

**ISSUES SUBMITTAL FORM**

Date: 11/01/2024	
<b>ISSUE:</b>	<b>Should game management unit 512 be added to the over-the-counter white-tailed-only (DE048U6R) hunt code group?</b>
<b>DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):</b>	
<p>Game management unit (GMU) 512 is a unique GMU within deer data analysis unit (DAU) D50. Its boundaries are confined to the borders of the United States Air Force Academy (USAFA). The GMU is 28 square miles in size and located north of Colorado Springs and west of Interstate 25. GMU 512 is situated at the base of Rampart Range. Habitat types vary from mixed grass meadows with deciduous riparian corridors to dry-forest types with increasing slopes and high proportions of shrub species, including Gambel oak and mountain mahogany.</p> <p>Currently, there are a number of unique hunting opportunities in 512, with special restrictions for each. Each opportunity is designed to acknowledge the need for operations to continue unhindered on the military installation Academy while providing for hunter opportunity and population management. Turkey hunting is currently allowed in portions of the GMU, where hunters can hunt within designated areas or units they check into daily. Elk hunting is conducted through a voucher system, where USAFA staff draw opportunities for cow elk hunting as needs arise on the installation. Deer hunting is facilitated by United States Fish and Wildlife Service (USFWS) staff, which manage natural resource programs at the Academy. Hunters who draw the license are escorted by USAFA, USFWS, or CPW staff or volunteers, who help them navigate the property and stay within allowed hunting areas.</p> <p>Buck deer licenses for GMU 512 are in high demand. For the 2024 big game season, residents required a minimum of 11 points to draw the license, and non-residents required a minimum of 12 points. With the current deer hunting system, most hunters are focused on harvesting mule deer bucks.</p> <p>During annual deer surveys in GMU 512, CPW staff have noted an increase in white-tailed deer numbers and a subsequent decrease in mule deer. White-tailed deer populations in the GMU are focused in the eastern portion of the property, and much of the concentration is within the deciduous riparian corridors. This area also houses the Academy's airport runways.</p> <p>In 2023, USFWS staff contacted CPW with a proposal to increase white-tailed deer harvest on the property while providing additional hunter opportunities. The objective is to create a new hunting opportunity in 512, which will provide opportunities for hunters and increase white-tailed deer harvest in a manner conducive to continued standard operation on the Academy.</p> <p>Colorado Parks and Wildlife currently offers an unlimited over-the-counter rifle license for white-tailed deer in several GMUs west of I-25 in southeastern Colorado. The license is currently valid in all GMUs within DAU D-50 except for 512.</p> <p>CPW recommends adding GMU 512 to the current list of units valid under the DE048U6R hunt code. Since it is an over-the-counter license, no preference points will be required to obtain the license. In line with other hunts on the Academy, special restrictions will be in place. Language would be added to the Colorado Big Game Brochure to direct hunters to contact USAFA for more information about the hunt.</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>	
<b>*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.</b>	

**Local CPW Staff:** Area 14 District Wildlife Manager and Area Wildlife Manager have both been involved in the discussions around the preferred alternative and are in support.

**USFWS Staff:** The idea for this issue paper was initiated by the USFWS biologists and is supported by their staff at the Academy.

**Wildlife Services:** USDA Wildlife Services staff are in support of limited hunting which may help reduce the presence of white-tailed deer on or near the runways.

**USAFA Command:** The idea for an archery hunt on the Academy was first proposed by USAFA senior staff. The proposal and alternatives have been presented, and the staff is in support of the recommended alternative.

**ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):**

1. **\*Preferred Alternative\*:** Add GMU 512 to the DE048U6R hunt code group.

2. **Status quo**

<b>Issue Raised by:</b>	Ty Woodward, Corey Adler
<b>Author of the issue paper (if different than person raising the issue):</b>	
<b>CC:</b>	Corey Adler, Tim Kroening, Julie Stiver
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Brian Dreher
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	SE-Terrestrial
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>

**ISSUES SUBMITTAL FORM**

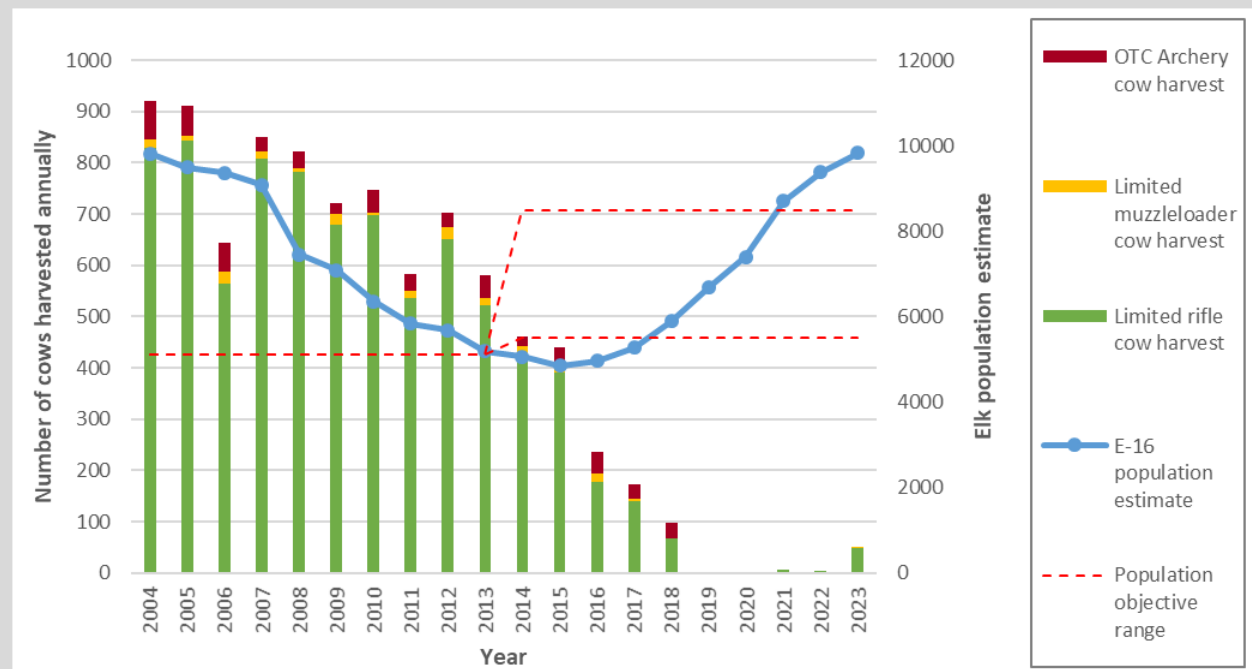
Date: 11/01/24

**ISSUE:** Should cow archery hunting opportunity be restored in elk DAU E-16 by changing the currently limited bull archery hunt code to a limited either-sex hunt code?

**DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):**

**Background:**

In 2019, in order to increase the elk population in DAU E-16 (GMUs 44, 45, 47, and 471) back into objective range, cow harvest opportunity was severely reduced through several hunt code and license quota changes: the GMUs in E-16 were removed from both the statewide either-sex OTC archery and the statewide antlerless OTC archery seasons, eliminating archery hunting for cow elk in E-16; and cow muzzleloader and rifle quotas were dropped to 10 licenses each across the DAU. Cow harvest in E-16, which in the previous decade ranged from 400-900 annually, was therefore reduced to nearly zero from 2019 through 2022 (Figure 1).



**Figure 1.** E-16 annual archery, muzzleloader, and rifle cow harvest and population estimate, 2004-2023.

As a result of several years of almost no cow harvest, the population of E-16 quickly rebounded and is now above the objective range (Figure 1). In 2023, cow rifle hunt codes in E-16 were expanded by restoring the four GMU-specific hunt codes for 2nd, 3rd, and 4th rifle seasons and the PLO rifle season in GMU 444, and un-floating the DAU-wide hunt code for 1st rifle season from the 2nd, 3rd, 4th season quotas. Quotas for these cow rifle seasons and the cow muzzleloader season were still kept very low in 2023, but given the herd's current population size relative to objective, there is room to expand cow hunting opportunity, both by increasing quotas in existing hunt codes and by adding new hunt codes for additional methods-of-take.

**Proposed changes:**

Now that E-16's population has recovered, CPW proposes to restore the opportunity to harvest cows during archery season in E-16 by changing the current limited bull archery hunt code to a limited either-sex hunt code.

An either-sex archery hunt code would provide expanded opportunity for archery hunters by allowing them to select a bull or a cow on a single license. Many hunters prefer the either-sex option for greater odds of success, but overall they still preferentially harvest relatively more bulls than cows. When the statewide over-the-counter archery license was valid in E-16 before 2019, the harvest in E-16 from the either-sex tag was 76% bulls and 24% cows (long-term average from 2003-2018).

Converting the E-16 archery season from bull-only to either-sex is primarily meant to expand hunting opportunities for this method of take. Cow harvest from the archery season is not expected to drive the population trajectory, so over-harvest of cows during this season is not anticipated to occur. Both hunter crowding and cow harvest numbers can be managed since archery licenses would be limited and quotas can be adjusted annually, as needed.

**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:**

**\*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED\*.**

Informal conversations with local outfitters and archery hunters indicated that people were supportive of expanding archery hunting opportunities in E-16 to include cow harvest.

Additional outreach has been conducted through a survey that was posted to the CPW Engage page and distributed at Northwest Area offices and by District Wildlife Managers around the Northwest Region.

**ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):**

**1. Alternative 1 (Preferred):** Establish a new either-sex, List A archery hunt code, EE044O1A, valid DAU-wide within E-16 (GMUs 44, 45, 47, 444). Remove hunt code EM044O1A, as the either-sex hunt code would replace the current bull hunt code.

**2. Status quo:** Maintain the bull-only hunt code EM044O1A and do not open any cow archery hunting opportunity in E-16.

<b>Issue Raised by:</b>	Julie Mao (Terrestrial Biologist, Area 8); Kurtis Tesch, Peter Boyatt, Layton Stutsman, Devin Duval (DWMs, Area 8)	
<b>Author of the issue paper (if different than person raising the issue):</b>		
<b>CC:</b>	Brad Banulis (NW Senior Terrestrial Biologist), Matt Yamashita (AWM, Area 8)	
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Travis Black (NW Regional Manager)	
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>	
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>	
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	Terrestrial	
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>	
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>	

**ISSUES SUBMITTAL FORM**

Date: 11/01/24	
<b>ISSUE:</b>	<b>Should general list B antlerless elk licenses be converted to list A licenses in northwest elk DAUs below population objective?</b>
<b>DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):</b>	
<p>The 2023 post-hunt population estimate for Rocky Mountain elk (<i>Cervus elaphus</i>) in the Northwest Region of Colorado totaled 115,390, down significantly from the peak population estimates of over 170,000 elk in the early 2000s. The elk populations in NW Colorado have been relatively stable over the last 10 years; however, the winter of 2022-2023 severely impacted populations in the NW part of the NW Region to the point that some of the historically largest herds in Colorado are now below objective. The final draft of the NW Elk Herd Management plans document went to the Commission for approval on August 22, 2024. At this time, four herds are currently below objective, E-2 (Bear’s Ears), E-6 (White River), E-7 (Gore Pass), and E-13 (Williams Fork).</p> <p>To address the elk populations being below objective, antlerless licenses have been reduced significantly, and in some of the populations that are below objective, hunt codes are at the minimum quota. To further manage antlerless harvest, CPW proposes converting antlerless licenses from List B to List A for all methods of take, except for private land only licenses. This will also remove the option of the list B OTC antlerless archery license. Historically, antlerless licenses have been list B while elk populations were high to ensure that licenses could be sold and harvest objectives met. Since these elk populations are below objective and antlerless quotas are small, most antlerless licenses within these herds are going in the draw. Furthermore, private land only licenses will still remain list B, to maintain the opportunity to maintain pressure and harvest on private lands to minimize game damage and elk refuging on private lands.</p> <p>When the elk populations are back at, or above objective, and antlerless licenses are selling as leftovers, CPW will evaluate converting antlerless licenses back to list B.</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>	
<b>*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.</b>	
<p>Outreach has been conducted through conversations with stakeholders as well as a survey that was posted to the CPW Engage page and distributed at Northwest Area offices and by District Wildlife Managers around the Northwest Region.</p>	
<b>ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):</b>	
<p><b>1. *Preferred Alternative*:</b> Convert all general antlerless hunt codes to List A from List B and remove the over-the-counter antlerless list B archery option in DAUs E-2 (GMUs 3, 4, 5, 14, 214, 301, and 441), E-6 (11,12, 13, 23, 24, 25, 26, 33, 34,131, 211, and 231), E-7(GMUs 15 &amp; 27), and E-13(28, 37,and 371).</p> <p><b>W-2 #205- Annual Bag Limits and Maximum numbers of licenses per person</b></p> <p>2. Elk</p> <p>b. Two licenses - A hunter may obtain two elk licenses if at least one of them is</p> <p>3. an antlerless license, except for Ranching for Wildlife license, issued for GMUs 1, 2, <del>3, 4, 5</del>, 6, 10, <del>11, 12, 13, 15</del>, 16, 17, 18, 21, 22, <del>23, 24, 25, 26, 27, 28</del>, 30, 31, 32, <del>33, 34, 37</del>, 38, 40, 41, 42, 43, 50, 52, 82, 85, 86, <del>131</del>, 133, 134, 140, 141, 142, 161, 171,181, 201, <del>211, 231, 301, 371</del>, 411, 421, 431, <del>441</del>, 471, 500, 501, 512, 682, 691, 791, 851, or 861,</p>	

See list of hunt codes below.

**2. Status quo**, antlerless hunt codes remain list B and list B OTC antlerless archery licenses still available in DAUs E-2, E-6, E-7, and E-13.

<b>Issue Raised by:</b>	Johnathan Lambert, AWM, Kris Middledorf, AWM, Kirk Oldham, AWM, Jeromy Huntington, AWM, Matt Yamashita, AWM, Brad Banulis, NW Senior Biologist	
<b>Author of the issue paper (if different than person raising the issue):</b>		
<b>CC:</b>	Travis Black, NWRM, Garrett Watson, DRM	
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Travis Black	
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>	
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>	
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	Terrestrial	
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>	
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>	

Year	DAU	Valid GMUs	Hunt Code	In List	2024 Total Quota
2024	02	3,301	EF003L1R	B	10
2024	02	3,301	EF003O1M	B	10
2024	02	3,4,5,214,301,441	EF003O1R	B	10
2024	02	3,301	EF003O2R	B	10
2024	02	3,301	EF003O3R	B	10
2024	02	3,4,5,301,441	EF003O4R	B	10
2024	02	4,5,441	EF004O1M	B	10
2024	02	4,441	EF004O2R	B	10
2024	02	4,441	EF004O3R	B	10
2024	02	5	EF005O2R	B	10
2024	02	5	EF005O3R	B	10
2024	06	11	EF011L1R	B	10
2024	06	11,13,131,211	EF011O1M	B	100
2024	06	11,12,13,23,24,33,131,211,231	EF011O1R	B	250
2024	06	11,211	EF011O2R	B	250
2024	06	11,211	EF011O3R	B	250
2024	06	11,12,13,23,24,211	EF011O4R	B	250
2024	06	12,23,24	EF012O1M	B	100
2024	06	12,13,23,24	EF012O2R	B	250
2024	06	12,13,23,24	EF012O3R	B	250
2024	06	13	EF013L1R	B	50
2024	06	25,26,34,231	EF025O1M	B	150
2024	06	25,26,34	EF025O1R	B	150
2024	06	25,26	EF025O2R	B	125
2024	06	25,26	EF025O3R	B	50
2024	06	25,26	EF025O4R	B	25
2024	06	26	EF026L1R	B	10
2024	06	23,24,33	EF033O1M	B	100
2024	06	33	EF033O2R	B	400
2024	06	33	EF033O3R	B	200
2024	06	33	EF033O4R	B	50
2024	06	34	EF034O2R	B	10
2024	06	34	EF034O3R	B	10
2024	06	34	EF034O4R	B	10
2024	06	131	EF131O2R	B	75
2024	06	131	EF131O3R	B	35
2024	06	131	EF131O4R	B	10
2024	06	211	EF211L1R	B	10
2024	06	231	EF231O2R	B	125
2024	06	231	EF231O3R	B	50

2024	06	231	EF231O4R	B	25
2024	07	15,27	EF015O1M	B	75
2024	07	15	EF015O1R	B	135
2024	07	15	EF015O2R	B	480
2024	07	15	EF015O3R	B	320
2024	07	15	EF015O4R	B	100
2024	07	27	EF027L1R	B	100
2024	07	27	EF027O1R	B	50
2024	07	27	EF027O2R	B	240
2024	07	27	EF027O3R	B	150
2024	07	27	EF027O4R	B	90
2024	13	28,37	EF028L1R	B	10
2024	13	28,37,371	EF028O1M	B	50
2024	13	28,37	EF028O1R	B	120
2024	13	28,37	EF028O2R	B	280
2024	13	28,37	EF028O3R	B	305
2024	13	28,37	EF028O4R	B	375
2024	13	371	EF371L1R	B	10
2024	13	371	EF371O1R	B	45
2024	13	371	EF371O2R	B	95
2024	13	371	EF371O3R	B	95
2024	13	371	EF371O4R	B	100

**ISSUES SUBMITTAL FORM**

Date: 11/01/24	
<b>ISSUE:</b>	<b>Should a local drawing limit regular-season hunt participation in Baca National Wildlife Refuge?</b>
<b>DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):</b>	
<p>After many years of working with the United States Fish and Wildlife Service (USFWS) to reinstate public hunting for elk on the national wildlife refuges in the San Luis Valley, the USFWS Ungulate Management Plan was approved, and hunts began. Hunts on all refuges, including Alamosa, Baca, and Monte Vista, were managed through a local drawing for a USFWS access permit provided to hunters already properly licensed for the Game Management Unit within each respective refuge lies.</p> <p>In 2018, access to the Baca National Wildlife Refuge (BNWR) was changed from a local draw permitting process to a permit-free zone. Consequently, any properly licensed hunter could access the refuge to pursue elk without an access permit.</p> <p>This past winter, USFWS determined that CPW was violating the terms of their plan, as limited hunting was the approved method on SLV refuges and was intended to help increase harvest and maintain a quality hunting experience for hunters.</p> <p>USFWS has requested that CPW help them abide by the provisions of their plan and return to a limited-access hunt during the regular hunting seasons. They have other mission-related reasons for asking. These are only ancillary to CPW needs, so they are not mentioned here.</p> <p>The local CPW managers support returning to limited access for BNWR hunting opportunity since unlimited access has not provided the level of harvest CPW had hoped for and has increased conflicts.</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>	
<b>*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.</b>	
<p>External publics impacted are the USFWS, hunters, wildlife viewers, and nearby residents in the town of Crestone and the Crestone Subdivision.</p> <p>Internal parties are Area 17 DWM's, AWM, and the terrestrial biologist.</p>	
<b>ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):</b>	
<p><b>1. *Preferred Alternative*:</b> Include Baca National Wildlife Refuge, Monte Vista National Wildlife Refuge, and Alamosa National Wildlife Refuge in the same regulation 257.5 C language used to allocate access permits through a local drawing:</p> <p>Regulation 257.5 C.          Units 80, 82, and 83 – San Luis Valley US Fish and Wildlife Refuge Permits          1. The United States Fish and Wildlife Service (USFWS) allows a limited number of a maximum of five (5) elk hunters to access and hunt on the Alamosa (GMU 83), Baca (GMU 82), and Monte Vista (GMU 80) National Wildlife Refuges at any one time. An This application and drawing process creates a hunter list for each season, identifying the first five (5) hunters and the position of the others on the list. USFWS and</p>	

CPW coordinate yearly to determine the maximum number of hunters that will be allowed at any one time in each refuge. The numbers decided upon are based on a number of factors including elk densities, conflicts, and behavior.

As elk are harvested, hunters from the list are given permits to hunt. To be eligible for an access permit, hunters must hold an elk license that is valid for the season and refuge for which they wish to apply. The following seasons are currently open to permitted hunting on each of these refuges:

- a. Archery;
- b. Muzzleloader;
- c. First rifle;
- d. Second rifle;
- e. Third rifle;
- f. Fourth rifle.

2. To be entered into the drawing, eligible hunters must email the following address starting the day after left-over license day: [montevista.wildlife@state.co.us](mailto:montevista.wildlife@state.co.us). Hunters will receive an automatic email response with a link to the Refuge Access Permit Application Form. Hunters must provide the following information to apply:

- a. The hunter's name, phone number and email address. The email address of another person will be accepted as long as the hunter can be contacted directly via the phone number provided.
- b. The hunter must have purchased a license that is valid for both the unit and the refuge prior to submitting the application.
- c. The hunt code for the license with which they wish to hunt.
- d. The hunter's customer identification number (CID).

Hunters will need to complete the Application Form and select the correct refuge for which their license is valid in order to be entered. Applications will be accepted for five days starting the day after the left-over license day. Permits ~~for the refuges~~ will be issued via email after a random drawing held under the direct supervision of the area wildlife manager and no later than August 25.

~~3. The Baca National Wildlife Refuge (GMU 82) is open to hunters who have purchased a valid regular season public land elk license for GMU 82. Contact the Monte Vista office for refuge specific rules and information.~~

## 2. Status quo

<b>Issue Raised by:</b>	USFWS personnel and Area 17 DWMs Leon Martinez and Brian Bechaver
<b>Author of the issue paper (if different than person raising the issue):</b>	AWM Rick Basagoitia
<b>CC:</b>	Cory Chick, SWRM; Jamin Grigg, SWSTB; Brent Frankland, Area 17 TerrBio
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Cory Chick, Jamin Grigg
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>

<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	SW Region
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>NO</b>
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>

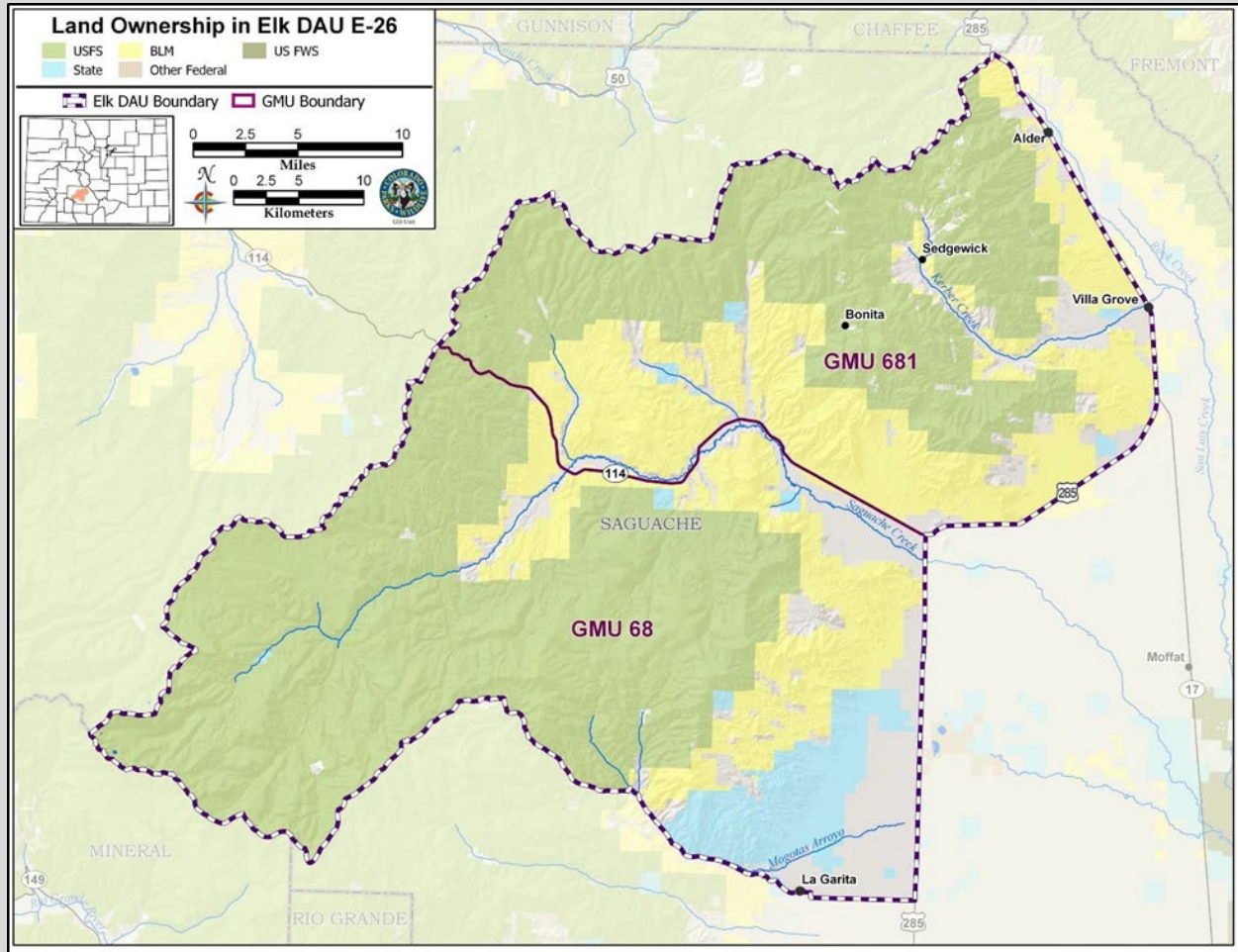
**ISSUES SUBMITTAL FORM**

Date: 11/01/24

**ISSUE: Should GMU 68 and 681 (E-26) antlerless elk license hunt codes be combined?**

**DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):**

Elk DAU E-26 is located in the San Luis Valley, entirely within Saguache County, north of Saguache County roads G and 41G, east and south of the Continental Divide, and west of Colorado State Highway 285. Only two GMUs, 68 (south of Colorado State Highway 114) and 681 (north of Colorado State Highway 114), make up E-26.



Unlike bull and either-sex elk hunt codes in DAU E-26, which include both GMU 68 and 681 as valid hunting units, antlerless elk rifle licenses are GMU 68 or 681 specific. This specificity has caused law enforcement issues with hunters who have unintentionally hunted in the wrong unit by assuming that their antlerless elk license was valid in both GMU 68 and 681.

Combining GMU 68 and 681 for antlerless elk licenses will reduce the number of unintentional violations by antlerless elk hunters in this DAU. The combination will also allow antlerless elk hunters to hunt both GMUs, which will vastly increase the amount of land they are able to legally hunt. Additionally, the combination will reduce the number of hunt codes, which reduces complexity for the public during the Big Game limited license draw and frees up space in the Big Game brochure. Antlerless elk populations will continue to be managed primarily through the limited license draw, over-the-counter either-sex archery licenses, and game damage dispersal licenses.

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<b>*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.</b>	
<ul style="list-style-type: none"> <li>- Discussions with previous antlerless elk rifle license holders who didn't realize or understand why the antlerless elk rifle licenses were GMU 68 or 681 specific.</li> <li>- Discussions with local hunting outfitters who had no issues with combining the hunt codes.</li> </ul>	
<b>ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):</b>	
<ol style="list-style-type: none"> <li>1. <b>*Preferred Alternative*:</b> Add 681 as a valid GMU to EF06802R, EF06803R, EF06804R and delete EF68102R, EF68103R, EF68104R.</li> <li>2. <b>Status quo</b></li> </ol>	
<b>Issue Raised by:</b>	William Miedema (DWM, Saguache)
<b>Author of the issue paper (if different than person raising the issue):</b>	
<b>CC:</b>	Brent Frankland (Wildlife Biologist), Jamin Grigg (SW Sr. Wildlife Biologist), Rick Basagoitita (AWM, Area 17), Cory Chick (SW Regional Manager)
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Cory Chick, Jamin Grigg
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>NO</b>
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	SW Region, Terrestrial
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>

**ISSUES SUBMITTAL FORM**

Date: 11/01/24	
<b>ISSUE:</b>	<b>Should second rifle season pronghorn hunt codes be added to PH1?</b>
<b>DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):</b>	
<p>Currently, in DAU PH1, GMUs 87 and 88 have one pronghorn buck rifle season that runs for 9 days, starting the first Saturday in October. Rifle buck licenses in these GMUs have increased from 420 in 2015 to 550 in 2024. The increase in licenses over the past few years has been to keep the sex ratio within the objective. The increase in the number of hunters on the landscape in GMU 87 and 88, particularly on public lands, has raised concerns about hunter crowding, and hunter safety, and added significant pressure to the pronghorn.</p> <p>Land ownership in these units is a mosaic of public and private lands, with the only public land accessible to hunters being the Pawnee National Grasslands and several State Trust Lands leased to CPW. Interspersed within the public lands are parcels of private land, making hunting challenging when animals refuge on private lands or congregate in the fractured parcels of public land. In both cases, it negatively impacts hunters leading to crowding on the limited public lands and making pronghorn inaccessible to hunters without permission to hunt on private land. The refuging of animals on private agricultural fields has also led to an increase in complaints from landowners.</p> <p>Crowding can lead to dissatisfaction with the hunting experience and cause safety issues. In the 2023 opt-in Pronghorn Hunter Attitude Survey, 43.5% felt <i>moderately crowded</i> or <i>very crowded</i> by other hunters in GMUs 87 and 88.</p> <p>Re-distributing buck hunters, using existing licenses, across an additional season, as approved in the 2025-2029 Big Game Season Structure, would reduce hunter crowding on public land, increase hunter safety, and may reduce complaints from landowners. Existing licenses will be re-distributed to the second season; no additional licenses will be added to PH1 for the additional season.</p> <p>CPW proposes to add the optional second pronghorn buck season (List A) in GMU 87 and GMU 88. It currently takes 5 preference points to draw the rifle buck license in both of these GMUs, and over time hunters should distribute themselves between the two seasons.</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>This issue has been discussed with NE Terrestrial and Area 4 staff. External publics are hunters, outfitters, and private landowners. There has been no formal input process, but DWMs have discussed this issue internally and with some hunters and landowners.</p>	
<b>ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):</b>	
<ol style="list-style-type: none"> <li>1. <b>*Preferred Alternative*</b>: Creation of AM087O2R and AM088O2R hunt codes and adoption of the 9-day season beginning the 3<sup>rd</sup> Saturday in October as defined in the 2025-2029 Big Game Season Structure.</li> <li>2. <b>Status quo</b></li> </ol>	

<b>Issue Raised by:</b>	Area 4 Staff
<b>Author of the issue paper (if different than person raising the issue):</b>	Halseth, Muller
<b>CC:</b>	Leslie, Carpenter, Eckert, Drehr
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Mark Leslie
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	NE Terrestrial, Area 4
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>

**ISSUES SUBMITTAL FORM**

Date: 11/01/24

**ISSUE:** Should wilderness only moose hunt codes be added to M-2 (Laramie River)?

**DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):**

Data analysis unit (DAU) M-2 is located in northern Larimer County, Colorado. The DAU is comprised of game management units (GMUs) 7, 8, 19, and 191. Primary moose habitat is located along high elevation tributaries, wet meadow complexes, and in riparian areas along the Laramie River and the upper reaches of the Cache la Poudre River and its tributaries. Additional habitat is provided by the spruce-fir-aspen forest type that dominates the higher elevations in the DAU. The DAU covers much of the Canyon Lakes Ranger District of the Roosevelt National Forest. There are four USFS wilderness areas within the national forest in M-2 that encompass much of the available moose habitat in the DAU. Three wilderness areas (Neota, Comanche, and Cache la Poudre) lie within GMU 19. The Rawah Wilderness is 74,400 acres and lies within GMU 7.

In M-2, moose licenses are allocated specifically to GMU 19 and to a GMU grouping consisting of units 7, 8, and 191. In GMU 19, 47 of 126 (37%) moose harvests in the past 10 years occurred within a wilderness area (Table 1). In contrast, for licenses valid in grouped GMUs 7, 8, and 191, only 13 of 238 (5.5%) total moose harvests in the past 10 years occurred in the Rawah wilderness.

For the last three years, 45 total licenses (30F, 15M) were available for the grouped GMUs 7, 8, and 191. The 3-year average harvest success rate is 69% for cows and 93% for bulls. While success rates are satisfactory in M-2, harvest consistently occurs in focal areas representing a relatively small proportion of the available moose habitat (Appendix 1). This is often characterized by greater ease of access and closer proximity to roads. In unit 7, the Rawah Wilderness is more difficult to access and this area experiences very little moose harvest. This presents additional moose hunting opportunities for hunters who wish to experience a more remote backcountry moose hunt.

CPW proposes to create a wilderness only moose hunt for the Rawah Wilderness in GMU 7. This will increase hunter opportunity and redirect some hunting pressure to an underutilized segment of moose habitat in M-2.

**M-2 Moose Harvest 2013 – 2023**

	Total Harvest	USFS Wilderness % of Harvest	USFS General % of Harvest	State/County/ other owned property % of Harvest	Private Property % of Harvest
GMU 7 & 8	238 100%	13 5.5%	207 87%	1 >1%	15 6.5%
GMU 19	126 100%	47 37%	76 61%	3 2%	0 0.0%

Table 1- Moose harvest in M2 and percentage of harvest in each designated ownership type

**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:**

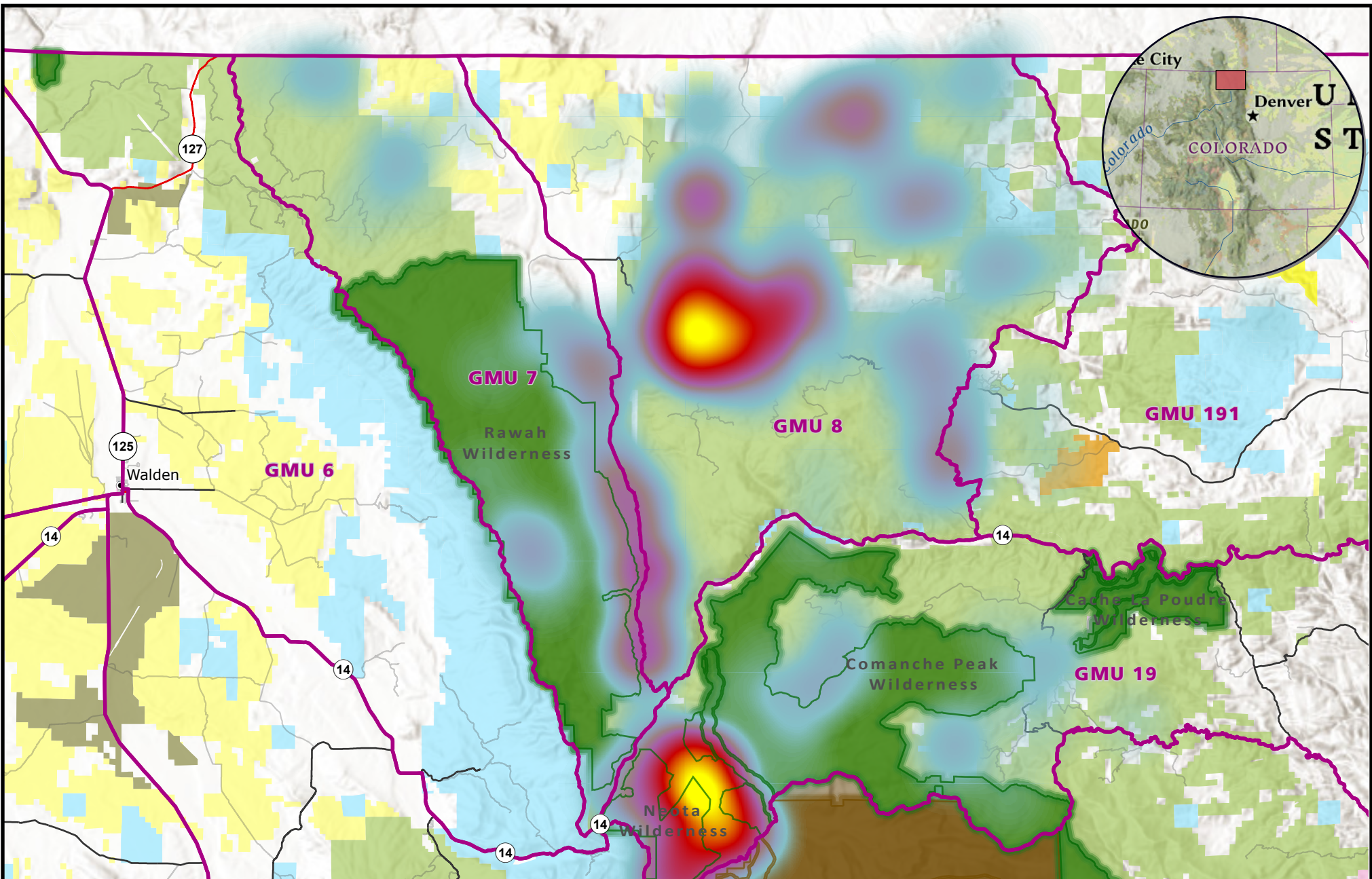
**\*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED\*.**

This issue has been discussed with NE Terrestrial and Area 4 staff. External publics are hunters, outfitters, RMNP, and the USFS. There has been no formal outreach to hunters. The USFS licensed local outfitter in GMU 7 supports this proposal. USFS Canyon Lakes Ranger District biological staff have read and support this proposal. This DAU abuts RMNP who is currently experiencing resource damage from moose. RMNP biological staff have read and support this proposal.

**ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):**

1. **\*Preferred Alternative\*:** Create 4 hunt codes in GMU 7 – Rawah Wilderness Area Only
  - MM007S1X (Season Choice)
  - MF007S1A
  - MF007S1M
  - MF007S1R
  
2. **Status quo**

<b>Issue Raised by:</b>	NE Terrestrial, Area 4
<b>Author of the issue paper (if different than person raising the issue):</b>	Joe Halseth
<b>CC:</b>	
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Mark Leslie
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	NE Terrestrial
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>



GMU Boundary (Big Game)	<b>Land Owner</b>	NPS
<b>Moose Hunter Harvest</b>	NPS Wilderness	Fish and Wildlife Service
Sparse	USFS Wilderness	Local
Dense	USFS	Land Trust
	State	NGO
	BLM	

Moose Hunter Harvest 2014 - 2023  
 GMU 7 & 8 (n = 238)  
 Rawah Wilderness

7/1/2024



GIS Unit

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**ISSUES SUBMITTAL FORM**

Date: 11/01/24	
<b>ISSUE:</b>	<b>Should cow moose hunt codes for GMUs 44 and 45, currently combined under the GMU 44 hunt code, be split into separate hunt codes for each of the two GMUs?</b>
<b>DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):</b>	
<p>Cow moose hunting seasons in GMUs 44 and 45 (part of moose DAU M-11) were opened in 2023, with archery, muzzleloader, and rifle hunt codes being valid across both GMUs. Moose numbers in these two GMUs (and throughout the entire DAU as well) are believed to be growing, based on both increasing numbers of moose sightings by the public and increasing numbers of moose seen by CPW staff on helicopter surveys during deer and elk classification flights. In addition to sightings, there have been several incidents in recent years of undesired moose-human interactions in populated areas of both GMUs, ranging from a moose trapped in an underground parking structure to multiple moose exhibiting aggressive behaviors toward people and dogs upon close encounters.</p> <p>To distribute cow moose harvest in both GMUs and encourage moose population management in and adjacent to multiple areas of potential moose-human conflict, we propose splitting the cow moose hunt codes for GMUs 44 and 45, which are currently valid in both GMUs for each license, into GMU-specific hunt codes.</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>	
<b>*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.</b>	
<p>Outreach has been conducted through conversations with stakeholders as well as a survey that was posted to the CPW Engage page and distributed at Northwest Area offices and by District Wildlife Managers around the Northwest Region.</p> <p>Feedback from local hunters who have hunted moose in GMU's 44 and 45 was neutral or supportive of the preferred alternative and there were no concerns it would hinder hunting opportunity or quality. Many local elk and deer hunters who apply for moose have also shared anecdotal observations of increased moose encounters and occupation of new habitat.</p>	
<b>ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):</b>	
<p>1. <b>*Preferred Alternative*:</b> Change hunt codes MF044O1A, MF044O1M, and MF044O1R to be valid in only GMU 44. And add hunt codes MF045O1A, MF045O1M, and MF045O1R, valid in GMU 45.</p> <p>2. <b>Status quo</b></p>	
<b>Issue Raised by:</b>	Julie Mao, Terrestrial Biologist, Area 8; Devin Duval and Layton Stutsman, DWMs, Area 8
<b>Author of the issue paper (if different than person raising the issue):</b>	
<b>CC:</b>	Matt Yamashita, AWM, Area 8; Brad Banulis, Sr. Terrestrial Biologist, NW Region

<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Travis Black, NW Regional Manager
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	Terrestrial
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>

### ISSUES SUBMITTAL FORM

	Date: 11/01/24
<b>ISSUE:</b>	<b>Should there be a regular rifle season for cow moose in DAU M-5?</b>
<b>DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):</b>	
<p>The newly approved 2025-2029 Big Game Season Structure includes the option for an additional late season for antlerless moose, valid during all regular rifle deer and elk seasons (with no hunting during the breaks between seasons) when necessary to meet management objectives, while requiring a regular cow rifle hunt (October 1<sup>st</sup> – 14<sup>th</sup>). The Grand Mesa has only held cow moose hunts in DAU M-5 during the late season rifle hunts that are concurrent with deer and elk rifle seasons. This DAU has the only existing hunt codes for the late season without the regular rifle season.</p> <p>As per the 2025-2029 Big Game Season Structure, all units will have an antlerless moose 14-day rifle season (MF***O1R), with fixed dates of October 1-14th, annually. This requires the creation of two additional hunt codes for DAU M-5 for the regular rifle season.</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>	
<b>*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.</b>	
<p>External publics impacted are hunters, wildlife viewers, residents, travelers, as well as commercial operations.</p> <p>Internal parties are Area 7 and Area 16 DWM's and biologists, and Northwest and Southwest Region staff.</p> <p>Outreach has been conducted through conversations with stakeholders as well as a survey that was posted to the CPW Engage page and distributed at Northwest Area offices and by District Wildlife Managers around the Northwest Region.</p>	
<b>ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):</b>	
<ol style="list-style-type: none"> <li>1. <b>*Preferred Alternative*</b>: Create two regular season (October 1<sup>st</sup> – 14<sup>th</sup>) hunt codes. <ul style="list-style-type: none"> <li>• MF041O1R (valid in GMUs 41, 42, 421)</li> <li>• MF052O1R (valid in GMUs 52, 411, 521)</li> </ul> </li> <li>2. <b>Status quo</b></li> </ol>	
<b>Issue Raised by:</b>	Genevieve Fuller (Area 7 Terrestrial), Area 7, Kirk Oldham (Area 7 AWM), Brandon Diamond (Area 16 AWM), Area 16
<b>Author of the issue paper (if different than person raising the issue):</b>	
<b>CC:</b>	Brad Banulis, Sr. Terrestrial Biologist, NW Region
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Travis Black
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	Terrestrial
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>

<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>
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**ISSUES SUBMITTAL FORM**

Date: 11/01/24	
<b>ISSUE:</b>	<b>Should the geographic boundaries for the BE084P5R hunt code be restricted to target bear harvest on private lands with the highest potential for human-bear conflicts in game management unit (GMU) 84?</b>
<b>DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):</b>	
<p>The BE084P5R hunt code was created in 2010 to target bear harvest on private lands with the potential for the highest human-bear conflicts in GMU 84. This new human-bear “conflict zone” was in a defined geographic area around the towns of Rye, Colorado City, Beulah, and Wetmore in south central Colorado. Under the previous 2010-2014 and 2015-2019 Big Game Season Structures (BGSS), BE084P5R licenses were limited in number.</p> <p>Under the 2020-2024 BGSS, all bear private-land-only (PLO) licenses, including BE084P5R, were converted to unlimited over-the-counter (OTC) licenses. The geographic restriction for BE084P5R was removed starting with the 2020 big game season when the license was converted to unlimited OTC.</p> <p>GMU 84 is in bear data analysis unit (DAU) B-7, which is managed for a stable bear population. From 2020-2023, most of the bear harvest in B-7 was from unlimited PLO licenses, which could not be limited to align with a stable population strategy. In 2023, CPW asked the Parks and Wildlife Commission to approve a regulatory change to limit all PLO hunt codes in DAU B-7 so CPW could make annual changes to all licenses in the DAU and optimally manage for a stable bear population. This change was enacted for the 2024 big game season, but the geographic restriction for BE084P5R. Under the newly approved 2025-2029 BGSS, PLO rifle bear licenses can now be limited for bear DAUs with a stable bear population strategy.</p> <p>CPW recommends restoring the geographic boundaries for BE084P5R that were in place from 2011-2019 as part of the implementation of the new 2025-2029 BGSS. This change would allow CPW to target bear harvest on private lands with the highest potential for human-bear conflict in the DAU, but still under a limited strategy, so license numbers could be changed annually to meet population management needs. If approved, the geographic area would be defined as portions of GMU 84, bounded on the N by Colo 96, Siloam Rd, Colo. 78, Water Barrel Rd, and Burnt Mill Rd; on the E by I-25; on the S by Huerfano CR 650 (Lascar Rd); on the W by the E San Isabel Forest boundary and Colo 165.</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>	
<b>*IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.</b>	
Stakeholders include property owners, landowners, and agricultural producers within the conflict zone, as well as CPW staff and hunters. The change to limited PLO bear licenses in B-7 was supported by stakeholders.	
<b>ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):</b>	
<ol style="list-style-type: none"> <li><b>*Preferred Alternative*:</b> Limit hunt code BE084P5R to the hunting area bounded on the N by Colo 96, Siloam Rd, Colo. 78, Water Barrel Rd, and Burnt Mill Rd; on the E by I-25; on the S by Huerfano CR 650 (Lascar Rd); on the W by the E San Isabel Forest boundary and Colo 165.</li> </ol>	

<b>2. Status quo: No change</b>	
<b>Issue Raised by:</b>	Allen Vitt, Area 11 Terrestrial Biologist
<b>Author of the issue paper (if different than person raising the issue):</b>	
<b>CC:</b>	McGee, Stiver, Area 11 staff
<b>APPROVED FOR FURTHER CONSIDERATION BY:</b>	Brian Dreher
<b>REQUIRES NEW SPACE IN THE BROCHURE?</b>	<b>YES</b>
<b>ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?</b>	<b>YES</b>
<b>REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION</b>	Terrestrial
<b>RECOMMENDED FOR CONSENT AGENDA?</b>	<b>YES</b>
<b>COMPLIES WITH THE BIG GAME SEASON STRUCTURE</b>	<b>YES</b>