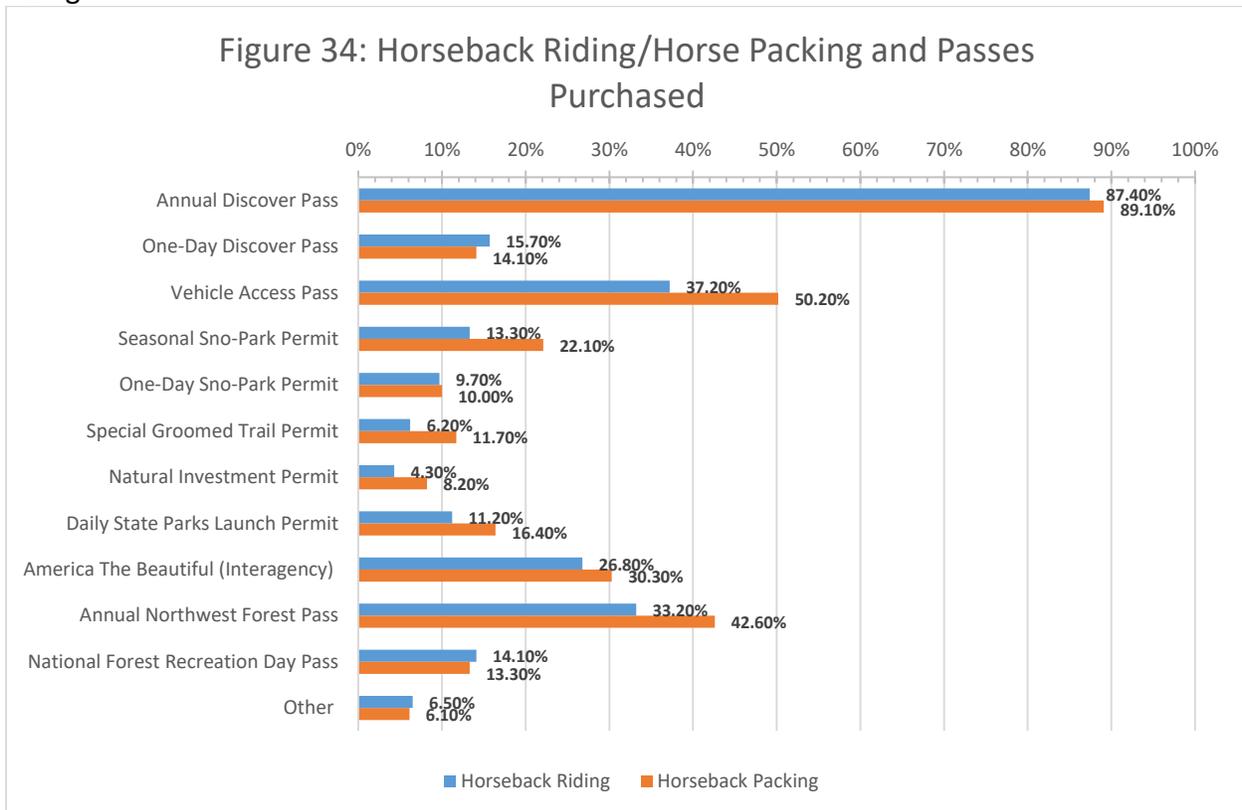
Table 37: Motorized Recreation Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Motorized Recreation	29.3% (4898)	29.3% (4898)	17.5% (2927)	12.4% (2068)	4.2% (697)	3.4% (565)	4% (668)
Motorized Recreation	22.7% (578)	26% (660)	18% (304)	12% (304)	4.3% (108)	5.2% (132)	11.7% (297)

Group Comparisons-Horse Riding/Packing

Horseback Riding and Horse Packing and Passes Purchased

The pass purchasing and support for options of respondents who engage in horseback riding and those who engage in horse packing were also examined. Those that participate in horse packing activities tend to purchase/acquire the Vehicle Access Pass, Seasonal Sno-Park Permit, and the Annual Northwest Forest pass as higher rates than those that participate in horseback riding.



Horseback Riding and Interest in Combined Passes

Descriptive analysis of horseback riding and interest in combined passes indicates that respondents who engage in horseback riding are most interested in the single pass/permit that gives access to all state and federal managed outdoor recreation lands in Washington State, followed by the pass that combines access to all state managed outdoor recreation lands and all National Forests in Washington State. Mann-Whitney U tests conducted on all survey responses indicates that statistically significant differences exist between those who engage in horseback riding and those who do not for all four combination options. Those who engage in horseback riding rate their interest in all these passes significantly higher than those who do not ($p < .01$). Comparisons with random resident survey data are unable to be conducted due to the small proportion of respondents who engage in this activity; therefore, these results should be approached with caution.

Table 38: Horseback Riding Level of Interest in a Single Pass or Permit that Gives Access to all State and Federal Managed Outdoor Recreation Lands in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Horseback Riding	75.6% (12733)	15.7% (2674)	4.5% (776)	1.9% (327)	3.2% (550)
Horseback Riding	78.2% (1240)	14.7% (233)	3.5% (55)	1.1% (18)	2.5% (40)

Table 39: Horseback Riding Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and all National Forests in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Horseback Riding	62.6% (10317)	22.6% (3720)	7.1% (1177)	3.1% (503)	4.6% (763)
Horseback Riding	68.4% (1044)	18.9% (289)	6.9% (106)	2.1% (32)	3.6% (55)

Table 40: Horseback Riding Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Water Craft Launch Fees.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Horseback Riding	23.1% (3673)	15.4% (2445)	24.7% (3916)	15.7% (2496)	21.1% (3350)
Horseback Riding	32.8% (474)	17.9% (259)	23.7% (342)	11.5% (166)	14.1% (203)

Table 41: Horseback Riding Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Winter Recreation Areas.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Horseback Riding	31.5% (5046)	23.3% (3734)	20.7% (3322)	11.3% (1813)	13.1% (2105)
Horseback Riding	37.6% (550)	22.2% (324)	20.2% (295)	8.8% (129)	11.2% (163)

Horse Packing and Interest in Combined Passes

We are unable to conduct statistical comparisons on interest in passes between those who engage in horse packing and those who do not due to the low number of individual respondents who engage in this activity. However, descriptive analysis suggests that those who engage in horse packing are most interested in a pass that gives access to all state and federal managed outdoor recreation lands and a pass that combines access to all state managed lands and National Forests in Washington State. Interestingly, descriptive analysis also suggests that those who engage in horse packing are more interested in a pass that combines access to all state managed lands and water craft launch sites, and all state managed lands and winter recreation areas.

Table 42: Horse Packing Level of Interest in a Single Pass or Permit that Gives Access to all State and Federal Managed Outdoor Recreation Lands in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Horse Packing	74.9% (13627)	15.7% (2850)	4.5% (817)	1.9% (339)	3.1% (566)
Horse Packing	77.4% (346)	12.8% (57)	3.1% (14)	1.3% (6)	5.4% (24)

Table 43: Horse Packing Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and all National Forests in Washington State.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Horse Packing	62.9% (11066)	22.4% (3944)	7.1% (1257)	3% (524)	4.5% (792)
Horse Packing	69.7% (295)	15.4% (65)	6.1% (26)	2.6% (11)	6.1% (26)

Table 44: Horse Packing Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Water Craft Launch Fees.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Horse Packing	23.5% (3984)	15.7% (2650)	24.6% (4172)	15.5% (2632)	20.6% (3490)
Horse Packing	41.2% (163)	13.6% (54)	21.7% (86)	7.6% (30)	15.9% (63)

Table 45: Horse Packing Level of Interest in a Single Pass or Permit that Gives Access to all State Managed Outdoor Recreation Lands and Winter Recreation Areas.

	Very Interested	Somewhat Interested	Neither Interested nor Uninterested	Not very Interested	Not at all Interested
No Horse Packing	31.8% (5424)	23.3% (3986)	20.7% (3543)	11.2% (1913)	13% (2213)
Horse Packing	42.8% (172)	17.9% (72)	18.4% (74)	7.2% (29)	13.7% (55)

Horseback Riding and Support for Options

Over 50% of respondents who engage in horseback riding Strongly Support or Support a discounted pass at the time of registration or a single pass/permit to access state managed outdoor recreation lands with optional add-ons. However, Mann Whitney U tests reveal there is no significant difference in support for different options between those who engage in horseback riding and those who do not.

Table 46: Horseback Riding Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Horseback Riding	20.6% (3644)	15.3% (2708)	15.7% (2783)	8.2% (1448)	12.1% (2139)	12% (2135)	16.2% (2875)
Horseback Riding	20% (325)	14.8% (240)	16.5% (268)	7.3% (119)	10.4% (169)	10.5% (171)	20.3% (330)

Table 47: Horseback Riding Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Horseback Riding	32.1% (5672)	28.2% (4991)	16.4% (2904)	8.1% (1435)	4.8% (851)	4.2% (746)	6.1% (1075)
Horseback Riding	34% (548)	26% (419)	15% (241)	7.5% (120)	4.5% (73)	4.7% (76)	8.3% (133)

Table 48: Horseback Riding Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Horseback Riding	28.5% (5035)	29% (5112)	17.6% (3097)	12.2% (2149)	4.2% (738)	3.6% (641)	4.9% (870)
Horseback Riding	27.2% (439)	27.7% (446)	17.8% (287)	13.8% (223)	4.2% (67)	3.5% (56)	5.9% (95)

Horse Packing and Support for Options

Descriptive analysis suggests that those who engage in horse packing are more supportive of a discounted pass at the time of vehicle registration (slightly over half either Strongly Support or Support this pass). A single pass/permit to access state managed outdoor recreation lands with optional add-ons receives similar support with 50.5% of those who engage in horse packing Strongly Supporting or Supporting this option.

Table 49: Horseback Packing Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Horse Packing	20.5% (3877)	15.2% (2880)	15.8% (2988)	8.1% (1540)	12% (2261)	12% (2261)	16.4% (3092)
Horse Packing	20.7% (92)	15.3% (68)	14.2% (63)	6.1% (27)	8.3% (37)	10.1% (45)	25.4% (113)

Table 50: Horseback Packing Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Horse Packing	32.3% (6088)	28.2% (5313)	16.3% (3078)	8% (1515)	4.8% (903)	4.2% (795)	6.1% (1153)
Horse Packing	30.1% (132)	22.1% (97)	15.3% (67)	9.1% (40)	4.8% (21)	6.2% (27)	12.5% (55)

Table 51: Horseback Packing Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
No Horse Packing	28.5% (5362)	29% (5448)	17.6% (3308)	12.3% (2314)	4.2% (790)	3.6% (673)	4.9% (920)
Horse Packing	25.5% (112)	25% (110)	17.3% (76)	13.2% (58)	3.4% (15)	5.5% (24)	10.2% (45)

Group Comparison-Exemption Groups

We conducted several group comparisons for key exemption groups. Respondents were asked to indicate whether they or anyone in their household was a veteran, a veteran with a service related disability, and a person with a disability. We also asked respondents for their age in years. We conducted an analysis of three key exemption groups, veterans, seniors, and persons with a disability. We are unable to conduct comparison analysis with random resident responses due to the limited number of households.

Veterans in Household and Passes Purchased/Support for Options

Similar to horseman and motorized recreationists, households with veterans most strongly support a discounted pass at the time of registration with 58.7% supporting or strongly supporting, followed by a single pass with optional add-ons (51%).

Table 52: Veterans Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Households with a Veteran	20% (637)	14% (447)	13.5% (428)	7.4% (237)	10.7% (341)	12.9% (411)	21.4% (681)
Household no Veteran	20.7% (3262)	15.6% (2449)	16.3% (2564)	8.2% (1285)	12.2% (1917)	11.8% (1851)	15.3% (2403)

Table 53: Veterans Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Households with a Veteran	31.3% (994)	27.4% (870)	14.4% (458)	8.3% (262)	4.6% (147)	5.5% (173)	8.4% (267)
Household no Veteran	32.8% (5146)	28.4% (4450)	16.7% (2626)	7.9% (1245)	4.7% (745)	3.9% (611)	5.5% (866)

Table 54: Veterans Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Households with a Veteran	24.3% (770)	26.7% (845)	17.4% (552)	14.9% (472)	4.5% (142)	4.8% (152)	7.4% (236)
Household no Veteran	29.5% (4623)	29.5% (4620)	17.5% (2750)	11.7% (1834)	4.1% (646)	3.3% (525)	4.3% (676)

Seniors and Passes Purchased/Support for Interest in Options

Seniors, individuals who indicated their age was 65 and older, most strongly support a discounted pass at vehicle registration with 56.6% supporting or strongly supporting, followed by a single pass with optional add-ons.

Table 55: Seniors Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Seniors	21.4% (698)	14.2% (462)	13.1% (427)	8.2% (268)	11.2% (366)	13.6% (442)	18.2% (592)
Non-Seniors	20.4% (3186)	15.6% (2429)	16.4% (2561)	8.1% (1262)	12.1% (1888)	11.5% (1800)	15.9% (2481)

Table 56: Seniors Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Seniors	29.3% (945)	26.1% (844)	15.5% (502)	9.5% (308)	5.2% (167)	5.6% (182)	8.7% (282)
Non-Seniors	33.2% (5177)	28.6% (4458)	16.5% (2575)	7.6% (1190)	4.7% (725)	3.9% (602)	5.5% (852)

Table 57: Seniors Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Seniors	21.9% (709)	25.8% (832)	17.4% (563)	17.1% (552)	4.7% (152)	5.3% (171)	7.8% (252)
Non-Seniors	30.1% (4680)	29.7% (4617)	17.6% (2732)	11.2% (1743)	4% (630)	3.2% (500)	4.2% (658)

Person with a Disability in the Household and Support for Options

Similar to several other groups, individuals who indicated their households have a person with a disability most support a discounted pass at the time of registration with 55% saying they support or strongly support this option.

Table 58: Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Person with a Disability	19.4% (322)	14.9% (248)	13.9% (230)	9.8% (162)	10.7% (177)	11.1% (185)	20.2% (336)
All other households	20.7% (3572)	15.3% (2643)	16% (2764)	7.9% (1358)	12.1% (2078)	12% (2073)	15.9% (2738)

Table 59: Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Person with a Disability	29.8% (492)	25.2% (416)	15.9% (263)	10.4% (171)	4.6% (76)	4.5% (75)	9.6% (159)
All other households	32.8% (5639)	28.5% (4899)	16.4% (2815)	7.8% (1335)	4.7% (814)	4.1% (709)	5.7% (971)

Table 60: Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Person with a Disability	23.7% (391)	26% (429)	16.9% (279)	16.5% (272)	4.1% (68)	4.2% (70)	8.6% (142)
All other households	29.1% (4994)	29.3% (5032)	17.6% (3018)	11.8% (2033)	4.2% (719)	3.5% (605)	4.5% (764)

Group Comparison-Households that receive a Discounted Pass/Permit

Lastly, we examined support for options among respondents who indicated their households obtain a discounted volunteer pass. In order to conduct this analysis, we created a new variable that combined all respondents who obtained either an Annual Discover Pass for Volunteers, a Volunteer Interagency Pass, or the Volunteer Northwest Forest Pass. These three passes were combined to better understand how obtaining a volunteer pass impacts support for options. Due to the relatively low numbers of individuals who indicated their household received these passes in the random resident survey, we are unable to conduct comparison with this data.

Discounted Passes and Support for Options -Those who obtain a discounted volunteer pass and passes purchased

Those that obtain a volunteer pass most strongly support a discounted pass at time of registration, with 62% supporting or strongly supporting this option, followed closely by a single pass with optional add-ons (60.1%).

Table 61: Support for Eliminating the Need for Passes/Permits by Increasing Vehicle Registration Fees for all access to Public Recreation Lands Would Simply Require a Washington State License Plate.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Discounted Volunteer Pass	21.3% (139)	17.3% (113)	16.4% (107)	8.4% (55)	11.9% (78)	10.4% (68)	14.2% (93)
Not Acquired	21.1% (3487)	15.6% (2567)	16.1% (2649)	7.8% (1281)	12.2% (2008)	11.9% (1965)	15.3% (2530)

Table 62: Support for Opportunity to Purchase a Discounted Pass to Access State Managed Outdoor Recreation Lands at time of Vehicle Registration. Those who do not Purchase the Pass at Time of Registration would have the Option to Purchase a Pass Later at a Higher Price

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Discounted Volunteer Pass	31% (200)	31% (200)	13.6% (88)	7.8% (50)	5% (32)	4.8% (31)	6.8% (44)
Not Acquired	33.7% (5542)	28.7% (4710)	16.2% (2661)	7.1% (1170)	4.8% (782)	4% (663)	5.5% (907)

Table 63: Support for Single Pass/Permit for Access to State Managed Outdoor Recreation Lands and Optional Add-ons

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
Discounted Volunteer Pass	28% (181)	32.1% (208)	17% (110)	12.5% (81)	3.2% (21)	2.8% (18)	4.3% (28)
Not Acquired	30.5% (5005)	29.7% (4872)	17.5% (2876)	10.8% (1777)	4.1% (672)	3.3% (542)	4.1% (670)

Group Comparisons Conclusions

Group comparisons suggest there are significant differences in interest in combined passes based on type of activities engaged in by respondents, and regional location. As illustrated in the analysis, region impacts the opinions and perceptions of respondents. Eastern respondents are significantly more interested in a combined pass that gives access to all state managed recreation lands and water craft launch sites, and access to all state managed recreation lands and winter recreation than Western respondents. This is potentially explained by the fact that a higher percentage of Eastern respondents engage in Fishing than Western respondents. In fact, when examining fishing and hunting, those who both fish and hunt are also significantly more interested in a single pass that provides access to all state managed outdoor recreation lands and water craft launch sites than all other groups. Those who do neither activity are significantly more interested in a single pass or permit that gives access to all state and federal managed outdoor recreation lands in Washington, than those who both fish and hunt.

Statistical comparisons also suggest that individuals who camp (both backcountry and Tent, RV/Camper, Cabin/Yurt) and individuals who hike are more supportive of all combined pass options, with the exception of combining access with watercraft launch sites than those who do neither activity. Crosstabulations reveal considerable overlap between individuals who hike and individuals who engage in backcountry camping, potentially explaining these similarities. In fact, hikers were significantly different from all other groups in support for most passes, and all options for funding public lands.

Those who do not engage in any form of hiking expressed more opposition to each of the options for funding public lands. Given that hikers account for over 80% of respondents when all survey data is combined, the results of overall survey analysis should be approached with some caution. However, these results remain when testing with the random resident survey data which has considerably less individuals who engage in hiking activities. The comparison with random resident only data provides a wealth of descriptive information on interest in combining passes and support for options, and the representation of hikers in this data are closer to other survey estimates, such as the SCORP. Hikers are not the only groups that rate their opposition to each option for funding public land higher, non-pass purchasers are significantly more opposed to each funding option, while Eastern respondents are significantly more opposed to increasing vehicle registration fees and eliminating the need for passes.

As mentioned, Eastern respondents are more likely to engage in hunting and fishing, and individuals who hunt or hunt and fish are significantly more opposed to increasing vehicle registration fees. Hunters and those who hunt and fish are also more opposed to a discounted pass at the time of vehicle registration, and a base pass with optional add-ons. Backcountry campers are also more opposed to a reduced pass at the time of vehicle registration. In addition, those who do not camp are less supportive of eliminating passes by increasing vehicle registration fees and a single base pass with add-ons.

This suggests that there may be a need to reach out to these groups when making changes to the system, particularly changes that these groups view more negatively than others. While a survey can provide a wealth of information on general attitudes, other methodology can be employed to better understand these perceptions and opinions in depth, as well as gauge pricing flexibility for consumers. The survey is limited due to the reliance on non-probability sampling and inability to know parameters for generalization to these groups; however, the supplement with random sampling of key user groups and random resident help to alleviate some of these concerns. An additional limitation is that online surveys do tend to under-represent certain groups, and other more targeted methods may be necessary in order to reach out to non-pass purchasers and exemption groups to understand their needs and concerns.

Recommendations

- While the survey provides much information on general support for potential funding options, in order to understand the fiscal impact of each of these options, particularly in terms of agency fiscal health and successful management of Washington State public lands, it will be necessary to conduct further analysis. For each funding option, it is recommended that agencies conduct an economic impact analysis, and work with economics experts, especially an expert in natural resource economics, to fully understand the fiscal impact of each proposed option.
- Agencies have expressed interest in increasing the price of the Discover Pass to help cover rising costs of public land management. The survey, particularly the random resident survey, does provide valuable information on the percentage of individuals who

purchased an annual Discover Pass in the last 12 months and their willingness to purchase the pass at different price levels. While this can be used to estimate potential revenue loss or gain, a more sophisticated analysis that incorporates various economic concerns may be necessary to understand the full revenue impact of increasing the price of the Annual Discover Pass. Likewise, if agencies create a lower priced annual pass for one vehicle only, a similar analysis will be necessary in order to determine potential revenue loss or gain.

- Whatever funding options agencies decide to utilize, the results reveal several statistical differences in level of support for these options among certain groups. It is recommended that the agencies conduct outreach to stakeholders and potential stakeholders, particularly those who may be more opposed to certain options, to understand and address their concerns. It may be useful to conduct focus groups with key outdoor recreation user groups, such as those who fish and hunt, to better understand their opinions moving forward.
- The survey asked several questions regarding potential pricing of passes/permits and funding options. While a survey has many strengths, including its ability to reach larger sections of the population, inferences based on pricing questions and specifics regarding pricing and its impacts are limited. It may be necessary to conduct additional analyses using different methodologies to better understand price flexibility.
- Lastly, it is important to note that whatever option that state agencies utilize to enhance funding for Washington State public lands, it will likely require significant public outreach. This outreach should focus on why these changes are being considered, why they are deemed necessary, and provide an opportunity for state residents to express their opinion.

Appendix: Survey Questions

In the next few questions, please tell us about your household's outdoor recreation activities

What types of outdoor recreation does your household engage in? Please mark all that apply.

- Camping (back country/wilderness or primitive/rustic campsite)
- Camping (Tent at established campground, reservations required)
- Camping (RV/Camper at established campground, reservations required)
- Camping (Cabin/Yurt)
- Canoeing/Kayaking
- Boating (power)
- Rafting/Tubing
- Climbing/Mountaineering
- Birding
- Mountain biking
- Hunting
- Fishing
- Shellfish Harvesting
- Hiking (day trips)
- Hiking (multi-day/overnight trips)
- Motorized recreation (ATV, dirt bikes, 4X4 trail riding, etc.)
- Winter recreation: non-motorized (cross-country/back country skiing, snowshoeing, wide tire biking)
- Winter recreation: motorized (snowmobiling)
- Horseback riding
- Horse Packing
- Other (please specify below)
- None

Please tell us more about the outdoor recreation permits, licenses, and/or passes that your household purchases or acquires by answering the following questions.

Have you or anyone in your household purchased/acquired outdoor recreation passes or permits in the last 12 months (e.g. Discover Pass, Interagency Pass, Northwest Forest Pass, Sno-Park permit etc.)?

- Yes
- No

Section 1: Questions for individuals whose households have purchases/acquired a pass/permit in the last 12 months

Please indicate which of the following Washington State and Federal passes or permits your household has purchased in the past 12 months, the amount purchased, and whether the pass is purchase every year? *Please select all that apply, and please do not include free or discounted passes (e.g. volunteer passes, etc.), these are included in the following questions.*

	Pass or permit purchased/acquired?		Do you purchase this pass every year?		How many purchased?
	Yes	No	Yes	No	
Annual Discover Pass (year-round vehicle access to WA State Parks, WA Department of Natural Resources (DNR), and Washington Department of Fish and Wildlife (WDFW) lands)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
One-Day Discover Pass	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Vehicle Access Pass (Vehicle access permit that comes with most hunting/fishing licenses for WA Dept. of Fish and Wildlife lands)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Seasonal Sno-Park Permit (Seasonal parking permit for Sno-Parks)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
One-Day Sno-Park Permit	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Special-Groomed Trail Permit (Required with a Seasonal Sno-Park Permit to access Cabin Creek, Chiwawa, Crystal Springs, Hyak, Lake Easton, Lake Wenatchee, Mount Spokane, and Nason Ridge)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Natural Investment Permit (annual permit for launching watercraft at WA State Parks)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Daily State Parks Launch Permit (for launching a watercraft at WA State Parks)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
America the Beautiful (Interagency Pass) (honored nationwide by federal agencies, e.g. National Park Service, Forest Service, US Fish and Wildlife, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Annual Northwest Forest Pass (honored at National Forests in Washington and Oregon)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
National Forest Recreation Day Pass	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Other (please specify below)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	

Please indicate where you purchased your Annual Discover Pass.

- In a WA State Park or at a State Park Office
- Retail Location (e.g. Big 5, REI, Walmart, etc.)
- During vehicle registration renewal
- Online (not during vehicle registration renewal)
- Other (please specify below) _____

The price of the Discover Pass currently ranges from \$30 to \$35 depending on where it is purchased. If the price of the Discover Pass was set to the prices below, please indicate the likelihood your household would purchase it.

	Definitely would purchase	Probably would purchase	Probably would not purchase	Definitely would not purchase
\$35	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$40	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$45	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$50	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$55	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Which Washington State or federal reduced and/or free passes has your household acquired in the last 12 months? *Please select all that apply.*

	Reduced and/or Free Passes Acquired?		Does your household Acquire this pass Ever		How many acquired?
	Yes	No	Yes	No	
<i>Annual Discover Pass for Volunteers</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
<i>Foster Home Camping Pass for WA State Parks</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
<i>Off-Season Senior Citizen Camping and Boat Launching Pass for WA State Parks</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
<i>Senior Citizen Limited Income Camping and Boat Launching Pass for WA State Parks</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
<i>Disability Pass for WA State Parks</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
<i>Disabled Veteran Lifetime Pass for WA State Parks</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
<i>Federal Access Pass (America the Beautiful- Interagency Pass for U.S. permanent residents/citizens with permanent disability)</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
<i>Volunteer America the Beautiful (Interagency)</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
<i>4th Grade Pass (America the Beautiful/Interagency Pass for current 4th grade students)</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	

Military Pass (America the Beautiful/Interagency) Pass for active duty military	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Volunteer Northwest Forest Pass (honored at National Forests in OR/WA)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
Other (please specify below)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	

Please tell us more about your perceptions of the current pass and permit system, your opinions on potential opportunities for improvement, and your preferences on pass/permit format by answering the following questions.

Please indicate your level of agreement from Strongly Agree (1) to Strongly Disagree (5) with the statements below regarding the current pass and permit system.

	Strongly Agree (1)	Agree (2)	Neither Agree nor Disagree (3)	Disagree (4)	Strongly Disagree (6)
The current pass and permit system is easy to understand.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have changed my recreation plans because I did not know which pass or permit I needed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have shown up to a recreation site and found out that I had the wrong pass or permit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have changed my recreation plans because I could not afford the required passes/permits.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Washington State has multiple vehicle passes/permits that are required for different lands. If some passes were combined to reduce the number of passes required, please indicate your level of interest in the following combination of passes/permits, and the highest price you would pay for the pass if it was offered.

A single pass or permit that gives access to...

	Level of Interest					Highest price you would pay for the pass if it was available?
	Very interested	Somewhat interested	Neither Interested nor Uninterested	Not very interested	Not at all interested	
						from \$30 to \$100
All state and all federal managed outdoor recreation lands in Washington.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
State managed outdoor recreation lands and all National Forests in <u>Washington State</u>.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
State managed outdoor recreation lands and water craft launch fees.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	
State managed outdoor recreation lands and winter recreation areas.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	

If the current system of managing public recreational lands in Washington State was changed, please indicate, in your opinion, the level of importance of the following considerations for designing and planning a new system.

	Very Important	Important	Neither Important nor Unimportant	Unimportant	Very Unimportant
Reducing my costs to access state-managed public lands	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Providing access to state-managed public lands AND federal lands with a single pass	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Reducing the number of permits/passes required	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Creating a single website where I can plan trips and purchase any passes I need	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ensuring public lands are adequately funded.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ensuring easier access for Seniors, Veterans, and Low Income Individuals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other (please specify below)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Passes could potentially be available in several formats. Of the options below, please tell us which option is your 1st choice (most preferred), 2nd choice and 3rd choice (least preferred). Please only select one 1st choice, one 2nd choice, and one 3rd choice for the options given.

	1st Choice (Most Preferred)	2nd Choice	3rd Choice (Least Preferred)
A window sticker	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A hang tag	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A license tab to access public recreation lands	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

The price of a pass may increase with the number of vehicles that it can be transferred to. Of the options below, please tell us which option is your 1st choice (most preferred), 2nd choice and 3rd choice (least preferred). *Please only select one 1st choice, one 2nd choice, and one 3rd choice for the options given.*

	1st Choice (Most Preferred)	2nd Choice	3rd Choice (Least Preferred)
A lower priced pass that is associated with one vehicle only	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A somewhat higher priced pass that can be transferred between two vehicles in a household	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A more expensive pass that can be transferred to three vehicles or more	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Section 2: Survey Questions for individuals who did not purchase a pass/permit in the last 12 months

Please indicate the primary reason your household has not purchased/acquired passes or permits in the last 12 months? *Please select only one.*

- Too expensive
- Do not know where to get passes/permits/licenses we need
- Do not know what passes/permits/licenses we need
- Too many passes/permits/licenses needed
- Difficulties accessing state and federal outdoor recreation lands (e.g., transportation, restrictions on service animals)
- Lack of amenities (e.g., bathrooms, visitor centers, water fountains)
- Safety Concerns (please specify below)

-
- Prefer other recreational or leisure activities
 - Primarily visit state parks, national parks, etc., on free days (such as Veterans Day, Earth Day, etc.)
 - Passes are not needed where I recreate
 - No time
 - Just moved to Washington State
 - Other (please specify below) _____

You indicated that your household has difficulties accessing state and federal outdoor recreation. Please tell us what limits your ability to access these public lands.

- Do not have personal vehicle
- No Public transportation to these areas
- Cannot afford public transportation
- Cannot afford equipment needed
- Lack of ADA accessibility
- Restrictions on service animals
- Lack of amenities at trail head
- Other (please specify below) _____

Would your household purchase passes and/or permits to access state-managed outdoor recreation and federally-managed public lands if prices were reduced?

- Yes
- Maybe
- No
- I do not know the prices of passes and/or permits

If prices were reduced for passes and permits, what is the total price (in dollars) that your household would consider spending to purchase passes/permits?

The Annual Discover Pass is currently \$30. This gives vehicle access for all WA state parks, WA Department of Natural Resources lands, and Washington Department of Fish and Wildlife (WDFW). Please indicate at what price (in dollars) your household would consider purchasing a Discover Pass.

Price (in dollars) your household would consider purchasing a Discover Pass (from \$30 to \$100).



What is the likelihood that you would purchase the Discover Pass in the future if it was the price you indicated in the question above?

- Definitely would purchase
- Would probably purchase
- Would probably not purchase
- Definitely would not purchase

What would motivate your household to purchase a Discover Pass?

Section 3: Questions asked of both pass purchasers and non-pass purchasers

There are several options for funding Washington State's public lands and possibly reducing the number of passes/permits needed to use outdoor recreation lands in the state. Information on some potential options is included below. Please indicate your level of support for each.

Option 1: Eliminate the need for passes/permits by increasing vehicle registration fees for all Washington State residents. Access to public recreation lands would simply require a Washington State license plate.

Please indicate your level of support for this option.

- Strongly Support
- Support
- Moderately Support
- Neither Support nor Oppose
- Moderately Oppose
- Oppose
- Strongly Oppose

If Option 1 above were implemented, please indicate your level of support for the following vehicle registration fees to support and access state managed outdoor recreation lands.

	Strongly Support	Support	Moderately Support	Neither Support nor Oppose	Moderately Oppose	Oppose	Strongly Oppose
\$7	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$9	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$11	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$13	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$15	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Option 2: During vehicle registration, all Washington State residents would have an opportunity to purchase a discounted pass to access state managed outdoor recreation lands. Those who do not purchase the pass at time of registration would have the option to purchase a pass later at a higher price. Residents who pay the fee during registration would receive special license tabs to access Washington State managed outdoor recreation lands.

What is your level of support for this option?

- Strongly Support
- Support
- Moderately Support
- Neither Support nor Oppose
- Moderately Oppose
- Oppose
- Strongly Oppose

If Option 2 above were implemented, please indicate the likelihood your household would purchase the pass at time of registration if the discount provided was:

	Very Likely	Somewhat Likely	Neither Likely nor Unlikely	Somewhat Unlikely	Very Unlikely	We do not have a vehicle
\$10 off per vehicle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$15 off per vehicle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
\$20 off per vehicle	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Option 3: You can purchase a single pass/permit for access to state-managed outdoor recreation lands, such as the Discover Pass, and have the option to increase access by purchasing additional stamps/endorsements for that pass depending on your preferred activities. (For example, you can add Sno-Parks access to your pass for an additional fee.)

What is your level of support for a single pass with optional add-ons for Washington State public recreation lands?

- Strongly Support
- Support
- Moderately Support
- Neither Support nor Oppose
- Moderately Oppose
- Oppose
- Strongly Oppose

Section 4: Demographics

Lastly, please tell us a little more about yourself and your household.

Please indicate your age (in years).

Please indicate your gender.

- Male
- Female
- Other _____

Please indicate your race (mark all that apply).

- Asian American
- American Indian/Alaskan Native
- Black/African American
- Caucasian/White
- Asian Indian
- Chinese
- Japanese
- Korean
- Vietnamese
- Indonesian
- Russian
- Ukrainian
- Native Hawaiian/Other Pacific Islander
- Other (please specify below)

Are you of Hispanic, Latina/Latino, or Spanish origin?

- No, not of Hispanic, Latina/Latino, or Spanish origin
- Yes, I am of Hispanic, Latina/Latino or Spanish Origin

Please indicate the primary language spoken in your household.

- English
- Spanish
- Russian
- Vietnamese
- Korean
- Other (please specify below) _____

Please indicate whether you or anyone in your household is: *Please mark all that apply.*

- on active duty in the military
- a Veteran
- a Veteran with a service related disability of 30% or more (please specify below)
- a person with a disability
- an individual with a permanent disability parking permit
- a foster care provider

Please indicate the number of registered vehicles in your household.

- 0
- 1
- 2
- 3
- 4
- 5 or more

Please indicate your approximate household income in 2016 before taxes (optional).

- Below \$9,999
- \$10,000-\$39,999
- \$40,000-\$69,999
- \$70,000-\$99,999
- \$100,000-\$119,999
- \$120,000 and up

Where is your primary residence?

- Zip Code _____

Thank you for your help. If you have any further comments or concerns, please provide them below.

Appendix E: Description of Passes in Washington

General Access, Entrance or Standard Amenity Fees

This section provides a brief description of the standard or basic passes available to the public, what each pass grants, and how individuals can purchase the passes.

Outdoor recreators can purchase passes and permits through a wide variety of platforms, such as online, in-person, or by pay-station (also called an iron ranger), most points of sale sell only state or only federal passes. The only pass vendor that sells all three (3) of the following passes is REI.

The **Discover Pass** is required for motor-vehicle access at recreation sites managed by DNR, State parks, and WDFW. The Discover Pass can be purchased online through WDFW's Wild System; by phone; when renewing a vehicle registration; at an automated state park pay station; or in person at nearly 600 hunting or fishing license vendors, 80+ retail locations, or the following State Parks locations: agency headquarters, regional offices, and some individual state parks when staff is available. Of Annual Discover Passes sold, approximately 30% are sold during vehicle registration or renewal, 30% are sold through the WDFW Wild site, and the remaining 30% are sold in-person (a significant percentage of these passes are sold at a location in North Bend, Washington). The Discover Pass provides two spaces for license plate numbers, and is only valid when displayed in either of those two vehicles. The Legislature set the price of an annual Discover Pass at \$30, but cost to an individual could be \$30, \$32, or \$35, depending on transaction fees charged at the point of purchase. Users also have the option to purchase a 1-day Discover Pass for \$10 in person at many of the locations outlined above or for \$11.50 online from WDFW's Wild System.

Key terms:

Motor vehicle access: Grants motor vehicle parking and operation in areas managed by State Parks, DNR, or WDFW. Example of valid passes: Discover Pass, Vehicle Access Pass, or Sno-Park Pass.

Expanded Amenity Fee: Fee charged for "the extras" on federally-managed lands beyond basic entrance or standard amenities. Examples include: campgrounds, boat launches, and guided tours.

Entrance Fee: Fee charged to access lands managed by National Park Service or Fish and Wildlife Service. Examples of valid passes: Interagency Pass or Interagency Senior Pass.

Standard Amenity Fee: Fee charged for use of Bureau of Land Management, U.S. Forest Service, and Reclamation sites that have a combination of basic amenities, such as picnic tables, trash receptacles, toilets, developed parking, interpretive signage, and/or security. Examples of valid passes: Interagency Pass or Northwest Forest Pass

The Forest Service offers the **Northwest Forest Pass**, an annual, regional pass valid at standard amenity fee sites in USFS Region 6, including National Forest land in both Washington and

Oregon. The Northwest Forest Pass provides two spaces for license plate numbers, and is only valid when displayed in either of those two vehicles²². The Northwest Forest Pass price is \$30 and can be purchased online from USGS or Discover your Northwest (a nonprofit dedicated to supporting Northwest public lands), or in person at a local vendor or Forest Service Office. There is also a 1-day equivalent called the National Forest Recreation Day Pass, available for \$5 at the locations outlined above.

The federal **Interagency Pass** covers entrance fees and standard amenity fees nationwide on public lands managed by the following federal agencies: 1) National Park Service, 2) U.S. Forest Service, 3) U.S. Fish and Wildlife Service, 4) Bureau of Land Management, 5) Bureau of Reclamation, and 6) U.S. Army Corps of Engineers (*Interagency Standard Operating Procedures*, 2012). The Interagency Pass provides two signature lines for two individuals who are both considered pass holders, admitting the pass holder and up to 3 additional persons at per-person fee sites (persons 15 years of age and younger are admitted free of charge). The Annual Interagency Pass purchase price is \$80. It can be purchased online through a wide variety of portals (including USGS and Discover your Northwest), as well as in person at many different federal recreation area sites. Each federal agency may have site-specific daily or annual fees.

Volunteer Passes

Each of the above outlined passes— the Discover Pass, Northwest Forest Pass, and Interagency Pass— has its own volunteer program that grants individuals a “free” pass with the completion of a predetermined number of required volunteer hours, though each volunteer program requires varying numbers of hours to qualify for a pass, as outlined below. Additionally, some nonprofit organizations use volunteer passes as incentives for people to participate in work projects.

Discover Pass: Complimentary pass provided to volunteers (individuals or married couples) that complete 24 hours of volunteer work on state lands.

Northwest Forest Pass: Complimentary pass provided to volunteers that complete 16 hours of volunteer work on National Forest lands.

Interagency Pass: Complimentary pass provided to volunteers that complete 250 hours of volunteer work with participating federal agencies.

Pass Exceptions

The two exceptions in which an individual does not need one of the three passes outlined above include:

²² This change occurred October 2017. Previously, the Northwest Forest Pass did not include space for any license plates and was a “household” pass.

Free Days: Each land management agency (both state and federal) hosts free days during which time visitors do not need to pay fees or display a pass to enter, access, or use trailhead parking lots and amenities. However, free days vary widely from the number hosted by each agency to which days are free. For example, even though all Washington state land management agencies use the Discover Pass, State Parks hosts 12 free days, WDFW hosts 2 free days, and DNR does not host any free days. There is similar variation between each of the six federal agencies that participate in the Interagency Pass program.

Arriving without a motor vehicle: If a user arrives at a recreation site without a motor vehicle (via bus, bike, walking, etc.), they do not need to pay a fee at recreation sites managed by Washington state land managers. Similarly, on federal land, individuals who arrive without a motor vehicle do not need a pass, though entrance fees may still apply at certain locations.

Overview of Exemptions and Reduced-Fee Programs

The section below provides an overview of agencies, and the benefits and acquisition process associated with (both state and federal) exempt and reduced-fee pass programs in Washington. Further information can be found in the Holistic Look Document²³.

Disability Programs

Disability Pass (established in 1977)

Applicable: State Parks (<http://parks.state.wa.us/205/Passes>)

Eligibility: Washington state residents (living in Washington for a minimum of three consecutive months) qualify who are legally blind, profoundly deaf, developmentally disabled, or who meet the disability definition used by the U.S. Social Security Administration. The Washington State Parks and Recreation Commission evaluates applications - short-term disabilities are eligible only for the One-Year Disability Pass, otherwise a 5-year pass is issued. It is important to note that disability placards are accepted by State Parks, therefore out-of-state visitors may receive this benefit.

Provided Benefits: A Permanent Disability Parking Permit or License Plate, issued by the Washington State Department of Licensing, entitles the beneficiary to a 50% disability discount on camping and moorage and waives the trailer dump, boat launch and day use entry fee.

Interagency Access Pass (established in 2007)

Applicable: All Federal Agencies nationwide

Eligibility: US citizen or permanent resident with medical determination and documentation of permanent disabilities.

Provided Benefits: The Access Pass is a free equivalent to the Interagency Pass, honored nationwide by all participating agencies

Military/Veteran

²³ Available on the Ruckelshaus Center website.

Disabled Veterans Pass (established in 1977)**Applicable:** State Parks

Eligibility: Washington state residents (minimum three consecutive months) with a documented service-connected disability of at least 30%.

Provided Benefits: All benefits of Discover Pass (only on State Parks land), as well as all free camping / moorage, campsite reservations through State Parks central reservations system, watercraft launching, trailer dump and day-use entry. Valid year-round.

Interagency Annual Pass for Military (established in 2007)**Applicable:** All Federal Agencies nationwide

Eligibility: Current US military members and the dependents of deployed military in the Army, Navy, Air Force, Marines, and Coast Guard, as well as most members of the Current US Reserves and National Guard.

Provided Benefits: The Interagency Annual Pass for Military is a free equivalent to the Interagency Pass, honored nationwide by all participating agencies

Senior/Elder Programs**Off-Season Senior Citizen Pass** (established in 2011)**Applicable:** State Parks

Eligibility: Washington residents aged 62 and over.

Provided Benefits: Pass price is \$75 and provides: free nightly camping and moorage from Oct. 1 – March 31 and Sunday – Thursday in April. An additional \$10/night fee applies at utility sites.

Senior Citizen Limited Income Pass (established in 1997)**Applicable:** State Parks

Eligibility: Washington residents aged 62 and over with annual income of \$40,000 or less. Provided Benefits: This pass provides access to State Parks managed lands, a 50% discount on nightly camping and moorage, free watercraft launching, trailer dump and is valid year-round.

Interagency Senior Pass (established in 2007)**Applicable:** All Federal Agencies nationwide

Eligibility: U.S. citizens or permanent residents aged 62 and over.

Provided Benefits: The Interagency Senior Pass is a lifetime pass. It is valid at all interagency participating sites. One time cost of \$80 (Annual passes can also be purchased for \$20. Four consecutive annual passes can be exchanged for a lifetime).

Foster Families**Foster Home Camping Pass** (established in 2008)**Applicable:** State Parks

Eligibility: This benefit is free for foster families. Proof of eligibility requires state residency plus Foster Care ID and Foster Home License. Foster parents or caregivers must be accompanied by the foster child(ren).

Provided Benefits: It provides: free campsites and day-use entry, free use of boat launches and pump-outs. For camping: parents/caregivers pay transaction fees but can otherwise receive the free camping benefit on a first-come, first-served basis.

Activity Based Passes, Permits, and Fees

Annual Natural Investment Permit (\$80/year), provides motor-vehicle access and use of developed launch site, (alternatively, the public can display a Daily Launch Fee (\$7/day) + daily/annual Discover Pass): online, by mail, or in person at a State Watercraft Launch Park or State Parks Headquarters.

Sno-Park permits can be purchased (seasonally) online, by mail, at certain Washington State Park locations, vendors, or at Region 6 U.S. Forest Service offices.

- Annual or daily Sno-Park Permits (either motorized and non-motorized permit) are required between November 1 and March 31 at winter recreation sites managed by State Parks and the USFS (in Washington). Some locations may also require a **Special Groomed Sticker** in addition to a Sno-Park Permit.
- Some DNR winter recreation sites require a Discover Pass (either daily or annual) AND a **Special Groomed Sticker** for certain activities.

A **Vehicle Access Pass (VAP)** is not a standalone pass for purchase, but rather comes with the purchase of most hunting and fishing licenses. Licenses (and subsequently the VAP) can be purchased online through WDFW's WILD system or in-person at retailers such as Cabela's, Walmart, or Safeway.

Appendix F: Overview of State & Federal Land Management Agencies
State Agencies



WASHINGTON STATE PARKS AND RECREATION COMMISSION (PARKS)

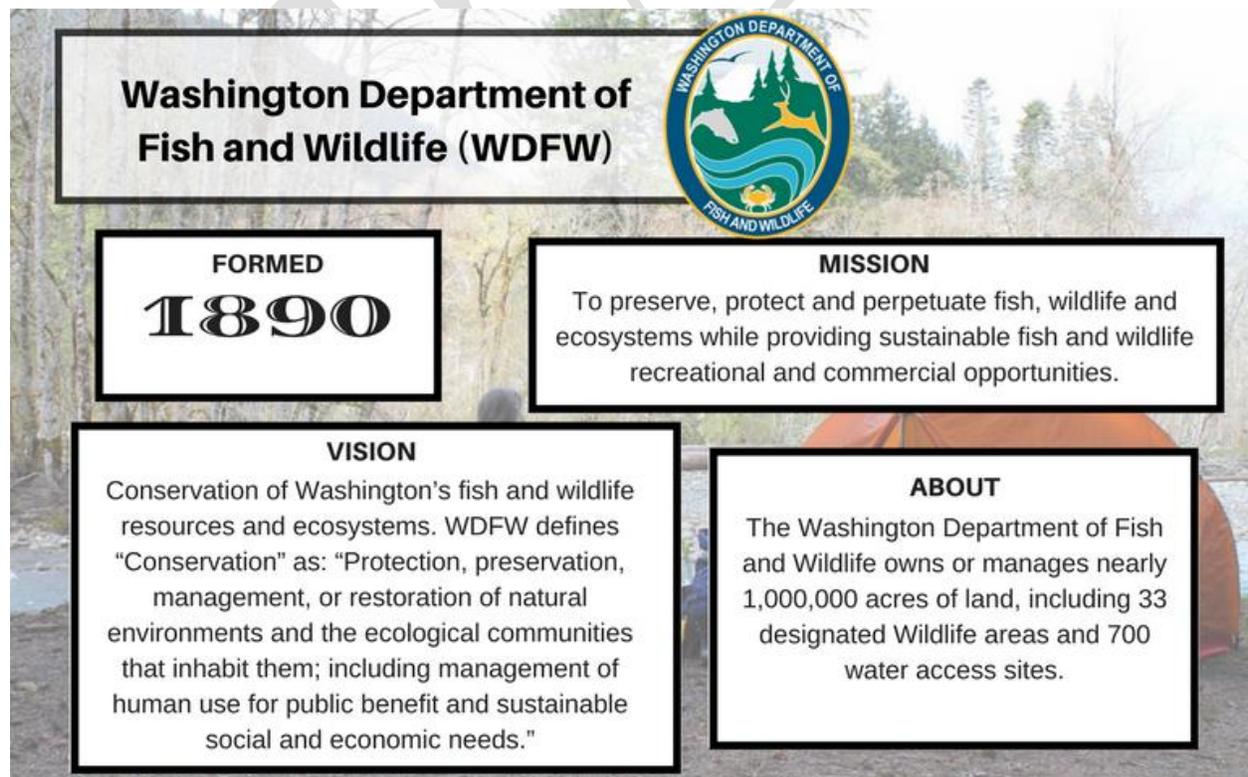


FORMED
1913

MISSION
 The Washington State Parks and Recreation Commission cares for Washington's most treasured lands, waters, and historic places. State Parks connects all Washingtonians to their diverse natural and cultural heritage and provide memorable recreational and educational experiences that enhance their lives.

VISION
 Washington's state parks will be cherished destinations with natural, cultural, recreational, artistic, and interpretive experiences that all Washingtonians enjoy, appreciate, and proudly support.

ABOUT
 Washington State Parks encompass approximately 120,000 acres of land, including nearly 700 miles of hiking trails, 40 watercraft launching sites, and approximately 75 campgrounds.



WASHINGTON DEPARTMENT OF FISH AND WILDLIFE (WDFW)



FORMED
1890

MISSION
 To preserve, protect and perpetuate fish, wildlife and ecosystems while providing sustainable fish and wildlife recreational and commercial opportunities.

VISION
 Conservation of Washington's fish and wildlife resources and ecosystems. WDFW defines "Conservation" as: "Protection, preservation, management, or restoration of natural environments and the ecological communities that inhabit them; including management of human use for public benefit and sustainable social and economic needs."

ABOUT
 The Washington Department of Fish and Wildlife owns or manages nearly 1,000,000 acres of land, including 33 designated Wildlife areas and 700 water access sites.



Washington Department of Natural Resources (DNR)

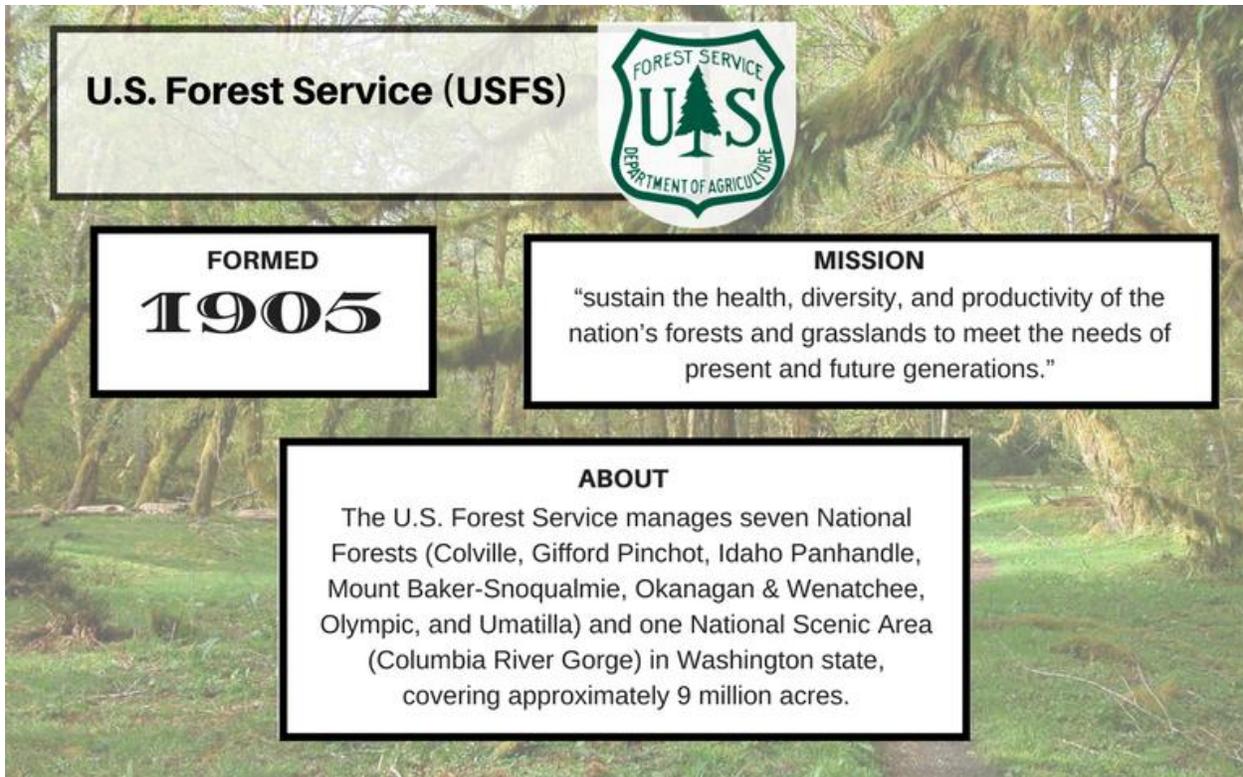


FORMED
1957

MISSION
In partnership with citizens and governments, the Washington State DNR provides innovative leadership and expertise to ensure environmental protection, public safety, perpetual funding for schools and communities, and a rich quality of life.

ABOUT
DNR now manages 5.6 million acres of forest, range, agricultural, aquatic, and commercial lands for more than \$200 million in annual financial benefit for public schools, state institutions, and county services.

Federal Agencies



U.S. Forest Service (USFS)



FORMED
1905

MISSION
"sustain the health, diversity, and productivity of the nation's forests and grasslands to meet the needs of present and future generations."

ABOUT
The U.S. Forest Service manages seven National Forests (Colville, Gifford Pinchot, Idaho Panhandle, Mount Baker-Snoqualmie, Okanagan & Wenatchee, Olympic, and Umatilla) and one National Scenic Area (Columbia River Gorge) in Washington state, covering approximately 9 million acres.

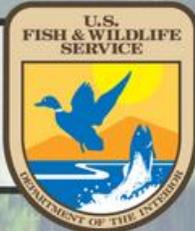


National Park Service (NPS)

FORMED
1916

MISSION
“The National Park Service preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.”

ABOUT
The National Park Service manages 15 sites in Washington, including North Cascades, Olympic, and Mount Rainier National Parks, covering over 1.6 million acres.

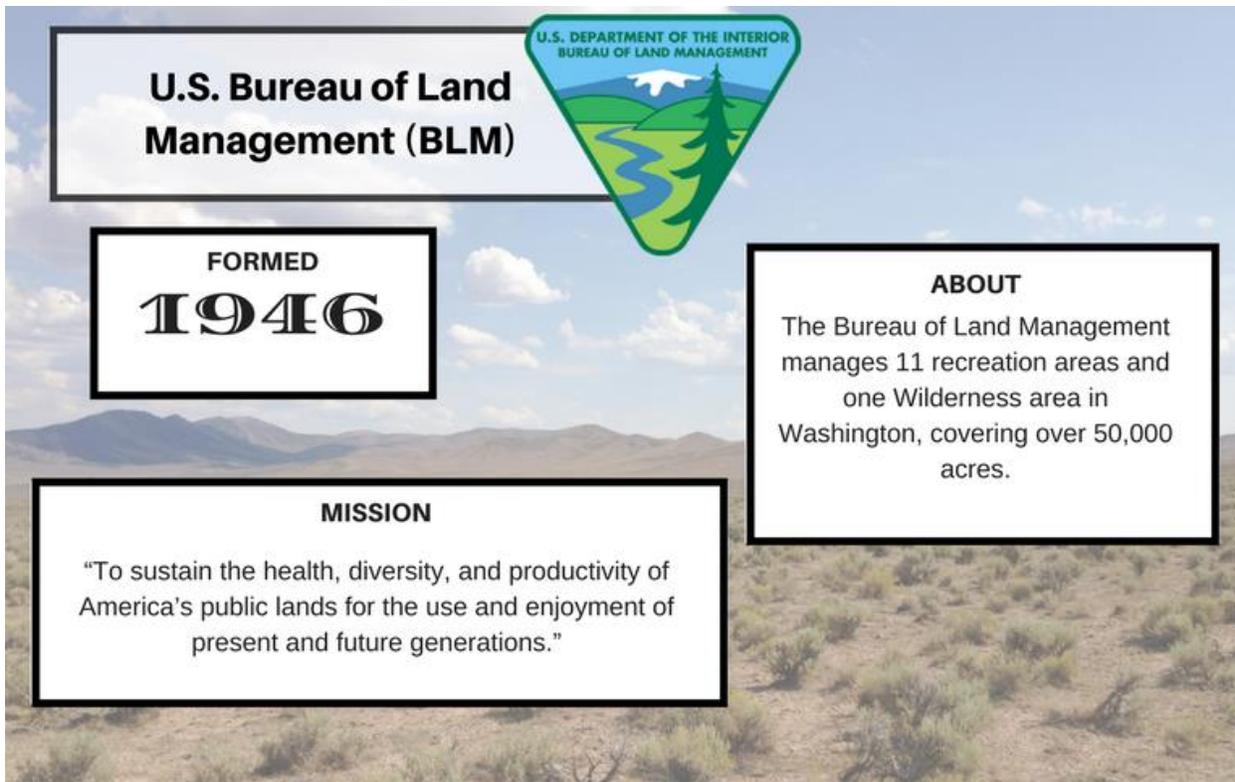


U.S. Fish and Wildlife Service (USFWS)

FORMED
1903

MISSION
“Working with others, to conserve, protect and enhance fish, wildlife, and plants and their habitats for the continuing benefit of the American people.”

ABOUT
The U.S. Fish and Wildlife Service manages 22 National Wildlife Refuges and one National Monument (Hanford Reach) in Washington, covering nearly 360,000 acres.



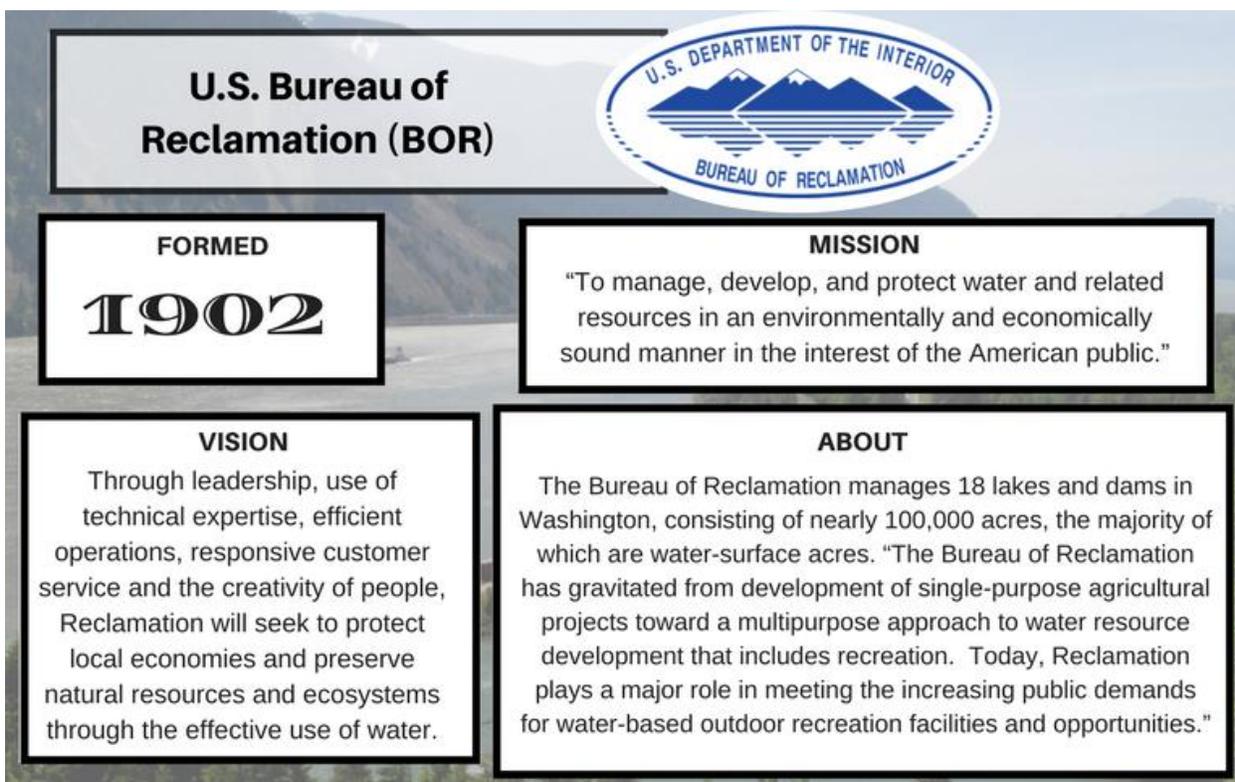
U.S. Bureau of Land Management (BLM)



FORMED
1946

ABOUT
The Bureau of Land Management manages 11 recreation areas and one Wilderness area in Washington, covering over 50,000 acres.

MISSION
"To sustain the health, diversity, and productivity of America's public lands for the use and enjoyment of present and future generations."



U.S. Bureau of Reclamation (BOR)

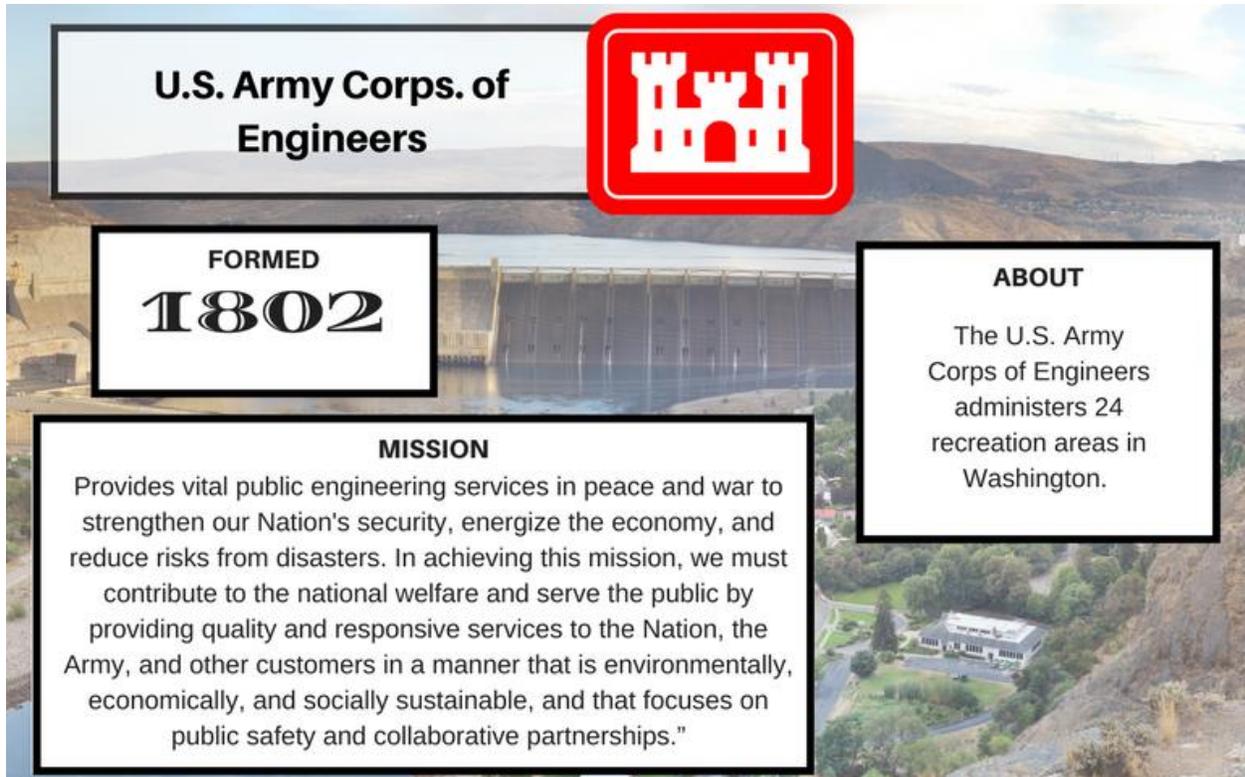


FORMED
1902

MISSION
"To manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public."

VISION
Through leadership, use of technical expertise, efficient operations, responsive customer service and the creativity of people, Reclamation will seek to protect local economies and preserve natural resources and ecosystems through the effective use of water.

ABOUT
The Bureau of Reclamation manages 18 lakes and dams in Washington, consisting of nearly 100,000 acres, the majority of which are water-surface acres. "The Bureau of Reclamation has gravitated from development of single-purpose agricultural projects toward a multipurpose approach to water resource development that includes recreation. Today, Reclamation plays a major role in meeting the increasing public demands for water-based outdoor recreation facilities and opportunities."



U.S. Army Corps. of Engineers



FORMED
1802

ABOUT

The U.S. Army Corps of Engineers administers 24 recreation areas in Washington.

MISSION

Provides vital public engineering services in peace and war to strengthen our Nation's security, energize the economy, and reduce risks from disasters. In achieving this mission, we must contribute to the national welfare and serve the public by providing quality and responsive services to the Nation, the Army, and other customers in a manner that is environmentally, economically, and socially sustainable, and that focuses on public safety and collaborative partnerships."

Appendix G: Recreation Fee Systems: State Case Studies

WASHINGTON STATE UNIVERSITY

**THE
WILLIAM D. RUCKELSHAUS CENTER**

UNIVERSITY OF WASHINGTON

Recreation Fee Systems: State Case Studies

Prepared for: Washington State Parks and Recreation Commission,
in partnership with the Washington State Department of Fish and
Wildlife, and Washington State Department of Natural Resources

Research Conducted by Brian Anderson, Shane Carnohan,
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November 2017

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DISCLAIMER

The following report was prepared by the William D. Ruckelshaus Center, a joint effort of the University of Washington and Washington State University, whose mission is to act as a neutral resource for collaborative problem solving in the State of Washington and Pacific Northwest. University leadership and the Center's Advisory Board support preparation of this and other reports produced under the Center's auspices. However, the key themes contained in this report are intended to reflect the opinions of the interviewed parties, and the findings are those of the Center's assessment team. Those themes and findings do not represent the views of the universities or Advisory Board members.

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State Case Study Overview:

Many states face issues similar to those of Washington State when managing recreation on state lands. For example, many state land management agencies face the challenges of working with diminishing state funding, designing and implementing an effective pass system, and maintaining quality facilities. The state case studies outlined below help to inform management decisions being weighed in Washington by examining the practices of other states. While this document provides a helpful tool to understand what other states are doing, it is important to note that comparing each state is difficult because of state differences in population, land ownership composition, and land management agency structure. Despite these state level differences, there are similarities and lessons that can be learned from how different states administer different recreation pass systems.

Agency Structure

- States lands in the case studies are broken into three general categories
 - State Park Lands
 - State Trust Lands/State Forests
 - Wildlife Management Areas
- There are varying numbers of land management agencies depending on the state
 - Three agencies: WA, ID, OR
 - Two agencies: CO, MT, PA
 - One agency: MI

Funding for state land management

- All states use revenue from hunting/fishing licenses
- All states use revenue from natural resource extraction
- Lottery revenue is used by two states (OR, CO)
- One state uses realty transfer tax revenue (PA)

Land Ownership

Land Type ²⁴	Washington	Oregon	Idaho	Colorado	Michigan	Montana	Pennsylvania
State	9%	5%	5%	2%	12%	6%	13%
Federal	27%	27%	62%	36%	10%	29%	2%
Private	64%	68%	33%	62%	78%	65%	85%
Total Acreage	42,612,500	61,441,900	52,960,600	66,716,662	36,311,153	92,882,231	28,684,800

²⁴ This table does not include tribal lands, as multiple sources reference differing totals for tribal owned lands.

Population and Demographics (2016 estimates)

	Washington ²⁵	Oregon ²⁶	Idaho ²⁷	Colorado ²⁸	Michigan ²⁹	Montana ³⁰	Pennsylvania ³¹
Total population	7,288,000	4,093,465	1,683,140	5,540,545	9,928,300	1,042,520	12,784,227
% of Veterans	7.8%	7.5%	7.1%	7.0%	6.3%	8.6%	6.8%
% in Poverty	12.2%	15.4%	15.1%	11.5%	15.8%	14.6%	13.2%
% 65 and older	14.8%	16.8%	15.1%	13.4%	16.2%	17.7%	17.4%
% with disability (under 65)	8.9%	10.2%	9%	7.2%	10.3%	9.1%	9.5%
Persons/sq mile	101.2	39.9	19	48.5	174.8	6.8	283.9
Households/state	2,668,912	1,533,430	589,320	2,024,468	3,841,148	409,394	4,958,859

Pass Systems

- Washington has the only interagency state land recreation pass (Discover Pass)
- Other states:
 - Have 1 land management agency (MI)
 - Do not require passes to access some state lands (ID, PA)
 - Do not permit recreation on some state lands (CO)
 - Have separate passes for lands managed by different agencies (OR)
- Washington has an opt-in system similar to other states (MI, ID)
- All states examined require a fee/pass to use winter recreation sites

	Washington	Oregon	Idaho	Colorado	Michigan	Montana	Pennsylvania
Daily pass cost	\$10 - \$12.50	\$5	N/A	\$3 - \$9	\$9 (non-resident)	\$6 (non-resident)	Free to everyone
Annual pass cost	\$30 - \$35	\$30	\$10 (residents) \$40 (non-resident)	\$70	\$11 (resident)	\$6 (resident) \$35 (non-resident)	Free to everyone
Pass revenue	\$21,898,126	\$3,900,403	\$3,016,700	\$14,435,536	\$19,240,900	\$791,269	N/A
Pass revenue per capita	\$3.00	\$0.95	\$1.79	\$2.61	\$1.94	\$0.76	N/A
Pass revenue per household	\$8.20	\$2.54	\$5.12	\$7.13	\$7.61	\$1.93	N/A
Participating households	Further Research Necessary						
Pass format	Hang tag	Hang tag	Outside windshield sticker	Inside windshield cling	License Plate	License Plate	Free to everyone
Pass Transferability	Two vehicles	Transferable among vehicles	One vehicle	One vehicle	One vehicle	One vehicle	N/A

²⁵ Washington: <https://www.census.gov/quickfacts/WA>

²⁶ Oregon: <https://www.census.gov/quickfacts/OR>

²⁷ Idaho: <https://www.census.gov/quickfacts/ID>

²⁸ Colorado: <https://www.census.gov/quickfacts/CO>

²⁹ Michigan: <https://www.census.gov/quickfacts/MI>

³⁰ Montana: <https://www.census.gov/quickfacts/MT>

³¹ Pennsylvania: <https://www.census.gov/quickfacts/PA>

Approaches to Exemptions and Reduced Fees

In Washington, nine state and federal agencies administer and recognize eleven different exemptions or reduced fee programs.

See the Agency and Pass graphic at the end of this document.

National Trends

Land management agencies across the United States provide exemptions or reduced fees to different populations. This section provides an overview of where Washington fits with approaches across the country.

Disability Programs

- State:
 - WA offers 5-year passes for individuals with permanent disabilities and 1-year passes for individuals with short-term disabilities
 - WA is 1 of 10 states offering free permanent disability permits, 13 additional states offer reduced fees for permanently disabled individuals.
 - WA is 1 of 3 states offering permits for short-term disabilities
- Federal: Free lifetime pass Access Pass to U.S. citizens or permanent residents with permanent disabilities. The Access Pass may also provide a 50% discount on some amenity fees charged for facilities and services such as camping, swimming, boat launching, and specialized interpretive services.

Fee-Free Days

- State:
 - WA is a significant outlier with a minimum of 12 fee-free days annually
 - WA is 1 of 16 states offering fee-free days
 - Omitting WA, the national average of fee-free days is 1.25; most states only offer 1 fee free day
- Federal: During 10 days of the year (may vary slightly each year), all National Park Service sites that charge an entrance fee offer free admission to everyone.

Military

- State:
 - Nationally, 17 of 50 states offer a fee reduction or exemption for all military personnel. Washington **does not** offer a fee reduction or exemption for all military personnel- WA only offers fee reduction or exemption for disabled vets
 - Nationally, 40 of 50 states offer fee reduction or exemption for disabled vets
 - Nationally, the range for disability rate is from 10% to 100%, with the most common being 100%
 - WA's disability rate threshold is 30%, meaning the eligibility threshold for Washington's disabled veterans is significantly lower than most other states.

- Federal: Free Annual Pass for current U.S. military members and their dependents in the Army, Navy, Air Force, Marines, and Coast Guard as well as Reserve and National Guard members.

Senior/Elder Programs

- State:
 - Nationally, 31 of 50 states offer senior citizens a free/fee reduced pass
 - WA State Parks offers two senior entry passes: Off-Season Pass for \$75, and a Limited Income Pass for free
 - The Off-Season Pass has an upfront cost but no charge for camping or moorage
 - The Limited Income Pass has no upfront cost and offers 50% reduction on camping and moorage
- Federal: \$80 lifetime Senior Pass for U.S. citizens or permanent residents age 62 or over. \$20 annual Senior Pass is also available.

Foster Families

- State:
 - Nationally, there are currently 5 states that offer foster family/child programs or benefits: CT, FL, OR, VT, WA
 - In FY16, State Parks issued benefits to 8,520 foster families
 - That is nearly 3x as many as the next state, Oregon, at 2,763
 - The third largest amount issued was 1,000: Vermont
 - Connecticut, at 400 in FY16, is by far the lowest, providing 20x fewer families with benefits than WA
- Federal: There is no federal foster family program or benefits.

Volunteers

- State:
 - WA is 1 of 13 states that offer volunteers fee reduction or exemption as a benefit of their volunteer programs
 - Nationally, the requisite hours volunteered to receive benefits ranges from 20 to 200 hours, with most states requiring 100 hours- well above Washington's required 24 hours of volunteering.
- Federal: NW Forest Volunteer Pass is granted to volunteers on the basis of participation in eligible volunteer days. Free Annual Volunteer Pass after 250 service hours with federal agencies that participate in the Interagency Pass Program

Case Studies – Exemptions & Reduced Fee Programs

See Case Study Exemption chart below

Detailed State Profiles:

The following case studies include Washington and 6 additional states: Oregon, Idaho, Colorado, Michigan, Montana, and Pennsylvania. Of the 5 outside states listed, the first three states have pass systems that are similar to Washington, where individuals who recreate must acquire a pass. Michigan has an incentivized system and Montana has an “opt-out” system, where paying for state lands is a default option – which informed the development of the One-Vehicle, Reduced Fees Package. Pennsylvania has an all-in system, similar to the Pass-Free Access Package.

Washington ³²				
Type of Land – Management Agency	Pass	Price	Benefits	Format & Transferability
State Parks Washington State Parks	Discover Pass	Annual: \$30-35 Day Pass: \$10-11.50	<ul style="list-style-type: none"> Provides entry to every State Park for 2 vehicles, one at a time 	Hang Tag – Transferable between 2 vehicles
Winter Pass Washington State Parks	Sno Park Seasonal Permit Special Groomed Trails	Annual: \$40 Day Pass: \$20 (Higher cost if bought from vendor) Annual: \$40	<ul style="list-style-type: none"> Access to Sno-Parks Required at some sites in addition to Sno-Park Permit 	Sticker
State Trust (Endowment) Lands WA Department of Natural Resources	Discover Pass	Same as above	<ul style="list-style-type: none"> Recreation on state trust lands 	Hang Tag – Transferable between 2 vehicles
Wildlife Management Areas WA Department of Fish & Wildlife	Discover Pass OR Vehicle Access Pass	Vehicle Access Pass included with price of hunting or fishing license	<ul style="list-style-type: none"> Access to state WMA’s and other WDFW managed land 	Hang Tag – Transferable between 2 vehicles

Funding for state land management: Three agencies manage state lands in Washington: Washington State Parks & Recreation Commission (State Parks), Washington State Department of Natural Resources (DNR), and Washington State Department of Fish & Wildlife (WDFW). The interagency Discover Pass provides access to all state recreation lands. Residents can purchase the Discover Pass during vehicle registration, online, or from retail vendors such as REI, Walmart, or Ace Hardware. Each agency receives a portion of the revenue from Discover Pass sales with 84% going to State Parks, and 8% each to DNR and WDFW.

Unique Components of Pass System: Washington is the only state with multiple land management agencies that all administer the same pass.

³² <https://discoverpass.wa.gov/>

Oregon³³

Type of Land – Management Agency	Pass	Price	Benefits	Format & Transferability
State Parks Oregon Parks and Recreation	Oregon State Parks parking permit	Annual: \$30 2 years: \$50 Day Pass: \$5	<ul style="list-style-type: none"> Provides entry to every State Park for 1 vehicle 	Hangtag, transferable among vehicles
State and Federal Fee Sites along the coast- Oregon Parks and Recreation, BLM, FS, NPS	Oregon Pacific Coast Passport	Annual: \$35 5 Days: \$10	<ul style="list-style-type: none"> Grants pass holder and passengers in same vehicle access to 17 sites on Oregon Coast 	Hangtag, individual
Winter Pass Driver and Motor Vehicles Services	Oregon Sno-Park	Annual: \$25 3 Days: \$9 1 Day: \$4	<ul style="list-style-type: none"> Use of groomed trails and parking in plowed areas Grants access to Park N' Ski areas in Idaho and California 	Inside windshield sticker
State Trust/Statutory Lands Dept. of State Lands	No pass or fee required to access unleased lands	N/A	N/A	N/A
Wildlife Management Areas Dept. of Fish & Wildlife	ODFW Parking Permit (included with an annual hunting license)	Annual: \$30 Day Pass: \$10	<ul style="list-style-type: none"> Parking for 1 vehicle at Wildlife Areas 	Dash tag

Funding for state land management: Similar to Washington, Oregon state lands are managed by several agencies: Oregon Parks and Recreation, Oregon Department of Transportation (ODOT), Oregon Department of State Lands (ODSL), and Oregon Department of Fish & Wildlife (ODFW). Oregon State Parks ranks 30th in the nation for acreage, but has the 3rd highest number of daytime visitors at around 50 million visits each year. The state park system is funded by the Oregon Lottery (47%), visitor fees and RV registrations (47%) and federal funds (6%). Of the 256 properties in the state park system only 26 charge parking fees. The ODSL is funded primarily from interest on investments, and ODFW is funded by hunting licenses and other fees (58%), Federal Funds (38%), General Funds (8%), and Lottery Funds (1%).

Unique Components of Pass System

- The Oregon State Parks Foundation offers membership to those who donate. Membership levels (based on amount donated, up to \$5000) include increasing benefits. All memberships include an annual State Parks Pass.
- Oregon has an Interagency Pass for state and federal sites along the Oregon Coast.

³³ http://oregonstateparks.org/index.cfm?do=visit.dsp_dayuse

Idaho³⁴

Type of Land – Management Agency	Pass	Price	Benefits	Format & Transferability
State Parks Idaho Parks and Recreation	Idaho State Parks Passport	Annual: \$10 Day Pass: \$5	<ul style="list-style-type: none"> Provides entry to every State Park for 1 vehicle Boat launch fees in state parks Free parking at Ford Idaho Center 	Outside windshield sticker – connected to license plate
Winter Pass Idaho Parks and Recreation	Park N’ Ski	Annual: \$25 3 days: \$7.50	<ul style="list-style-type: none"> Use of groomed trails and parking in plowed areas Grants access to Park N’ Ski areas in Oregon 	Outside windshield sticker – Connected to license plate
State Trust (Endowment) Lands Idaho Department of Lands	No pass or fee required to access unleased lands	Part of OHV registration is used for access/repair of damage	N/A	N/A
Wildlife Management Areas Idaho Fish and Game	No pass or fee required for access	Hunting and fishing licenses are administered by this agency	N/A	N/A

Funding for state land management: The Idaho state lands management structure is similar to Washington’s in that multiple agencies manage access to different types of state lands. Both ID and WA have an annual pass that provides unlimited access to State Parks, as well as having a separate pass for Park N’ Ski facilities. Unlike WA, ID does not administer an interagency state lands pass. The Dept. of Lands and Fish and Game do not require an access pass or fee, but do collect revenue from off-road vehicle registration, hunting licenses, invasive species sticker (boats), etc. As of 2016, state general funds accounts for less than 10% of the State Parks & Rec budget. State Parks generated 99.1% of their operating costs overall in 2016 (Fiscal Facts). The ID park passport is based on the Michigan state park pass model.

Unique Components of Pass System

- Idaho State Parks is pursuing sponsorships from private businesses and have raised about \$40,000 so far.
- Idaho State Parks is developing increased retail opportunities at state parks including equipment and event rentals.

³⁴ <https://parksandrecreation.idaho.gov/idaho-state-parks-passport-0>

Colorado³⁵

Type of Land – Management Agency	Pass	Price	Benefits	Format & Transferability
State Parks Colorado Parks and Wildlife	Park Entrance Pass	Day: \$7-9 Annual: \$70 (\$35 for each additional annual pass)	<ul style="list-style-type: none"> Provides entry to every State Park for 1 vehicle (non-transferable) 	Inside windshield cling- Connected to license plate
Winter Pass Colorado Parks and Wildlife	OHV registration	Part of Snowmobile Registration fees pays for trails	<ul style="list-style-type: none"> Can use state managed trails 	Outside windshield sticker- nontransferable
State Trust (Endowment) Lands Colorado State Land Board	Not open to the public, unless leased for recreation	Part of OHV registration is used for access/repair of damage	N/A	N/A
Wildlife Management Areas Colorado Parks and Wildlife	No pass for access	Areas supported by \$10 habitat stamp and hunting/fishing licenses.	N/A	N/A

Funding for state land management: The Colorado State Parks and Colorado Division of Wildlife were merged in 2011, resulting in Colorado Parks and Wildlife which manages state lands available for recreation. State trust lands are not open to the public for recreation unless leased for that purpose. The agency relies on licenses, passes and fees for the majority of its funding (54%). Lottery funds (19%), grants (15%), sales and donations (5%) are also significant funding sources (Fact Sheet).

Unique Components of Pass System

- Colorado Parks and Wildlife partners with local libraries to check out park passes and a backpack with activities and information inside.
- Colorado Parks and Wildlife is in the process of lobbying for new legislation that will allow it to increase license and pass prices to cover current costs.

³⁵ <http://cpw.state.co.us/buyapply/Pages/AnnualPassInfo.aspx>

Michigan³⁶

Type of Land – Management Agency	Pass	Price	Benefits	Format & Transferability
State Parks Michigan Department of Natural Resources	Recreation Passport	No resident day pass Annual: \$11 (residents) +\$5 if purchased outside regular license renewal period Annual: \$32 (nonresident) Daily: \$9 (nonresident)	<ul style="list-style-type: none"> Provides entry to every State Park and recreation areas for 1 vehicle (nontransferable) Discounts at various businesses 	Marked on your vehicle registration tabs
Winter Pass Michigan Department of Natural Resources	Snowmobile Trail Permit	Annual: \$25 3-days: \$7.50	<ul style="list-style-type: none"> Use of groomed trails and parking in plowed areas 	Sticker (on snowmobile) – Online, local vendors
State Trust (Endowment) Lands Michigan Department of Natural Resources	No pass or fee required to access unleased lands	N/A	N/A	N/A
Wildlife Management Areas Michigan Department of Natural Resources	No pass or fee required for access	Hunting and fishing licenses are administered by this agency	N/A	N/A

Funding for state land management: Michigan Department of Natural Resources manages all state lands, including State Parks, Wildlife Areas, and Trust Lands. MDNR funding sources include General Fund (9.8%), restricted funds which—which includes resource extraction funds, hunting licenses, and recreation passport (68%)—as well as Federal Funding (19.1%).

Unique Components of Pass System

- Passport Perks Program: Purchasing a Pass during vehicle registration qualifies citizens to discounts at restaurants, oil changes, tax prep, etc.

³⁶ http://www.michigan.gov/dnr/0,4570,7-153-10365_55798---,00.html

Montana³⁷

Type of Land – Management Agency	Pass	Price	Benefits	Format & Transferability
State Parks Montana Department of Fish Wildlife and Parks	No pass for residents - only need a Montana license plate	No day-use fee Resident: \$6 annually Nonresident: \$35 annually	<ul style="list-style-type: none"> Provides entry to every State Park 	Montana license plate
Winter Pass Montana State Parks	Trail Pass	Residents: \$18 for 3 Seasons Nonresident: \$25 annually	<ul style="list-style-type: none"> Use of groomed trails and parking in plowed areas Applies to all mechanized use of groomed winter trails 	Sticker
State Trust (Endowment) Lands Department of Natural Resources & Conservation	<ul style="list-style-type: none"> State Land Recreational Use License Conservation License (hunting/fishing) 	\$10	<ul style="list-style-type: none"> Access to state lands for non-commercial, non-hunting activities Conservation license includes a \$2 charge that grants access to trust lands for hunting/fishing 	Card?
Wildlife Management Areas Montana Department of Fish Wildlife and Parks	No pass or fee required for access (Hunting/fishing licenses still required in WMA for those activities)	N/A	N/A	N/A

Funding for state land management: Montana state lands are managed by 2 agencies: Montana Fish Wildlife and Parks (MFWP), and the Department of Natural Resources & Conservation (DNRC). Instead of requiring a pass for use of state parks, Montana collects a \$6 fee during vehicle registration unless the user opts out by filling out and signing additional paperwork saying they won't use the state parks. State Trust lands require a separate Recreation Use License for any non-hunting activities on state lands, while Wildlife Management Areas do not require a pass for access. Across all state lands in MT, hunting and fishing require a Conservation License in addition to any animal-specific tags that apply. The revenue from hunting licenses as well as recreation passes and other fees accounts for 70% of MFWP's funding (Legislative Fiscal Division). The DNRC also receives funding from taxes on oil and gas, coal, and mineral extraction on state trust lands.

Unique Components of Pass System

- Access to state parks does not require a pass or day-use fee, only a MT license plate
- The opt-out option

³⁷ <http://stateparks.mt.gov/fees/>

Pennsylvania³⁸

Type of Land – Management Agency	Pass	Price	Benefits	Format & Transferability
State Parks, State Forests Pennsylvania Department of Conservation and Natural Resources	N/A Everyone has free access	N/A	N/A	N/A
Winter Pass Pennsylvania Department of Conservation and Natural Resources	Snowmobile Registration	\$20 (every 2 years)	<ul style="list-style-type: none"> Use of snowmobiles anywhere off of your private land 	Sticker
State Trust (Endowment) Lands There are none	N/A	N/A	N/A	N/A
State Game Lands Pennsylvania Game Commission	No pass or fee required for access (yet)	Hunting and fishing licenses are administered by this agency	N/A	N/A

Funding for state land management: Pennsylvania has two agencies managing state lands: Pennsylvania Department of Conservation and Natural Resources (PDCNR) and (Pennsylvania Game Commission) PGC. PDCNR manages the state park system and state forest lands, while PGC manages state game lands. Access to all state lands in Pennsylvania is free. PDCNR is funded in part through the Keystone Recreation Park & Conservation Fund established in 1993 which supports public libraries, historic sites, state parks, and conservation efforts. About a third of its revenues are from Oil & Gas Leases, and roughly 10% comes from General Funds (Frantz, 2013). The Keystone Fund gets its revenue by collecting 15% of the states' Realty Transfer Tax (Revenue Source).

Unique Components of Pass System

- Pennsylvania State Parks & Forests has an app (<http://www.pocketranger.com/apps/Pennsylvania>) where individuals can search for available activities and sites, make reservations, and explore GPS features.
 - The GPS features allow users to access trail data, record hiking and running trail routes, alert emergency contacts with GPS coordinates in the event of an emergency, and take photos that are attached to mapping features that record the location of scenic views, plants, and wildlife.

³⁸ <http://www.dcnr.pa.gov/StateParks/StateParkPrices/Pages/default.aspx>

AGENCIES, PROGRAMS AND PASSES

Valid in Washington

GENERAL
HUNTING
FISHING
BOATING
WINTER REC
(NOV. - MARCH)

FEDERAL

USNSP : USBLM : USBOR : USACE : USFWS : USFS : UAS : DNR

STATE

PARKS : DFW : DNR

THE FEDERAL INTERAGENCY PASS IS RECOGNIZED BY 6 FEDERAL AGENCIES, NATIONWIDE.

ANNUAL PASS

DISABILITY

MILITARY & VETERANS

SENIORS

FOSTER FAMILIES

4TH GRADERS

VOLUNTEERS

FREE DAYS

ARRIVING W/O MOTOR VEHICLE

PERMANENT DISABILITY RECEIVES FREE LIFETIME ACCESS PASS.

ACTIVE DUTY QUALIFY FOR FREE MILITARY INTERAGENCY PASS.

SENIORS CAN PURCHASE A LIFETIME PASS.

NO SPECIFIC PROGRAM FOR FOSTER FAMILIES

"EVERY KID IN A PARK" GIVES FREE ENTRANCE TO 4TH GRADERS.

FREE INTERAGENCY VOLUNTEER PASS FOR 250 QUALIFYING VOLUNTEER HOURS (INCLUDES USFS).

DISABILITY PASS

DISABLED VETERAN LIFETIME

OFF-SEASON & LIMITED-INCOME

CAMPING BENEFIT

FREE DISCOVERY PASS WITH 24 QUALIFYING VOLUNTEER HOURS.

✓ 10 : ✓ 5 : ✓ 5 : ✓ 1 : ✓ 5

USFS REQ. 16 HOURS.

✓ 12 : ✓ 2

NO PASS REQUIRED

Case Study Exemption Chart

State	Agency	Exempt Group	Cost of Pass	Entry/Use	Camping	Camping Reservation	Boat Moorage	Watercraft Launch	Trailer dump	Fishing License	Hunting License
Oregon	OR Parks and Recreation	Active duty military	free	free	free						
		Disabled Veterans (all disability levels)	free	free	free						
		Foster Families	free	free	free						
		Fee Free Days	free	free	free						
	OR Department of State Lands										
	OR Department of Fish & Wildlife										
Idaho	ID Parks and Recreation	RV Registration Holders	free			free					
		Limited Income Individuals	free		\$4 discount						
		Disabled Veterans (100% service related disability)	free	free	free						
		Senior Citizens (62+)	free		50% discount						
		4th Graders	free	free							
	ID Department of Lands										
	ID Fish and Game										
Colorado	CO Parks and Wildlife	Senior Citizens (64+)	\$60		discount						
		Limited Income Individuals	\$14								
		Disabled Individuals	\$14								
		Disabled Veterans (50% service related disability)	free								
		Fee Free Days	free								
	CO State Land Board										
Michigan	MI Department of Natural Resources	Disabled Veteran (100% service related disability)	free	free							
		EX-POW	free	free							
		Medal of Honor recipient	free	free							
		Fee Free Days	free	free							
Montana	MT Department of Fish, Wildlife & Parks	Senior Citizens (62+)	free		50% discount						
		Disabled Individual	free		50% discount						
		Disabled Veterans	free	free							
	MT Department of Natural Resources & Conservation										
Pennsylvania	PA Department of Conservation and Natural Resources	Free to all visitors									
	PA Game Commission										

Exemption Administration
Active duty military don't receive a free pass, but get reimbursed for their entry and camping fees. Individuals must mail OR Parks the camping or day-use receipts for the dates of their stay
Applicants must obtain a letter from the U.S. Department of Veteran Affairs stating they have a service-connected disability, fill out an application to mail to OR Parks. The pass will be mailed to the applicant.
Foster Parents must send a copy of their valid Certificate of Approval to Maintain a Foster Home in Oregon along with their mailing address and daytime phone number. The pass will be
OR Parks and Recreation annually administers 2 fee free days, which includes a night of free camping.
Individuals must show proof of their RV registration upon arriving at a state park.
Individuals must show proof of limited income (via a Medicaid card) or sign a limited income form.
Applicants must mail both a letter from the Department of Veterans Affairs verifying their eligibility and a completed veteran discount application.
Discount only valid from Monday-Thursday (excluding holidays) at participating state parks.
ID Parks and Recreation recognizes the Federal "Every Kid in a Park" pass.
May be purchased only at a State Park or CO Parks and Wildlife office. Applicant must provide CO driver's license, and proof of CO registration.
May only be purchased at one of six specific locations. Applicant must provide photo identification and provide income documentation in the form of the previous year federal income tax return. Documentation is used to verify that the federal gross annual income of the applicant was at or below the determined eligibility level.
May only be purchased at one of six specific locations. Applicant must provide a copy of their CO I.D., recent documentation of "total and permanent disability" from the Social Security Administration, the Veterans Administration, the CO Division of Workers' Compensation or a Physician's Letter.
CO residents with current Disabled Veterans license plates (obtained through the Division of Motor Vehicles) may access CO State Parks free without a pass on the windshield.
CO Parks and Wildlife offers 1 fee free day.
In order to receive free entry, all three of Michigan's exempt groups must have the corresponding license plate to their exemption.
MI annually administers 4 fee free days, which also include free fishing.
Applicant must provide photo identification with a Montana resident address.
Applicant must provide one of the following, a disability form obtained from the department and signed by a physician, a Resident Disability Conservation License, or a disability permit or license plate issued by the Montana Motor Vehicle Division.
Resident disabled veterans are exempt from paying Montana motor vehicle registration fees, including the state park entry fee.

State	Agency	Exempt Group	Cost of Pass	Entry/Use	Camping	Camping Reservation	Boat Moorage	Watercraft Launch	Trailer dump	Fishing License	Hunting License	
Federal	The following 6 U.S. federal land management agencies all administer the same exempt or reduced fee passes: National Park Service, U.S. Forest Service, Bureau of Land Management, Bureau of Reclamation, Army Corps of Engineers, and the U.S. Fish and Wildlife Service	Senior Citizens (62+)	free	free								
		4th Graders	free	free								
		Disabled Individuals	free	free								
		Volunteers	free	free								
		Current U.S. Military members	free	free								
		Fee Free Days	free	free								
Washington - All 3 WA land management agencies administer the Discover Pass	Only state-wide reduced fee program.	Volunteers	free	free								
	WA State Parks	Disabled Veteran (30% disability levels)	free	free	free	free	free	free	free	free		
		Foster Families	free	free	free				free			
		Senior Citizen (62+) (Limited-Income)	free	free	50% discount			50% discount	free	free		
		Senior Citizen (62+) (Off Season: Oct. 1 - March 31)	\$75		free			free				
		Disabled Individuals (Long-term)	free	free	50% discount			50% discount	free	free		
		Disabled Individuals (Short-term)	free	free	50% discount			50% discount	free	free		
		Fee Free Days	free	free								
	WA Department of Fish & Wildlife	Fee Free Days	free	free								
		Youth (14 & under)	free								exempt	
		Youth (age 15)	free								discount	discount
		Resident Senior Citizen (70+)	free								discount	discount
		WA State/National Guard	free									free
		Veterans (30% disability level)	free								discount	discount
		Veteran Senior Citizens (30% disability level & 65+)	free								discount	discount
Individual with a qualifying lower/upper extremity disability, visual impairment, or cognitive intellectual development disability	free								discount	discount		
WA Department of Natural Resources												

Exemption Administration
Applicants must provide documentation of age and residency or citizenship.
Applicants can obtain a paper pass by visiting the "Every Kid in a Park" website, which can then be exchanged for the Annual 4th Grade Pass at federal recreation sites that charge Entrance or Standard Amenity fees.
Applicants must provide documentation of permanent disability and U.S. residency or citizenship.
Available for volunteers with 250 service hours with federal agencies that participate in the Interagency Pass Program.
Applicants can obtain a pass in person at a federal recreation site by showing a Common Access Card or Military ID.
Each federal agency administers their own fee free days.
Volunteers who work on certain projects and lands managed by State Parks, DNR, and WDFW can earn vouchers for their volunteer hours. When a volunteer accrues 24 hours or more, they may submit the vouchers for a complimentary Discover Pass.
Applicants must provide proof of 3 consecutive months residency in WA and proof of 30% or more service connected disability in the form of an award letter or letter of certification on letterhead stationery from the Veterans Administration of the Department of Veterans Affairs.
Individuals must show a WA driver's license or WA I.D., along with a Foster Care ID card or a Foster Home License. The foster child must arrive and camp with the caregiver the entire length of the stay.
Applicants must provide a completed affidavit of income form and have it notarized if they are using the application form for income documentation or affidavit of age. Applicants must also provide proof of age and residency. A WA driver's license or ID will provide both. A copy of a birth certificate, notarized affidavit of age, witnessed statement of age or baptismal certificate may be used for proof of age. A copy of a valid WA voter's registration card or WA senior citizen property tax exemption may be used for proof of residency. Applicants must also provide documentation of their income breakdown by a copy of page one of their Federal Income Tax Return for the previous calendar year, or a copy of their WA Senior Citizen Property Tax Exemption.
Applicants must provide proof of age through a copy of a birth certificate, notarized affidavit of age, witnessed statement of age, or driver's license. Proof of residency may be a copy of a WA driver's license, voter's registration card or property tax exemption.
Applicants must provide proof of 3 consecutive months residency in WA and proof of their disability. Proof of developmental disability by DSHS is legal blindness, profound deafness, or other permanent disabilities by the US Social Security Administration may be certified on letterhead by the authorizing agency, or attested to on the pass application form by the authorizing agency or doctor. Persons with Social Security defined disabilities must be receiving benefits for the disability. A WA ID card, decal, or special license plate issued for a permanent disability may serve as proof of disability.
WA State Parks annually administers 12 fee free days.
WDFW annually administers 2 fee free days, which also include free fishing.
Kids who are 14 and younger don't need a fishing license to fish in the state of Washington
Teens 15 years of age are required to buy a youth fishing license.
Applicants must file an application to receive free small game, and big game hunting licenses, as well as a supplemental migratory bird permit.
Applicants must include a Veterans Reduced Fee Application along with a copy of their VA Disability Percentage Rating letter showing their name and their disability rating.
Individuals need to apply for "Disability Status" and are then able to apply for a special use permit. Applicants can then file an application along with a physician's statement that diagnoses the disease, disorder, or injury which severely impairs the applicant's ability to participate in recreational activities or access department lands.

Appendix H – Holistic Look at Exemptions and Reduced Fees

WASHINGTON STATE UNIVERSITY

**THE
WILLIAM D. RUCKELSHAUS CENTER**

UNIVERSITY OF WASHINGTON

**Holistic Look at Exemptions and
Reduced Fee Programs in Washington
and the United States**

Prepared for: Washington State Parks and Recreation Commission,
in partnership with the Washington State Department of Fish and
Wildlife, and Washington State Department of Natural Resources

Conducted by Shane Carnohan, Molly Stenovec,
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November 2017

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DISCLAIMER

The following report was prepared by the William D. Ruckelshaus Center, a joint effort of the University of Washington and Washington State University whose mission is to act as a neutral resource for collaborative problem solving in the State of Washington and the Pacific Northwest. University leadership and the Center's Advisory Board support the preparation of this and other reports produced under the Center's auspices. However, the key themes contained in this report are intended to reflect the opinions of the interviewed parties, and the findings are those of the Center's assessment team. Those themes and findings do not represent the views of the universities or Advisory Board members.

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Overview of Exemptions/Reduced Fee Programs & Associated Agencies in WA

In Washington, nine state and federal agencies administer and recognize eleven different exemptions or reduced-fee programs. Eligibility requirements, cost to individual, benefit provided, and the process for acquiring a pass or accessing a program vary by agency and reduced-fee program. Some programs require an individual to submit proof of eligibility in advance of recreating (i.e. submit required documents proving service-related disability to receive disabled veterans lifetime pass), while others just require proof of eligibility to be shown at upon accessing the recreation site (i.e. display handicap placard). The narrative below provides an overview of agencies, and the benefits and acquisition process associated with (both state and federal) exempt and reduced-fee programs in Washington. Detailed information on pass administration and eligibility can be found in the Holistic Look appendix.

Detailed Eligibility & Pass Benefits

Under each program heading the individual exemption or reduced-fee program/pass name is given, agencies where this benefit is valid are listed, followed by program eligibility, the benefits provided to the target population, and the administration procedures for each programs.

Disability Programs

Disability Pass (established in 1977)

Applicable: WA State Parks (<http://parks.state.wa.us/205/Passes>)

Eligibility: Washington state residents (living in Washington for a minimum of three consecutive months) qualify who are legally blind, profoundly deaf, developmentally disabled, or who meet the disability definition used by the U.S. Social Security Administration. The Washington State Parks and Recreation Commission evaluates applications - short-term disabilities are eligible only for the One-Year Disability Pass, otherwise a 5-year pass is issued. It is important to note that disability placards are accepted by State Parks, therefore out-of-state visitors may receive this benefit.

Provided Benefits: A Permanent Disability Parking Permit or License Plate, issued by the Washington State Department of Licensing, entitles the beneficiary to a 50% disability discount on camping and moorage and waives the trailer dump, boat launch and day use entry fee.

Administration: The Disability Pass is granted by State Parks with documentation of age, and disability. An application form is found on the State Parks website and must be mailed with potential 30-day processing delay. Alternatively, a Permanent Disability Parking Permit may also be used, accompanied by a photo ID and shown to a park ranger (Washington State Parks and Recreation Commission, 2017b).

Interagency Access Pass (established in 2007)

Applicable: All Federal Agencies nationwide

Eligibility: US citizen or permanent resident with medical determination and documentation of permanent disabilities.

Provided Benefits: The Access Pass is a free equivalent to the Interagency Pass, honored nationwide by all participating agencies

Military/Veteran

Disabled Veterans Pass (established in 1977)

Applicable: WA State Parks

Eligibility: Washington state residents (minimum three consecutive months) with a documented service-connected disability of at least 30%.

Provided Benefits: All benefits of Discover Pass (only on State Parks land), as well as all free camping / moorage, campsite reservations through State Parks central reservations system, watercraft launching, trailer dump and day-use entry. Valid year-round.

Administration: The Disabled Veterans Pass is granted by State Parks with documentation of age, service, and disability. An application form is found on the State Parks website and must be mailed with potential 30-day processing delay.

Interagency Annual Pass for Military (established in 2007)

Applicable: All Federal Agencies nationwide

Eligibility: Current US military members and the dependents of deployed military in the Army, Navy, Air Force, Marines, and Coast Guard, as well as most members of the Current US Reserves and National Guard.

Provided Benefits: The Interagency Annual Pass for Military is a free equivalent to the Interagency Pass, honored nationwide by all participating agencies.

Administration: The Annual Pass for Military is available at most entrance stations and requires proof of active status. Eligible dependents must fill out a Department of Defense ID, or DD Form 1173 (Interagency Standard Operating Procedures, 2012).

Senior/Elder Programs

Off-Season Senior Citizen Pass (established in 2011)

Applicable: WA State Parks

Eligibility: WA residents aged 62 and over.

Provided Benefits: Pass price is \$75 and provides: free nightly camping and moorage from Oct. 1 – March 31 and Sunday – Thursday in April. An additional \$10/night fee applies at utility sites.

Administration: 1. The Off-Season Senior Citizen Pass application is found online and must be mailed in. Seasonality of this pass (see Detailed Benefits) must be carefully attended to.

Senior Citizen Limited Income Pass (established in 1997)

Applicable: WA State Parks

Eligibility: WA residents aged 62 and over with annual income of \$40,000 or less.

Provided Benefits: This pass provides access to WA State Parks lands, a 50% discount on nightly camping and moorage, free watercraft launching, trailer dump and is valid year-round.

Administration: The Senior Citizen Limited Income Pass application is also found online and requires mailing. Proof of eligibility requires federal income tax return from the previous

year; a senior citizen property tax exemption; or notarized affidavit of income on a form provided by State Parks (Washington State Parks and Recreation Commission, 2017b).

Interagency Senior Pass (established in 2007)

Applicable: All Federal Agencies nationwide

Eligibility: U.S. citizens or permanent residents aged 62 and over.

Provided Benefits: The Interagency Senior Pass is a lifetime pass. It is valid at all interagency participating sites. One time cost of \$80.

Foster Families

Foster Home Camping Pass (established in 2008)

Applicable: State Parks

Eligibility: This benefit is free for foster families. Proof of eligibility requires state residency plus Foster Care ID and Foster Home License. Foster parents or caregivers must be accompanied by the foster child(ren). It is notable that, disclosing the identity of foster children is forbidden and therefore enforcement of this benefit is potentially challenging.

Provided Benefits: It provides: free campsites and day-use entry, free use of boat launches and pump-outs. For camping reservations: parents pay to reserve camping sites in advance but can otherwise receive the free camping benefit on a first-come, first-served basis.

Administration: There is no formal application process for this benefit. "Participants in the program may camp at first-come, first-served parks or make a telephone reservation to camp in a reservation park. Eligible participants making reservations do not pay for camping but are charged the reservation fee to hold sites in the reservation system. To get free camping when making a reservation, tell the operator you are a foster care provider. Then, when you arrive at the park to register, show a Washington State Driver's License or Washington State I.D., along with a Foster Care ID card or your Foster Home License. Walk-in campers need to show these same documents at the park to receive a free campsite and day use" (Washington State Parks and Recreation Commission, 2017b).

Volunteers

Complimentary Discover Pass (established in 2011)

Applicable: WA State Parks, WA Department of Natural Resources, WA Department of Fish and Wildlife.

Eligibility: Free for volunteers (individual or married couples) with 24 hours of public service on state lands

Provided Benefits: Benefits are equivalent to a complimentary Discover Pass

Administration: To obtain a Complimentary Discover Pass individuals must register and be approved by a state agency. Vouchers are retained upon volunteering time to Discover Pass-eligible projects ("Volunteering on Washington State Recreation Lands," 2017). Vouchers are then sent to the address listed on the bottom of each voucher. If more than 24 hours equivalent are earned, extra vouchers can be saved and redeemed in subsequent years. Married couples may combine hours (Washington State Parks and Recreation Commission, 2017b).

Interagency Annual Volunteer Pass (established in 2007)**Applicable:** All Federal AgenciesEligibility: Free upon completion of 250 volunteer hours on participating federal agency lands.Provided Benefits: Benefits are equivalent to an Annual Interagency Access PassAdministration: To obtain the Interagency Annual Volunteer Pass 250 hours of volunteer work in approved programs. An individual will work with their local Federal recreation site supervisor or Volunteer Coordinator/Manager to track their hours. Once an individual completes the requisite hours, a pass is issued and the volunteer's pass credit hours reset to zero. If a volunteer gives more than 250 hours in any 12 month period, the pass-credit hours do not roll over into the next 12 month period (*Interagency Standard Operating Procedures*, 2012).**Annual Northwest Forest Pass (Volunteers)** (established in 2011)**Applicable:** US Forest ServiceEligibility: This annual pass is granted to volunteers on the basis of participation in eligible volunteer days for a total of 16 hours. Volunteering for less than 16 hours earns a single day pass. To find volunteer opportunities, individuals can visit www.volunteer.gov or contact program specialists in their local area, found on the US Forest Service website. Additionally, the Washington Trails Association offers a schedule on their website that indicates eligible days.Provided Benefits: Benefit is equivalent to Annual Northwest Forest Pass or Day Pass depending on number of hours worked. Sixteen (16) hours or more earns an annual pass, while anything less earns a day pass (Mitchell, 2017).**Population, Use, and Fiscal Impacts (State Programs)**

The following section outlines the lost revenue to State Parks for administering exempt/reduced fee programs, these estimates only considers State Parks, since they are the only agency that administers exempt/reduced fee programs. The one exception is the Volunteer Pass, which is administered by all three agencies. The following numbers are an estimation as participation by each beneficiary group is not closely tracked, therefore State Parks extrapolates based on general population usage rates. In 2014 a 19% participation rate is assumed, in 2017 this was revised downward to %16, except for the Foster Home Camping Pass which has estimated participation of 24%. Table 1 below shows fiscal impacts for each program, differentiating between direct costs and camping subsidy costs and noting the change from 2014 to 2017.

Disability Pass

In 2017, the total number of permanent disability permits awarded was used to develop an estimate of the population eligible, a total of 442,189. Subtracting Disabled Veteran qualifiers leaves 350,457 potential beneficiaries. Applying the 2017 participation estimate gives a total of 56,073 participants.

Disabled Veterans Lifetime Pass:

There were approximately 564,864 veterans residing in Washington in 2015³⁹. In 2017, an estimated 91,711 have a service-related disability rating of 30% or greater (Audette & Stenovec, 2017). With 2017 participation estimates applied to this population, a total of 18,565 are assumed to participate.

Low-Income Senior Pass:

The 2017 estimates of participation (14%) applied to the base population of 230,530 gives an estimated of 36,885 total households participating.

Foster Home Camping Pass:

In 2017 the base population was 1,884 with a participation estimate of 14%, an estimated total of 452 participated.

Table 2. Financial data for exemption groups 2014 & 2017.

Program	Camping Subsidy Cost Estimate	Lost Revenue Cost Estimate	Total Direct Cost
<i>Disability</i>	\$513,807	\$1,682,194	\$2,196,000
<i>Disabled Veterans</i>	\$2,369,818	\$440,314	\$2,810,132
<i>Low-Income Seniors</i>	\$89,853	\$1,106,543	\$1,196,395
<i>Foster Families</i>	\$145,635	\$13,565	\$159,199
TOTALS	\$3,119,113	\$3,242,616	\$6,361,726

Volunteers (Complimentary Discover Pass):

All Washington residents are eligible to participate in the Volunteer program. SB 5200 reports an average of 423 complimentary discover passes issued per year (across 5 years of data), with married couples qualifying an estimated 63 additional complimentary passes are issued annually = estimated total of 486 households receiving this pass. Volunteer program cost data is based on five-year average number of complimentary passes issued each year from SB5200 (2017) fiscal note (486 passes), multiplied by base price (\$30) for Discover Pass to arrive at the estimated total direct cost of \$14,580.

Free Days:

Cost estimate for fee free days is derived from the 2013 Legislative Report. The estimated total of one-day passes purchased per year (294,752 one-day passes/year) is multiplied by base price for day pass (\$10/day) and divided by days/year (365 days) to give average revenue/day generated by day passes – equal to \$8,075/day. This amount is then multiplied by the total number of free days offered by State Parks (12 days) to arrive at the **estimated total direct cost of \$96,900.**

³⁹ Source: U.S. Census Bureau 2015 American Community Survey.
https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkmm

State and Federal Nexus – Legislation, Fees, and Revenue Sharing

The U.S. Congress and the Washington State Legislature play significant roles as the funders of public land management agencies and authorizers of pass/permit fee collection, including exempt/reduced fee programs. Depending on which package or recommendations are considered, Congress or the Washington state legislature could have roles of varying size and importance. Congress would need to be involved in various versions of a state/federal coordination pass, and the Washington Legislature would need to be involved in a wider variety of components that require legislative authorization. These considerations are discussed further within each specific package or recommendation.

Other State and Federal Programs

Disability Programs (Washington State Dept. of Social and Health Services, 2017b)

- Disability plates, parking tabs and placards are available through the Department of Licensing. Applicants may apply by mail or in person with an accompanying medical certification, signed by a licensed physician, physician's assistant or registered nurse practitioner. The qualifying medical representative will indicate the privilege duration (permanent or temporary) on the form. Fees charged (additional to vehicle registration) are \$32.75 for license plates, \$13.75 for parking tabs and placards are free of charge. Within 2-4 weeks of applying, qualified persons also receive an ID card indicating their eligibility.
- Department of Social and Health Services has a multitude of offices and programs for mental health, medical & dental insurance, food, vocational rehabilitation and cash assistance.
 - Social Security Disability Insurance (SSDI) – This is a **federal** cash benefit program that is linked closely with the applicants work history as eligibility is determined on the basis of the applicant having held a job covered by Social Security and subsequent disability leading to inability to work for a year or more. Applications are reviewed by DDS.
 - Under Social Security “disability” is defined: (1) You cannot do the work you did before; (2) You cannot adjust to other work because of your disability; (3) The duration of your disability extends beyond a year.
 - Supplemental Security Income (SSI) – This is a **federal** cash benefit program aimed at those who meet federal disability criteria and have limited income/resources. Disability Determination Services (DDS) is tasked with determining eligibility during the application process (DSHS, 2017a).
 - Upon meeting eligibility requirements for SSI an individual is automatically entitled to Medicaid (Apple Health) benefits.

Military

- The Washington State Department of Veterans Affairs (2017) offers support for:
 - Claims assistance, counseling, education and training, employment, federal veterans' assistance resources, housing, homelessness, incarceration, business certification and women veterans.

- The eligibility for a Washington state disabled veteran license plate is a 100% service-connected disability rating from the Veterans Administration. The eligibility for both the WA State Parks Disabled Veteran Lifetime Pass and WDFW Veterans Reduced Fees is a 30% service connected disability. In other words, if a disabled veteran qualifies for a disabled veteran license plate, they would also qualify for the State Parks and WDFW disabled veteran benefits. Currently, an individual must apply for each of the three programs separately.

Senior/Elder Programs

- Department of Social and Health Services provides a broad suite of services:
 - Long term care, abuse prevention, Medicaid application assistance, assisted living programs, caregiver and residential care services (Access Washington, 2016).
- SSI benefits are also payable to people 65 and older without disabilities who meet the financial limits (See *Low Income*). Eligibility is based upon age (65+), residence (single, couple) and income. If living in another's household the benefit is reduced by 1/3 (Staples, 1974).
- SNAP (see *Low Income*) – Special rules apply for certain elderly people, either in the form of greater resource allowances for the household in which they reside or exceptions in eligibility to receive benefits while living in federally subsidized housing (even when they receive meals at the facility)(USDA, 2016).

Foster Families

- The Department of Social and Health Services also supports foster families through financial assistance, and help navigating administrative requirements (Washington State Dept. of Social and Health Services, 2017a).
- In mid-2017 HB 1661 was passed creating the Department of Children, Youth and Families (DCYF). The bill aimed to improve preventative strategies, communication and services to support these groups. An advisory board will include foster family advocates to help guide decision-making within the DCYF, among others (Hunter, 2017).
- WIC eligibility for foster teens and children under the age of five (See *Low-Income* section below)(Social Security Administration, 2017).
- Embrace Washington partners with DSHS to connect individuals and families with vulnerable children. (“Fostering Together,” 2017)

Volunteers

- Volunteer Centers of Washington is a resource that “strengthens, develops and connects volunteer centers by sharing expertise and resources” (“Volunteer Centers of Washington,” 2014)

Low-Income

- Supplemental Nutrition Assistance Program (SNAP) – This is a **federal** program with eligibility determined across resources, income, deductions, employment, and age &

disability. Households must have \$2,250 in countable resources. Income level check is required unless all household members are receiving TANF or SSI benefits. The threshold to receive SNAP assistance is 130% of federal poverty level (FPL) for GROSS monthly income and 100% FPL of NET monthly income. Work requirements “include registering for work, not voluntarily quitting a job or reducing hours, taking a job if offered, and participating in employment and training programs assigned by the State” (USDA, 2016). In Washington beneficiaries may have a debit card to receive benefits.

- Temporary Assistance for Needy Families (TANF) – This is a **temporary** program with benefits based upon family size and income e.g. “A family of three, with no income, would receive a monthly TANF grant of \$521” (DSHS, 2017b). In general, a family must have resources of \$1,000 or less. Additionally, some qualifying will be required to participate in the WorkFirst Program which assists with job placement.
- Child Care Subsidy Program (CCSP) – this **state** program provides a subsidy on the basis of income and household size on a sliding scale, requiring some co-pay. Parents or qualified guardians are eligible if income is less than 85% of the State median income AND under 200% of the federal poverty level (DSHS, 2017c).
- Women Infants and Children Nutrition Program (WIC) – WIC is a nutrition program targeting pregnant women, new and breastfeeding moms and children under five. WIC can be applied for in addition to TANF, Medicaid and Basic Food benefits. Eligibility is based on income and household size as shown:

Number of people in your household*	Maximum annual income to qualify	Maximum monthly income to qualify
2	\$30,044	\$2,504
3	\$37,777	\$3,149
4	\$45,510	\$3,793
5	\$53,243	\$4,437
6	\$60,976	\$5,082
7	\$68,709	\$5,726

Table 3. The WIC program “income guidelines”(WSDH, 2017).

- SSI – a **federal** cash benefit program with resource limits of \$2,000 for an individual/child and \$3,000 for couples. Eligible populations are those with a disability or “aged” (meaning 65+). Administratively this means that if the value of an individual/couple’s financial resources is greater than these amounts, they will not qualify for SSI benefits. Determination of eligibility is made by DDS.

Other considerations:

- Verification system/data sharing agreements would need to be set up with each pass vendor, would require salesperson to check eligibility and then sell/provide pass.

- Another potential vehicle for informing individuals of eligibility for free discover pass could link to DSHS grants award letters.
- Department of Revenue administers a property tax discount, could this be tied to pass benefits aimed at low income groups?

National Trends: In-Depth

Disability Programs

- On a national level, 23 out of 50 states offer free/fee reduced passes for *permanently* disabled patrons, with 10 of those states offering passes for free. In contrast, nearly all states (47) do not offer free/fee reduced passes for *short-term* disabled patrons. Washington is one of the three exceptions, offering a free one-year disability pass to individuals with short-term disabilities.
- 10 states accept state-specific out-of-state disabled passes – Washington not being one of them.
- On average, more than 36 states do not offer fee reduction or exemption on camping or day-use fees; in total 38 percent, including Washington, offered some reduction in price. No states, however, offer fully exempt camping fees.
- Nationally, 93.5 percent of states do not offer any reduction or exemption in fees for other “expanded amenities,” such as watercraft access, trailer dump, moorage use or roofed accommodation. Of note: Washington offers free/fee reduced use to three of these four amenities.
- Compared to national trends, Washington offered exempt fees for trailer dump and watercraft access expanded amenities, placing the state amongst only four other states. For moorage use, Washington was one of two states to offer reduced fees (no states offered this amenity for free).
- Using the Federal Lands Recreation Enhancement Act definition of ‘enhanced amenities,’ Washington ranges from the 98th percentile to 74th percentile over other states in terms of offering exempt or reduced fees (omitting Roofed Accommodations, which 48 out of 50 states offer no reduction or exemption). On average, Washington is in the 89th percentile above other states in terms of offering exempt or reduced fees for individuals with disabilities. In Washington, disabilities can range from permanent to short-term.
- Proof of permanent disabilities is required for the five-year exempt disabilities pass, while documented short-term disabilities are eligible for only the one-year pass. Washington’s eligibility requirements must be documented and certified by an authorizing doctor or agency, including DSHS and SSA. Nationally, the range of eligible disabilities expand from state-specific requirements as determined by local departments of motor vehicles to a documented disability categorizing the patron 100 percent disabled. For states without state-specific levels, a default to federal regulations that are referred to determine the eligibility for Interagency Access Pass are used.

Fee Free Days

- Every year federal and state public lands agencies announce a schedule of fee-free days. State Parks is the only state public lands agency that has fee-free days. The Department of Natural Resources and Washington Fish and Wildlife have none.
- Nationally, 16 states, including Washington, offer fee-free days. Omitting Washington, the average fee-free days is 1.25 days annually. Of these 15 states, the range is between one and three days annually, with the mode being one day.
- Comparatively, Washington is a significant outlier on a national level. By way of statute passed during the creation of the Discover Pass, State Parks must offer at least 12 fee-free days annually.

Military & Veterans

- Of all 50 states, 38 (including Washington) offer some type of military or veteran related fee reduction or exemption.
- Nationally, 17 of 50 states offer a fee reduction or exemption for all military personnel, though only 3 states offer fee reduction or exemption for military families. Washington offers a fee exemption for disabled veterans, but does not provide a fee reduction or exemption for other members of the military and their families.
- Nationally, 40 of the 50 states offer free/fee reduced passes (24 free, 16 reduced) for disabled veterans.
- Of the states offering disabled veteran fee reductions or exemptions, the eligibility requirement for disabled veterans ranges from 10-100% disability, with a mode of 100%; qualifying disability rates must be service connected. The Washington state eligibility requirement is 30%, meaning that a greater number of veterans are likely able to qualify for a fee exemption in Washington than other states offering disabled veterans fee reductions or exemptions.
- In Washington, disabled veterans with a 30% service related disability rate receive free entrance to WA State Parks, as well as additional benefits. However, the Discover Pass is still required for disabled veterans to access DNR and WDFW land.

Senior/Elder Program

- Of the 50 states, 31 states offer senior citizens a fee reduction or exemption. Of the 31 states that offer a fee reduction or exemption, 19 states offer the discount and benefits to in-state residents only, while the remaining 12 offer the discount to all senior citizens meeting their state's age requirement.
- Of the states offering a senior or elderly fee reductions or exemptions, the eligibility requirement for disabled veterans ranges from 62-65 years of age, with a mode of 62 (which is the qualifying age in Washington).
- Though only seven states report the number of senior passes they issued in FY16, Washington issued significantly less (450 passes) than the other 6 states with available data:
 - Connecticut – 4,200

- Mississippi – 4,591
- New Jersey – 1,200
- North Dakota – 16,500
- South Carolina – 34,000
- Texas – 21,446
- Nationally, only 2 states offer a fee reduction or exemption for low income seniors, including the state of Washington.
- In Washington, qualifying senior citizens can receive a fee reduction or exemption; however, the Discover Pass is still required for senior citizens to access Washington state DNR and WDFW land.

Foster Families

- Currently, Washington is one of only 5 states to offer a benefit program to foster families: WA, FL, OR, VT, CT, all 5 states offer the pass or benefit for free.
- Washington State Parks and Recreation Commission (2017), estimates a total of 1,884 eligible foster family households. Applying the assumed 24% participation rate for all households to this value indicates that approximately 452 foster family households utilized this benefit. This is the lowest value of issued passes for all 5 states. Connecticut, at 400 in FY16, issued more passes than Washington. Oregon, issued 2,763 in FY16 and 1,000 were issued by Vermont.
- Most striking about the discrepancy between WA (and OR) and CT, is in the former foster families receive passes when entering a park and/or camping. In CT, their program began nearly 10 years ago by sending a letter to all 2,600 foster families notifying them of the opportunity for free parks passes (nearly 1,500 accepted in the inaugural year). That issuance number in CT has now dwindled to 600 foster families accepting the offer.

Volunteers

- Of the 50 states, 48 have a camp host volunteer program. Of those 48 states with a camp host program, only 11 states offer camp host volunteers a fee reduction or exemption. Washington State does have a camp host program but does not offer a fee reduction or exemption to camp host volunteers.
- For states with a camp host volunteer program, the required minimum length of stay ranges from 2-124 days, with a mode of 30 days. The maximum length of stay ranges from 14-214 days, with a mode of 184. The Washington state camp host program requires individuals to stay at least 30 days, but does not have a maximum time limit.
- Of the 50 states, 39 states have an individual volunteer program. Of those 39 states, 13 states offer individual volunteers a fee reduction or exemption, Washington is one of the 13 states offering volunteer benefits.
- Of the states who offer a fee reduction or exemption to volunteers meeting their state hour requirements, required volunteer hours range from 2 to 5,000. However, most

requirements fall between 20-200 hours, with a mode of 100 hours. Washington sits at the lower end of this spectrum, requiring state volunteers to work for 24 hours to receive a free annual pass.

Limited-Income

Although the only pass program linked to income in Washington state is the Senior Citizen Limited Income Pass, other states offer broader income based passes. Colorado and Delaware offer low-income based passes while Georgia and North Dakota offer park passes available for check-out through the public library system, making passes available to low-income individuals.

- Colorado Parks & Wildlife, Centennial Pass. For eligibility, applicants “must be a Colorado resident, at least 18 years of age, and have a gross federal income from a previous calendar year below a specific income level, depending on family size.” Centennial Passes are \$14, non-discounted annual park passes are \$70 per vehicle. While the standard annual pass is tied to a vehicle, the Centennial Pass is tied to a person and therefore transferable between vehicles.
- Delaware State Parks, Annual Pass Assistance Program. If an individual receives assistance from a State Service Center, they are likely eligible to purchase a state park pass for \$10 (normally \$35 for in-state residents, \$70 for out of state residents). Individuals are eligible if they receive assistance in the following programs: Public Assistance, General Assistance, Medicaid, Supplemental Social Security Income, SNAP, WIC, Child Care Assistance Program.

Unique Option: Library Passes

- Georgia Department of Natural Resources, State Parks & Historic Sites – Library Loan Program. “Georgians with public library cards can check out a ParkPass and Historic Site Pass—much like checking out a book. The ParkPass exempts you from paying the daily \$5 parking fee at state parks, and the Historic Sites Family Pass exempts up to 4 visitors from admission fees to state historic sites.”
- North Dakota Parks and Recreation Department, Library Loan Program. “Library card holders at the public libraries or State Library in North Dakota can check out a daily state park vehicle pass, just as they would a book. The pass provides entrance to any North Dakota State Park and waives the daily vehicle fee of \$7”

Other Research Needs

All Programs

- More recent data on usage rates and participation.
- Cost to user/agency returns resulting from exempt groups’ requisite purchase of Discover Pass to enable recreation on other state agencies’ lands.
- Information on the broader social barriers affecting the target populations, going beyond purchasing ability.
- Availability of program information to each eligible group.

- Changes in funding/cost circumstances for agencies since the programs were first created.

Military

- For veterans with a disability. What lands does this group recreate the most on?
- Do veterans who do not hunt/fish apply for these licenses to gain the Vehicle Access Pass, and thus access to WA Dept. Fish and Wildlife lands?

APPENDIX I: Evaluation Criteria/Decision Tool for Exemptions

Evaluation/Decision Tool for Exemptions and Discount Programs for Recreation Offered by State Agencies

This tool was developed by the Exemption Work Group as part of the collaborative process. It is a tool to evaluate existing exemptions or discount programs and also provides a template for evaluation of similar programs, if proposed by the legislature in the future. Discount programs are distinguishable from exemptions because they are not designed to benefit any specific population (see *Volunteers*, pg. 6). The information populating this document is the result of a wide array of research undertaken by the center and includes information from interviews held with various organizations that frequently interface with the beneficiary populations.

Disability Pass

Exemption/Reduced Fee Program:	What are the eligibility requirements ? Who is the intended beneficiary?	1. Washington state residents (minimum three consecutive months) who are legally blind, profoundly deaf, developmentally disabled, or who meet the disability definition used by the U.S. Social Security Administration.
	What is the benefit provided (free/reduced access/activity pass, where valid, etc.)?	1. Valid on State Parks land only. 2. Provides: free day-use entry, boat launching and trailer dumping. 50% discount on camping and moorage.
	Duration (annual, lifetime, or seasonal):	1. Disability Pass can be granted for 1 or 5 years. 1-year passes are typical for temporary (as opposed to permanent) disabilities.
Principle (Intent or purpose):	(honorary, need-based, social equity, incentive)	

Simplicity:	<p>Application process, including cost to beneficiary, if applicable:</p>	<p>1. An application form is found on the State Parks website and must be mailed with potential 30-day processing delay. Alternatively, a Permanent Disability Parking Permit may also be used, accompanied by a photo ID and shown to a park ranger.</p>
	<p>How is/will exemption be used by beneficiaries? (i.e. do they get a pass, show proof of eligibility, can make camping reservations)?</p> <p>(some programs require proof of eligibility, then provide a pass; others just require proof of eligibility)</p>	<p>Pass program OR display blue/red disability pass OR disability license plates</p> <p>RE plates/disability pass: out of state vehicles may utilize benefit</p>
Consistency:	<p>Applicability to other state land management agencies' recreation lands?</p>	<p>1. Only valid on State Parks lands.</p>
	<p>Consistency with other state and federal agencies' exemption/reduced fee programs?</p>	<p>Federal agencies provide free Interagency Access Pass for U.S. citizens with permanent disabilities.</p>
Equity:	<p>What barriers to accessing/using public lands are unique to the intended beneficiary?</p>	<p>Considerations: Usability and quantity of ADA approved facilities</p>

	<p>How does (or will) the reduced fee/exemption minimize barriers? Other ways that the land management agencies could serve this population?</p>	<p>Reduces financial barriers to accessing WA state public lands.</p> <p>State land management agencies could provide more or better ADA approved infrastructure.</p>
	<p>Other beneficiary populations situated similarly?</p>	
Fiscal health of agencies:	<p>Administrative cost to agencies? Can these costs be measured?</p>	<p>1. Unknown</p>
	<p>Lost revenue for agencies?</p>	<p><i>2017 Est.</i></p> <p>1. Camping Subsidy Cost Estimate: \$513,807 2. Lost Revenue Cost Estimate: \$1,682,194 3. Total Direct Cost: \$2,196,000</p>
Performance Measures:	<p>size of beneficiary population</p>	<p>2017 estimate (State Parks): 442,198, less 91,732 veterans with 30% disability rating = remaining total 350,457.</p>

	Are there (public/private or inter-agency)?	
	Changes in population and usage over time (if available)	1. State Parks estimates participation rate, based on general population participation. - 2017: 350,457 x 16% participation = 56,073
Other considerations:	Are there opportunities for partnerships (public/private or inter-agency)?	
	Potential for 'unintended consequences' (such as over-use/abuse)?	
Notes:		

Disabled Veterans Lifetime Pass

Exemption/Reduced Fee Program:	What are the eligibility requirements ? Who is the intended beneficiary?	<ol style="list-style-type: none"> 1. Washington State resident min. of 3 consecutive months. 2. Service-related disability of 30% or greater. 3. Proof of 30 percent or more service connected disability may be in the form of an award letter or letter of certification on letterhead stationery from the Veterans Administration or the Department of Veterans Affairs.
	What is the benefit provided (free/reduced access/activity pass, where valid, etc.)?	<ol style="list-style-type: none"> 1. Valid on State Parks land only. 2. Free entrance, camping / moorage, campsite reservations through State Parks central reservations system, watercraft launching, trailer dump and day-use entry. 3. Valid year-round.
	Duration (annual, lifetime, or seasonal):	Lifetime Pass
Principle (Intent or purpose):	(honorary, need-based, social equity, incentive)	Honorary

Simplicity:	<p>Application process, including cost to beneficiary, if applicable:</p>	<p>1. Granted by State Parks with documentation of age, service and disability. An application form is found on the State Parks website and must be mailed with potential 30-day processing delay.</p> <p>2. Pass is free to qualifying individuals, a \$15 fee applies for lost card.</p>
	<p>How is/will exemption be used by beneficiaries? (i.e. do they get a pass, show proof of eligibility, can make camping reservations)?</p> <p>(some programs require proof of eligibility, then provide a pass; others just require proof of eligibility)</p>	<p>Pass program, ID required</p>
Consistency:	<p>Applicability to other state land management agencies' recreation lands?</p>	<p>1. Only valid on State Parks lands.</p>
	<p>Consistency with other state and federal agencies' exemption/reduced fee programs?</p>	<p>a) Federal agencies do not have an exemption/reduced fee program for veterans.</p> <p>b) Federal agencies provide free Interagency Annual Pass for current U.S. military members and their dependents.</p>
Equity:	<p>What barriers to accessing/using public lands are unique to the intended beneficiary?</p>	<p><u>Considerations:</u> Usability and quantity of ADA approved facilities</p>
	<p>How does (or will) the reduced fee/exemption minimize barriers?</p> <p>Other ways that the land management agencies could serve this population?</p>	<p>Reduces financial barriers to accessing WA state public lands.</p> <p>State land management agencies could provide more or better ADA approved infrastructure.</p>

	Other beneficiary populations situated similarly?	<i>Why does this pass program only apply to veterans who are disable with a 30% service related disability? Why not all disabled veterans? Or all veterans?</i>
Fiscal health of agencies:	Administrative cost to agencies? Can these costs be measured?	1. Unknown
	Lost revenue for agencies?	<p><i>2017 Est.</i></p> <p>1. Camping Subsidy Cost Estimate: \$2,369,818</p> <p>2. Lost Revenue Cost Estimate: \$440,314</p> <p>3. Total Direct Cost: \$2,810,132</p>
Performance Measures:	size of beneficiary population	<p>1. There are approximately 564,864 veterans residing in Washington. Of these 91,711 have a service-related disability rating of 30% or greater (Audette & Stenovec, 2017).</p> <p><i>Note: State Parks reports slightly higher figure: 91,732</i></p>
	Are there (public/private or inter-agency)?	

	Changes in population and usage over time (if available)	1. State Parks extrapolates participation rate, based on general population participation. -For 2017: 91,732 x 16% participation = 14,677
Other considerations:	Are there opportunities for partnerships (public/private or inter-agency)?	
	Potential for 'unintended consequences' (such as over-use/abuse)?	
Notes:		

Foster Home Camping Pass (Benefit)

Exemption/Reduced Fee Program:	What are the eligibility requirements ? Who is the intended beneficiary?	1. Eligibility requirements are state residency plus Foster Care ID and Foster Home License. Foster parents or caregivers must be accompanied by the foster child(ren).
	What is the benefit provided (free/reduced access/activity pass, where valid, etc.)?	<ol style="list-style-type: none"> Valid on State Parks land only. Provides: free campsites and day-use entry, free use of boat launches and pump-outs. Valid year-round.
	Duration (annual, lifetime, or seasonal):	<ol style="list-style-type: none"> No physical pass is distributed (hence, benefit). Benefit is granted as long as household is recognized as a foster-care home.
Principle (Intent or purpose):	(honorary, need-based, social equity, incentive)	To make it easier for parents to take their foster child(ren) outside.
Simplicity:	Application process , including cost to beneficiary, if applicable:	<ol style="list-style-type: none"> There is no application process, eligibility is based on household foster-care status. Eligible participants making reservations do not pay for camping but are charged the reservation fee (\$8 online, \$10 by phone) to hold sites in the reservation system.

	<p>How is/will exemption be used by beneficiaries? (i.e. do they get a pass, show proof of eligibility, can make camping reservations)?</p> <p>(some programs require proof of eligibility, then provide a pass; others just require proof of eligibility)</p>	Benefit: foster care providers must show certification AND have foster child(ren) present; not a pass program
Consistency:	<p>Applicability to other state land management agencies' recreation lands?</p>	1. Only valid on State Parks lands.
	<p>Consistency with other state and federal agencies' exemption/reduced fee programs?</p>	Federal agencies do not have an exemption /reduced fee program for foster families.
Equity:	<p>What barriers to accessing/using public lands are unique to the intended beneficiary?</p>	<u>Considerations:</u> Financial ability for foster families to take foster child(ren) to State Parks or go camping
	<p>How does (or will) the reduced fee/exemption minimize barriers? Other ways that the land management agencies could serve this population?</p>	Reduces financial barriers to accessing WA state public lands.
	<p>Other beneficiary populations situated similarly?</p>	
Fiscal health of	<p>Administrative cost to agencies? Can these costs be measured?</p>	1. Unknown

	<p>Lost revenue for agencies?</p>	<p><i>2017 Est.</i></p> <p>1. Camping Subsidy Cost Estimate: \$145,635 2. Lost Revenue Cost Estimate: \$13,565 3. Total Direct Cost: \$159,199</p>
Performance Measures:	<p>size of beneficiary population</p>	<p>2017 State Parks estimate: 1884 households with 1+ child(ren)</p>
	<p>Are there (public/private or inter-agency)?</p>	
	<p>Changes in population and usage over time (if available)</p>	<p>1. State Parks extrapolates a participation rate, based on general population participation.</p> <p>- 2017: 1,884 x 24% = 452</p>

Other considerations:	Are there opportunities for partnerships (public/private or inter-agency)?	
	Potential for 'unintended consequences' (such as over-use/abuse)?	
Notes:		

Limited-Income Senior Pass

Exemption/Reduced Fee Program:	<p>What are the eligibility requirements? Who is the intended beneficiary?</p>	<ol style="list-style-type: none"> 1. WA residents aged 62 and over with annual income of \$40,000 or less. 2. Applies to combined income of married couples. 3. Applicants who own property must also meet the requirements for a property tax exemption under the Revised Code of Washington 84.36.381.
	<p>What is the benefit provided (free/reduced access/activity pass, where valid, etc.)?</p>	<ol style="list-style-type: none"> 1. Valid on State Parks land only. 2. Free access, free watercraft launching & trailer dumping. 50% discount on nightly camping and moorage. 3. Valid year-round.
	<p>Duration (annual, lifetime, or seasonal):</p>	<ol style="list-style-type: none"> 1. When the pass is issued it becomes a permanent pass, valid so long as the qualifying criteria continues to be met by the pass holder
Principle (Intent or purpose):	<p>(honorary, need-based, social equity, incentive)</p>	

Simplicity:	<p>Application process, including cost to beneficiary, if applicable:</p>	1. Granted by State Parks with documentation of income
	<p>How is/will exemption be used by beneficiaries? (i.e. do they get a pass, show proof of eligibility, can make camping reservations)?</p> <p>(some programs require proof of eligibility, then provide a pass; others just require proof of eligibility)</p>	Pass program, ID required
Consistency:	<p>Applicability to other state land management agencies' recreation lands?</p>	1. Only valid on State Parks lands.
	<p>Consistency with other state and federal agencies' exemption/reduced fee programs?</p>	<p>Federal agencies do not have an exemption/ reduced fee program for low income individuals.</p> <p>Federal agencies provide free Interagency Senior Pass for U.S. citizens age 62 or over. \$80 Lifetime Senior Pass or \$20 Annual Senior Pass</p>
Equity:	<p>What barriers to accessing/using public lands are unique to the intended beneficiary?</p>	<p>Considerations:</p> <p>Financial ability to access WA state public lands.</p>

	<p>How does (or will) the reduced fee/exemption minimize barriers? Other ways that the land management agencies could serve this population?</p>	<p>Reduces financial barriers to accessing WA state public lands.</p> <p>State land management agencies could provide support or funding for alternative methods of transportation to trailheads, such as buses from urban areas.</p>
	<p>Other beneficiary populations situated similarly?</p>	<p><i>Why does this pass program only apply to low-income seniors, rather than all seniors? Or all low-income individuals rather than just seniors?</i></p>
Fiscal health of agencies:	<p>Administrative cost to agencies? Can these costs be measured?</p>	<p>1. Unknown</p>
	<p>Lost revenue for agencies?</p>	<p><i>2017 Est.</i></p> <p>1. Camping Subsidy Cost Estimate: \$89,853 2. Lost Revenue Cost Estimate: \$1,483,613 3. Total Direct Cost: \$1,196,395</p>
Performance Measures:	<p>size of beneficiary population</p>	<p>1. 2017 estimate: 230,530 low income senior households.</p>
	<p>Are there (public/private or inter-agency)?</p>	

	Changes in population and usage over time (if available)	1. State Parks extrapolates a participation rate, based on general population participation. - 2017: 230,530 x 16% participation = 36,885
Other considerations:	Are there opportunities for partnerships (public/private or inter-agency)?	Could partner with organizations already providing alternative methods of trailhead transportation.
	Potential for 'unintended consequences' (such as over-use/abuse)?	
Notes:		

Volunteers (Complimentary Discover Pass)

Exemption/Reduced Fee Program:	What are the eligibility requirements ? Who is the intended beneficiary?	1. All Washington State residents are eligible to complete program requirements to receive this pass.
	What is the benefit provided (free/reduced access/activity pass, where valid, etc.)?	1. Valid on State Parks land only. 2. Provides: free day-use entry.
	Duration (annual, lifetime, or seasonal):	Annual Pass
Principle (Intent or purpose):	(honorary, need-based, social equity, incentive)	

Simplicity:	Application process , including cost to beneficiary, if applicable:	<ol style="list-style-type: none"> To obtain a Complimentary Discover Pass individuals must register and be approved by a state agency. Vouchers are retained upon volunteering time to Discover Pass-eligible projects (“Volunteering on Washington State Recreation Lands,” 2017). Vouchers are then sent to the address listed on the bottom of each voucher. If more than 24 hours equivalent is earned, extra vouchers can be saved and redeemed in subsequent years. Married couples may combine hours (Washington State Parks and Recreation Commission, 2017).
	How is/will exemption be used by beneficiaries? (i.e. do they get a pass, show proof of eligibility, can make camping reservations)? (some programs require proof of eligibility, then provide a pass; others just require proof of eligibility)	Pass program
Consistency:	Applicability to other state land management agencies' recreation lands?	<ol style="list-style-type: none"> Discover Pass grants access to all state-managed lands (State Parks, DNR, WDFW).
	Consistency with other state and federal agencies' exemption/reduced fee programs?	<p>In addition to this complimentary Discover Pass, 2 other volunteer passes can be obtained to facilitate outdoor recreation in Washington.</p> <ol style="list-style-type: none"> The Northwest Forest Pass (USFS lands) requires 16 hours. The Interagency Volunteer Pass (all federal lands, nationwide) requires 250 volunteer hours.

Equity:	What barriers to accessing/using public lands are unique to the intended beneficiary?	
	How does (or will) the reduced fee/exemption minimize barriers? Other ways that the land management agencies could serve this population?	Reduces financial barriers to accessing WA state public lands.
	Other beneficiary populations situated similarly?	
Fiscal health of agencies:	Administrative cost to agencies? Can these costs be measured?	1. Unknown
	Lost revenue for agencies?	<i>SB5200 Fiscal Note (2017)</i> 1. Volunteer data based on five-year average number of complimentary passes issued each year (486 passes), multiplied by base price (\$30) for Discover Pass 2. Total Direct Cost: \$14,580
Performance Measures:	size of beneficiary population	1. All Washington State residents are eligible to participate.

	Are there (public/private or inter-agency)?	
	Changes in population and usage over time (if available)	1. SB 5200 reports an average of 423 complimentary discover passes issued per year (across 5 years of data), with married couples qualifying an estimated 63 additional complimentary passes are issued annually = estimated total of 486 households receiving this pass.
Other considerations:	Are there opportunities for partnerships (public/private or inter-agency)?	
	Potential for 'unintended consequences' (such as over-use/abuse)?	
Notes:		

TEMPLATE

Exemption/Reduced Fee Program:	What are the eligibility requirements ? Who is the intended beneficiary?	
	What is the benefit provided (free/reduced access/activity pass, where valid, etc.)?	
	Duration (annual, lifetime, or seasonal):	
Principle (Intent or purpose):	(honorary, need-based, social equity, incentive)	
Simplicity:	Application process , including cost to beneficiary, if applicable:	
	<p>How is/will exemption be used by beneficiaries? (i.e. do they get a pass, show proof of eligibility, can make camping reservations)?</p> <p>(some programs require proof of eligibility, then provide a pass; others just require proof of eligibility)</p>	

Consistency:	<p>Applicability to other state land management agencies' recreation lands?</p>	
	<p>Consistency with other state and federal agencies' exemption/reduced fee programs?</p>	
Equity:	<p>What barriers to accessing/using public lands are unique to the intended beneficiary?</p>	
	<p>How does (or will) the reduced fee/exemption minimize barriers? Other ways that the land management agencies could serve this population?</p>	
	<p>Other beneficiary populations situated similarly?</p>	
Fiscal health of agencies:	<p>Administrative cost to agencies? Can these costs be measured?</p>	
	<p>Lost revenue for agencies?</p>	
Performance Measure	<p>size of beneficiary population</p>	

	Are there (public/private or inter-agency)?	
	Changes in population and usage over time (if available)	
Other considerations:	Are there opportunities for partnerships (public/private or inter-agency)?	
	Potential for 'unintended consequences' (such as over-use/abuse)?	
Notes :		

Appendix J: 2018 Draft Budget Proviso on Recreational Access

Draft Budget Proviso on Recreational Access – Phase 2 2018 Supplemental Operating Budget

\$XX is provided solely for the office of financial management, in consultation with the parks and recreation commission, departments of natural resources, fish and wildlife, social and health services, and veteran’s affairs, to provide a report to the appropriate committees of the legislature by September 1, 2018. The report, based on recommendations of the Recreational Access Proviso report submitted to the legislature on December 1, 2017, shall include the following products for each of its three recommended “packages”:

- (1) Recommended pass products, exemption and discount types and levels, and price points for each package that would support agency fiscal health. Fiscal and market analyses, including analysis of elasticity of demand, that would provide price points, if feasible, for increases of 5%, 10% and 15% revenue.
- (2) Analyze logistics and fiscal impacts for suggested combinations of state and federal passes in addition to analyzing costs and logistics of selling passes through a single online portal and/or through the state fish and wildlife WILD system.
- (3) Recommendations for implementation and transition.

The report will be created with input from relevant state and federal agencies and stakeholders.