

ISSUES SUBMITTAL FORM

Date: 08/12/2019

<b>ISSUE:</b>	<b>Should CPW create a transferable annual hang tag pass?</b>
<b>DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):</b>	
<p>CPW employees and park visitors alike have discussed the prospect of creating a transferable annual park pass for many years. As recreational opportunities at our state parks grow and diversify, so do the required vehicles for these activities. Families who participate in outdoor recreation often own or have access to campers, boats, canoes, and kayaks, all which require a vehicle with specific towing or cargo capabilities that they, themselves, may not own. For these families, a transferable annual park pass would allow the purchaser, and their family, the flexibility of visiting a state park in any vehicle that supports their intended activity. This flexibility will likely encourage Colorado’s residents and visitors to recreate in new and varied ways at Colorado’s state parks.</p> <p>In response to the ongoing requests of CPW customers, agency staff have worked toward creating a transferable annual pass since approximately 2014, when a CPW Financial Sustainability Committee convened. Since that time, CPW has taken steps to make a transferable annual pass statutorily possible. The Annual Hang Tag Pass – made available to the public January 1, 2019 for a fee of \$120 - is not truly transferable due to statutory limitations in place until now. While it can be used for any vehicle entering a state park, it is required to always be in the possession of the purchaser.</p> <p>During the legislative session of 2019, House Bill 19-1026 passed, making it possible for the CPW Commission to adjust regulations to make our current Annual Hang Tag Pass truly transferable. The new statutory wording is as follows (with the new wording in capital letters):</p> <ul style="list-style-type: none"> <li>• <b>33-12-105. Licensing violations.</b> (1) Except as otherwise provided in section 33-12-104 OR BY A COMMISSION RULE REGARDING THE MANNER BY WHICH A PASS MAY BE TRANSFERRED, it is unlawful for any person to transfer, sell, or assign any pass or registration issued under articles 10 to 15 of this TITLE 33 to another person. Any person who violates this subsection (1) is guilty of a class 2 petty offense and, upon conviction, shall be punished by a fine of two hundred dollars.</li> </ul> <p>With this statutory change, it is now possible to replace the current Annual Hang Tag Pass with a transferable annual hang tag pass, with stipulations on that transferability.</p> <p>Additionally, if the name of the Annual Hang Tag Pass is changed, this change will need to be updated throughout P-7.</p>	
<p><b>STATE LAW REQUIRES CPW TO SOLICIT INPUT FROM STAKEHOLDERS THAT MAY BE AFFECTED POSITIVELY OR NEGATIVELY BY THE PROPOSED RULES. THE FOLLOWING STAKEHOLDERS HAVE BEEN ADVISED OF AND INVITED TO PROVIDE INPUT ON THE REGULATORY CHANGES PROPOSED IN THIS ISSUE PAPER:</b></p>	
<p><b>*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.</b></p>	
<p>The impacted external publics primarily include users of Colorado’s state parks. During the 2017 <i>Funding the Future of Parks</i> public outreach sessions, a strong majority of the public showed support for a transferable annual pass. In response to the question, “Would you support making the annual state parks pass transferable between vehicles?” 66% of the participating public voted “strongly support” and 21% of the public voted “somewhat support.” In response to the question, “Would you be more likely to purchase an annual state parks pass if it was transferable between vehicles?” 60% of the participating public voted “to a great extent,” and 21% voted “somewhat.”</p> <p>Park managers and field staff are the internal public primarily impacted by this proposal, along with other CPW offices and the information and education branch. During the development of this proposal, regional discussions with park managers indicated that this transferable annual hang tag pass option is supported by a majority of park managers.</p>	

<b>ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):</b>	
<b>Alternative 1 (preferred):</b> Create a transferable annual hang tag pass that can be shared as the purchaser sees fit (pass is valid for any vehicle while in the possession of any person) at a price of \$120.	
<b>Alternative 2:</b> Create a transferable annual hang tag pass that can be shared by two main pass owners (pass is valid for any vehicle while in the possession of designated persons) at a price of \$120. This is most similar to the National Parks System model. <i>Note: It is not currently possible to designate approved pass holders in the IPAWS system. This alternative would require additional funding for system changes unless purchaser just signs the two names.</i>	
<b>Alternative 3:</b> Create a transferable annual hang tag pass that can be shared by household members (pass is valid for any vehicle while in the possession of any person in the purchaser's household) at a price of \$120. This is similar to the regulatory constraints for affixed multiples.	
<b>Alternative 4:</b> Status quo.	
<b>Issue Raised by:</b>	CPW Parks Fees Increase Committee
<b>Author of the issue paper (if different than person raising the issue):</b>	Crystal Dreiling, modified by Danielle Isenhardt
<b>CC:</b>	Margaret Taylor
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	MARGARET TAYLOR
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>
<b>ISSUE PAPER HAS BEEN EMAILED TO REG REVIEW MGRS GROUP?</b>	<b>NO</b>
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>NO</b>

Table 1: Park Passes CPW Currently Sells or Provides

Name of Pass	Price	Who is eligible?	What privileges does it confer?	What does it cost to replace?	What is required for purchase?
Annual Hang Tag Pass	\$120	Anyone	<p>Pass is transferable between vehicles.</p> <p>Provides the pass holder and others in the same vehicle unlimited access to all Colorado state parks for a 12-month period as long as the pass holder is present.</p>	Only one lost or stolen replacement hang tag pass will be offered annually for \$60, or 50% of the full pass price.	Nothing
Annual Affixed Vehicle Parks Pass	\$80 / vehicle	Anyone	<p>Pass is affixed to a vehicle.</p> <p>Provides unlimited access to all Colorado state parks for visitors in that specific vehicle for a 12-month period.</p>	A replacement pass is available for \$5 with a destroyed pass or receipt from the original Annual Pass and a signed affidavit.	Vehicle license plate number must be provided upon purchase.
Annual Multiple Pass	\$40 / additional vehicle	Customers with an Annual Affixed Vehicle Parks Pass or an Annual Hang Tag Pass	<p>All multiple passes are affixed to a vehicle and are valid for the same dates as the primary annual pass.</p> <p>Provides unlimited access to all Colorado state parks for additional vehicles registered in the same name or registered to an immediate family member (spouse or child) living at the same address.</p>	A replacement pass is available for \$5 with a destroyed pass or receipt from the original Annual Pass and a signed affidavit.	Proof of registration with the same registration address on all vehicles and proof of first Annual Pass purchased or receipt of original.

Aspen Leaf Pass	\$70 / vehicle	Colorado residents 64 years or older	Pass is affixed to a vehicle.  Provides unlimited access to all Colorado state parks for visitors in that specific vehicle for a 12-month period, if the pass holder is present. Also provides discounted camping, Sunday through Thursday (excluding holidays or reservations in cabins/yurts).	A replacement pass is available for \$5 with a destroyed pass or receipt from the original Annual Pass and a signed affidavit.	A current Colorado vehicle registration with the name of the Aspen Leaf pass holder as an owner and a valid Colorado driver's license issued at least six months prior to prove residency and age.
Aspen Leaf Multiple Pass	\$35 / additional vehicle	Customers with an Aspen Leaf Pass	It provides unlimited access to all Colorado state parks for additional vehicles registered in the same name as the Aspen Leaf pass holder. All multiple passes are affixed to a vehicle and are valid for the same dates as the primary annual pass.	A replacement pass is available for \$5 with a destroyed pass or receipt from the original Annual Pass and a signed affidavit.	Proof of Colorado registration on all vehicles under the name of the original Aspen Leaf pass holder and proof of purchase for the original Aspen Leaf Pass is required.
Columbine Pass	\$14	Disabled Colorado residents	This pass is transferable between vehicles, allowing the pass holder and others in the same vehicle to enter the park as long as the pass holder is present. It provides the pass holder unlimited access to all Colorado state parks for a 12-month period.	A replacement pass is available for \$5 with a destroyed pass or receipt from the original Annual Pass and a signed affidavit.	The pass holder must be a Colorado resident and must provide recent documentation of a total and permanent disability.

Centennial Pass	\$14	Income-eligible Colorado residents, at least 18 years old	This pass is transferable between vehicles, allowing the holder and others in the same vehicle to enter the park as long as the pass holder is present. It provides the pass holder unlimited access to all Colorado state parks for a 12-month period.	A replacement pass is available for \$5 with a destroyed pass or receipt from the original Annual Pass and a signed affidavit.	The applicant must show a photo identification card and provide documentation, in the form of the previous year federal income tax return, that the federal gross annual income of such individual was at or below a determined threshold amount.
Volunteer Annual Pass	No cost	Volunteers who have completed 48 hours of service during a consecutive 12-month period	This pass is transferable between vehicles, allowing the holder and others in the same vehicle to enter the park as long as the pass holder is present. It provides the pass holder unlimited access to all Colorado state parks for a 12-month period.	A replacement pass is available for \$5 with a destroyed pass or receipt from the original Annual Pass and a signed affidavit.	Obtained from a park manager or volunteer coordinator
Disabled Veterans Plate	No cost	Colorado residents with current Disabled Veterans license plates	This license plate provides free access to all Colorado state parks without a pass on the windshield. The veteran must be present in the vehicle.	These plates are obtained through the Division of Motor Vehicles.	These plates are obtained through the Division of Motor Vehicles.
Daily Vehicle Pass	\$8-\$10 / vehicle	Anyone entering with a vehicle	Provides vehicle access to all Colorado state parks until noon following the day of purchase.	N/A	Can be purchased at an attended gate or from a self-serve kiosk.
Daily Individual Pass	\$4 / person	Anyone entering without a vehicle	Provides individual entering without a vehicle access to all Colorado state parks until	N/A	Can be purchased at an attended gate or from a self-serve kiosk

			noon following the day of purchase.		
Daily Commercial Pass	\$10 / 1-15 people \$40 / 16-30 people \$50 / 31+ people	Passenger vans and buses operated by a commercial business		N/A	
Dog Off-Leash Area Passes	\$3 / day \$25 / annual	Anyone	Allows entry into dog-off leash area for up to three dogs per owner. Daily or annual vehicle pass also required for entry into park.	N/A	Can be purchased at an attended gate or from a self-serve kiosk
Towed Vehicle Pass	No cost	Daily or annual pass holders	Allows vehicle under-tow free entry. (Motorhomes still require paid park pass.)	N/A	

Table 2: Sales of Annual and Multiple Passes in First Half 2019 Compared to First Half 2018

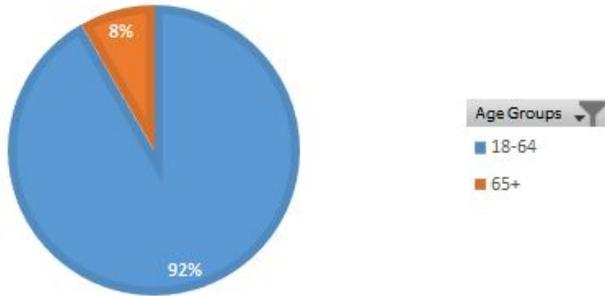
Pass Type	Quantity First Half 2018*	Quantity First Half 2019*	Difference
Aspen Leaf Annual	12,188	13,948	1,760
Centennial Pass	596	553	-43
Columbine Pass	5,590	5,082	-508
Volunteer Pass	661	740	79
Vehicle Annual Pass	40,845	44,465	3,620
Hang Tag Annual Pass		7,975	7,975
<i>Subtotal of all annual passes</i>	<i>59,880</i>	<i>72,763</i>	<i>12,883</i>
Aspen Leaf Multiple	2,906	3,310	404
Vehicle Multiple	5,911	6,656	745
<i>Subtotal of all multiple annual passes</i>	<i>8,817</i>	<i>9,966</i>	<i>1,149</i>

\* Sales from January 1-July 15th only and do not include paper pass sales.

### Who purchased annual hang tag passes?

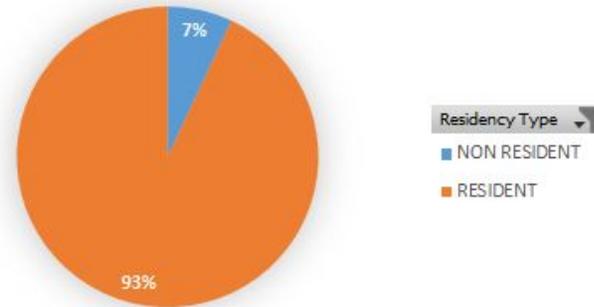
Sum of 2019 QTY Sold

#### AGE OF HANG TAG PASS PURCHASERS (FIRST HALF 2019 SALES)

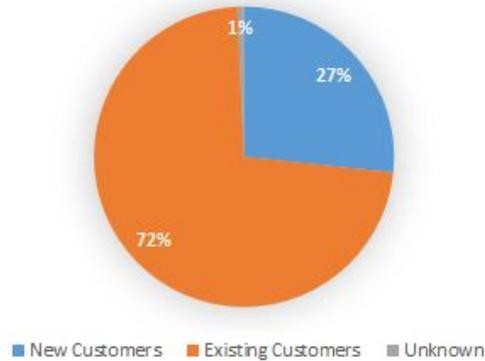


Sum of 2019 QTY Sold

#### RESIDENCY OF HANG TAG PASS PURCHASERS (FIRST HALF 2019 SALES)



#### NEW VS. EXISTING CUSTOMERS (FIRST HALF 2019 SALES)



Note: 1,379 individuals (out of 7,975 total hang tag passes) purchased a Vehicle Annual last year and a Hang Tag Annual this year (this does not account for paper passes or passes sold to "General Public").

Financial analysis of transferability/price point (see spreadsheet for calculations)

- If we reduce the price of the hang tag pass to \$80, the same price as the annual vehicle pass, this would reduce the need for multiple vehicle passes (by an estimated 80%). We would lose an estimated \$1.1 million annually in revenue given current quantities.
- At current prices (\$120 hang tag / \$80 annual), we would not lose revenue even if 50% of hang tag pass holders gave the pass to 1 additional person who would have purchased an additional annual pass.
- At current prices (\$120 hang tag / \$80 annual), we would not lose revenue even if 100% of hang tag pass holders gave the pass to 1 additional person who would have purchased 5 additional day passes.
- At current prices (\$120 hang tag / \$80 annual), we would not lose revenue even if 25% of hang tag pass holders gave the pass to 1 additional person who would have purchased an annual pass and 50% of hang tag pass holders gave the pass to 1 additional person who would have purchased 5 additional day passes.

Transferable Pass Analysis

Current scenario: hang tag pass = \$120

	Quantity sold (first 6 months of 2019)	Annualized	Price	Revenue
Hang tag pass (\$120)	7,975	15,950	\$ 120.00	\$ 1,914,000.00
Total Revenue				\$ 1,914,000.00

At current prices and quantities, we generate an estimated \$1.9 million in hang tag pass sales/year.

Scenario 1: Hang tag pass reduced to \$80 (same as annual affixed pass), less need for multiple annual affixed passes (reduce by 80%)

	Quantity sold (first 6 months of 2019)	Annualized	Price	Revenue
Hang tag pass (\$80)	7,975	15,950	\$ 80.00	\$ 1,276,000.00
Multiple annual (\$40) (-80%)	(5,325)	(10,650)	\$ 40.00	\$ (425,984.00)
Total Revenue				\$ 850,016.00
Current scenario				\$ 1,914,000.00
Difference from current senario				\$ (1,063,984.00)

If we reduce the price of the hang tag pass to \$80, the same price as the annual vehicle pass, this would virtually eliminate the need for multiple vehicle passes. We would lose an estimated \$1.1 million annually in revenue given current quantities.

Scenario 2: 50% of hang tag pass holders gave pass to 1 additional person who would have purchased 1 additional annual pass

% hang tag pass holders	addl people	addl passes
50%	1	1

Hang tag pass (\$120)	7,975	15,950	\$ 120.00	\$ 1,914,000.00
Free entry	3,988	7,975	\$ -	\$ -
Total revenue				\$ 1,914,000.00
Annual pass (\$80) (instead of hang tag)		15,950	\$ 80.00	\$ 1,276,000.00
Annual pass (\$80) (instead of free entry)		7,975	\$ 80.00	\$ 638,000.00
Total revenue				\$ 1,914,000.00
Difference				\$ -

At current prices (\$120 hang tag / \$80 annual) and quantities, we would not lose revenue even if 50% of hang tag pass holders gave the pass to 1 additional person who would have purchased 1 additional annual pass.

Scenario 3: 100% of hang tag pass holders gave pass to 1 additional people who would have purchased 5 additional daily passes each

hang tag pass holders	addl people	addl passes
100%	1	5

Hang tag pass (\$120)	7,975	15,950	\$ 120.00	\$ 1,914,000.00
Free entry	39,875	79,750	\$ -	\$ -
Total revenue				\$ 1,914,000.00
Annual pass (\$80) (instead of hang tag)		15,950	\$ 80.00	\$ 1,276,000.00
Daily pass (\$8) (instead of free entry)		79,750	\$ 8.00	\$ 638,000.00
Total revenue				\$ 1,914,000.00
Difference				\$ -

At current prices (\$120 hang tag / \$80 annual) and quantities, we would not lose revenue even if 100% of hang tag pass holders gave the pass to 1 additional person who would have visited 5 times and purchased 5 additional day passes.

Scenario 4: Choose your own assumptions

	% hang tag pass holders (X)	addl people (Y)	addl passes (Z)
If X% of hang tag pass holders gave pass to Y additional people who would have purchased Z additional annual passes each	25%	1	1
If X% of hang tag pass holders gave pass to Y additional people who would have purchased Z additional daily passes each	50%	1	5

Pass Type	Quantity (6 months)	Quantity (annual)	Price	Revenue
Hang tag pass (\$120)	7,975	15,950	\$ 120.00	\$ 1,914,000.00
Free entry	21,931	43,863	\$ -	\$ -
Total revenue				\$ 1,914,000.00
Annual pass (\$80) (instead of hang tag)	7,975	15,950	\$ 80.00	\$ 1,276,000.00
Annual pass (\$80) (instead of free entry)	1,993.75	3,988	\$ 80.00	\$ 319,000.00
Daily pass (\$8) (instead of free entry)	19,937.50	39,875	\$ 8.00	\$ 319,000.00
Total revenue				\$ 1,914,000.00
Difference				\$ -

# 2019 State Park Pass Descriptions



**Annual Affixed Vehicle Pass \$80/each** Provides entrance to all state parks. The vehicle license plate number must be provided when purchasing. Annual pass is valid for 12 months from the month of purchase.

**Multiple \$40/each** Annual Affixed Vehicle pass holders may purchase a Multiple pass for additional vehicles registered to the owner or the owner's immediate family members at the same address. Proof of ownership is required. Expiration month is the same date as the original Affixed pass purchased. Multiples are for noncommercial vehicles only.

## Aspen Leaf Annual and Aspen Leaf Multiple Pass

**Annual: \$70 Multiple: \$35/each**  
Must be a Colorado resident and at least 64 years old at time of purchase. A Colorado vehicle registration and Colorado driver's license or ID must be provided when purchasing. Aspen Leaf pass is valid for 12 months from the month of purchase, and seniors must be in the vehicle to enter the park. Expiration month of Aspen Leaf Multiple is the same as printed on the original Aspen Leaf Annual pass purchased. Multiples are for noncommercial vehicles only.

Note: Annual Vehicle and Aspen Leaf passes must be permanently affixed to the lower right corner of the vehicle windshield.

**New!**

## Annual Hang Tag Pass

**\$120/each** This pass is issued to an individual, not a vehicle. That means it can be moved between vehicles as long as the pass owner is in the vehicle. It is hung on the rear-view mirror.



The plastic holders for the hang tag passes can be picked up at Colorado State Parks and CPW offices.

## Daily Parks Pass Daily: \$8-\$9 per vehicle

- Attended Gate
- Self-Serve



Note: If you're visiting Cherry Creek State Park, an extra fee is collected for the Cherry Creek Basin Water Quality Authority. \$1 per day or \$3 annual.

## Individual Daily Pass

**\$4 per day**, or carry annual pass receipt for entry.

- Attended
- Self-Serve



Applies for any person entering Arkansas Headwaters Recreation Area, Barr Lake, Crawford, State Forest, Eldorado Canyon, Elkhead Reservoir, Harvey Gap, Highline Lake, James M. Robb - Colorado River, Lory, Pearl Lake, Rifle Gap, Rifle Falls, Stagecoach, Steamboat Lake, Sweitzer Lake, Sylvan Lake, Trinidad Lake, Vega and Yampa River State Parks, unless in a motor vehicle with a valid annual or daily pass.

## Centennial Pass

**\$14** (Limited-Income CO Residents) Income documentation required. Valid until December 31, 2019.



## Columbine Pass

**\$14** (Disabled CO Residents) Valid for 12 months from date of purchase.



Centennial and Columbine passes require additional documentation that meets federal guidelines. Go online for applications and more information.

## Dog Off-Leash Area Passes (Cherry Creek and Chatfield only)

**\$25 annual or \$3 per day**  
Pass good for up to three dogs per owner. Daily or annual vehicle pass also required for entry into park.

- Annual
- Attended
- Self-Serve



## Commercial Bus Self-Serve Pass

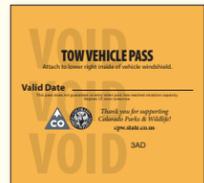
**Commercial Buses Only**

- 1 to 15 people: \$10
- 16 to 30 people: \$40
- 31+ people: \$50



## Towed Vehicle Pass

For towed-in passenger vehicle.



## Colorado Disabled Veterans License Plate Admitted Free

No vehicle pass shall be required for any resident's vehicle displaying a Colorado Disabled Veteran's License Plate. Veteran must be in vehicle.



## Camping Permits

For current pricing please visit: [cpw.state.co.us](http://cpw.state.co.us)



Note: Higher summer and weekend rates apply at various parks.

## Volunteer Annual Passes

Volunteers are eligible for the pass after 48 hours of service during a consecutive 12-month period. Passes can be obtained through a park manager or volunteer coordinator. Senior pass available to volunteers 64 or older.

To learn more about volunteer opportunities, visit: [cpw.state.co.us](http://cpw.state.co.us)



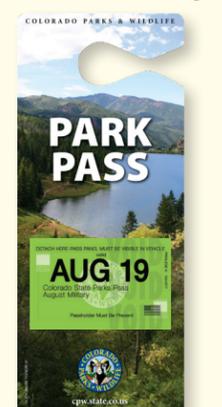
## Library Pass

**Admitted Free**  
Available from your local Colorado public library.

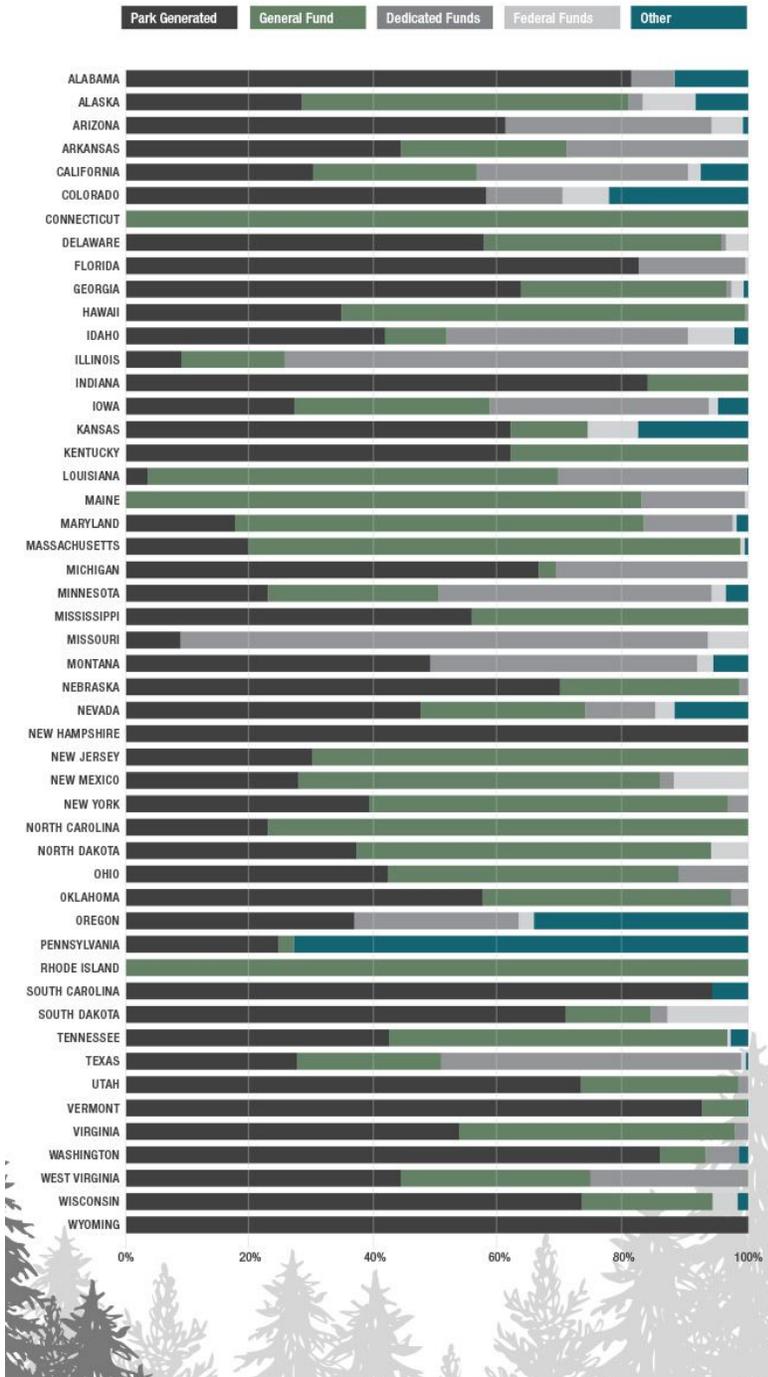


## Military Pass

**Admitted Free**  
During the month of August, active duty military and veterans are admitted free with this pass.



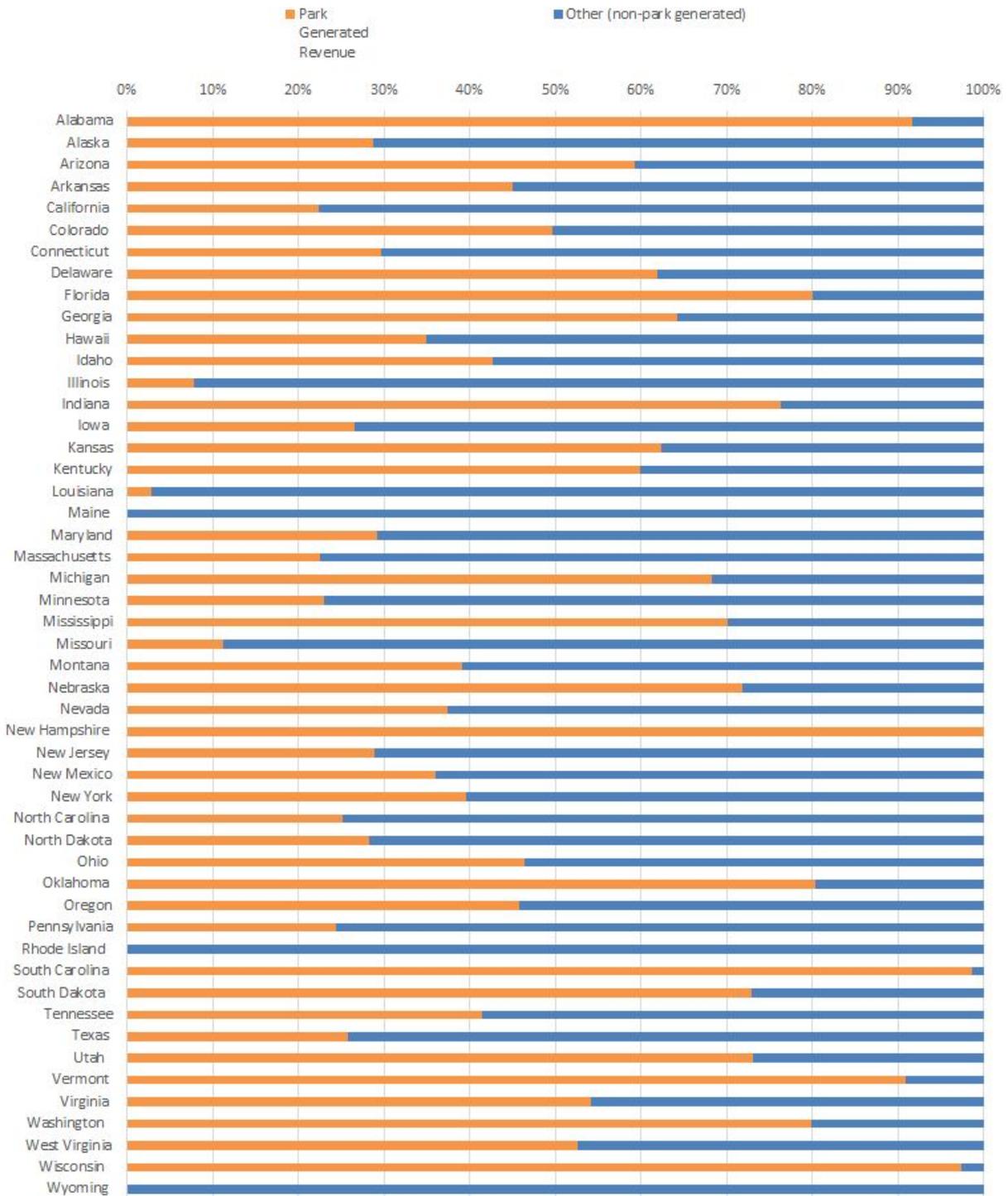
# HOW STATE PARK OPERATIONS ARE FUNDED



NOTE: Figures represent funding sources for operating expenses for FY 2014-2015.  
 SOURCE: National Association of State Park Directors Annual Information Exchange  
 Source: [Governing Article Link](#)

## State Parks Funding Sources for Operating Expenses for FY 17-18

Source: National Association of State Park Directors Annual Information Exchange



Pass Type	Colorado	State Park Averages**	Arizona	California	Idaho	Montana	Nevada	N. Mex.	Oregon	Utah	Washington	Wyoming
Annual Vehicle - Resident	\$80.00	\$61.00	\$75.00	\$195.00	\$10.00	\$6.00	\$75.00	\$40.00	\$30.00	\$75.00	\$35.00	\$40.00
Annual Vehicle - Non-Resident	\$80.00	\$67.00	\$75.00	\$195.00	\$40.00	\$35.00	\$75.00	\$40.00	\$30.00	\$75.00	\$35.00	\$70.00
Daily Vehicle - Resident	\$8.12*	\$7.51	\$10.45	\$10.00	\$5.00	\$6.00	\$6.17	\$5.00	\$5.00	\$10.00	\$11.50	\$6.00
Daily Vehicle - Non-Resident	\$8.12*	\$7.81	\$10.45	\$10.00	\$5.00	\$6.00	\$6.17	\$5.00	\$5.00	\$10.00	\$11.50	\$9.00
Daily Individual	\$4.00	\$1.31	\$3.05	\$0.00	\$0.00	\$4.00	\$2.00	\$0.00	\$0.00	\$4.00	\$0.00	\$0.00
Hang Tag/Transferable	\$120.00	N/A	N/A	\$195.00	N/A	N/A	\$75 annual pass good for 2 cars.	N/A	N/A	N/A	\$35 annual pass good for 2 cars.	N/A
<b>Camping Packages and Discounts</b>	Camping Fees separate from entrance fees		Camping fee includes entrance for one vehicle. Extra vehicles=\$15/night. Annual passes do not include camping.	Camping Fees separate from entrance fees	Resident and non-resident annual pass includes camping fees.	Residents must pay camping fee in addition to entrance fee. Non-resident annual pass offers discount on camping (~30-40% off).	Normal annual pass just covers entrance. "All Access Permit" for \$200 covers entrance, camping and boating fees.	Annual camping pass offered (\$180 residents; \$100 resident seniors; \$225 non-residents). Covers entrance but additional charges for some hookups.	Camping fee covers entrance. Annual pass does not include camping.	Camping fee includes entrance for one vehicle. Extra vehicles=\$20/night. Annual passes do not include camping.	Camping fee includes entrance. Annual passes do not include camping.	Camping fees separate from entrance fees

Fee prices that exceed Colorado Parks and Wildlife prices are **BOLD**

\*CO daily vehicle pass fee is an average of all state park daily vehicle fees. Majority of CO state parks charge \$8/day.

\*\*ID, MT, and CO excluded from Annual Average. ID & MT's annual fees are charged through DMV registrations.