

Conservation and Recreation Vision September 2024

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Purpose

NoCo Places' Conservation and Recreation Vision articulates a shared, cross-jurisdictional approach for protecting and conserving natural and cultural resources in the Northern Colorado Front Range while providing equitable access and a quality recreation experience for current and future generations.

The Vision describes current conditions, shared values, desired future conditions, a shared management philosophy, and management strategies and activities to achieve conservation and recreation goals.

The primary audiences for this vision are the NoCo agencies; it is they who will be managing their lands to this shared vision for the region. This document provides a strategy to guide Executive Committee decisions on collective efforts implemented together through NoCo; to inform individual agencies' efforts; and inform how agencies work with each other, with NoCo partners, and with the public.

Process

The Vision builds on several years of collaborative work by NoCo partners, including research into a variety of core topics of interest for recreation and conservation in the region; dialogue on equity, diversity, and inclusion in NoCo's public lands; piloting of a variety of recreation management strategies; and education and messaging campaigns. Most recently, NoCo has conducted analysis of spatial data on biodiversity and recreation trends in the region, providing further foundation for understanding current conditions. NoCo has also conducted stakeholder focus groups to understand their values, desired future conditions, and management preferences. All of these inputs inform the Conservation and Recreation Vision. Future implementation of the Vision will continue to rely on and be responsive to learnings from adaptive management; conservation and recreation data; and stakeholder input and partnerships.

Partnership

Eight county, state, and federal public land agencies from north-central Colorado are actively collaborating on ways to address the challenges that the mountains and foothills in this region face from high visitation and a growing population. We are committed to sustainable solutions, equitable actions, and beneficial land management practices for the long-term conservation of Colorado's public lands and the quality of visitor experiences.

NoCo Places Participating Public Land Agencies

- U.S. Forest Service, Arapaho & Roosevelt National Forests and Pawnee National Grassland
- Colorado Parks & Wildlife, Northeast Region
- National Park Service, Rocky Mountain National Park
- **Boulder County**
- Clear Creek County
- Gilpin County
- **Jefferson County**
- Larimer County

In addition to the eight land management agencies, NoCo Places has a standing NoCo Partners group that engages recreation and conservation interests from public and private sectors and guides the Executive Committee's decision-making. They provided important input into the development of this vision.

Current Context and Conditions

Those who live and play in the Northern Front Range of Colorado know it is a beautiful and special place, and it is wonderful that so many people want to be outdoors in Colorado. We have stunning landscapes, biodiversity, unique recreation opportunities, and special places with cultural and community values. All of this is worth protecting, as is the ability of everyone to enjoy these assets.

Shared Values in the NoCo Region

Diverse NoCo stakeholders underscore the importance of the region's natural and cultural resources and what they provide:

- **Diversity of Recreation Experiences & Ecosystems**
- Improved Social-Emotional Health & Connection to Nature
- Proximity & Ease of Access to Recreation Opportunities
- **Quiet Spaces**
- Wildlife-Viewing Opportunities

However, we are at risk of losing what makes Colorado a special place. From 2020-2021, 73% of Colorado's population growth was along the Front Range. Our growing population is straining the capacity of our public lands, with an expected one million more people living along the Front Range by 2040. Too many people in one area can negatively impact wildlife and natural resources, and visitor conflict impacts the visitor experience. Even as we move past the COVID-19 pandemic years, visitation to state parks remains higher than pre-pandemic levels at around 18.2 million a year, versus just under 15 million in 2019.

Wildlife interactions with people are becoming more common. People's needs, wants, and desires are much different now than they were in the 1960s and 1970s, the last time recreation planning was undertaken in some areas of the Northern Front Range.

Climate change is also altering the environment of the Front Range. It is at more risk of extreme fire, flooding, and drought, and our ecosystems are stressed as a result. We need to protect our ecosystems because healthy ecosystems protect against threats from extreme climate events. A big part of protecting our ecosystems is how we experience and use the land, which recreation plans can help address.

Addressing all of these challenges requires a cross-jurisdictional, landscape approach. This is the approach taken by NoCo Places.1

¹ For more on the story of NoCo Places and the NoCo region, visit this ArcGIS StoryMap.

Shared Concerns in the NoCo Region

Diverse NoCo stakeholders underscore shared concerns for the NoCo region:

- Biodiversity, Wildlife Habitat, Ecosystem Health, & Climate Change
- Capacity of Land Management Agencies
- **Equitable Access & Inclusivity**
- Stewardship & Etiquette; Visitor Crowding & Visitor Conflicts

NoCo Places Mission

NoCo Places collaborates to protect and conserve natural and cultural resources while providing equitable access and a quality recreation experience for current and future generations.

Desired Future Conditions

Land managers and the public share a common vision for the future of the NoCo region, which includes:

- Ecosystems: Landscapes and biodiversity are conserved, restored, and climate resilient.
- Experiences: Outdoor opportunities are high-quality and inclusive of diverse visitors.
- Sustainability: Management balances environmental, social, and economic needs.
- **Stewardship:** Visitors care for lands, honor rules, and are courteous of each other.
- **Diversity:** Cultures and histories are valued and celebrated.
- Collaboration: Managers, partners, communities, and the public work together.

NoCo Places Goals

To achieve desired conditions, NoCo Places focuses on the following goals for conservation and recreation.

Conservation: NoCo protects and conserves natural and cultural/heritage resources in the NoCo region

- Increasing conservation and restoration efforts. Increasing the amount of conserved and/or restored land, and protecting the land that is already conserved and/or restored.
- Integrating conservation and recreation planning. Supporting outdoor recreation and visitation in areas best suited for that activity.
- Inspiring a stewardship ethic. Instilling an outdoor stewardship ethic among visitors and recreationalists that promotes an awareness of their impact on the land and wildlife, reduces those impacts by educating them on how they can mitigate or manage them, and creates a personal sense of ownership, responsibility and pride in better protecting those resources.
- Increasing funding for land management. Building community support for increased funding for public land management, and exploring opportunities and mechanisms for sharing financial resources across jurisdictions in the NoCo region.

Recreation: NoCo provides equitable access and a quality recreational experience to NoCo residents and visitors by:

 Providing quality outdoor opportunities. Ensuring that the region continues to provide and support a wide range of quality outdoor experience opportunities.

- Improving visitor experiences. Improving the quality of the visitor experience, particularly in areas facing the greatest threats from overuse and congestion, through management approaches, education, more effective infrastructure, and other means.
- Increasing equity and inclusion. Increasing the visitation by historically underrepresented communities and ADA/ABA communities.
- Reducing conflict and increasing safety. Reducing conflict and promoting compatibility among visitors and recreational use types, and increasing the safety of outdoor experiences.

Shared Management Principles

A variety of management tools and strategies can be used to achieve NoCo's desired future conditions and conservation and recreation goals, with many site-specific considerations necessary to determine the best management approach. With increasing visitation pressuring both conservation and recreation resources, one thing is clear for a wide range of stakeholders and land managers: the status quo of management is no longer sufficient.

Forward thinking, shared management principles can establish and guide future management of the NoCo region, bringing consistency to how the region is managed without compromising agency- and site-specific considerations. Wildlife and visitors do not distinguish between land management jurisdictions and boundaries; these shared management principles are therefore intended to support consistency in reaching conservation and recreation goals at a regional, landscape scale.

The shared management principles below connect current and anticipated future management trends in the region with desired future conditions. Many of these principles are already being applied by land managers in the NoCo region. New, however, is the collaboration that NoCo enables – these principles are articulated and supported on a landscape and multi-jurisdictional scale. Understanding that a land use action in one jurisdiction (e.g., county, state, or federal) may have regional ripple effects, these principles highlight the need for a collaborative, multi-agency, and regionwide view of conservation and recreation.

This section helps articulate and elevate shared principles throughout the region. They can be used to help communicate the consistent ways in which land managers strive to achieve NoCo's mission and desired future conditions. Programs and projects can be evaluated against these principles to ensure alignment with NoCo, and the principles can also be used to create a regionwide and landscape scale approach to conservation, recreation, and overall land management.

Desired future conditions and shared management principles below are not presented in any particular order, nor in any order of priority.

In the Future, Visitors and Residents Can Expect:

Ecosystems: Landscapes and biodiversity are conserved, restored, and climate resilient.

- Management of our lands, watersheds, ecosystems, and biodiversity includes conservation and restoration activities that maintain and improve environmental health and resilience at a regional and landscape scale.
- Natural resource management is both proactive and responsive to climate change and its
- Natural resource management is informed by data, knowledge, and coordination between agencies and partners on habitat connectivity and resilience, biodiversity, and wildfire risk.
- Integrated forest health, grassland, and shrubland management tools are important for sustainably managing our environment. The beneficial use of integrated tools (e.g., prescribed fire, silviculture, sustainable biomass, vegetation and weed management, restoration, etc.) is understood by, supported by, and conducted in partnership with stakeholders and the public.
- Land acquisition, conservation, and restoration efforts are prioritized according to the greatest positive impact to and protection of areas with high biodiversity values. The connectivity and

- resilience of habitats are preserved and enhanced, while net loss of habitat and biodiversity are reduced and reversed.
- Conservation and restoration priorities consider opportunities for improved human health, whether through direct access to nature and/or through access to the benefits of ecosystem services including clean air and water.
- Working agricultural lands are managed and sustained in support of biodiversity and ecosystem health.

Experiences: Outdoor opportunities are high-quality and inclusive of diverse visitors.

Principles

- Regionwide access to recreation opportunities easily connect people to the outdoors and offer experiences inclusive of a wide range of visitors to public lands.
- Access to recreation opportunities include close-to-home recreation experiences, regionallyconnected recreation, and local and regional transportation solutions.
- Recreation opportunities welcome and recognize an expanded, culturally competent understanding of what 'outdoor recreation' and 'outdoor experiences' mean to diverse groups of people.
- Recreation opportunities are improved and/or increased to meet the needs of visitors of all ages, all abilities, and historically underrepresented communities.
- Land management and planning considers and is responsive to changing and/or emergent recreation and outdoor experience trends, preferences, and expectations.
- Recreation opportunities will be increasingly managed in the NoCo region according to 'visitor use zones' that offer a variety of developed (i.e., frontcountry) and undeveloped (i.e., backcountry) experiences with specific expectations for visitation density in each zone.
- Partnerships with the private and non-profit sector are leveraged to enhance the quality of and access to recreation opportunities.

Sustainability: Management balances environmental, social, and economic needs.

- Recreational access is planned and managed with impacts to wildlife and biodiversity in mind; draws from the best available data, knowledge, and practices; emphasizes impact avoidance; and employs minimization and mitigation techniques.
- Land management proactively considers and adaptively addresses the impacts of recreation on visitor management, infrastructure, local communities, and adjacent public land – including environmental, social, and economic impacts from increased visitation.
- Land management and planning considers the impacts of recreation to climate change, including stressors to the environment and the carbon footprint of travel to recreation opportunities.
- Land management and planning considers the impacts of climate change including fire, flood, and drought – to recreation, infrastructure, and conservation and restoration priorities.
- Recreation is managed with the understanding that sustaining high-quality outdoor opportunities and experiences requires the conservation and restoration of high-quality outdoor environments – and that the sustainability of high-quality outdoor environments requires thoughtfully designed and managed recreation.
- A regional approach to sharing and understanding data helps inform all agencies in their decision-making abilities and helps drive regional decisions for conservation and recreation.
- Emphasis is placed on maintaining, enhancing, repurposing and/or redesigning existing infrastructure before creating new infrastructure and recreation amenities.

- Congestion and visitor conflicts from recreation are thoughtfully addressed through infrastructure design, enforcement, transportation, education, and access strategies that include consideration of social and environmental carrying capacities.
- The development of new outdoor recreational opportunities and infrastructure, and/or land acquisition for outdoor recreational purposes, are considered with regionwide and local visitor demand, carrying capacities, and ecosystem/wildlife impacts in mind.
- The acquisition and/or management of properties for conservation purposes are considered for their ability to support healthy people and communities (e.g., clean air and water).
- Education, enforcement, and engineering approaches are used to advance the sustainability of recreation and minimize impacts, especially at high-use sites.

Stewardship: Visitors care for lands, honor rules, and are courteous of each other.

Principles

- Connecting people to the outdoors through access to recreation opportunities and education inspires a stewardship ethic and support for conservation.
- Stewardship education helps visitors to public lands understand the importance of high-quality environments on high-quality recreation experiences, and the importance of stewardship behaviors in sustaining both.
- Recreation opportunities are communicated with clear and consistent language regionwide and are accompanied by education on outdoor ethics and preparedness. Common messaging tools such as Leave No Trace are used across the agencies.
- Increased and consistent, multi-agency messaging supports visitors' stewardship ethics, etiquette, safety, and preparedness - placing emphasis on the message rather than the land management jurisdiction.
- Regionwide messaging focuses on planning ahead and understanding the recreation opportunities and requirements across land management jurisdictions.
- A stewardship ethic is cultivated through an evolving and coordinated landscape of information apps and data, with emphasis on sources that provide official and trusted information from land management agencies.
- Partnerships with the private and non-profit sector are leveraged to support visitor stewardship and education.

Diversity: Cultures and histories are valued and celebrated.

- Land management ensures that cultural resources, historic sites, and prehistoric sites are conserved and protected.
- Opportunities are maintained, cultivated, and enhanced for Tribal and Indigenous cultural and traditional access to public lands.
- Indigenous Knowledges are respectfully engaged in cultural and natural resource management; Tribal sovereignty is acknowledged.
- The story of north central Colorado's natural and cultural resources includes recognition and celebration of the region's diverse peoples and histories.
- A range of recreation experiences are provided regionwide that are welcoming, inclusive, and designed for visitors of diverse backgrounds, experiences/skills, languages, identities, and cultures.
- Land management and planning proactively engage diverse partners including through diverse representation within NoCo itself – and appropriately engage and consult with Tribal and Indigenous communities.

Collaboration: Managers, partners, communities, and the public work together.

- Capacity and funding needs for land management agencies are identified to meet the needs of NoCo's people and landscapes.
- Partnerships between agencies and the private/non-profit sector are leveraged to support the capacity needs of land management agencies. These partnerships are also leveraged to support policy and funding opportunities.
- Multi-agency projects achieve shared goals across jurisdictions and consider trade-offs, opportunities, and impacts to neighboring jurisdictions and communities.
- Collaborative management strategies across agencies, the public, and private/non-profit sector partners are deployed as appropriate for improved outcomes and mutual trust; collaboration and engagement occur during both the planning and implementation phases of projects.

NoCo Strategies and Action Plan

To support achieving its goals and desired future conditions, NoCo focuses on the following key **strategies** in the region:

- Collective resource center: sharing information, solutions, and resources between members to inform the ARP Forest Plan and other relevant plans.
- Education/communications entity: providing consistent messaging at a regional scale, increasing the effectiveness of a regional voice.
- Implementing entity: initiating collaborative conservation efforts and multi-agency pilot projects to test novel solutions to regional issues and support the capacity of members through shared projects.
- Internal and external relationship builder and influencer: building relationships within and between agencies and communities; being a coordinator for policy conversations.

For NoCo to implement the key strategies, the following actions have been defined. This section of the conservation and recreation vision will be updated over time as tasks are completed or modified and new tasks identified.

Key Strategy	Short Term Actions (1-2 years)	Mid Term Actions (2-5 years)
Collective resource center	 Spatial data Advance the awareness and use of spatial data for integrated conservation and recreation planning: Facilitate training and information sharing for NoCo agency staff and NoCo Partners on spatial data developed for NoCo (e.g., Conservation Summary and mobile data) Share best practices among NoCo agency staff and NoCo Partners for use of different data Conduct a regionwide inventory of key recreation facilities and amenities Share information about data being used/analyzed outside the region (e.g., White River NF analyses, NoCo agency-specific data sources and uses) Use spatial data in multi-agency project planning 	 Update spatial data along with the new CNHP biodiversity surveys (e.g., Clear Creek and Gilpin counties, etc.) Potentially add more mobile data sites for analysis Facilitate ongoing trainings and information sharing Facilitate ongoing use of spatial data in planning Explore creating and applying common definitions for management zones (e.g., backcountry/front country)
	Cultural resources; Tribal and Indigenous engagement Develop a regional understanding of NoCo's cultural landscape and how to best conduct cultural resource management. In partnership with appropriate Tribal and Indigenous rights holders: • Share and implement best practices for Tribal and	Cultural resources ■ Adapt and customize statewide resources and frameworks for Tribal and Indigenous engagement for regional relevance

Key Strategy	Short Term Actions (1-2 years)	Mid Term Actions (2-5 years)		
	 Indigenous engagement and cultural resource management; use forthcoming Colorado's Outdoors Strategy framework as a starting point Develop a regionwide land acknowledgement, maps, tools, and interpretive content that can be used in signage, interpretation, and storytelling about NoCo's cultural landscape Provide regionwide training to NoCo partners regarding Tribal traditional and cultural access to public lands Develop a shared forum for Tribal and Indigenous engagement and consultation to reduce and streamline requests and burden on Tribes 			
	 Equity, diversity, and inclusion Ensure the long-term function of NoCo's interagency EDI working group to share best practices and resources for access to and inclusion in public lands, and to pursue share opportunities for increasing EDI in the NoCo region Share best practices and resources and pursue shared opportunities with additional private/non-profit and community partners as appropriate Integrate EDI principles, practices, and considerations into all strategies and actions for conservation and recreation regionwide 			
Education/ communications entity	Common messaging campaigns Continue regular, regionwide messaging campaigns with key topics including: Forest health and fire Tribal and Indigenous history and other lesser told narratives about the region Timed entry (consider a shared platform to access information on timed entry systems used across the region) Celebrate and elevate work already being done across the region Continue to work with partners and leverage their communications networks Ensure thoughtful coordination of messaging on media platforms and press; pursue methods to gain more awareness of the organization			
	Quarterly & Annual reports to tell the NoCo story			
	Interpretation and storytelling Develop a project concept and seek funding for a data driven, multi-agency, multilingual project on consistent messaging, interpretation, and signage content for hotspots and closure areas: • Offer common content (collective resources): • Common stewardship messaging • Tribal/Indigenous history and cultural resources	Interpretation and storytelling Secure funding and commence project implementation for previously described project concept		

Key Strategy	Short Term Actions (1-2 years)	Mid Term Actions (2-5 years)
	 The role of fire and its importance to the landscape Explore which languages and key topics/messages are most important for different, diverse audiences 	
Implementing entity	Volunteer strategy Create a multi-agency volunteer strategy to coordinate and leverage capacity that considers:	Volunteer strategy Implement, manage, and adapt the shared volunteer strategy
	 Unauthorized trails Develop shared principles for the management of unauthorized trails, including how to engage with and streamline USFS processes Identify priority trails (using spatial data overlays from conservation and mobile data) for closure/restoration and/or adoption; create a collective project proposal between NoCo members Seek grant funding to address unauthorized trails 	Unauthorized trails Implement priority projects for closure/restoration and/or adoption Coordinate support for unauthorized trail closures on federal lands
	Camping and dispersed camping ■ Evaluate the appropriate scale (regionwide vs. statewide) and relevant regionwide roles and opportunities for a coordinated camping/campsite management strategy for the NoCo region, including coordinated messaging around opportunities (primitive, hook up, etc.) and/or reservation systems ■ Explore shared opportunities to address dispersed camping	Camping and dispersed camping As relevant, implement a shared camping strategy (may include coordinated reservations, coordinated communications about opportunity types, etc.)
Internal and external relationship builder and influencer	Policy outreach Promote NoCo principles through shared County resolution Conduct outreach to elected county, state, and federal officials after the November 2024 elections; ensure common messaging is ready and anchored in future conditions and relevant actions to achieve them (as described in this	

Key Strategy	Short Term Actions (1-2 years)	Mid Term Actions (2-5 years)
	 document) Ensure shared regional awareness of ongoing, relevant legislation Coordinate support for relevant public lands legislation and policy advocacy, as applicable and allowable based on each agency's rules 	
	Field tours • Tour NoCo jurisdictions to see challenges and solutions on the ground	
	 Wildfire outreach ■ Begin engaging with the NoCo Fireshed group to explore opportunities for leveraging and enhancing the effectiveness and coordination of both groups' efforts 	
	 Develop a coordinated process for shared, multi-agency grant applications and projects for communications, data, and implementation. Identify priority, multi-agency project needs that NoCo can collectively support/recommend for funding based on their regional importance and relevance to NoCo's desired future conditions and shared management principles. Coordinate shared invoicing solutions for and beyond land management, including shared contracts and regionwide transit solutions. 	
	Funding sources ■ Scope funding options for NoCo (possible MENV capstone or consulting project)	Funding sources ● Pursue funding options to support NoCo's regional conservation/recreation activities (e.g., lodging tax, special district models, common rec use fee, etc.)
Internal operations	Identify future leadership and organizational structure and staffing (e.g., 501c3, etc.)	

NoCo Places Core Principles

Addressing growth and its impacts requires a systemic change in the way public lands are managed. It requires an approach that is:

Based on a shared vision of ecosystems, experiences, sustainability, stewardship, diversity, and collaboration.

Focused on addressing issues and needs that are critical to protecting Colorado's mountains, including watershed health, wildlife management, and ensuring access for all utilizing a thoughtful and deliberate approach.

Collaborative – Federal, state and local governments must work together to identify ways they can cross bureaucratic boundaries to more effectively and efficiently allocate and share resources.

Holistic – This is a challenge for more than just public land managers. Other diverse interests whose decisions have an impact on the number of people visiting our public lands must also be involved in developing solutions: conservation, transportation, tourism, economic development, and many others.

Inclusive – The effort to create solutions and the solutions themselves must incorporate and reflect the perspectives and interests of our state's diverse populations, including a diversity of age, abilities, race, gender, socio-economics, geography, religion, and philosophy.

Proactive and Deliberate - Constrained resources at the federal, state and local levels have resulted in a reactive approach to land management. To protect our mountains, we need a strategy that is proactive and deliberate.

Adaptable – We can't predict what Colorado will look like in the future or how recreational demands may change. We need an approach that is adaptable and iterative over the long-term so it can manage for this uncertain future.

Financially Sustainable – This approach must identify new ways to provide the necessary funding to support the critical investments needed to conserve Colorado's wildlife, sensitive habitats, recreational opportunities, and outdoor way of life.



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