



# STORM

Sustainable Tourism & Outdoor  
Recreation Management

March 2024

# STORM Initiative Vision

Lake county's vibrant and sustainable outdoor economy is a result of diverse community voices coming together with a vision of shared stewardship that promotes a healthy natural environment.



# Key Stakeholders



Name	Role
Sarah Mudge	Board of County Commissioner, Wildfire Council, Water Council, LCOSI
Adam Ducharme	Tourism Director, EDC Board Member
Kayla Marcella	Lake County Commissioner, EDC Board Member
Adam Beh	Parks, Recreation, and Open Space Director (Lake County Government)
Jane Schaefer	Open Space Deputy Director (Lake County Government)
Bryce Ehrlich	Deputy Director of Community Planning and Development (Lake County Government)
Tamira Jenlink	EDC Director, Leadville Race Series Director
Sterling Mudge	Executive Director of the Cloud City Wheelers
Patrick Mercer	Leadville District Ranger (U.S. Forest Service)
Jim Fioreli	Leadville Recreation Ranger (U.S. Forest Service)
Kate Demorest	Leadville Recreation Ranger (U.S. Forest Service)
Glenn Cottone	Colorado Parks and Wildlife
Harmony Jump	Lake County Conservation District
Scott Renno	Lake County Search and Rescue Representative
Mack Koch	Lake County Search and Rescue Representative
Dana Greene	Mayor, Leadville City Representative
Laurie Simonson	Leadville City Administrator
Michael Irwin	Director of Public Works (Lake County Government)

# Collective Impact

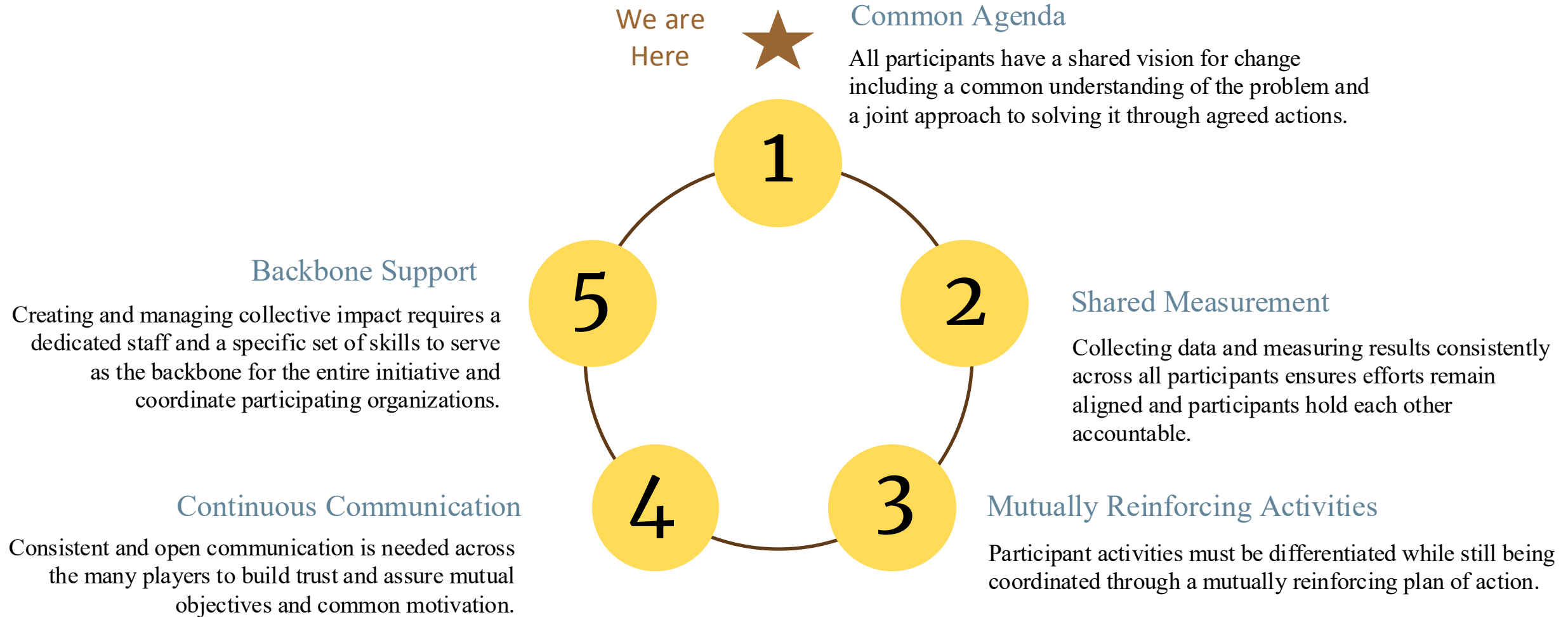


# Collective Impact

Collective Impact refers to a collaborative and structured approach involving multiple stakeholders working together to address complex social issues.



# Five Conditions of Collective Impact



# STORM Common Agenda





## Problem Statement

We are addressing a challenge in outdoor recreation management where irresponsible behavior, unsustainable use, and limited public resources affect the local community and visitors to a degree that it impacts the natural environment, lowers the quality of the user experience, and increases tension between locals and visitors.



## Community Vision

Lake County is a place where locals and visitors alike take to the outdoors and safely steward, enjoy, preserve, and protect all that our natural resources have to offer, resulting in a vibrant outdoor recreation economy.

# OUTCOMES

1

Strengthened  
Economic Vitality

2

Reduced  
Environmental Impact

3

Increased  
Public Safety

4

Infrastructure to  
Support Outdoor  
Recreation

5

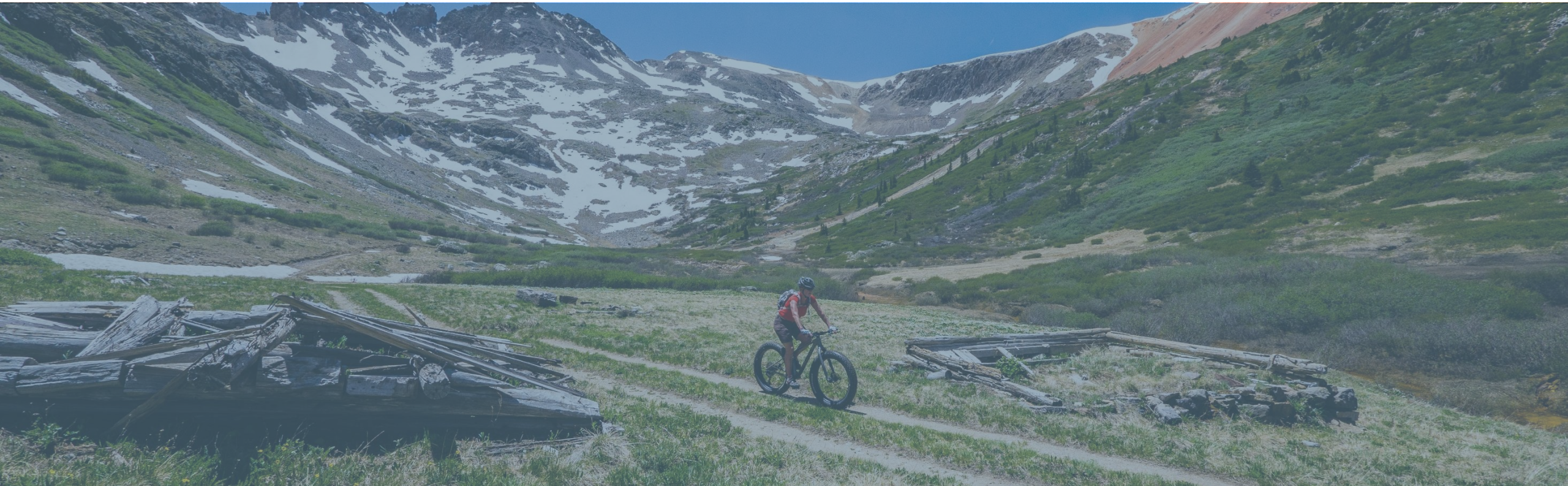
Improved Visitor  
Behavior for Responsible  
Outdoor Recreation

6

Active Community  
Involvement in Sustainable  
Outdoor Recreation

## MISSION

To achieve a sustainable outdoor recreation economy and preserve the natural environment through the collective efforts of public outreach and intentional management of available financial and human resources.



# 2026 STRATEGIES

*to deliver outcomes*

1

Foster behavioral  
and cultural shifts  
towards  
responsible  
outdoor recreation  
practices

2

Invest in the  
development and  
maintenance of  
outdoor  
infrastructure

3

Cultivate  
conservation  
and  
protection

# Next Steps

## Steering Committee

1. Review and refine strategies and initiatives
2. Select either a single strategy to initiate or a pair of complementary strategies that make sense to commence together
3. Develop Working Groups for prioritized strategies
4. Structure Steering Committee meetings

## Working Groups

1. Develop a common agenda for each strategy
2. Set clear outcomes and indicators of success, which must be developed based on data and regularly measured to track progress
3. Identify a set of strategies and actions that will collectively contribute to progress toward the initiative goal
4. Identify strategies that are both short- and long-term and assess them against a set of common criteria to ensure that the strategies are selected and sequenced in such a way as to help meet the initiative goals
5. Ensure that each strategy incorporates considerations for equitable and inclusive access to outdoor recreation, fostering a balanced and accessible environment for all members of the community and visitors
6. Structure Working Group meetings

# Appendix



# Steering Committee

Working Groups

Data Task Force

Action  
Planning  
Working  
Group 1

Action  
Planning  
Working  
Group 2

Action  
Planning  
Working  
Group 3

Action  
Planning  
Working  
Group 4

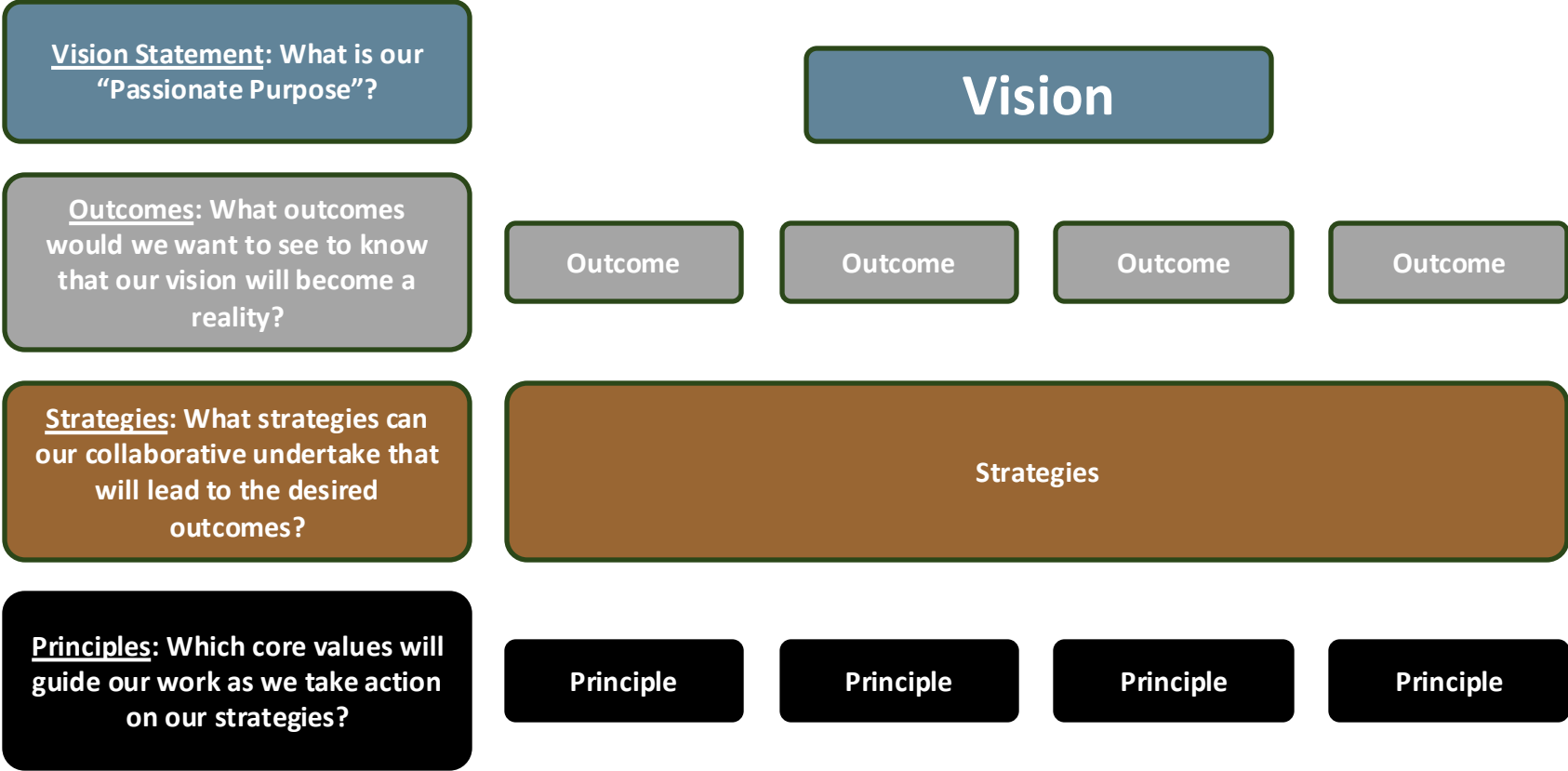
Research,  
compile,  
interpret, and  
share  
important data

*B  
A  
C  
K  
B  
O  
N  
E*

Partners & Community Members



# Common Agenda



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The Steering Committee is a group comprised of cross-sector community partners representative of the relevant ecosystem that provides strategic direction for the Collective Impact initiative and champions its work.

# Steering Committee Role

## Guidance, Vision, and Oversight

- Develop and refine Common Agenda for change, including problem statement, goal(s), and guiding principles
- Use data to inform strategy development and learning
- Track progress of work using agreed-upon indicators at Steering Committee and working group levels
- Make connections between working groups to ensure coordination and efficiency
- Interact with the backbone entity on strategy, community engagement, and shared measurement

## Leadership

- Consider how your individual organization or those in your network can align with the Common Agenda
- Serve as a vocal champion of the collective impact effort in the community

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The Working Groups are sub-groups reporting to the Steering Committee that help choose and implement strategies, engage community members, and track progress towards goals. Members are often relevant subject matter or community experts.

# Working Groups

## Strategy and Indicator Development

- Set boundaries and/or determine areas of focus for strategy development
- Review research on effective strategies (regionally and nationally)
- Use data to inform identification of common strategies and ongoing refinement
- Determine how the working group will measure progress and success

## Implementation

- Develop action plans (i.e., specific monthly tasks and who will take them on) for each strategy identified
- Coordinate activities among working group member agencies and others in the community
- Identify funding sources and local agencies to support and/or execute strategies and other resources (e.g., materials, volunteers) needed to implement strategies
- Provide progress updates to the Steering Committee and respond to their feedback

# Working Groups, Cont'd.

## Leadership

- Champion the effort broadly in the community
- Where possible, align the actions of your agency to the goals, indicators, and strategies of the working groups

# Co-chair Role

## Thought Partners

- Serve as thought partners to the backbone staff facilitating the monthly WG meetings
- Help the backbone staff make connections across the various pieces of the effort's work, represent the SC perspective during WG meetings, and share details of the WG meeting discussions back with the SC
- Contribute content expertise to the WG meeting agendas, discussions, and decisions

## Facilitation

- Contribute to the development of the agenda and content for monthly meetings
- Facilitate discussions and decision-making during WG meetings, including speaking as a “leader” of the group when the conversation might get stuck

# Co-chair Role, Cont'd.

## Leadership

- Contribute to WG member management which may include addressing a member's concern outside of a meeting or learning more about a member's role/experience as appropriate to help inform strategies
- Serve as an ambassador for the effort's work in the community

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The Backbone Organization in a Collective Impact effort both helps maintain overall strategic coherence and coordinates and manages the day-to-day operations and implementation of work, including stakeholder engagement, communications, data collection and analysis, and other responsibilities.

# Backbone Role

## Strategic Coherence

- Provide overall project strategic coherence
- Serve as a neutral convener and facilitate effective dialogues while mediating any conflict among stakeholders
- Manage data collection and analysis, and utilize measurement as a tool for ongoing learning

## Communications

- Support community engagement and build key relationships across the initiative
- Develop effective communications and advocacy agendas that create a sense of urgency for change among participants, policymakers, funders, and the public

# Backbone Role, Cont'd.

## Operations

- Maintain a full-time presence in the Initiative Name. This will initially require hiring and sustaining FTE staff member(s) with functional skills in leadership, data, facilitation, and stakeholder engagement
- Be able to fundraise to support a Backbone function

# Commitment

## Steering Committee

- Participate in-person in regularly scheduled meetings (every 4-6 weeks)
- Commit to year-long membership in the Steering Committee

## Steering Committee Co-chair

- Attend monthly 2-hour WG meetings
- Additional investment of 2-4 hours per month, depending on the workload/stage of the group

## Working Groups

- Attend monthly 2-hour meetings (potentially 1-hour after strategies are selected and implemented)
- Commit to 6-12 months of Working Group membership
- Support research and outreach between meetings as needed and agreed-upon

# Commitment, Cont'd.

## Backbone

- Attend all monthly 2-hour WG meetings
- Participate in-person in regularly scheduled Steering Committee meetings (every 4-6 weeks)
- The number of additional hours can vary significantly depending on the specific context, scope, and scale of the collective impact initiative

# Common Understanding of the Problem

Nature of the Problem	Scope of the Problem	Trends in Needs	Value and Demand	Core Issues
<ul style="list-style-type: none"> <li>- Increased usage</li> <li>- Damage to natural environment, e.g., going off trail, littering</li> <li>- An increase in less experienced people using the outdoors</li> <li>- Lack of communication of resources and tools available to people for using the outdoors</li> <li>- Lack of understanding of individuals' impact on the environment and effect on local resources/human power</li> <li>- There is a lack of awareness, desire/motivation, and knowledge to recreate responsibly</li> <li>- Mindset/perception "I'm not responsible" - disconnect from personal responsibility</li> <li>- Recreation, development, and conservation all vying for the same resources</li> <li>- A lack of clarity around the "identity" of Lake County results in a lack of prioritization of recreation, development, and conservation</li> <li>- The topography in Lake County is very diverse, so each area needs to be considered differently concerning recreation, development, and conservation</li> <li>- We do not understand the "equitable and inclusive" access to outdoor recreation for our local population</li> <li>- We are an under-resourced community in terms of budget to support outdoor recreation</li> <li>- We have not defined the limitations/regulations for outdoor recreation</li> <li>- Community involvement to instill values and motivation to set expectations for both ourselves and others in recreational behavior</li> <li>- Safety: lack of awareness of the outdoor environment and the resources for response times and process</li> </ul>	<ul style="list-style-type: none"> <li>- Year-round pressure on outdoor recreation</li> <li>- Each region has varying and specific outdoor characteristics</li> <li>- Visitation is down from pre-COVID, however demographics have shifted to less experienced recreators</li> <li>- 49% of visitors to Lake County are residents of Colorado but are potentially new to the state</li> <li>- Moral hazard economics: people think others will "save" them or be there to support - inaccurate perception of a safety net</li> <li>- Visitors and locals are in the same phase of lack of awareness and desire, however the scale is much more weighted towards visitors (2.3 million visitors versus 8000 residents)</li> <li>- Locals (outside of business owners) feel inconvenienced by visitors, and tension erupts as well as fatigue - "visitors are a burden"</li> <li>- Local community "behaving irresponsibly in the outdoors" greatly impact and influence visitor behavior; the number of locals is few, but the impact of their influence is high</li> <li>- Rescue is back to pre-pandemic levels</li> <li>- Summer has a higher proportion of irresponsible recreation</li> <li>- 70% of recreation in Lake County happens on NFS lands - laws regulate how recreation is used/managed in these areas - Federal and non-Federal constraints</li> </ul>	<ul style="list-style-type: none"> <li>- Collaborative management and promotion, agreement to gain/have access to funding</li> <li>- Varying levels of experience in recreators</li> <li>- Increased impact on the natural environment</li> <li>- The infrastructure and logistic capability are not there to support the demand</li> <li>- Increase in inexperienced and unmotivated outdoor users</li> <li>- Increase in pressure across resource management</li> <li>- Growth in awareness of DEI and the ability to affect meaningful change</li> <li>- Inconsistent federal/local funding</li> <li>- Culture and behavioral shift in the type of users and inability to counter/adapt to that trend of change</li> <li>- Crisis as a result of desire to be here and to have second/third homes</li> </ul>	<ul style="list-style-type: none"> <li>- Residents want affordable living and quality of life</li> <li>- Visitors seek continued access to open space, recreation, and lifestyle perceptions</li> <li>- Commercial providers aim for sustainable business practices</li> <li>- Public agencies aim for sustainable resources and public life</li> </ul>	<ul style="list-style-type: none"> <li>- Outdoor recreation behavior/culture</li> <li>- Trade-offs between recreation, development, and conservation</li> <li>- Equitable and inclusive access and representation</li> <li>- Outdoor recreation for Lake County is under-resourced</li> </ul>

# Desired Outcomes

Economic Vitality	Environmental Impact	Public Safety	Local Community Engagement	Infrastructure
<ul style="list-style-type: none"> <li>- Local business incomes increasing</li> <li>- Growth of PR OS department</li> <li>- The community passes a ballot measure for protection and management of natural resources</li> <li>- Adequate financial resources available for outdoor recreation management</li> <li>- Increased spending by visitors</li> <li>- Increase revenue to local groups that steward maintenance - used by visitors and locals</li> <li>- Reduce number of out commuters</li> <li>- Sales tax numbers from outdoor-oriented businesses increase</li> </ul>	<ul style="list-style-type: none"> <li>- Tundra damage recovering</li> <li>- No new user-created trails/roads</li> <li>- Reduction in dispersed camping sites</li> <li>- Improvement in wildlife habitats</li> <li>- Acreage of conservation easements increased</li> <li>- Wilderness solitude monitoring is a magnitude better across all drainages and peaks</li> <li>- Increase in sustainable elk, moose, and toad populations</li> <li>- Wildlife use of previously unused suitable habitat has increased</li> <li>- We ask for meaningful and effective mitigation of ancillary (mining) activities that impact recreation/tourism economy</li> </ul>	<ul style="list-style-type: none"> <li>- Reduced rescue calls</li> <li>- Reduction in human-triggered avalanches</li> <li>- Improved understanding of Leave No Trace (LNT) principles and behaviors for locals and visitors</li> <li>- Lower number of illegal campfires</li> <li>- Enforcement actions for illegal uses reduced by 50% over the decade</li> <li>- Number of unintended campfires responded to (LLCFD)</li> <li>- Reduced unattended fire calls</li> </ul>	<ul style="list-style-type: none"> <li>- Number of local volunteers for signature events increased</li> <li>- Stewardship volunteer hours (FOLC, USFS, etc.)</li> <li>- Advocacy group for each user group created</li> <li>- Local understanding of visitor benefits improved</li> <li>- Increased community engagement in all community events</li> <li>- Responses to public promoted - safety quizzes</li> <li>- Locals embrace events that focus on visitation. Locals play an active role in those events to shape experience and perspective</li> <li>- FOLC group (and others similar) offer wealth of volunteer resources to help partners</li> <li>- Increase access to the outdoors for traditionally unrepresented groups</li> <li>- Increase collaboration among local, state, federal, and community groups in outdoor recreation management</li> <li>- Decrease community tension in local events</li> </ul>	<ul style="list-style-type: none"> <li>- Secondary truck route/hay around town</li> <li>- Decrease complaints/tension around grocery store product availability</li> <li>- Decreased toilet usage tensions; next line, number of hours spent on trail needed</li> <li>- Development of a regional trails management plan across counties with identifiable and measurable milestones</li> <li>- Diverse recreation opportunities and spaces to meet broad user needs</li> </ul>