



2-3-2  
COHESIVE STRATEGY PARTNERSHIP

# GUIDING DOCUMENT

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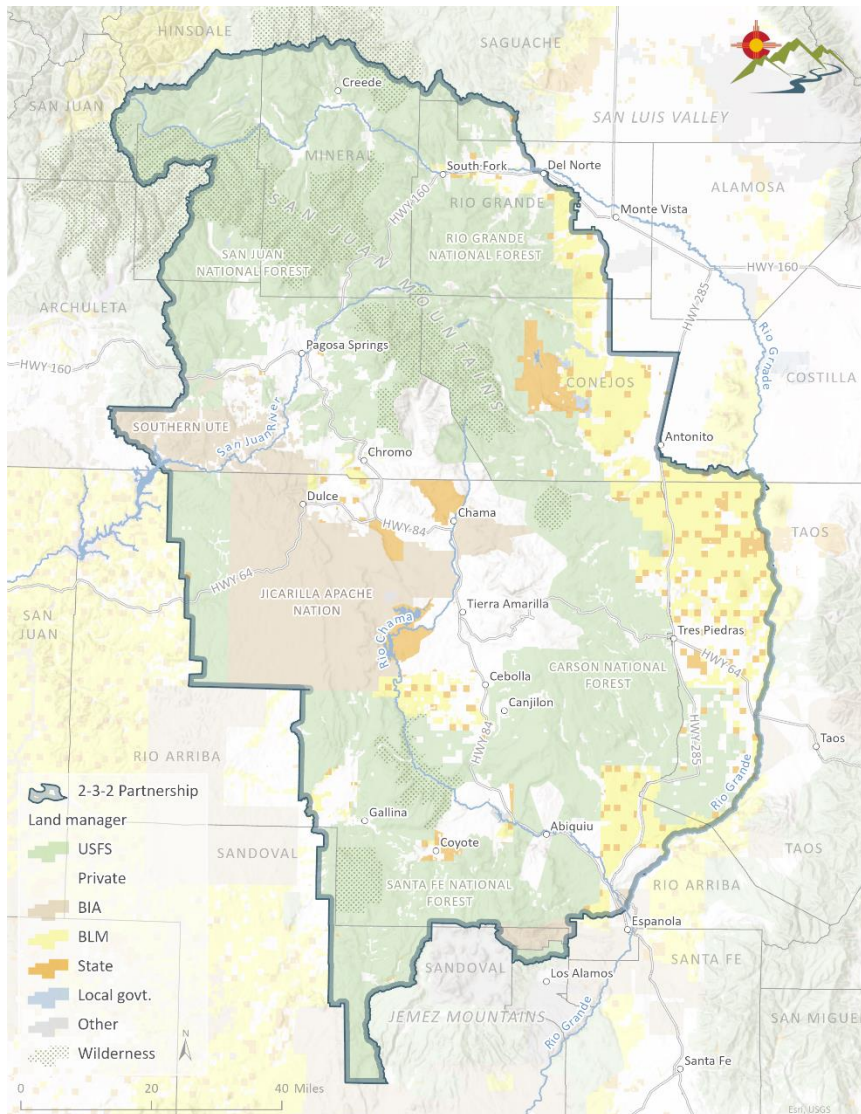
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## BACKGROUND

Land managers, private landowners, communities, and NGOs in Colorado and New Mexico came together in 2016 to develop a cohesive, multi-faceted strategy to address forest health concerns and protect and enhance water quality and availability in the region. Given a focus on identifying common interests and considerations of what connects us across jurisdictional, geographic, social, and cultural boundaries, the ensuing collaborative was named the Two Watersheds – Three Rivers – Two States Cohesive Strategy Partnership, better known as “the 2-3-2 Partnership.” The 2-3-2 Partnership brings together a team of diverse individuals and groups, including local, state, and federal agencies, non-profits, place-based collaboratives, Tribes, community groups, advocacy organizations, and others.



Key entities involved in founding the 2-3-2 Partnership include Chama Peak Land Alliance, Colorado State Forest Service, Forest Stewards Guild, Mountain Studies Institute, New Mexico State Forestry, San Juan-Chama Watershed Partnership, San Juan Headwaters Forest Health Partnership, The Nature Conservancy of New Mexico, United States Forest Service, and Wildfire Adapted Partnership. The 2-3-2 Partnership convenes partners who have developed trust and shared goals across the San Juan, Rio Grande, and Rio Chama landscapes. The Partnership has built enough momentum to sustain and expand restoration efforts, using a decentralized leadership model that encourages shared ownership and participation from a diverse group of stakeholders.

During a cross-boundary tour of the region in 2018, the 2-3-2 Partnership facilitated a

meeting between New Mexico and Colorado’s state foresters, the regional foresters from the Forest Service’s Southwestern and Rocky Mountain Regions, and value holders to discuss shared resources in the region and opportunities to advance rural economic development through forest management. The Rio Chama Collaborative Forest Landscape Restoration Program (CFLRP) proposal was a logical extension of that conversation and the opportunity to advance ideas and priorities developed by the collaborative.



Funded in 2022, the Rio Chama CFLRP is the largest active project of the 2-3-2 Partnership and has turned ideas into action on the landscape. The 2-3-2 Partnership identifies the initiation of the Rio Chama CFLRP as a key point at which partners began working together to plan, implement, and monitor projects, whereas before partners were primarily building relationships and working alongside one another in the landscape. Partners of the 2-3-2 have leveraged the critical funding provided by the CFLRP to attract nearly 40 million additional dollars to this landscape, allowing us to extend our focus beyond federal lands. The layering and leveraging of projects and funds across jurisdictional boundaries in the 2-3-2 landscape are a key tenant of how the Partnership operates, making the whole greater than the sum of its parts.

## COLLABORATIVE MISSION

### VISION

Working collaboratively across all lands, agencies, and organizations, the 2-3-2 Partnership will coordinate efforts to reestablish natural fire regimes, promote resilient landscapes that protect and improve water and other natural resources for humans, wildlife, and plants, and support the economic and cultural resilience of communities within and connected to the 2-3-2 landscape.

### COLLABORATIVE MISSION

By regularly convening diverse partners, promoting coordinated and collaborative planning, and supporting and elevating local efforts, the 2-3-2 Partnership aims to facilitate cooperation and information-sharing between organizations working toward watershed and landscape resilience in southern Colorado and northern New Mexico. Partners of the 2-3-2 are committed to integrating science and Indigenous knowledge to inform management strategies that support and enhance wildlife, aquatic health, and human communities alongside resilient forests and healthy watersheds.

### GOALS

Within the landscape, the 2-3-2 Partnership will seek to:

- Restore natural fire regimes across jurisdictional boundaries, reduce the risk of uncharacteristic wildfire, increase the number of fire adapted communities, and increase understanding of fire ecology in our communities;
- Support and learn from the diverse communities and cultures within and around the 2-3-2 landscape by expanding workforce development, discovering opportunities for connection, and supporting forest products utilization to sustain a vibrant restoration economy;
- Improve and sustain water quality, quantity, security, and watershed function;
- Conserve critical fish and wildlife habitat and connectivity to aid in threatened, endangered, and culturally-important species recovery;
- Improve forest health and structure, and;
- Mitigate climate change impacts.

The 2-3-2 Partnership will advance these efforts through meaningful collaboration, the use of best available science, the integration of traditional, cultural and ecological knowledge, and the leveraging of resources.

## MEMBERSHIP & ORGANIZATION

The 2-3-2 Partnership is committed to an open and transparent collaborative process. At all levels of membership, we will seek to include a diversity of stakeholder interests, geographic representation, and expertise. Our efforts will be guided by the organizational structure outlined below. The full partnership

meets three times a year, to provide opportunities to track progress, discuss work within the landscape, coordinate and leverage funding, and provide both recommendations on and endorsements for work proposed across the landscape. Regular communications between meetings will also occur in the form of email, newsletters, website updates and via other means as necessary. Collaborative meetings, as well as Subcommittee meetings and field tours will be open to Active Members and at large participants. The Partnership may also host informational meetings and events specifically to engage the general public and increase outreach to communities in the 2-3-2 landscape. If the need arises for the 2-3-2 Partnership to host meetings strategically targeted at key attendees, the Executive Committee of the Partnership will provide appropriate direction.

### ACTIVE MEMBERSHIP

An Active Member of the 2-3-2 is an individual or organization who has read and agrees to act in alignment with the Guiding Documents. Active Members are committed to and abide by the ground rules for effective collaboration and attend or provide feedback on at least two of the 2-3-2 Partnership quarterly meetings each year. Active members:

- Regularly participate in 2-3-2 Partnership meetings and events
- Abide by the ground rules for effective collaboration identified in 2-3-2 Partnership Guiding Documents
- Support the activities of the collaborative at an appropriate level based on personal and professional affiliation
- Engage with information, ideas, and projects brought to the group
- Understand and support the nimble decision-making authority of the 2-3-2 Executive Committee
- May participate on active task groups and/or committees of the 2-3-2 Partnership

### AT LARGE PARTICIPATION

2-3-2 Partnership meetings and events are always open to new participants. All participants who attend 2-3-2 meetings or events agree to basic tenants of engagement and collaboration outlined in the 2-3-2 Guiding Documents while interacting with the Partnership and with Active Members or staff that serve the Partnership. At large participants may attain Active Member status through the participatory means described in the Active Membership section above. If and when decisions or recommendations are being pursued by the 2-3-2 Partnership as a whole, only Active Members will engage in the decision-making and/or recommending process.

### EXECUTIVE COMMITTEE

#### PURPOSE AND FUNCTION

The Executive Committee is a group of Active Members who support the basic functions and advancement of the 2-3-2 Partnership, and act as the decision-making body of the 2-3-2 Partnership. Composed of up to 12 members, all of whom may designate an alternate, the Executive Committee identifies, discusses, and decides on strategic topics and actions in alignment with the mission and goals of the 2-3-2 Partnership. The Executive Committee works closely with 2-3-2 Partnership staff to serve Active Members.

The Executive Committee meets monthly to:

- Support administrative leadership of the 2-3-2 by working with the Coordinator to develop agendas, identify speakers, etc.
- Stand-up appropriate implementation teams to advance projects supported by the 2-3-2 Partnership

- Provide guidance and determine support for funding initiatives, proposals, and strategic engagement opportunities for the 2-3-2 Partnership
- Engage and maintain participation to ensure a diverse and representative membership
- Advance additional tasks and offer support as needed and determined by Partnership staff, Active Members, and key strategic partners

### SELECTION AND RETENTION

New Executive Committee members are suggested by 2-3-2 staff or current Executive Committee members based on an ability to represent a community, tribe, land management agency, NGO, or other interest within the 2-3-2 landscape. Current Executive Committee members vote to determine whether a newly suggested member will serve on the committee. New members are accepted for service by a consensus vote. The duration of service varies depending on the role and responsibilities of individual members. For example, an individual might serve for the duration of a specific Partnership initiative or to represent a particular interest within the landscape. Consistency among members of the Executive Committee is preferred, and members are expected to work with Partnership staff and fellow members to find an alternative solution if they are unable to continue their service temporarily (for a period of two months or more, excluding cases of permanent resignation).

Active Members of the 2-3-2 may attend Executive Committee meetings when requested by Executive Committee members or suggested by 2-3-2 Partnership staff. This participation is non-voting and may be for one meeting or for a series of meetings, depending on the nature of the request or project being pursued by the Committee.

An Executive Committee member may be removed from service to the 2-3-2 Partnership by a unanimous vote of all Executive Committee members, excluding themselves. Specific conditions must be met for the Executive Committee to consider the removal of a committee member:

- The committee member is not meeting the expectations outlined in the Executive Committee Member Expectations section of the 2-3-2 Partnership Guiding Document for three consecutive months,
- The Partnership Coordinator has documented outreach by email and phone to the member about their ongoing commitment and capacity to continue in their role.
- No change in committee member behavior has resulted.

If the member does not respond to the coordinator for two months upon attempted contact, and extenuating circumstances are not at play, the Executive Committee member will be considered for removal and notified of their removal from their position on the Executive Committee by the Partnership Coordinator via email.

### EXECUTIVE COMMITTEE DECISION-MAKING

The Executive Committee is the decision-making body for the 2-3-2 Partnership. Decision points are typically introduced by the Partnership Coordinator or support staff but can be proposed by any member. Decisions do not set irreversible precedents and may be revisited by future committee actions. Recommendations directed at partner agencies are considered advisory, with final authority resting with the relevant agency. The Executive Committee expects regular communication and follow-up on recommendations given to Agency partners.

The Executive Committee strives for consensus-based decision-making and defines consensus as the condition where all voting members support or can live with a decision and its anticipated outcomes. If the conditions of consensus cannot be reached the committee may:

- re-define or re-visit the issue,
- take additional time to discuss alternatives, or
- Proceed with a non-consensus vote, allowing members to identify and record dissenting opinions.

With input from the Partnership Coordinator and support staff, the committee determines the preferred approach on a case-by-case basis. Based on the nature of the decision, one of the following methods will be utilized by the 2-3-2 Partnership Coordinator to garner feedback around a recommended decision or action:

#### Major Decisions Impacting 2-3-2 Strategy

1. Recommended actions are included on Executive Committee meeting agendas, with relevant information shared in advance.
2. Members present at the meeting discuss and recommend next steps. Absent members are contacted via email or phone and expected to respond.
3. Feedback may also be provided in advance by absent members.

Examples include:

- Approval or revision of foundational documents (e.g., Guiding Document, Multiparty Monitoring Plan, Communications Plan).
- Establishing or modifying strategic partnerships.
- Selecting or removing Executive Committee members

#### Operational Decisions or Requests for Support

1. Decisions are shared with all members via meetings, email, or phone, with a response deadline.
2. Members who do not respond are assumed to consent if there is general support.

Examples include:

- Providing letters of support for funding proposals.
- Determining 2-3-2 involvement in partner events or initiatives.

### MEMBER EXPECTATIONS

Executive Committee members are expected to:

- Put the functionality of the Partnership and its service to communities and the landscape first during committee meetings and when making decisions and recommendations on behalf of the Partnership
- Attend monthly meetings held on the second Monday of each month from 2-4 pm (unless otherwise communicated). Executive Committee meetings are conducted virtually but may occasionally be held in person with a hybrid participation option.
- Attend 2-3-2 Full Partnership meetings (in-person or virtual participation)
- Review notes and provide feedback on action items as necessary if they are unable to attend a monthly Executive Committee or 2-3-2 Full Partnership meeting
- Provide input to discussions and participate in decisions that pertain to the 2-3-2 Partnership
- Communicate as needed with the Partnership Coordinator and relevant staff

- Abide by the rules for collaboration and meeting behavior outlined in the 2-3-2 Guiding Document.

If an Executive Committee member is unable to attend a monthly committee meeting, they are expected to:

- Alert the Partnership Coordinator
- Review available meeting materials ahead of time and provide feedback on discussion items, decision points and actions as appropriate via email or by phone
- Review meeting notes when they are distributed and provide post-meeting input as appropriate
- Respond to requests for feedback from the Partnership Coordinator regarding decision points or action items

### RELATIONSHIP TO LEADERSHIP OF RIO CHAMA COLLABORATIVE FOREST LANDSCAPE RESTORATION PROGRAM (CFLRP)

The Executive Committee is the 2-3-2 Partnership analog to the Board of Forest Supervisors, the US Forest Service decision-making body for the Rio Chama CFLRP. The Rio Chama CFLRP Board of Forest Supervisors consists of the forest supervisors of the Santa Fe, Carson, Rio Grande, and San Juan National Forests and is convened by the Rio Chama CFLRP coordinator. The Rio Chama CFLRP Coordinator is the conduit for regular communication and follow-up on recommended directions, decisions and actions given to US Forest Service leadership and the Board of Forest Supervisors.

### COORDINATION

The Partnership Coordinator is responsible for administrative leadership of the 2-3-2 Partnership, including working with the Executive Committee to enact strategic direction, establish agendas, and manage productive Partnership meetings. The Partnership Coordinator will work with the Executive Committee to represent the collective interest of the 2-3-2 Partnership and its decisions. The Coordinator and members of the Executive Committee may serve as a 2-3-2 Partnership spokesperson and point of contact for active 2-3-2 Partners and for communities and media contacts.

2-3-2 Partnership coordination is a paid position, the parameters of which are decided by the fiscal agent(s) that manage 2-3-2 Partnership funds. It is the responsibility of relevant fiscal agent(s) to manage recruitment and retention of an adequate coordinator for the 2-3-2 Partnership. The relevant fiscal agent(s) are expected to communicate in good faith and transparently with the Executive Committee regarding changes in 2-3-2 Partnership coordination. The Coordinator role is filled by an individual committed to representing the diverse and varied values of 2-3-2 Partners who has a sustained level of interest in the 2-3-2 Partnership, and is best served by a non-federal agency individual.

If the 2-3-2 Partnership Executive Committee has feedback on the Coordinator's performance, they will communicate clearly with the relevant fiscal agent(s) who manage recruitment and retention of a coordinator. As adequate performance in the coordinator role will be part of the Coordinator's job duties per an employment or contractual arrangement with the relevant fiscal agent(s), those fiscal agent(s) may solicit input from Executive Committee members regarding the Coordinator's performance during evaluation cycles as determined by the fiscal agent(s).

A range of local organizations, entities, and individuals will provide coordination and technical support for the Active Membership, the Executive Committee and Subcommittees, and At-Large participants. Support could include, but is not limited to, administrative coordination of the full 2-3-2 Partnership, chairing and facilitation of subcommittees, leadership of community outreach and engagement activities, monitoring



and technical support, and communication and coordination with Federal and State agencies, as well as relevant local, regional, and national partner organizations and contacts.

## FUNDING

Coordinators participate in strategic development regarding engagement with current and new partners along with the 2-3-2 Executive Committee. Funding for coordination and other staffing needs will be paid for through grants and agreements received and managed by partners. Strategic direction from the 2-3-2 Executive Committee will guide partners in the pursuit of funding that supports the Partnership and its priorities. Coordinators and technical support staff will advance additional tasks and offer support as needed and determined by key funders of 2-3-2 Partnership work and/or relevant agency personnel.

## SUBCOMMITTEES

Any Active Member of the 2-3-2 Partnership may join or suggest the creation of one or multiple Subcommittees. Subcommittees will be assembled and operated as needed to support planning, implementation, and monitoring in the 2-3-2 Landscape. They are strategic, solution-oriented task teams that identify and address challenges and seek opportunities that benefit 2-3-2 partners and the geography in accordance with defined goals, objectives, and desired conditions.

Subcommittee meetings are open to all Active Members. Each active subcommittee will identify a chair or principal point of contact to serve as a liaison between the Subcommittee and the full Partnership. This individual is responsible for keeping the Executive Committee and pertinent 2-3-2 Partnership staff apprised of progress towards goals and deliverables. Decisions and proposals of the subcommittee will be developed and advanced via the subcommittee decision-making process.

Subcommittees will exist on an as-needed basis, and at their initiation will provide a clear set of goals and deliverables in a simple, written format that is emailed to the 2-3-2 Coordinator(s) and members the 2-3-2 Executive Committee. If a subcommittee pauses its work indefinitely or dissolves, the principal point of contact for the committee will inform both the 2-3-2 Coordinator(s) and the Executive Committee through virtual written communication that includes a summary of the committee's accomplishments and outlines reasoning for an indefinite pause or dissolution.

## INTEREST GROUPS

The lands and waterways encompassed within the geography of the 2-3-2 Partnership are important to a diverse set of stakeholders. The interest groups below were identified during the development of the Rio Chama CFLRP proposal. The Executive Committee and Active Membership of the 2-3-2 Partnership are committed to engaging and including representation across these interest groups. When a significant imbalance of representation occurs in a decision-making context (see below), the Executive Committee and 2-3-2 Partnership staff will work to advance fair processes and solutions that acknowledge the diversity of interests inherent to this landscape and decisions about how it is managed.

The non-exhaustive list of interest groups below was identified during the development of the Rio Chama CFLRP proposal in 2019. All applicable and relevant groups in the 2-3-2 Partnership ecosystem may not be represented. Those who identify as part of an interest group not listed are welcome to engage with the Partnership and participate in 2-3-2 meetings and activities. 2-3-2 engagement includes but is not limited to, the listed interest groups.

- Community Wildfire Protection
- Environmental
- Forest Products Industry

- Local Government
- Private Landowners
- Recreation and Tourism
- Research
- State and Federal Agencies
- Tribal
- Watershed and Water Resources
- Agriculture and Grazing
- Acequias and Land Grants
- Existing place-based collaboratives

## GROUND RULES FOR EFFECTIVE COLLABORATION

The 2-3-2 Partnership has developed the following list of ground rules to support a productive and effective collaborative process.

### ACTIVE MEMBERS AGREE TO ABIDE BY THESE RULES OF COLLABORATION:

- Listen with an open mind
- Show respect for the personal integrity and values of all participants, in and outside of meetings
- Be hard on issues, but not on people; critique ideas, not humans
- Share concerns to increase our awareness and enable us to take action
- Regard disagreements as problems to be solved rather than as battles to be won
- Stay solution-oriented: follow statements of disagreement with suggested alternatives
- Commit to search for opportunities and alternatives: the creativity of the group will often lead to the best solution

### ALL PARTNERS AGREE TO ABIDE BY THESE RULES FOR MEETING BEHAVIOR:

- Abide by the above Rules of Collaboration
- Respect the role of the facilitator or Coordinator and their commitment to a fair, effective process
- Come to meetings prepared and ready to engage
- Refrain from side conversations during presentations
- Voice your concerns during meetings to constructively seek alignment
- Monitor your participation and limit or expand your contributions as appropriate

## DECISION-MAKING

The 2-3-2 Partnership thrives because of the wisdom and experience of its member organizations, agencies, and engaged individuals. The Partnership values the power of generative debate and is committed to robust discussions among a diverse group. For this reason, it welcomes participation by individuals and organizations interested in a collaborative approach to managing resources in the 2-3-2 Partnership landscape.

The Partnership acknowledges that its strength is derived from the unique objectives, structures and approaches of the individual organizations that jointly develop creative approaches to landscape-scale work. Partner organizations and individuals maintain autonomy over their own decisions while being willing to compromise to emphasize landscape-scale success over individual parcel conditions or organizational missions.

### EXECUTIVE COMMITTEE DECISION-MAKING

The Executive Committee is the decision-making body for the 2-3-2 Partnership. Decision points are typically introduced by the Partnership Coordinator or support staff but can be proposed by any member. Decisions do not set irreversible precedents and may be revisited by future committee actions. Recommendations directed at partner agencies are considered advisory, with final authority resting with the relevant agency. The Executive Committee expects regular communication and follow-up on recommendations given to Agency partners.

The Executive Committee strives for consensus-based decision-making and defines consensus as the condition where all voting members support or can live with a decision and its anticipated outcomes. Decision-making protocols for the Committee are further outlined in the Executive Committee Section of this document. Members are expected to publicly support the collaborative process, regardless of any reservations they may have about the decision.

### SUBCOMMITTEE DECISION-MAKING

Subcommittees make their decisions by consensus, which means the group is committed to finding solutions that everyone can actively support, or at least agree to live with. If a decision being deliberated at the subcommittee level and consensus cannot be achieved, divergent proposals may be elevated to the Executive Committee for additional comment or recommendations, or a decision may be made with less than full consensus, with members recording their dissenting opinions.

If deliberations over a subcommittee decision are elevated to the Executive Committee, the Executive Committee maintains the right and ability to return proposals for further development or deliberation. Executive Committee members who are members of a subcommittee that cannot reach consensus will recuse themselves from decisions concerning their subcommittee.

### SUBCOMMITTEE DECISION-MAKING PROCESS

Level of Agreement	Member commitment and communication
Consensus: 100% support from members	<ul style="list-style-type: none"> <li>€ All members either support the decision or can live with it.</li> <li>€ Members are expected to publicly support the collaborative process, regardless of any reservations they may have about the decision.</li> </ul>
<p>No consensus:</p> <p>Alternative proposals with percent support from members are developed.</p> <p>If consensus is achieved with the exception of one person, that person can be asked to document their dissenting opinion for the record.</p>	<ul style="list-style-type: none"> <li>€ The group does not reach full consensus on a decision</li> <li>€ Alternative proposals are developed with clear documentation of the percentage of agreement from members.</li> <li>€ Members are expected to publicly support the collaborative process, regardless of any reservations they may have about the decision.</li> </ul>

### ROLE OF THE 2-3-2 PARTNERSHIP IN DECISION-MAKING

The values, experience, and knowledge of Active Members and At Large Participants of the 2-3-2 Partnership inform decision making within subcommittees and the Executive Committee. Active Members and At Large Participants are responsible for communicating information and opinions with decision makers. All Active Members are eligible to participate in Subcommittees and may be considered for Executive Committee service.

The 2-3-2 Executive Committee adopted this document on January 13, 2025 after extensive review of version 4. Earlier versions of this document were significantly inspired by the Deschutes Collaborative Forest Project. We appreciate their willingness to share lessons learned and applications of best practices for collaborative governance.