



# **Sustainable Recreation Work Group**

## **Forum Issue: Funding Background information**

*January 2009*

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## Current Funding

Our budget comes from a variety of sources, some of which are more stable than others. The largest source of funding comes from the Nonhighway Off-road Vehicle Activities (NOVA) Account. However, 30 percent (\$1.5 million) of our program’s 2008 budget comes from competitive grants.

### 2008 Funding Sources—DNR’s Recreation Program

TYPE	2008	2009*
<b>Gas Tax</b>	\$1.4 million	\$1.45 million
<b>NOVA One Time Appropriation</b>	\$422,000	\$422,000
<b>General Fund</b>	\$510,000	\$510,000
<b>RMCA/FDA</b> <ul style="list-style-type: none"> <li>• One time funding – \$235,000</li> <li>• Ongoing – \$102,000</li> </ul>	\$334,887	Currently Unknown
<b>Capital</b> <ul style="list-style-type: none"> <li>• Storm Damage - \$141,000</li> <li>• NOVA Road Money - \$175,000</li> <li>• Recreation Capital Renovations - \$532,500</li> </ul>	\$848,500	\$430,000
<b>Grants</b>	\$1.5 million	\$2.7 million
<b>Volunteers</b>	\$700,000	\$700,000
<b>TOTAL</b>	<b>\$5,715,387</b>	<b>\$6,212,000</b>

### Budget for State Agencies with Recreation Programs (2007-2009 Biennium)

- **Washington State Department of Natural Resources**
  - Operating - \$5.5 million
  - Capital - \$1.1 million
- **Washington State Parks and Recreation Commission**
  - Operating
    - General Fund – \$98 million
    - Other (fees, Fed, etc) - \$53 million
  - Capital – \$90 million
- **Washington Department Fish & Wildlife**
  - Operating
    - ORV - \$413,000 (Grading, Wildlife, Education)
    - General Fund – \$
    - Wildlife State - \$ 795,776
    - Wildlife Fed - \$ 2.8 million
    - Capital - \$0

For more information about DNR’s Recreation Program budget, download the special budget issue of the *DNR Recreation News* at

[http://www.dnr.wa.gov/Publications/amp\\_rec\\_recreation\\_news\\_december2008.pdf](http://www.dnr.wa.gov/Publications/amp_rec_recreation_news_december2008.pdf)

## Cost Estimates for Recreation

The following estimates are general estimates of some of DNR's expenses for its various recreation functions. These amounts are based primarily on previous projects, including grant projects. Actual costs for each area will vary.

### Planning Process

**Large forest plan:** \$290,000

*Planning activities and costs vary by location, size of planning area and complexity of recreation issues*

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### Construction and Renovation

*(suggested every 10-15 years)*

**Trailheads** \$975,000  
(ex. Sandhill 80 to 100 vehicles) *Includes: Parking, signs, vaulted toilets, connecting trails*

#### Campgrounds

Per individual campsite \$2,500  
Vaulted toilet \$20,000-\$30,000  
Full campground \$2.8 million  
(ex. 49 sites)

#### Trails

Single track (per mile) \$40,000-\$60,000  
Double track (per mile) \$70,000-\$90,000  
Trail bridge \$80,000-\$120,000

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### Maintenance

*(based on annual maintenance)*

**Trailheads** \$1,000-\$5,000\*

**Campgrounds** \$1,000-\$10,000\*

#### Trails

Motorized use (per mile) \$3,000-\$5,000  
Non-motorized use (per mile) \$700-\$1,000

*\*Highly variable costs, in part associated with the size and type of trailhead or campsite*

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### Enforcement and Education

*(annual expense)*

**Large State Forest** \$95,000  
(ex. Capitol Forest)

## Grant Funding

A substantial part of DNR’s recreation budget relies grant funding. We must compete with other entities for this money, and, as a result, we have no assurances that we will be awarded grants. DNR spends from \$8,000 to \$10,000 of staff time and resources to apply for these grants.

Each grant has specific restrictions and conditions attached to them, which limit how DNR uses the grant funds, as well as how DNR manages the area benefitting from the grant.

### Current grant funding for active projects 2006-2008:

Grant Program	Description	Available	Funded 06-08
<b>Nonhighway &amp; Off-Road Vehicle Activities Program (NOVA)</b>			
NOVA—Non-motorized (NM) & Non-highway Road (NHR)	Acquisition, planning, capital improvements, and maintenance & operation for NM or NHR recreation activities.	Yearly	\$1,075,212
NOVA—Off-road Vehicle	Acquisition, planning, capital improvements, and maintenance & operation for ORV recreation activities.	Yearly	\$1,787,933
NOVA—Enforcement and Education	Education and enforcement for NM, NHR, & ORV recreation activities.	Odd-numbered years	\$607,955
<b>Washington Wildlife Recreation Program (WWRP) Outdoor Recreation Account</b>	Development & restoration (no maintenance) of outdoor recreation facilities. Trails must be for non-motorized use & cannot be part of a street or roadway.	Even-numbered years	\$396,962

The following grants are also available. However, we did not apply for them because we currently have no projects that meet the criteria.

Grant Program	Description	Available
Aquatic Lands Enhancement Account (ALEA)	Acquisition, development, and restoration of aquatic lands for public purposes and for providing and improving access to such lands.	Even- numbered years
Boating Facilities Program (BFP)	Acquisition, development, planning, and renovation projects that include launch ramps, transient moorage, and upland support facilities	Even- numbered years

In addition DNR has applied for National Recreational Trails Program (NRTP) grants for trail maintenance and education, but has not been successful in being awarded any grant funding.

## Summary: How other states fund recreation

State	How they Fund Recreation
<b>Alaska</b>	<ul style="list-style-type: none"> <li>• General allocation</li> <li>• User fees</li> <li>• Small amount of grants.</li> <li>• Users may develop trails on their own initiative, but must pay for a trail to be recognized</li> </ul>
<b>Arkansas</b>	<ul style="list-style-type: none"> <li>• 1/8 cent sales tax (divided between 3 agencies)</li> <li>• General allocation</li> <li>• Fees</li> <li>• Small amount of grants from a real estate transfer tax</li> </ul>
<b>Arizona</b>	No specific recreation program exists. No funding.
<b>Colorado</b>	Federal trust lands are open to recreation based on lease agreements on various parcels. With exception of the leases no recreation program exists.
<b>Idaho</b>	No actual program or facilities exist. Commercial cabin rentals generate revenue for the state.
<b>Minnesota</b>	<ul style="list-style-type: none"> <li>• General allocations by the legislature</li> <li>• User fees</li> <li>• Part of the gas tax from ATVs goes to pay for ATV trails and facilities</li> </ul>
<b>Montana</b>	Permit fees for general access and camping Hunting and trapping permits are divided between DNR, F&W, & Parks
<b>Oregon</b>	<ul style="list-style-type: none"> <li>• Timber revenue from State Forest Lands</li> <li>• Various fees</li> <li>• Very small percentage of the budget consists of grants for construction and maintenance</li> </ul>
<b>Pennsylvania</b>	<ul style="list-style-type: none"> <li>• ATV and snowmobile registrations</li> <li>• Gas taxes</li> <li>• Timber revenue from state lands</li> <li>• Some grants.</li> <li>• User fees</li> <li>• General allocation</li> </ul>

State	How they Fund Recreation
<b>Utah</b>	No specific recreation program exists and/or receives funding, except a portion of ATV registrations funds going to pay for signage.
<b>Wisconsin</b>	<p>No specific recreation program exists on federal trust lands, but user groups build and maintain recreational facilities through agreements with the state.</p> <p>Recreation on state forest lands funded by:</p> <ul style="list-style-type: none"> <li>• General allocation</li> <li>• Timber revenue from state forests</li> <li>• Property taxes</li> </ul> <p>Recreation in State Parks is funded primarily by:</p> <ul style="list-style-type: none"> <li>• Fees</li> <li>• General allocation</li> </ul>

## How other states fund outdoor recreation

The following survey shows how some other states fund programs that offer recreation opportunities. Funding varies from state to state, ranging from permit fees to lease agreements.

Many of these states allow the public to recreate in certain areas. Some states do not provide facilities or a recreation program but do allow for dispersed recreation with no fees. Other states, including those who manage state forest lands, offer highly developed recreation facilities paid for with user fees, taxes and/or general legislative appropriation.

Many states do not rely upon grants and some rely on a small amount of grant funding.

States in this survey were selected based on similar size and type of land base to the lands managed by DNR. States were also selected from different regions in the country, with a focus on western states.

State	Agency/Department	Acreage	Recreation Overview	Funding	Fees
<b>ALASKA</b>	<p>Main agency: <b>Department of Natural Resources</b></p> <p>Manages federal trust lands, forestry, aquatic lands, state parks, agricultural, oil and gas.</p> <p><b>DNR's Parks &amp; Recreation Division:</b> Manages land for general recreation.</p> <p><b>DNR's Land, Mining and Water Division:</b> Manages all lands that are not state parks or federal trust.</p> <p><b>DNR's Office of Trust Land:</b> Manages federal</p>	<p>Non-aquatic lands — 90 million</p> <p>Federal trust lands — 1 million</p> <p>Aquatic lands — 65 million</p>	<p><b>Division of State Parks:</b> Horseback riding, mountain biking, winter sports and motorized use are limited to designated trails.</p> <p><b>Division of Land, Mining and Water:</b> Hiking, skiing, climbing, mountain biking, horseback riding, motorized use (w/ weight limits) and camping. Recreational use occurs in a dispersed manner with few, if any, facilities. Users may build their own trails as long as they don't affect water quality or soils. A private organization may enter into a paid lease with the department to officially designate a trail.</p>	<p><b>State Parks:</b></p> <ul style="list-style-type: none"> <li>• Allocation from legislature</li> <li>• User fees</li> <li>• Small amount of grants</li> </ul> <p><b>Land, Mining and Water:</b> Does not receive any funding for recreation. Users may develop trails.</p>	<ul style="list-style-type: none"> <li>• Camping</li> <li>• Parking <i>(depending on the division)</i></li> </ul>

State	Agency/Department	Acreage	Recreation Overview	Funding	Fees
	trust lands.		<b>Division of the Office of Trust Land:</b> Non-motorized day use only recreation is allowed. No permits required.		
ARKANSAS	<b>Arkansas Forestry Commission</b>	State forest lands— 20,000	No specific recreation program exists, however camping and hiking does occur.	No direct funding outside of fees exists	Camping fees
	<b>Arkansas State Parks</b> Manages all state parks, as well as certain historic sites.	52 parks	Recreation includes: backpacking, caving, hiking, hang gliding, horseback riding, golf lake kayaking, mountain biking, river running, rock climbing and snorkeling. The park system also provides boat tours, educational programs, historic museums and sites.	<ul style="list-style-type: none"> <li>• 1/8 cent sales tax (divided between 3 agencies)</li> <li>• General allocation</li> <li>• Fees</li> <li>• Small amount of grants from a real estate transfer tax</li> </ul>	<ul style="list-style-type: none"> <li>• Camping</li> <li>• Tours</li> <li>• Rentals</li> </ul>
ARIZONA	<b>Arizona State Lands Department:</b> Manages federal trust lands	9.2 million	Recreation on federal trust includes: Hiking, horseback riding, mountain biking, picnicking, camping and motorized use. Users are required to keep on existing trails and roads. No specific recreation program. No financial resources are allocated to build and maintain recreational trails and facilities.	N/A	Access permit

State	Agency/Department	Acres	Recreation Overview	Funding	Fees
<b>COLORADO</b>	Colorado State Land Board: Manages federal trust lands.	3 million	Recreation is based on lease agreements of various trust lands. A user group could lease land from the trust to create opportunities for their specific sport. In some cases there may be more than one lease (ex. one agricultural lease and one hunting lease on the same property). Liability insurance is required for all parties who obtain a recreation lease. Camping is generally prohibited in a lease unless the state's land board grants an exception. The board does not build or maintain recreational trails and facilities.	N/A, however private organizations lease lands to provide recreation opportunities	Land must be leased
<b>IDAHO</b>	<b>Department of Lands:</b> Manages federal trust lands and aquatic lands	2.5 million federal trust lands (780,000 forested)	No formal recreation program exists; however, Idaho does rent cottages to raise revenue for the federal trust. Dispersed recreation (hiking and camping) is allowed, but no actual facilities or trails exist.	N/A	Cottage rental
<b>MINNESOTA</b>	<b>Minnesota Department of Natural Resources:</b> Manages federal trust lands, forestry, aquatic lands, state parks, oil and gas, ecology, fish and wildlife.  <b>DNR's Forestry Division:</b> Manages forested federal trust lands.	State forest lands (including some federal trust lands) — 4.2 million	Recreation on state lands includes: hunting, hiking, fishing, winter sports, mountain biking, boating, horseback riding, motorized use and camping. Recreation focused on well developed trails and facilities.  The <b>State Forestry Division</b> (includes trust lands) provides trails (1,200 miles) and some campsites (primitive and	Large general allocation by the legislature, and user fees (especially for state parks). Part of the gas tax from ATVs goes to pay for ATV trails and facilities	<ul style="list-style-type: none"> <li>• Access permits</li> <li>• Camping (<i>developed sites only</i>)</li> <li>• Tours</li> <li>• Golfing</li> <li>• Cabin rentals</li> </ul>

State	Agency/Department	Acreage	Recreation Overview	Funding	Fees
	<p><b>DNR's Lands and Minerals Division:</b> Manages mining on federal trust lands.</p> <p><b>DNR's Parks and Recreation Division:</b> Manages all recreation except State Forest Lands.</p>		<p>developed) with a focus on dispersed recreation.</p> <p><b>State parks</b> provides various highly developed facilities ranging from golf courses to cabins. In state parks on trust lands, the state has purchased and transferred the specific land of the park to state parks.</p>		
<b>MONTANA</b>	<p><b>Department of Natural Resources and Conservation (DNRC):</b> Manages federal trust lands, forestry, water resources, oil and gas.</p>	Federal trust lands — 5.1 million	<p>People can get a recreational use license allowing them to access state lands. Recreation includes: camping (developed sites), hiking, hunting and fishing. Groups of recreationists and overnight horse campers must get a special use license. Revenue from fees go to the federal trusts. To meet management obligations, the DNRC may limit recreation by posting restrictions. With the exception of snowmobiles, motorized use is restricted to roads. Montana's Wildlife, Fish and Parks wardens are in charge of enforcement on the lands otherwise DNRC manages recreation on state lands.</p>	Recreation is funded solely by fees. Funds from hunting and trapping permits are divided between DNRC, F&W, & Parks	<ul style="list-style-type: none"> <li>• Access permits</li> <li>• Camping</li> </ul>

State	Agency/Department	Acres	Recreation Overview	Funding	Fees
OREGON	<b>Department of State Lands (DSL):</b> Manages federal trust lands, aquatic lands, escheat lands, and the state's Natural Heritage Program.	Federal trust lands — 770,900 (131,000 are forested)  Aquatic — 800,000	State land that is legally accessible is open to the public. Public access may be limited to protect natural resources and/or management obligations. Recreation includes: hunting, fishing, sightseeing, wildlife observation, hiking, boating, swimming, camping and picnicking.  The only developed facility and small trail system are in an estuary.	Management funds and Federal funds are used to maintain an estuary, otherwise no other funds are used for recreation.	None
	<b>Oregon Department of Forestry (ODF):</b> Manages the state's forest lands and forestry in general. Under contract with the Oregon Department of State Lands to manage 124,000 acres of forested Federal Trust Lands.	State forest lands — 780,000 Federal trust lands — 124,000 ( <i>management only</i> )	Recreation allowed in 3 state forests, which includes: hiking, camping, fishing, hunting, picnicking, horseback riding, mountain biking, and off-highway motorized vehicles (only allowed in developed and designated recreation facilities and trails). Facilities are semi-primitive in nature.  The public may access federal trust lands for hunting and dispersed camping, but no developed trails or facilities exist (to comply with obligations to the federal trust).	Timber revenue from State Forest Lands and various fees. A very small percentage of the budget relies on grants for construction and maintenance.	<ul style="list-style-type: none"> <li>• Camping</li> <li>• Parking</li> </ul>

State	Agency/Department	Acreage	Recreation Overview	Funding	Fees
<b>PENNSYLVANIA</b>	<p><b>Department of Conservation and Natural Resources:</b> manages forestry, state parks, oil and gas, and natural areas.</p> <p><b>Division of State Parks:</b> Manages land for general recreation.</p> <p><b>Division of State Forestry:</b> Manages state forest lands.</p>	State forest lands — 2.1 million	<p>Recreation on state forest lands includes: camping, hiking, picnicking, canoeing, swimming, skiing, snowshoeing, snowmobiling, mountain biking, backpacking, horseback riding, fishing, hunting, boating, golf and motorized use.</p> <p>Recreation on <b>State Parks</b> includes: hiking, boating, camping, fishing, golf, mountain biking, swimming and snowmobiling.</p>	<p><b>State Forestry</b> funds recreation through ATV and snowmobile registrations, gas taxes, timber revenue from state lands and some grants.</p> <p><b>State Parks</b> relies primarily on user fees and general allocation.</p>	<p><b>State forest lands:</b> no fees</p> <p><b>State parks:</b></p> <ul style="list-style-type: none"> <li>• Camping</li> <li>• Rental</li> <li>• Moorage</li> </ul>
<b>UTAH</b>	<p><b>Schools and Institutional Trust Lands Administration:</b> Manages federal trust lands.</p>	3.4 million	<p>The public is allowed on Federal Trust lands for hiking, fishing, camping and hunting. Motorized use is permitted on designated trails and roads areas. Developed campsites are managed by the U.S Bureau of Land Management. No specific recreation program exist; however, the state has some signage and maintenance for recreation.</p>	Part of ATV registrations funds go to pay for signs, otherwise no other funding is available	Access permit, if staying more than 15 days
<b>WISCONSIN</b>	<p><b>The Board Commissioners of Public Lands (CPL):</b> Manages federal trust lands</p>	80,000 Federal trust lands	<p>Recreation includes: hunting, hiking, bird watching, fishing, and camping. Only 5 sites are designated sites on trust lands. Horseback riding, mountain biking and motorized use are limited to designated trails which have been adopted by private organizations through licenses and easements. No formal recreation program exists.</p>	Recreation is provided primarily by public organizations who build and manage trails via agreements with CPL.	None

State	Agency/Department	Acreage	Recreation Overview	Funding	Fees
	<p><b>The Department of Natural Resources:</b> Manages forestry, aquatic lands, state parks, fish and wildlife.</p> <p><b>DNR's Forestry Program:</b> Manages state forests.</p> <p><b>DNR's Parks and Recreation Program:</b> Manages state parks.</p>	<p>State Forest Lands — 490,000</p> <p>State Parks — 156,000</p>	<p>Recreation on state parks and state forest lands includes: camping, hiking, picnicking, canoeing, swimming, skiing, snowshoeing, boating, mountain biking, backpacking, horseback riding, fishing, hunting, boating and motorized use. The state forest lands focus more on providing recreational trails with some camping, while state parks offer more developed facilities.</p>	<p>Recreation on <b>state forest lands</b> is funded through general allocation, timber revenue from state forests and property taxes with some grants being used in the past.</p> <p><b>State parks</b> are funded primarily by fees and general allocation.</p>	<ul style="list-style-type: none"> <li>• Access permit</li> <li>• Camping</li> <li>• ATV trail permit</li> </ul>

## **Recommendations from The 2002 State Parks and Outdoor Recreation Funding Task Force**

In 2002, the Washington State Parks and Outdoor Recreation Funding Task Force was formed to develop recommendations to improve the operation of state parks and outdoor recreation programs and to secure adequate funding on a permanent basis. The task force considered several state programs for their recommendations including State Parks, Fish & Wildlife and DNR.

The Task Force submitted several recommendations; however, the state legislature did not implement all of them. The following are the three recommendations the task force developed that could apply to DNR's recreation funding needs.

### **Evergreen Recreation Pass**

**Estimated annual revenue:** \$2.5- \$10 million total to state resource agencies

The Evergreen Recreation Pass would have provided a basic pass that would allow parking at State Parks, WDFW access sites and designated DNR-managed campgrounds and trail heads. The task force also recommended authorizing a "premium pass" for all participating agencies that would allow bundled services, including hunting and fishing licenses, boat launch fees, collector decals, and private sector products.

### **Conservation Futures Levy**

**Estimated annual revenue:** Up to \$18 million and flexibility to spend 25 percent on maintenance

The task force recommended increasing the conservation futures tax from 6.25 cents to 11 cents per \$1,000. Revenue from the tax is used to purchase or acquire development rights for open space, agricultural, and timber lands. The task force also recommended that local governments could be authorized to spend up to 25 percent of these fees on maintaining lands acquired through the conservation futures program.

### **Legacy Trust for Recreation and Conservation**

**Estimated annual revenue:** \$4 million realized in 2007 for DNR

Revenue for the Legacy Trust would have come from general obligation bonds. The trust would have comprised a mix of roughly 60 percent forest land, 30 percent commercial real estate, and 10 percent agriculture land. The land would be purchased from private commercial entities. After the deduction of management costs for DNR, the remaining revenues would fund public access and recreation on DNR lands and stewardship of DNR conservation areas. The task force also considered an option to encourage DNR and Fish and Wildlife to manage fish and wildlife lands to generate income consistent with habitat goals.

## Summary of online survey

As of Friday, January 16, 2009, more than 300 people had responded to our request for sharing their ideas on sustainable funding for outdoor recreation on DNR-managed lands. The following is a summary of these responses.

- Charge for events
- Increase gas tax contribution
- Parking pass
- Tax on recreation equipment similar to federal tax
- Access pass
- OHV scratch tickets
- OHV vanity plates
- Auction
- License fees for mountain bikes
- Percent of revenue generated from DNR-managed lands
- Charge for camping
- Commercial recreation
- State income tax
- Prize ride
- Become part of the Federal NW Trail Parking Permit system
- Fee to gain access into gated areas
- Collect fees form commercial guides who use DNR trails and facilities
- In act the “2007 Expedited Tax Performance Review” which would add about \$7 million to the NOVA account
- % of lottery revenue
- Special vanity license plate
- Fee for non-motorized uses similar to the ORV tab fee
- Lease out areas to organizations with the proceeds going to support organizations
- Retain a % of the money from fines collected from infractions
- Develop and sell maps to users
- Collect user fees at popular sites
- Sponsorship from corporations
- Establishment of a legacy trust (Forest Lands) where revenues are dedicated to support outdoor recreation
- Statewide bond to establish a Greenway Recreation Fund
- See advertising rights at campgrounds and trailheads
- Divert ORV/ATV non-DOT approved tire taxes to be used exclusively for ORV/ATV recreation areas
- % of tax on outdoor recreation equipment and services (Vets) go to NOVA

- Increase Sin Taxes on:
  - Lawyers
  - Sofas, TV (Encourage people to get outside)
  - Large scale areas
  - Cigarettes
  - Alcohol
- % of tax revenue from casinos dedicated to outdoor recreation
- Donations from tribes as part of their requirement to donate a % of their revenue back to the community
- % of the property tax dedicated to outdoor recreation similar to Missouri
- Require users to pay depending on level of impact
- Auction off hunting rights to DNR land
- Open bottle water plant
- Offer classes or hold special events
- Allow groups to purchase the naming/sponsorship rights to a trail or trailhead
- Rent, raffle or auction a DNR site for weekend or special event
- Increase NOVA %
- Sell DNR hats, patches, stickers, etc
- Add an access fee to timber sales
- Fees for developers that build in areas that reduce recreational opportunities
- Charge non-green tax on manufactures and users of Styrofoam and other on sustainable products
- State agencies and private business should use % of their wellness dollars to support trails
- Establish an endowment for trails at the public can donate to
- Eliminate property tax break for forest landowners and use the new revenue to support outdoor recreation
- % of the hotel/motel tax in areas that serve DNR recreation sites.