



State of Washington

December 31, 2013

To: Washington State Legislature

Subject: A Report to the Washington State Legislature

Dear Honorable Members:

On behalf of the Washington State Parks and Recreation Commission, Washington State Department of Natural Resources, and Washington Department of Fish and Wildlife, we are pleased to submit the legislative report required by Engrossed Second Substitute House Bill 2373, enacted in 2012.

This report summarizes program accomplishments, presents several statutory limitations on consistent access, discusses potential options for achieving statewide consistency in recreation access policies, and outlines the key priorities for continued program improvement that will potentially result in increased program revenue.

We appreciate the opportunity to share the success of the Discover Pass program, and to keep you updated on the next phase of program improvements.

Sincerely,

Handwritten signature of Philip Anderson in black ink.



Philip Anderson
Director
Department of Fish and Wildlife

Handwritten signature of Don Hoch in black ink.



Don Hoch
Director
Washington State Parks and
Recreation Commission

Handwritten signature of Peter Goldmark in black ink.



Peter Goldmark
Commissioner of Public Lands

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The Discover Pass and Consistent Recreational Access Policies

A Report to the Washington State Legislature

By

Washington State Parks and Recreation Commission

Washington State Department of Natural Resources

Washington Department of Fish and Wildlife

Introduction

In April 2011, the Washington State Legislature created the Discover Pass program as a motor vehicle access pass for state recreation lands managed by the Washington State Parks and Recreation Commission (State Parks), the Washington Department of Fish and Wildlife (WDFW), and the Washington State Department of Natural Resources (DNR). The intent of the legislation was to offset reductions in state General Fund support for state recreation programs and to provide a funding source to reform and improve access and management of state lands on a sustainable basis for the recreating public.

The Legislature recognized that the creation of the Discover Pass program has produced some inconsistencies in recreational access policies, some of which are confusing for the public. There are also several statutory exemptions to the Discover Pass requirement that the public does not appear to fully understand and accept.

In 2012, Engrossed Second Substitute House Bill 2373 was enacted, directing the three agencies to prepare a report on the Discover Pass program and consistent recreational access policies:

“By December 31, 2013, the agencies responsible for implementing the Discover Pass requirements of 79A.80 RCW must prepare a report to the legislature, delivered consistent with RCW 43.01.036, that identifies opportunities for simplifying the administration and use of the Discover Pass and creating consistent recreational access policies across all lands that require a Discover Pass for lawful recreational access. The report must specifically address options for consistent boat launch policies among the agencies and, more generally, address how consistency can be developed for other inconsistent access policies.

To the degree the agencies have the authority to address inconsistent recreational access policies administratively, progress towards this end should be included in the required report. If inconsistent recreational access policies are a result of statutory limits, then the report should identify those barriers to consistent recreational access policies.”

This report informs on the administrative actions the agencies have taken and are continuing to pursue to simplify use of the pass. Additionally, this report identifies several statutory limitations to consistent recreational access and presents some options to address those inconsistencies.

Background

Since the Discover Pass was enacted, the three agencies have worked together to integrate policies and practices from very different organizational structures and cultures in order to implement the program. The Discover Pass became effective on July 1, 2011, with passes available for sale online as well as through retail vendors and at State Parks.

The legislature determined the distribution of the proceeds from Discover Pass revenue: 84 percent for State Parks and 8 percent each for DNR and WDFW. Any revenues in excess of \$71 million dollars per fiscal biennium will be split equally among the agencies. The statute set the cost of the annual pass at \$30 and the day-use permit at \$10. To be valid, the license plate number of the vehicle displaying the pass must be written on the pass.

The Discover Pass program generated \$40.7 million for the three agencies between July 2011 and November 2013. Though annual revenue is unlikely to reach the original \$32 million annual goal in the immediate future, in FY 2012 the program generated the fifth-highest reported revenues for state recreation entrance fees in the country¹.

	Fiscal Year 2012	Fiscal Year 2013	2011-2013 Biennium Total	Fiscal Year 2014 to date ² (July-Nov)	Program Total
Revenue	\$15.7 million	\$17.1 million ³	\$32.8 million	\$7.9 million	\$40.7 million
Annual Passes	420,000	457,000	877,000	194,000	1,071,000
Day-use Permits	327,000	295,000	622,000	171,000	793,000

The legislature has amended the Discover Pass statute since its inception. The most significant changes include:

- Making the pass transferrable between two vehicles, though still only valid for one vehicle at a time
- Granting the ability for the activation date to differ from the purchase date
 - The agencies made this option available for passes sold through WDFW's licensing system, by giving purchasers the ability to choose the date they would like their passes to become valid
- Authorizing the three agencies to sell discounted Discover Passes for the purposes of bulk sales to retailers, product bundling and partnership opportunities that expand the accessibility and visibility of the Discover Pass and recreational opportunities on agency-managed lands
- Exempting the Discover Pass while driving on roads operated by DNR and WDFW

¹ <http://www.scribd.com/doc/143049558/Statistical-Report-of-State-Park-Operations-2011-2012>

See Table 5E on page 39. In FY 2012, State Parks' portion of the Discover Pass revenue was \$13.2 million (not reported in this publication).

² Revenues from July to November 2013 have increased 8.2% over the same period in 2012.

³ This includes \$479,000 of infraction proceeds, which were not part of program revenue prior to FY 2013.

- Assigning all revenue from Discover Pass infractions to the agencies

The Discover Pass program has been essential in keeping state recreation lands open, providing funding for maintenance and operations, reopening previously closed recreation sites, renovating facilities and restoring habitat. Public awareness and participation continue to increase, and coordinated agency efforts and program tools will allow for more extensive marketing and pass promotion.

Currently, the Discover Pass is sold through a number of different venues including:

- Department of Licensing (DOL) – when renewing vehicle license tabs
- WDFW Licensing – online, phone, and in person at nearly 600 license vendors
- State Parks – in person at headquarters, region offices and most state parks and online when making camping reservations
- Retail partners – in both Washington and Oregon.

Progress towards Administrative Consistency

Since the beginning of the Discover Pass program, the agencies have worked together to streamline administration and use of the Discover Pass. The coordinated effort includes:

- ✔ Creating and adopting a work plan that includes goals and performance measures. Also systems for working together on sales, fulfillment, enforcement, communications and project management
- ✔ Assembling work teams at multiple levels to address customer issues, develop and deliver consistent messaging and to make program improvements
- ✔ Developing the Discover Pass logo that created an easily identifiable brand for the program
- ✔ Establishing a separate Discover Pass website (www.discoverpass.wa.gov) where information about the Discover Pass, purchase opportunities, exemptions for the pass and links to the agencies are available
- ✔ Developing Discover Pass signs with consistent messaging that could be in place immediately on all state-managed lands
- ✔ Coordinating a customer service response that addresses not only reissues, returns and exchanges but also commonly and not-so-commonly asked questions
- ✔ Executing customer retention strategies in the form of email reminders to those customers whose Discover Passes were about to expire
- ✔ Promoting on-site sales for visitors who arrive without a Discover Pass; over-the-phone and smartphone purchases are advertised at key locations that have cellular/wireless coverage
- ✔ Installing 30 automated ticket machines in high-use State Parks where communication systems are compatible, allowing visitors to purchase both the annual Discover Pass and the day-use permit.

- ✓ Redesigning the fee envelopes at State Parks' unstaffed pay stations to facilitate the purchase of day-use permits
- ✓ Working with outside business and marketing consultants to develop business strategies towards increasing revenue, decreasing operating costs and identifying administrative efficiencies. Some key recommendations from that effort include:
 - Expanding retail opportunities so that obtaining a Discover Pass is easier and more readily available
 - Standardizing and redesigning the pass to support the retail expansion, improve the pass quality and reduce confusion about the pass
 - Increasing customer understanding and loyalty through coordinated marketing and outreach

Opportunities for Simplified Administration

The three agencies have identified several strategies toward the goal of simplifying the administration and use of the Discover Pass. One key strategy is redesigning the annual Discover Pass product. The redesigned pass will be available through most sales channels and will be marketed to an expanded retail network. It will be produced in a more durable material and designed for legibility, enforceability and aesthetic appeal. Critical to the redesign is visually differentiating Discover Pass from WDFW's Vehicle Access Pass, with the intent of providing user clarification between the two passes and the access each provides. The agencies are currently moving forward with a redesign of the annual pass and are investigating various streamlined fulfillment options.

Another opportunity to simplify the administration and use of the Discover Pass would be to equalize the cost of the pass to customers through all sales channels. Currently, customers pay different amounts depending on where they purchase the pass.

- Customers who purchase through WDFW's Licensing system online, over the phone, or in-person at locations that also sell hunting and fishing licenses, pay \$35 total, which includes both dealer and transaction fees
- Customers who purchase at select retail locations (currently just over 40 locations) are charged \$32, which includes a \$2 dealer fee
- Customers who purchase in a state park, as well as those who purchase through the State Parks online camping registration system or online through DOL when renewing their motor vehicle tags are charged \$30, with no transaction or dealer fees

This discrepancy in pricing was necessary to establish the program and offer incentives to select retail dealers, but it complicates the messaging and doesn't allow for recovery of fulfillment costs.

Statutory Limitations and Options for Consistent Recreational Access

The Discover Pass was developed based on the concept of user fees – that people who use recreation lands should financially support maintenance and operations of those lands. The legislature sought to balance revenue needs (“...recovering the cost incurred by the state for operations and management of recreation opportunities...” RCW 79A.80.050) with acceptable public policy.

Before the pass was created, various agency programs and policies affected access to recreation lands. The Discover Pass legislation acknowledged many of these programs and policies and created exemptions for the Discover Pass under certain circumstances. This complex statutory framework is based on multiple public objectives, consistency being only one of the considerations. Consistency may not necessarily result in increased revenue, decreased costs or streamlined implementation.

This section identifies statutory limitations on consistent access policies. It offers some options for increasing consistent access, while maintaining the integrity of the critical services the public has come to expect.

These options have varying financial and operational implications for the three agencies that administer the Discover Pass and for users of state-managed recreation lands. Any development of recommendations would require comprehensive fiscal analysis and consideration of policy and stakeholder impacts.

Boat Launching

There are several permit options through which boaters may launch watercraft at state facilities:

- At **state parks**, they may purchase an annual Natural Investment Permit (NIP), which allows them to launch watercraft and to dump trailer waste – or they may purchase a Discover Pass to display in addition to a one-day boat launch permit.
- At **WDFW** facilities, they may use the Discover Pass or the Vehicle Access Pass that is provided with most fishing and hunting licenses.
- At **DNR** facilities, they must display a Discover Pass.

Under state law (RCW 79A.820.050), holders of the NIP are not required to buy a Discover Pass to access state parks. The NIP provides access only at state parks, not at DNR or WDFW properties.

Boat Launch Program Options		
<p>Launching on DNR or WDFW sites requires a Discover Pass (or a Vehicle Access Pass at WDFW). Launching at state parks requires a Discover Pass and a daily or annual Natural Investment Permit (also known as a State Parks watercraft launch permit). These fees generated \$420,000 for State Parks in FY 2013 (\$182,000 from the annual launch permits, \$238,000 from one-day boat launch permits) to support developed boat launch facilities and trailer dumping services.</p>		
Option A	Option B	Option C
<p>Eliminate boat launch fees at state parks.</p> <p>Require only the Discover Pass for all state boat launches.</p> <p>Increase General Fund contribution to maintain current State Parks boat launch services, operations and maintenance.</p>	<p>Eliminate boat launch fees at state parks.</p> <p>Require only the Discover Pass for all state boat launches.</p> <p>Increase the cost of the Discover Pass to recover the cost of maintaining State Parks boat launches and trailer dumping from all Discover Pass users.</p>	<p>Eliminate the current stand-alone \$80 'Natural Investment Permit.'</p> <p>Create an annual launch permit as a combination of the annual Discover Pass and an optional annual "boat launch" endorsement for an additional fee. The daily fee would remain for those without an annual launch endorsement.</p> <p>Fees from the annual endorsement and one-day boat launch permit would support State Parks boat launches and trailer dumping services.</p>

Sno-Parks

Washington State Parks administers a Winter Recreation Program in conjunction with federal agencies, private landowners, counties and DNR. The Winter Recreation Program clears parking areas (known as Sno-Parks) that are in close proximity to groomed and backcountry trails. The program also grooms trails and provides sanitation services, signage, education and enforcement.

- A Sno-Park Permit seasonal permit is issued by State Parks for providing access to winter recreational facilities for the period of November 1 to March 31
- There is also a one-day Sno-Park permit
- The seasonal or the one-day Sno-Park permit provides access at **most Sno-Parks**
- There are **seven State Parks Sno-Parks and one DNR Sno-Park** (eight sites total) that require a Discover Pass (annual or one-day permit) with the one-day Sno-Park permit
- The Sno-Park permit (annual or one-day) may not be used in lieu of the Discover Pass to access recreation lands other than Sno-Parks

Under state law (RCW 79A.80.060), holders of a valid Sno-Park seasonal permit are not required to have a Discover Pass or day-use permit at designated Sno-Parks between November 1 and March 31.

Sno-Park Program Options		
Sno-Park permit sales (annual and one-day) generated more than \$1 million in non-motorized Sno-Park revenue in FY 2013 to support operations and maintenance of Sno-Parks and trails. Due to the minimal number of Sno-Park sites on state lands (6%) and the statutory exemption for seasonal Sno-Park pass holders, the amount of Discover Pass revenue raised at Sno-Parks was only \$11,500. Additional one-day permit revenue transacted off-site was of comparable order of magnitude.		
Option A	Option B	Option C
<p>Completely separate the Sno-Park Program from the Discover Pass Program.</p> <p>Require only the Sno-Park pass (one-day or seasonal) at all Sno-Parks. (Stop requiring a one-day access fee.)</p> <p>Reimburse Discover Pass program from General Fund by amount of lost revenue to keep it whole.</p>	<p>Increase the cost of the Discover Pass to cover the cost of the non-motorized Sno-Park program so that all Discover Pass holders have access to non-motorized Sno-Parks without a Sno-Park pass.</p>	<p>Eliminate the Sno-Park permit and provide General Fund support to State Parks for administering the Sno-Park Program.</p> <p>Require the Discover Pass (one-day or annual) at all winter recreation sites located on state lands.</p>

State Parks Pass Programs

State Law (RCW 79A.05.065) establishes four State Parks pass programs that entitle those who qualify to reduced-cost or free camping and free admission to state parks. These pass programs are for:

- 1) Low-income senior citizens
- 2) Permanently disabled persons, as defined by the Social Security Administration
- 3) Veterans with at least 30 percent service-connected disability
- 4) Washington state residents who provide out-of-home care to a child as a licensed foster family or registered relatives providing care to a child

The passes are issued to an individual rather than provided as a motor vehicle pass. The passes are not transferrable to other individuals in the household. The pass holder is exempt from the Discover Pass requirement at state parks, but that exemption does not extend to those using recreation lands managed by WDFW and DNR.

State Parks Pass Programs Options		
State law provides free or discounted camping and free day-use access to four vulnerable populations at state parks only: Low-income seniors, disabled veterans, other disabled persons and foster families. The opportunity cost of this benefit is \$6.6 million/biennium.		
Option A	Option B	Option C
Extend the State Parks pass programs to DNR and WDFW lands.	Eliminate the State Parks pass programs. Require all users to display a Discover Pass.	Require all users to display the Discover Pass. Offer persons eligible for the State Parks pass programs the Discover Pass at free or reduced cost, subsidized by the State General Fund or other dedicated funding source.

Camping at State Parks

People who wish to camp at state parks must register and pay camping fees; many parks require advance reservations. Camping facilities at state parks range from a primitive experience to more developed facilities that offer amenities including paved camping pads, flush toilets, hot showers, potable water and hook-ups for electricity and sewer. Primitive camping facilities may have fire rings, picnic tables and toilet facilities in the general area.

Under state law (RCW 79A.80.050), neither a Discover Pass nor a day-use permit is required within a state park for persons who have a valid camper registration. The valid camper registration only provides access on the dates indicated and does not provide access at other state parks or on lands managed by WDFW and DNR.

Camping at State Parks Options		
FY 2013: State Parks' camping revenue was \$13.2 million, constituting a major funding stream for the agency. There were approximately 100,000 unique camping reservation parties at state parks.		
Option A	Option B	Option C
Eliminate the camping exemption. Require the Discover Pass for motor vehicle access to State Parks.	Eliminate the camping exemption. Require the Discover Pass for motor vehicle access to state parks.	Eliminate the camping exemption. Require the Discover Pass for motor vehicle access to State Parks.

<p>Provide primitive camping at no charge.</p> <p>Provide General Fund to replace revenue previously generated from primitive sites.</p> <p>Charge camping fees at more developed facilities, commensurate with amenities provided.</p>	<p>Provide discounts on select camping opportunities with the purchase of the annual Discover Pass.</p>	<p>Offer an annual camping “endorsement” at additional cost, which provides special discounts on camping opportunities at state parks.</p>
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Free Entry Days at State Parks

Under state law (RCW 79A.80.050), State Parks must provide up to twelve days a year where entry to state parks is free.

- Free entry days do not extend to lands managed by WDFW and DNR
- WDFW established in rule (WAC 220-55-160) a Free Fishing Weekend, following the first Monday in June, where a fishing license is not required for any person and a Vehicle Access Pass is not required to utilize WDFW parking facilities
- State Parks and WDFW have coordinated to align the Free Fishing Weekend with the State Parks free entry days

Free Entry Days at State Parks Options		
Discover Pass law allows up to 12 Free Days valid only at State Parks, to be linked to federal free days.		
Option A	Option B	Option C
Eliminate free entry days on all state-managed lands.	Extend free entry days to WDFW and DNR-managed lands.	Extend free entry days to all state-managed lands. However, provide the agencies discretion on minimum number and timing. Dates would be chosen based on the marketing value for stimulating annual pass sales.

Vehicle Access Pass

The Vehicle Access Pass (VAP) was created solely for access to WDFW recreation sites and lands and is included with almost all Washington fishing and hunting licenses. It is part of the license product and is not sold separately. With the license purchase, hunters and anglers are

contributing directly toward the acquisition and maintenance of WDFW lands and facilities. Because the VAP is part of the license, license holders do not pay additional on-site parking or use fees. License sales have contributed to the operation and maintenance of water access sites and wildlife areas in this way for many decades.

Between 1999 and 2011 when the Discover Pass was created, non-hunters and non-fishers contributed to WDFW facility operations and maintenance by purchasing a \$10-per-year Vehicle Use Permit (VUP – also known as the Access Stewardship Decal). Sales of the VUP averaged about \$150,000 in revenue, per year.

When the Discover Pass was established, the VUP program was eliminated, and the lost VUP revenue was replaced with a portion of the proceeds from Discover Pass sales.

To meet the rapid development timetable for the Discover Pass, the three administering agencies used the same style and format for the Discover Pass as for the VAP – the same bright yellow cardstock hang-tag. This visual similarity has resulted in public confusion between the Discover Pass and the VAP.

Under state law, (RCW 79A.80.040), the Discover Pass is not required on WDFW lands for persons possessing a current VAP. The VAP does not provide access to lands managed by DNR or State Parks.

Vehicle Access Pass (VAP) Options	
Vehicle Access Pass (VAP) is provided to 845,000 purchasers of hunting and fishing permits per year and entitles free access to WDFW lands (only) without Discover Pass access charges.	
Option A	Option B
Eliminate the VAP. Provide a free Discover Pass to all purchasers of hunting and fishing licenses, who currently get a VAP. Provide General Fund reimbursement for each complimentary Discover Pass.	Continue the VAP and offer the Discover Pass at a discounted price of \$20 to those who also purchase a hunting or fishing license.

Next Steps

Using the consultant's business strategies as a foundation, the agencies are moving into 2014 with optimistic goals and a solid partnership. The agencies are pursuing a request for proposal for printing of the redesigned pass and alternate fulfillment services. Once the redesigned pass is

in production and available at current sales platforms, the agencies can pursue additional partnerships with retailers and large-volume purchasers.

More Information

Please see appendix for additional information on option scenarios and associated impacts.

Appendix

Program Options Analysis

With Potential Fiscal, Agency and Stakeholder Impacts

Prepared by
Washington State Parks and Recreation Commission
Washington Department of Fish and Wildlife

This appendix describes some fiscal and stakeholder impacts of scenario options proposed in the accompanying report. The assumptions (and conclusions) stated are subject to change but are intended to provide a sampling of potential approaches to increasing consistency of access to state recreation lands and a rough “order of magnitude” in impacts.

None of the options is recommended at this time, due to the need for additional analysis, ‘field-truthing’ and outreach to stakeholders.

The agencies look forward to working with the Governor’s Blue Ribbon Task Force on Parks and Outdoor Recreation and all other stakeholders in identifying ways to continue improving the Discover Pass program.

Analysis areas in this appendix:

Boat Launch

Sno-Parks

State Parks Pass Programs

Camping

Free Entry Days

Vehicle Access Pass

Boat Launch Program Options		
<p>Launching at DNR or WDFW requires a Discover Pass (or a Vehicle Access Pass at WDFW). Launching at state parks requires a Discover Pass and a daily or annual Natural Investment Permit (also known as a State Parks watercraft launch permit). These fees generated \$420,000 for State Parks in FY 2013 (\$182,000 from the annual launch permits, \$238,000 from one-day boat launch permits) to support developed boat launch facilities (and trailer dumping services).</p>		
Option A	Option B	Option C
<p>Eliminate boat launch fees at state parks.</p> <p>Require only the Discover Pass for all state boat launches.</p> <p>Increase General Fund contribution to maintain current State Parks boat launch services, operations and maintenance.</p>	<p>Eliminate boat launch fees at state parks.</p> <p>Require only the Discover Pass for all state boat launches.</p> <p>Increase the cost of the Discover Pass to recover the cost of maintaining State Parks boat launches and trailer dumping from all Discover Pass users.</p>	<p>Eliminate the current stand-alone \$80 'Natural Investment Permit.'</p> <p>Create an annual launch permit as a combination of the annual Discover Pass and an optional annual "boat launch" endorsement for an additional fee. The daily fee would remain for those without an annual launch endorsement.</p> <p>Fees from the annual endorsement and one-day boat launch permit would support State Parks boat launches and trailer dumping services.</p>
<p>Program Fiscal Impact: Neutral</p>	<p>Program Fiscal Impact: Increase the price of the Discover Pass by approximately \$1.09 to recover lost fees at state parks.</p>	<p>Program Fiscal Impact: Fee for annual boat launch at parks would increase to \$89.25 from \$80, due to the revenue-splitting formula for Discover Pass.</p>
<p>Analysis:</p> <ol style="list-style-type: none"> 1. Recover lost launch proceeds from the General Fund in the amount of \$420,000. 	<p>Analysis:</p> <ol style="list-style-type: none"> 1. Increase annual Discover Pass price by \$1.09 to recover lost launch revenue at parks: (\$420,000 / (457,000 FY 2013 annual Discover Passes x 84% for State Parks) = \$1.09). 2. Revenue-formula creates almost \$40,000 each for DNR & DFW: (457,000 annual Discover Passes x \$1.09 = \$498,130 - \$420,000 recovery for Parks = \$78,130 split between DNR & DFW.) 	<p>Analysis:</p> <ol style="list-style-type: none"> 1. Current FY 2013 annual launch revenue = \$182,000, via 2,275 Natural Investment Permits @ \$80. This proposal replaces that revenue with a mix of Discover Pass proceeds and new endorsement revenue. 2. Discover Pass proceeds: assume 17.6% of annual launch users have a Discover Pass, same as general rate among all WA households (457,000 annual Discover Passes / 2.6 million households). That leaves 82.4% of current annual launch users to have to purchase an annual Discover Pass, with Parks receiving 84% of new revenue

		<p>according to the formula: $(82.4\% \times 2,275 \text{ users} \times \\$30 \text{ Discover Pass} \times \text{Parks}' 84\% = \\$47,250)$.</p> <p>3. Subtracting \$47,250 new Discover Pass revenue from the original \$182,000 annual boat launch revenue leaves \$134,750 to come from the endorsement option, spread across all 2,275 current annual launch permit holders, or \$59.25 for the new annual boat launch endorsement fee.</p> <p>4. This combination of sources replaces current \$182,000 annual launch fee, with a new combined cost to annual launch customers of \$30 (Discover Pass) + \$59.25 (endorsement) = \$89.25. The daily fee would remain in place for other users.</p> <p>5. New Discover Pass sales also would raise \$4,500 each for DNR and WDFW: $(82.4\% \times 2,275 \text{ users} \times \\$30 \text{ Discover Pass} \times 16\% \text{ for DNR and WDFW} = \\$9,000)$. Assumes no loss in demand.</p>
<p>Agency/Program Impact: Neutral</p>	<p>Agency/Program Impact: Neutral revenue impact to State Parks, positive revenue impact to WDFW & DNR from increased Discover Pass revenue (~\$40,000 each)</p>	<p>Agency/Program Impact: Neutral revenue impact to State Parks, positive revenue impact to WDFW & DNR from increased Discover Pass revenue (~\$4,500 each)</p>
<p>Stakeholder/Customer Impact: Increased, easier and more consistent access to boat launches at all 3 agencies.</p>	<p>Stakeholder/Customer Impact: Slight (\$1.09) increase in price of annual Discover Pass in exchange for enhanced consistency in boat launch practices.</p>	<p>Stakeholder/Customer Impact: Annual launch customers would pay 12% more, with the extra money going to DNR/DFW, but launching is more consistent across state launches.</p>

Sno-Park Program Options		
<p>Sno-Park permit sales (annual and one-day) generated more than \$1 million in non-motorized Sno-Park revenue in FY 2013 to support operations and maintenance of Sno-Parks and trails. Due to the minimal number of Sno-Park sites on state lands (6%) and the statutory exemption for seasonal Sno-Park pass holders, the amount of Discover Pass revenue raised at Sno-Parks was only \$11,500. Additional one-day permit revenue transacted off-site was of comparable order of magnitude.</p>		
Option A	Option B	Option C
<p>Completely separate the Sno-Park Program from the Discover Pass Program.</p> <p>Require only the Sno-Park pass (one-day or seasonal) at all Sno-Parks. (Stop requiring a one-day access fee.)</p> <p>Reimburse Discover Pass program from General Fund by amount of lost revenue to keep it whole.</p>	<p>Increase the cost of the Discover Pass to cover the cost of the non-motorized Sno-Park program so that all Discover Pass holders have access to non-motorized Sno-Parks without a Sno-Park pass.</p>	<p>Eliminate the Sno-Park permit and provide General Fund support to State Parks for administering the Sno-Park Program.</p> <p>Require the Discover Pass (one-day or annual) at all winter recreation sites located on state lands.</p>
<p>Program Fiscal Impact:</p> <p>A loss to the Discover Pass program unless back-filled by General Fund.</p> <p>The cost of a one-day Sno-Park visit would drop from \$30 (total of \$20 one-day Sno-Park pass and \$10 one-day Discover Pass access charge) to just \$20, so the lower cost for one-day use might increase one-day visitation and Sno-Park revenue, benefitting that program.</p>	<p>Program Fiscal Impact:</p> <p>This would increase the cost of the Discover Pass so that holders could access Sno-Parks without a separate pass.</p> <p>Neutral, as historical Sno-Park revenues would be transferred from the Discover Pass account so both programs remain whole.</p>	<p>Program Fiscal Impact:</p> <p>The General Fund would replace approximately \$1 million Sno-Park funding from fees. This option would require Discover Pass at the 6% of Sno-Parks located on state lands, while not requiring Discover Pass on non-state lands. This would have a slightly positive fiscal impact on Discover Pass, since annual Sno-Park pass holders are currently exempt from Discover Pass requirements. It would increase consistency in charging for access on state lands.</p>

<p>Analysis:</p> <ol style="list-style-type: none"> 1. Annual Sno-Park pass holders are exempt from Discover Pass. One-day Sno-Park users are exempt from Discover Pass at 94% of sites (on federal/private lands) but must buy one-day access pass on state lands. Discover Pass revenue raised from one-day visitors on state lands is less than \$10,000/year. 2. One-day Sno-Park fee is \$20, one-day access pass is \$10. Lower cost for one-day visit may increase Sno-Park visits and revenue. 	<p>Analysis:</p> <ol style="list-style-type: none"> 1. The cost of the non-motorized Sno-Park program is approximately \$1 million a year. Day-use fees generate about \$300,000. Dividing the remaining \$700,000 by 457,000 annual Discover Pass holders = \$1.53, which would be added to the Discover Pass. Day use customers would still have to pay day-use fees. 2. Cost to non-motorized Sno-Park holders would drop from \$40 (or \$80 with optional groomed trails fee) to \$31.53, the new price of the Discover Pass, because the base of Discover Pass holders is much larger than the number of Sno-Park pass holders. Charges for one-day Sno-Park visitors would remain the same as present. 3. This analysis excludes revenue from new Discover Pass buyers and complex impacts from the motorized Sno-Park program, which together are beyond the scope of this conceptual illustration. 	<p>Analysis:</p> <ol style="list-style-type: none"> 1. The cost of the non-motorized Sno-Park program is approximately \$1 million a year. This option proposes eliminating the exemption of seasonal Sno-Park passes from Discover Pass charges to increase consistency in the Discover Pass program and recovering the cost of the Sno-Park program from the General Fund. 2. The motorized Sno-Park program is funded from snowmobile registration fees and fuel taxes and is beyond the scope of this analysis.
<p>Agency/Program Impact:</p> <p>The current one-day Discover Pass charge with one-day Sno-Park use complicates consistency of charges within the Sno-Park program, without being a material source of revenue for the Discover Pass program.</p>	<p>Agency/Program Impact:</p> <p>The majority of Sno-Parks are not on state lands, so coordination with other landowners would be a significant workload.</p> <p>Additional Discover Pass vendors close to federal lands might need to be established.</p>	<p>Agency/Program Impact:</p> <p>Neutral fiscal impact to the Sno-Park program, providing 100% cost recovery from General Fund. Some formerly exempt seasonal Sno-Park users would now buy a Discover Pass for the first time, while others already have one; no data exists on the current split of pass-holders.</p>
<p>Stakeholder/Customer Impact:</p> <p>One-day Sno-Park visitors would find it much more economical to use Sno-Parks, through elimination of the \$10 day-use access charge.</p>	<p>Stakeholder/Customer Impact:</p> <p>The minority of Discover Pass customers who also use Sno-Parks would benefit from this arrangement, while the majority would not. However, it would increase consistency in access to state and other public lands</p>	<p>Stakeholder/Customer Impact:</p> <p>The cost to use Sno-Parks would decline from \$40 for a seasonal Sno-Park pass to \$30 for an annual Discover Pass (or from \$20 for a one-day Sno-Park pass to \$10 for a one-day access pass) but increasing consistency with the requirement for</p>

	through use of Discover Pass.	a Discover Pass charge on all state lands.
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State Parks Pass Programs Options		
State law provides free or discounted camping and free day-use access to four vulnerable populations at state parks only: Low-income seniors, disabled veterans, other disabled persons and foster families. The opportunity cost of this benefit is \$6.6 million/biennium.		
Option A	Option B	Option C
Extend the State Parks pass programs to DNR and WDFW lands.	Eliminate the State Parks pass programs. Require all users to display a Discover Pass.	Require all users to display the Discover Pass. Offer persons eligible for the State Parks pass programs the Discover Pass at free or reduced cost, subsidized by the State General Fund or other dedicated funding source.
Program Fiscal Impact: Some revenue loss from current sales to the portion of people who are exempt at state parks but buy a Discover Pass to visit DNR and WDFW lands. There would be an increase in State Parks' program administration cost.	Program Fiscal Impact: This would raise \$1.2 million/year for the Parks Renewal and Stewardship Account and \$2.1 million/year for the Recreation Access Pass Account.	Program Fiscal Impact: Positive if subsidized by an alternative funding source and more participants are attracted to the program.
Analysis: 1. WILD reports 1,545 customers with an active disability record purchased an annual Discover Pass in FY13. If the pass program were expanded, the revenue from many of those persons would be lost – up to \$46,000 (if they were buying the pass for themselves). 2. Additional losses could be expected from the portion of 650,000 people eligible for State Parks pass programs that visit DNR and WDFW lands and would no longer be required to buy the Discover Pass.	Analysis: 1. The value of campsites occupied by pass program participants in FY11 was \$1.2 million; prices have increased at least 3% since then. 2. OFM calculated that the free access benefit was utilized by 71,200 persons out of a statewide eligibility pool of 650,000, at a value of \$2.1 million/year.	Analysis: 1. Additional gains could be expected from the portion of 650,000 people eligible for State Parks pass programs that visit DNR and WDFW lands and would no longer be required to buy the Discover Pass. 2. Significantly more interest is likely since the benefit is effectively transferable to the entire household when the authorization is in the form of Discover Pass rather than in the name of an individual pass holder.

Agency/Program Impact: Parks would face additional program administration costs including mailing, processing and verification of qualifications.	Agency/Program Impact: Removal of significant administrative workload including mailing, processing and verification of qualifications.	Agency/Program Impact: Parks would face additional program administration costs including increased paperwork and processing for supplying free or reduced cost Discover Passes.
Stakeholder/Customer Impact: Eligible persons would appreciate the consistency between agencies, and save money. Those who are not eligible might resent the program expansion.	Stakeholder/Customer Impact: Increase in cost to stakeholders who previously received this benefit at reduced or no charge.	Stakeholder/Customer Impact: Impact would range from no-change to significant cost savings if eligible individuals are able to use passes formerly restricted to specific individuals.

Camping at State Parks Options		
FY 2013: State Parks camping revenue was \$13.2 million, constituting a major funding stream for the agency. There were approximately 100,000 unique camping reservation parties at State Parks.		
Option A	Option B	Option C
<p>Eliminate the camping exemption.</p> <p>Require the Discover Pass for motor vehicle access to State Parks, which is currently not required when visitors pay for camping.</p> <p>Provide primitive camping at no charge. Provide General Fund to replace revenue previously generated from primitive sites.</p> <p>Continue to charge commercial camping fees at more developed facilities, commensurate with amenities provided.</p>	<p>Eliminate the camping exemption.</p> <p>Require the Discover Pass for motor vehicle access to state parks, which is currently not required when visitors pay for camping.</p>	<p>Eliminate the camping exemption.</p> <p>Require the Discover Pass for motor vehicle access to State Parks, which is currently not required when visitors pay for camping.</p> <p>Offer an annual camping “endorsement” at additional cost, which provides special discounts on camping opportunities at State Parks.</p>
Program Fiscal Impact: Parks would lose \$132,000 revenue, to be replaced by General Fund. Discover Pass program might earn \$40,000 - \$60,000 of new revenue.	Program Fiscal Impact: Considerably more one-day and annual Discover Pass program revenue. Likely loss of revenue to State Parks camping program, which is a major economic pillar for the agency.	Program Fiscal Impact: Considerably more one-day and annual Discover Pass program revenue. Potential loss of revenue at State Parks from reduced camping fees as incentives.

<p>Analysis:</p> <ol style="list-style-type: none"> 1. Parks had 11,008 full-fare reserved primitive campsite rental nights in a recent year. Parks would lose 11,000 nights x \$12/night = \$132,000 revenue, to be replaced by General Fund. 2. At 4.5 nights/year per reservation party (FY12 450,282 reserved nights and 100,000 unique parties), assume 11,000 nights and 4.5 nights per party = 2,444 unique primitive camping reservation parties. 3. New Discover Pass fees earned would range from \$40,000 - \$60,000: (A) Assuming 17.6% (general household saturation) already have the Discover Pass = 430 and 2,014 will buy it @ \$30 = \$60,420; (B) assume 47% already have a Discover Pass (per recent limited survey finding including non-primitive campsites) = 1,149 have DP and 1,295 will buy the pass @ \$30 = \$38,850. 	<p>Analysis:</p> <ol style="list-style-type: none"> 1. There are 100,000 unique reservation parties a year at State Parks. Average nights a year = 4.5, so assume new Discover Pass revenue in the form of purchases of \$30 annual pass rather than one-day passes (4 days x \$10). 2. New Discover Pass revenue would range from \$1.6 million to \$2.5 million: (A) Assuming 17.6% (general household saturation) already have the Discover Pass = 17,600 have the DP and 82,400 will buy it @ \$30 = \$2.5 million; (B) assume 47% already have an annual Discover Pass (per recent limited survey finding) = 47,000 have DP and 53,000 will buy the pass @ \$30 = \$1.6 million. 3. Reduced camping revenue subject to various assumptions and further analysis, but could be significant. 	<p>Analysis:</p> <ol style="list-style-type: none"> 1. New Discover Pass revenue would range from \$1.6 million to \$2.5 million (same as Option B). 2. Reduced camping revenue subject to various assumptions and further analysis. Presumably an endorsement option could be offered at a relatively neutral fiscal impact to Parks. The more neutral to Parks, the less total savings to campers and potentially more resistance to camping.
<p>Agency/Program Impact:</p> <p>Neutral if backfilled by General Fund.</p>	<p>Agency/Program Impact:</p> <p>Likely less revenue to State Parks depending on the degree of resistance to the higher total cost of camping (site and pass fees). Caution must be used to avoid damaging a major revenue stream for agency operations.</p>	<p>Agency/Program Impact:</p> <p>Potentially less revenue to State Parks depending on the number and type of incentives offered to avoid overpricing the total cost of camping (site and pass fees). Caution must be used to avoid damaging a major revenue stream for agency operations.</p>
<p>Stakeholder/Customer Impact:</p> <p>Primitive campsite customers could save \$2/night by buying \$10 one-day access pass rather than \$12 campsite charge. Fee for primitive site becomes the same between all three agencies.</p>	<p>Stakeholder/Customer Impact:</p> <p>Potential 'sticker shock' to campers and resistance depending on new total cost of camping; however some campers already have Discover Pass and camping deals could soften impacts. Provides more consistency in charging for access to state lands.</p>	<p>Stakeholder/Customer Impact:</p> <p>Potential 'sticker shock' to campers and resistance depending on new total cost of camping; however some campers already have Discover Pass and camping deals could soften impacts. Provides more consistency in charging for access to state lands.</p>

Free Entry Days at State Parks Options		
Discover Pass law allows up to 12 Free Days valid only at State Parks, to be linked to federal free days. Average daily revenue is estimated at 294,752 one-day passes/year x \$10 / 365 days = \$8,075/day.		
Option A	Option B	Option C
Eliminate free entry days on all state-managed lands.	Extend free entry days to WDFW and DNR-managed lands.	Extend free entry days to all state-managed lands. However, provide the agencies discretion on minimum number and timing. Dates would be chosen based on the marketing value for stimulating annual pass sales.
Program Fiscal Impact: Assuming that most of the visitation and lost revenue on free days occurs at State Parks, eliminating 12 free days could generate up to \$100,000/year in additional program revenue.	Program Fiscal Impact: The program would lose any sales currently occurring for access to DNR and DFW lands, unless backfilled by General Fund. Amount of such sales unknown but potentially significant.	Program Fiscal Impact: Positive, as free dates would likely be chosen early in the year to entice the sale of annual passes. Models private-sector use of sales and 'test-drives'.
Analysis: 1. Twelve free days x \$8,075 = \$96,900. 2. Note that DFW runs its two free fishing days to fall on the Discover Pass free days.	Analysis: Data unavailable at this time.	Analysis: Data unavailable at this time.
Agency/Program Impact: Potentially significant new revenue for the program.	Agency/Program Impact: Could result in loss of revenue for all three agencies.	Agency/Program Impact: Additional revenue to agencies.
Stakeholder/Customer Impact: Highest impact would fall on lowest-income residents. These days may be the only park access available to some people.	Stakeholder/Customer Impact: Extending program would improve access for low-income and other persons, and increase consistency in access to lands.	Stakeholder/Customer Impact: Loss of access, particularly to low income persons. More sales to persons more supportive of pass.

Vehicle Access Pass (VAP) Options	
Vehicle Access Pass (VAP) is provided to 845,000 purchasers of hunting and fishing permits/year, and entitles free access to WDFW lands (only) without Discover Pass access charges.	
Option A	Option B
<p>Eliminate the VAP.</p> <p>Provide a free Discover Pass to all purchasers of hunting and fishing licenses that currently get a VAP.</p> <p>Provide General Fund reimbursement for each complimentary Discover Pass.</p>	<p>Continue the VAP and offer the Discover Pass at a discounted price of \$20 to those who also purchase a hunting or fishing license.</p>
<p>Program Fiscal Impact: Neutral</p> <p>General Fund Reimbursement: \$24.4 million</p>	<p>Program Fiscal Impact: Negative: -\$312,490</p>
<p>Analysis:</p> <ol style="list-style-type: none"> 1. 31,249 = known license purchasers who also purchased an annual Discover Pass in 2013¹ 2. \$937,470 = total Discover Pass program revenue² from #1 (31,249 x \$30) 3. 845,000 = total unique license purchasers in 2013 4. \$25.4 million = total cost to provide free Discover Pass to license purchasers (845,000 X \$30) 5. \$24.4 million = General Fund reimbursement to Discover Pass (\$25.4 million - \$937,470) <p>¹Customer data is only collected from Discover Pass sales that are sold by WILD dealers, where 33.5% of all Discover Passes are sold. This number is likely to be much higher because the 31,249 does not include those who purchased a Discover Pass at the time of vehicle license renewal or through other sales channels.</p> <p>²Excluding transaction and dealer fees.</p>	<p>Analysis:</p> <ol style="list-style-type: none"> 1. 31,249 = known license purchasers who also purchased an annual Discover Pass in 2013¹ 2. \$937,470 = total Discover Pass program revenue² from #1 (31,249 x \$30) 3. \$624,980 = total revenue² from purchase of discounted pass (31,249 x \$20) 4. -\$312,490 = revenue loss between existing pass cost (\$30) and discounted pass cost (\$20) <p>¹Customer data is only collected from Discover Pass sales that are sold by WILD dealers, where 33.5% of all Discover Passes are sold. This number is likely to be much higher because the 31,249 does not include those who purchased a Discover Pass at the time of vehicle license renewal or through other sales channels.</p> <p>²Excluding transaction and dealer fees.</p>
<p>Agency/Program Impact: This would require some changes in the WILD system.</p>	<p>Agency/Program Impact: This would require some changes in the WILD system.</p>
<p>Stakeholder/Customer Impact: Hunters and anglers who use State Parks and DNR lands are likely to support this option. Other stakeholders may perceive this as inequitable.</p> <p>WILD dealers will be impacted by a loss of revenue from dealer fees.</p>	<p>Stakeholder/Customer Impact: Hunters and anglers who use State Parks and DNR lands are likely to support this option. Other stakeholders may perceive this as inequitable.</p>

END OF APPENDIX