



State Wildlife Area Working Group

Recommendations

Compilation/Synthesis from Workshops, Survey & Small Group Discussions - Revised: 12.8.2020

Overview

The Colorado Parks & Wildlife Commission is creating a new pass product for access to State Wildlife Areas (SWAs) and requested that a Working Group comprising SWA stakeholders. Due to time constraints required to create a new pass for sale this coming season in 2021, the Working Group process spanned just over one month. For more information about the process, please refer to Attachment A, SWA Working Group Process Overview.

This document contains *Recommendations* for the Guiding Principles and New SWA Pass Program Categories, including pass name, pricing, timeframe, activity types, revenue purpose, and other ideas. As noted in the process overview, an “expanding phase” of this process identified a broader range of Pass Category options and through an initial full group workshop, surveying and small group discussions. A “narrowing” phase followed during which categories were refined and options narrowed and draft recommendations crafted. The draft recommendations were developed based on Guiding Principles small group deliberations and finalized at a second workshop on December 4.

Each category below includes a Recommendation and Discussion Highlights.

Guiding Principles

Recommendation

- Supports **Wildlife Area Conservation**
- Advances **Education** Regarding the Pass
- Supports **Equity** related to three issues:
 - Respects the long-term *investment/role of Hunters & Anglers*
 - Reduces barriers to groups (e.g., low income, youth, senior, Equity Diversity Inclusivity (EDI) populations)
 - Includes efforts to proactively reach broader populations
- Meets **Legal Requirements** related to properties and funding

Discussion Highlights: These Guiding Principles started emerging from the initial Workshop held on Nov 4 and continued to be crafted and refined through surveying and small group discussions. There was broad agreement at the Dec 4 Workshop with one minor edit included.



Pass Name

Recommendation

Colorado State Wildlife Area Pass in tandem with developing a tagline and education program to tell the story about *wildlife conservation* in Colorado - its history and why it is important.

Discussion Highlights: Most small group discussion centered around the Colorado State Wildlife Area Pass (simply calling the pass what it is) and the State Wildlife Conservation Pass (including the “conservation” concept). An idea brought forward in small group discussions included incorporating a tagline and education to communicate the importance of conservation in Colorado. At the Dec 4 Workshop there was additional discussion about including “conservation” in the pass name; however, the full group supported the recommendation above, highlighting the importance of education and outreach emphasizing conservation.

Pricing Approach*

Recommendation

Annual Pass Price: \$46.75, based on the sum of:

- Fishing License - \$35
- Habitat Stamp - \$10
- Search and Rescue Fee - \$0.25
- Education Fee - \$1.50

Allow Under 16 for free

Senior rate consistent with other pass products

Low income rate consistent with other pass products

* Hunters/Anglers not required to purchase additional pass

**Intended to align with fishing/small game license

Discussion Highlights: Survey and small group discussions considered a range of pricing options at lower cost and higher cost than the final recommendation. However, the Guiding Principles discussion led the small groups to gravitate towards the narrowing to two options considered at the



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Dec 4 Workshop, the other option did not include the \$1.50 education fee. During the course of the discussion CPW staff provided information that this pass, based on 6,000 purchasers, would generate close to \$300,000 and reminded stakeholders that the revenue for the pass was not as much of a driving factor as managing access to SWAs. Examples of the Guiding Principles influencing deliberation include:

- **Equity** considerations led one small group to favor the current recommendation even though there was interest in a higher cost pass.
- **Equity and Wildlife Conservation** principles were considered, which supported basing the foundational rate on an annual fishing license and adding the Habitat Stamp.
- **Equity - Reducing Barriers** principles were considered in creating this new pass product not requiring a social security number to purchase.
- **Conservation** - Many conversations were rooted in the theory that Coloradans should actively invest in the natural resources that provide for our way of life.
- **Equity - Reducing Barriers** - It became more and more important throughout the process to establish pricing categories that allow youth free access and reduced rates for senior and low-income populations and there was emphasis in small group discussion to reach diverse populations as part of the outreach effort.

There was significant discussion regarding this pass category at the Dec 4 Workshop. Ideas and concerns were expressed and discussed include:

- offering the Fishing License as the Pass product could be a revenue win for CPW;
- continued interest in not requiring a social security number to purchase a pass;
- removing the Habitat Stamp as a component of the pass price;
- a specific request to the Commission to consider the feasibility of adding the Habitat Stamp;
- ideas for selling the annual and a daily pass at kiosks;
- concerns related to new kiosk costs being more expensive than the revenue justifies;
- Ideas related to selling a pass via a QR code;
- considering a sunset provision if the pass product is not successful;
- continued concern about the impacts of visitation on these properties;
- support for including an education fee component regardless of pass price;
- concern about the pass price being too high;
- being able to modify the pass product in the future; and,
- ideas about incentives and education which could help defray personal costs, which brainstormed in a subsequent part of the Workshop.

While the discussion related to pass price was open, robust and lively, it also was civil, respectful and constructive. On the whole, while the deliberation included requesting the Commission to be aware of and to consider the ideas and concerns expressed above, the Working Group supported advancing the pass price recommendation.



Timeframe (what durations will be available?)*

Recommendation

Annual

Daily (Price consistent with Daily Park Pass (~\$8 - \$9))

*Consider opportunities to educate at time of purchase – pride of Colorado, conservation of wildlife, allowed activities, etc.

Discussion: Small group discussions favored one option offering both annual and daily passes with a daily pass encouraging an annual pass purchase. Further discussion presented the idea of aligning with the daily rate for State Parks access. There were no objections to this recommendation related to Annual and Daily passes.

Activity Types

Recommendation

Support the following principles for activities for this first phase of creating a new SWA pass/permit. Allowed activities need to be compatible with:

- Wildlife
- Seasonal restrictions (e.g. migration, nesting seasons)
- Hunting and Fishing seasons

These principles will inform Phase 2 of this project, which would include greater detail in which property activities are allowed and further seasonal and property-type considerations.

Discussion Highlights: Through the small group part of this process, this category changed from User Types to Activity Types, which better reflected the interests in the discussions. There has been interest to delve more deeply into this activities topic now; however, there is recognition that the objective of creating a new Pass in time for the next season does not allow sufficient time.

As the new pass is implemented, it is important to capture **metrics** about who is visiting and what activities are occurring to inform future phases of conversation and deliberation related to managing activities and properties. CPW staff will develop a list of activities and methods of capturing information, such as using “drop-down box” choices for online purchases/registrations. There also was recognition, aligning with the Guiding Principle to meet legal requirements and activity



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management to meet the legal obligations and restrictions of each property. There continues to be concern about high visitation on these properties as well as concern about visitor conflicts and understanding of the value of these conserved properties. This Working Group may be reconvened as these property management discussions unfold in 2021.

Revenue Purpose

Recommendation

Tie investments clearly to the management of SWAs. Manage expectations about adding infrastructure.

Discussion Highlights: There was strong agreement that revenues go to SWAs and acknowledgement regarding the need to manage expectations that these revenues would not create new infrastructure. CPW's revenue and investment reporting, shared at Small Group Session #2, occurs at a broader level and does not go into the detail that some may desire. Furthermore, CPW's revenue and investment reporting is evolving, including refinement of a department Dashboard. CPW is listening to the interests of this Working Group as well as other forums as it continues to develop and evolve its reporting. Concern was registered in one small group regarding these revenues being invested in hunting and fishing.

The following interests were captured from the small groups/survey regarding reporting:

- Capturing information related to pricing elements identified in Pass/Permit Pricing Options above
- Importance of funding for SWA's only and not for other types of properties
- Funds should not go toward added infrastructure, but to maintain and potentially enhance existing infrastructure
- Track investments – articulate intention, measure actuals, course correct in future as needed



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Other Ideas for Consideration:

Recommendation

Support for CPW continuing to pursue the ideas noted below as it moves forward with implementation of the new Pass and future phases of work related to SWA management.

- Create an Opportunity to Bundle Parks Pass and Wildlife Area Pass at time of purchase –
 - **Parks Pass Plus** or CPW SWA Pass + Parks Pass (includes the 2 passes, creates clear “fire wall” in accounting for two types of funding/programs) - assure meeting the legal requirements
- Importance of Education – e.g. letter goes out with this pass that describes value and importance of properties – not all access all the time
- Identify metrics to measure implementation results – activities, visitation statistics, revenue generated, educational touch points, etc.
- Maintain a “Parking Lot” of Topics to be addressed in future phases – managing visitation, more fine-grained property management strategies, acquiring additional lands, etc. Such as:
 - What kind of information is the broader public interested in seeing related to these properties, particularly for the non-hunting/non-angling population?

Discussion Highlights: The above ideas appeared to resonate broadly across the small group discussions and full group workshops. Some ideas emerged from the first workshop, such as the importance of education, and others have emerged from the small group work with support from subsequent small group discussion. The “Parks Plus Pass” idea appeared to gain momentum in the second round of small group discussion. The Guiding Principles would continue to be referenced as CPW moves forward with implementation.



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Education and Metrics - Brainstorming for Implementation and Phase 2

There were two brainstorming sections of the second Workshop agenda, which followed the Pass Program Categories discussion and recommendations. CPW staff appreciated the brainstorming including ideas offered and cautions expressed.

Education Brainstorming

The following is a list of rapid-fire education ideas:

Corporate Sponsored State Campaign - to support SWAs and conservation efforts on Colorado's public lands. (Though there was caution expressed about this concept)

- Is it possible to see if Businesses would offer gift cards if someone wants to take an online class. It would not come from CPW budget but would come from private businesses.

Class Required with Purchase of Pass

Online Training

Point of Purchase Education Opportunity (i.e., measure activities to evaluate effectiveness)

Evaluate cost-effectiveness and efficacy of education ideas

Allow for continuing education opportunities on properties or through CPW

Leaflet with the pass (i.e., measure activities to evaluate effectiveness)

Develop and maintain a contact database for future outreach

Consider non-onerous education ideas

Pass signature (i.e., similar to signing a hunting or fishing license)

Need to create an online property database (i.e., listing property-by-property opportunities and limitations)

Education requirements for pass activation - (i.e., educational prerequisite before proceeding to purchase the pass)

Pass purchase user experience (i.e., ensure ease of purchase)

Incentivize education activities (i.e., take course, volunteer, watch video, etc. for reduced pass cost)



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The following are summaries of additional concepts, considerations, and conversations that garnered significant discussion among the Working Group:

Volunteerism There is an opportunity for education through Volunteerism. People can participate and perhaps get a discount and it's a long-lasting opportunity to do added education and be part of the stewardship effort. - Volunteering, particularly for incentives such as pass cost reductions could also address pricing and equity issues.

A caution on implementing volunteering initiatives is that they cost money and require tracking. These resource and financial costs can establish that a volunteering program could be more burdensome than the value of the intended benefits. Ensure there is a cost benefit of implementing volunteer programs.

CPW noted that the department has significant volunteer infrastructure, which could be explored in the context of this pass.

Multiple languages Ensure education activities are bilingual and that translations are done well. Poor translations run the risk of losing intended messages. Reduce as many barriers to engaging in non-English as possible, such as by creating a specific phone line for translation needs.

Metrics Brainstorming

The following is a list of rapid-fire pass implementation measurement ideas:

Track Activities (i.e., which activities are people are doing at which properties)

Visitation Statistics - (i.e., how much? where is visitation occurring?)

Demographic Data - (i.e., visitor and location information comparable to that gathered on hunters and anglers) hunter/angler feedback on new pass and related activities

Include question on new pass in the angler satisfaction survey - (i.e., are expectations being met and can they be met? Is this a good fit? Need to evaluate the program and how it is working?)

Gather input from the Area Wildlife Managers - (i.e., how is this pass program working with the SWAs and the intention?)

Educational Touch Points - (i.e., when and where are certain opportunities? Quick opportunities and more intensive opportunities.

Connect gathered data in the design of education efforts

Revenue Generation - (i.e., How much money is being generated? What are the costs?)



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Infrastructure and health of the properties - (i.e., How is the infrastructure holding up? What is the health of the properties? How is the infrastructure doing - keeping up? Pressure on level of maintenance? How is the habitat responding?)

Consider license plate program best practices - (i.e., \$25 goes back to CPW. There are 25,000 purchasers as of 2019 - A parallel that people really wanted to purchase these to support the lands. How do we get the word out that they can purchase to support these conservation wildlife and stewardship investment opportunities (they might not want to visit the properties - really support the concept) the license plate campaign - also did not require a big marketing campaign. License plate also announces a point of pride of being a supporter of Public lands)

CPW noted that collecting (and analyzing data on activities, property impacts, and finances will take significant time.