

Local Greenprinting *for Growth*



OVERVIEW
VOLUME I

*Using Land Conservation to Guide Growth
and Preserve the Character of Our Communities*



NACO *National Association of Counties*
Counties Care for America

The Trust for Public Land

The Trust for Public Land conserves land for people to improve the quality of life in our communities and to protect our natural and historic resources for future generations.

This is a publication of TPL's Center for Land and People. TPL's Center for Land and People is dedicated to exploring, understanding, and celebrating the connection between land and people and the importance of that connection to the spirit, health, economic vitality, and quality of life in all communities.

National Association of Counties

Founded in 1935, the National Association of Counties (NACo) is the only national organization in the country that represents county governments. With headquarters on Capitol Hill in Washington, D.C., NACo's primary mission is to ensure that the county government message is heard and understood in the White House and the halls of Congress. NACo's purpose and objectives are to

- ◆ Serve as a liaison with other levels of government
- ◆ Improve public understanding of counties
- ◆ Act as a national advocate for counties, and
- ◆ Help counties find innovative methods for meeting the challenges they face.

Through its research arm, the National Association of Counties Research Foundation, NACo provides county officials with a wealth of expertise and services in a broad range of subject areas, including job training, environmental programs, human services, welfare-to-work initiatives, housing, county governance, and community infrastructure.

Editor: Kim Hopper

Design: Glyph Publishing Arts

Production: Debra Summers

On the cover: Austin, Texas. Photo by: Ted Harrison

Copyright © 2002

by theTrust for Public Land. All rights reserved.

Local Greenprinting *for Growth*

O V E R V I E W
V O L U M E I

*Using Land Conservation to Guide Growth
and Preserve the Character of our Communities*

This report was produced with funding from
the Henry M. Jackson Foundation, the Surdna Foundation,
and the Environmental Protection Agency



Conserving Land for People



Table of Contents

Acknowledgments	5
Introduction.....	6
Greenprinting Part 1: Defining a Conservation Vision	8
Understand the Value of Protected Land.....	9
Assess the Demand for Protected Land.....	13
Define a Community’s Conservation Goals	13
Build Public Support and Encourage Public Participation	15
Create Citizens Advisory Committees	15
Forge Greenprinting Partnerships.....	15
Greenprinting Part 2: Securing Conservation Funds.....	17
Explore State, Federal, and Private Funding Sources	17
Conservation Finance Table.....	19
Research and Test Local Financing Options and Conservation Priorities.....	21
Design a Local Conservation Finance Measure.....	21
Distribute Public Funds Among Stakeholders.....	23
Greenprinting Part 3: Acquiring and Managing Park and Conservation Lands.....	24
Organize and Staff a Conservation Program.....	24
Identify and Prioritize Property.....	24
Determine Acquisition Methods.....	26
Acquire the Land	27
Manage Protected Land.....	27
Forge Greenprinting Partnerships.....	28
Greenprinting Case Studies	
Santa Fe County’s Greenprinting Takes Shape.....	10
Taking the Lead in Dane County, Wisconsin.....	12
Committee Supports Conservation in Fast-Growing Douglas County, Colorado.....	14
Austin: Growing Fast, Growing Smart.....	20
Managing Environmentally Endangered Lands in Miami-Dade County.....	26
Protecting Working Landscapes in Gallatin County, Montana.....	28
Conclusion	30
Appendix.....	32
References: Local Government Programs and Publications.....	32
Resources: National Publications.....	33
Resources: National Open Space Protection Organizations	33
Resources: Federal Programs and Laws.....	34



Will Rogers



Javier Gonzales

Dear Local Government Official:

The National Association of Counties and the Trust for Public Land are pleased to present Local Greenprinting for Growth, a new series of reports to help local officials conserve land and protect open space.

Communities across the country are finding that open space protection is a highly effective tool to manage growth and improve quality of life. Greenprinting is one of many approaches and techniques to protect open space. Santa Fe County, New Mexico, used the greenprinting approach to develop the Wildlife, Mountains and Historic Places Program, a cooperative effort among local officials and citizens. As of Spring 2002, Santa Fe County has spent \$20 million in general obligation bonds to purchase open space and parklands totaling 2,400 acres. We hope the experience of Santa Fe County as well as other counties, cities, and towns around the country will be useful to local officials interested in protecting open space.

This Local Greenprinting for Growth series (an overview and three detailed reports) provides “how-to” information on:

- ◆ Defining a Conservation Vision
- ◆ Securing Conservation Funds
- ◆ Acquiring and Managing Park and Conservation Lands

We wish to thank members of the Greenprinting for Growth Advisory Panel (listed on the following page) for sharing success stories and lessons learned from their land conservation efforts. From envisioning a plan, to finding the funding, to buying and managing land, these reports offer guidance, best practices, and information resources.

Thanks, too, to the U.S. Environmental Protection Agency and the Henry M. Jackson Foundation for their generous support, which enabled us to publish the Greenprinting for Growth report series and distribute it to all NACo members.

Much of the information contained in the report will also be available online through our respective web sites www.naco.org and www.tpl.org.

We welcome your feedback and hope you find these reports useful in your local conservation endeavors.

Thank you very much.

Sincerely,

A handwritten signature in black ink, appearing to read "Javier M. Gonzales".

Javier Gonzales
NACo President, Commissioner
Santa Fe County, New Mexico

A handwritten signature in black ink, appearing to read "Will Rogers".

Will Rogers
President
The Trust for Public Land

Local Greenprinting for Growth Advisory Panel

Chair

The Honorable Javier Gonzales
County Commissioner
Santa Fe County, New Mexico

Members

The Honorable John Bartlett
County Freeholder
Ocean County, New Jersey

The Honorable Sharon Bronson
County Supervisor
Pima County, Arizona

The Honorable Robert Eckels
County Judge
Harris County, Texas

The Honorable Brett Hulseby
County Supervisor
Dane County, Wisconsin

The Honorable Bill Murdock
County Commissioner
Gallatin County, Montana

The Honorable Robert Weiner
County Council Member
New Castle County, Delaware

Acknowledgments

Many thanks to the following land conservation leaders
for sharing their time and expertise on the Greenprinting publications.

Steve Anderson, parks and recreation analyst, Trails and Open Space Department, Pima County, Arizona

James Arts, director of policy and program development, Dane County Executive Office, Dane County, Wisconsin

Charles Baker, general manager, Department of Land Use, New Castle County, Delaware

John Behan, AICP, Behan Planning Associates and planning consultant to the Town of Pittsford, New York

Mardi Black, legal specialist/community planner, Land Information Access Association, Traverse City, Michigan

Alina Bokde, former planner, Department of Planning, Santa Fe County, New Mexico

Ken Brown, aquatic ecologist, Center for Watershed Protection, Ellicott City, Maryland

John L. Crompton, Ph.D., professor of parks, recreation, and tourism sciences at Texas A&M University, College Station, Texas

John DeBessonnet, park planner, Harris County Parks System, Harris County, Texas

Lauretta Fischer, principal planner, Planning Department, Suffolk County, New York

Julia Freedgood, director of Farmland Advisory Services, American Farmland Trust, Northampton, Massachusetts

Jim Gibbons, land use educator/project director, Nonpoint Education for Municipal Officials, Haddam, Connecticut

Douglas Haag, former conservation fund manager, Dane County Parks Department, Dane County, Wisconsin

Catherine Hahn, water supply land protection specialist, Society for the Protection of New Hampshire Forests, Concord, New Hampshire

Ann E. Hutchinson, conservation planner, Natural Lands Trust, Inc., Media, Pennsylvania

Michelle Johnson, trails manager, Open Space and Trails Program, Santa Fe County, New Mexico

Jack Kolkmeier, planning director, Department of Planning, Santa Fe County, New Mexico

Lesli Kunkle Ellis, former planner III and project manager for the Wildlife, Mountains and Historic Places Program, Santa Fe County, New Mexico

Ken Lepine, director, Dane County Parks Department, Dane County, Wisconsin

Stuart Lowrie, Ph.D., director of government relations, The Nature Conservancy, Long Island Chapter, Cold Spring Harbor, New York

Heather Mann, executive director, Urban Open Space Foundation, Madison, Wisconsin

Joseph Marfuggi, executive director, Riverfront Recapture, Hartford, Connecticut

Kevin McDonald, vice president, The Group for the South Fork, Bridgehampton, New York

Dave McKeon, planner, Department of Planning, Ocean County, New Jersey

Mark Middlebrook, Office of the Mayor, Jacksonville, Florida

Dee Miriam, comprehensive planning manager, DeKalb County, Georgia

Beverly Mirman, D.P.A., executive director, Safe Neighborhood Parks Bond Program, Miami-Dade County, Florida

Tina Nielsen, M.S., open space assistant, Parks and Open Space Department, Boulder County, Colorado

Joyce O'Keefe, associate director/policy director, Openlands Project, Chicago, Illinois

Pam Porter, former executive assistant, County Executive's Office, Dane County, Wisconsin

Ray Rasker, Ph.D., director, SocioEconomics Program, Sonoran Institute, Bozeman, Montana

Ralph Schell, director, Jefferson County Open Space, Jefferson County, Colorado

Butch Smith, senior planner, Parks and Recreation Department, Austin, Texas

Toby D. Sprunk, natural resources specialist, Douglas County, Colorado

Cathy Vaughan-Grabowski, Open Space Department, Boulder, Colorado

Richard Walesky, director, Environmental Resources Management, Palm Beach County, Florida

Susie Wiles, executive director, The Preservation Project, Jacksonville, Florida

Emilie Young, executive director, Environmentally Endangered Lands Program, Miami-Dade County, Florida

Jan Zimmerman, conservation fund manager, Dane County Parks Department, Dane County, Wisconsin

Special thanks to Abigail Friedman at the National Association of Counties and Amber Levofsky at the Environmental Protection Agency for their time, talent, and partnership in producing this handbook series.

Introduction

Green•print•ing (grēn´prĭnt´ing) *n.* a smart growth strategy that emphasizes land conservation to ensure quality of life, clean air and water, recreation, and economic health. *v.* to employ a greenprinting strategy for growth

This overview summarizes three reports intended to guide local governments in protecting open space and natural resources in the face of growth and development.

As development pressures mount, communities across the country are using open space protection as a tool to manage growth and protect important land and water resources. Open space protection may be achieved through a wide range of approaches and techniques, including a process known as greenprinting. The Trust for Public Land (TPL) and the National Association of Counties (NACo), with support from the Henry M. Jackson Foundation, the Surdna Foundation, and the U.S. Environmental Protection Agency, are publishing this executive summary and three in-depth reports that are intended to help counties, cities, and towns explore greenprinting as an approach to conserving open space and shaping future growth.

An advisory panel of local public officials—greenprint experts from communities across the country—has also been created to advise this publication series and provide case study information. TPL and NACo resources are available to public officials, legislators and staff, community advocates, land trust executives, and other local leaders embarking on the greenprinting-for-growth process.

Why protect open space? In short, land conservation can create more healthy, livable, economically sound communities. Consider these benefits:

- ◆ *Open space is good for the bottom line.* Investing in open space can save communities money by reducing infrastructure and public service costs associated with expensive, suburban-style development and bolster local tourism and agriculture economies. Real estate analysts predict long-term economic advantage will go to communities that are able to guide growth using land conservation and other smart-growth measures.
- ◆ *Open space attracts home buyers.* Open space and trails are among the top community features home buyers look for when choosing a home. Studies have also shown homeowners prefer clustered homes with access to permanently protected land over homes on larger lots that lack open space.¹
- ◆ *Open space protects public health.* Land use practices that create runoff are some of the biggest threats to public drinking water supplies. As a result, communities are increasingly linking their conservation and planning efforts to protect public drinking water and public health.
- ◆ *Open space protects the environment.* By protecting open space, forestlands, and wetlands, communities protect endangered species habitat and keep the air and water clean.
- ◆ *Open space can prevent costly flood damage.* Protection of a floodplain is a cost-effective



Residents and visitors enjoy the outdoors in Jacksonville, Florida, home to one of the most ambitious greenprinting efforts in the country.

alternative to expensive flood control projects, flood insurance, and disaster relief.

- ◆ *Open space can provide an alternative to regulation.* Land or development rights, acquired from willing sellers, can relieve regulatory pressure on private property owners.
- ◆ *Open space can secure our quality of life and our lifestyle.* With a community's most treasured places preserved, so too are its character and quality of life.

GETTING STARTED WITH A LAND CONSERVATION STRATEGY

A vision for future growth and a plan to protect important natural resources—that is what greenprinting is all about. From drinking water sources to recreational lands, from floodplains to open spaces, greenprinting may be used by a local government and its private partners to preserve a community's most important natural resources and steer growth around them. In the process, growth is redirected toward existing infrastructure, fiscal benefits are realized, and the quality of life of a community is improved. Land conservation then becomes a powerful and cost-effective growth management tool—an equal partner with traditional regulatory, zoning, and planning approaches.

As developed by the Trust for Public Land, greenprinting follows these steps:

- ◆ *Step 1: Defining a Conservation Vision:* Developing a land protection vision that reflects a community's smart-growth goals and enjoys public support
- ◆ *Step 2: Securing Conservation Funds:* Identifying and securing federal, state, local, and private open space protection funds.
- ◆ *Step 3: Acquiring and Managing Park and Conservation Lands:* Administering the greenprinting program, completing transactions, and managing protected lands.

In the last ten years, TPL has worked with local governments across the nation on land conservation programs that preserve community character, create savings in local budgets, stimulate economic development, and attract and keep new residents. Land conservation can play a key role in building a sense of community. This report includes some of the stories and lessons learned from counties, cities, and towns working on land conservation programs. These communities found the vision and leadership, the funding, and the framework for action to protect the lands residents see as vital to the quality of their lives.

Defining a Conservation Vision

It is up to each community to define and implement a unique conservation vision—one that addresses the environmental needs of the region and the priorities of its residents.

Land conservation is catching on. Responding to pressures from accelerated growth and suburban-style development, local governments are permanently protecting more and more open space, wildlife habitat, watersheds, and other special places. New and expanded support is also coming from the federal government and many states. Voters are doing their part, approving billions of dollars for conservation at the state and local levels.

For many communities, strategic and comprehensive open space protection has replaced a more piecemeal and reactive approach—what Trust for Public Land President Will Rogers refers to as “emergency room conservation.” In this traditional model, local governments and land trusts worked to protect individually threatened pieces of property, sometimes under intense pressure as bulldozers arrive. This serves to steer development, but in a fragmented and unplanned way. With greenprinting, local leaders can look at the bigger picture, protecting the places that sustain and define their community while guiding development in a way that follows sensible growth patterns.

So how does greenprinting evolve? And how does it fit into a community’s existing land use, park, and conservation plans? The answers to these questions depend on the unique needs, financial and human resources, and political will of the community.

Quite often the greenprinting process is driven by leaders in local government who recognize the need to integrate growth and preserve a community’s natural resources. Other

greenprinting efforts evolve from the grassroots level, as local residents, community groups, and conservation organizations work with local government to protect the land. In many cases greenprinting requires local government leaders to reevaluate the core principles of their comprehensive plan—integrating transportation planning, land use planning, and zoning policies with land conservation. Protecting land then becomes one component in a larger effort to grow wisely and improve the overall quality of life in a community.

No small task, to be sure. Yet those who have successfully integrated the community’s conservation vision with all the approaches (voluntary and regulatory) and all the existing plans are likely to achieve significant results.

On the other hand, good results have also been achieved by exclusively implementing an open space protection plan. For some communities, this is the first step toward the design and integration of a smart-growth comprehensive plan. The bottom line: it is up to each community to define and implement a unique conservation vision—one that addresses the environmental needs of the region and the priorities of its residents.

Early greenprinting work focuses on visioning and planning: communities must identify and target their natural, cultural, and historic places of significance. Part 1 of the Local Greenprinting for Growth report series is designed to help community leaders—public officials and other conservation stakeholders—through this process, facilitate public participation and partnerships,

BEST PRACTICES

- ▶ Ensure that greenprinting is integrated with other plans and policies that guide day-to-day actions.
- ▶ Consider whether professional assistance can facilitate the process.



SUSAN LAMIDES

Agricultural lands are being lost to development at staggering rates, impacting local economies, scenic views, and quality of life. In Billerica, Massachusetts, TPL helped save the last working farm from development as a discount chain store.

and clarify the ways in which conservation can address many growth-related challenges.

Specific steps are as follows:

- ◆ Understand the value of protected land
- ◆ Assess the demand for protected land
- ◆ Define a community's preservation space goals
- ◆ Build public support and encourage public participation
- ◆ Create citizens advisory committees
- ◆ Forge greenprinting partnerships

UNDERSTAND THE VALUE OF PROTECTED LAND

Open space protection, particularly when it is used strategically as a tool for managing growth, can yield significant benefits. Yet these benefits are often overlooked. The bottom line: understanding how to assess and communicate the value of open space can make or break a local government's greenprinting program. This is because in almost every community one question will have to be answered, not once but many times: Given our current budget con-

Part of the section "Understand the Value of Protected Land" is excerpted and adapted from "Community Open Space: New Techniques for Acquisition and Financing," developed by the Trust for Public Land and published in the MIS Report by the International City/County Management Association; co-editors are TPL's D. Ernest Cook and urban consultant William P. Ryan.

NATIONAL SUPPORT FOR SMART GROWTH

The Smart Growth Network is a collaboration of the U.S. Environmental Protection Agency and members of the nonprofit, professional, historic preservation, development and real estate, and state and local government communities. This coalition works to promote smart growth practices that boost the economy, protect the environment, and enhance community vitality. Its guiding principles are as follows:

- ◆ Create a range of housing opportunities and choices
- ◆ Create walkable neighborhoods
- ◆ Encourage community and stakeholder collaboration
- ◆ Foster distinctive, attractive areas with a strong sense of place
- ◆ Make development decisions predictable, fair, and cost effective
- ◆ Mix land uses
- ◆ Preserve open spaces, farmland, natural beauty, and critical environmental areas
- ◆ Provide a variety of transportation choices
- ◆ Strengthen and direct building toward existing communities
- ◆ Take advantage of compact building design

For more information about the Smart Growth Network and how it can help your community design a smart growth plan, check its web site at www.smartgrowth.org.

straints, can we really afford to buy more open space? To answer that question, it is necessary to look at the value of open space and consider all the potential benefits to the community.

- ◆ **Consider the fiscal benefits.** Buying land or development rights costs money. So does residential and commercial development, which requires public investment in schools, roads, utility lines, libraries and recreation facilities, and ongoing public services such as police and fire. So in dollars and cents, where do preservation and growth make the most sense?

This question was addressed in a pair of studies conducted by the Trust for Public Land in 1998. Examining the relationship between land conservation and property taxes in Massachusetts, TPL found that, in the long run, towns that had protected the most land enjoyed the lowest property tax rates. This is likely due to long-term infrastructure costs of development, which can outweigh the costs of acquiring open space and any loss of property tax revenues that results from removing land from the tax rolls. The study also concluded that the conservation of certain key parcels may

Case Study

SANTA FE COUNTY'S GREENPRINTING TAKES SHAPE



MAGGIE HENZEL-NEEL

THE FACTS

Location:

Santa Fe County, New Mexico

Type:

Urban, suburban, rural

Population:

129,292 (2000)

Area:

1,909 square miles

Local Official Contact:

Javier Gonzales,
County Commissioner

Staff Contacts:

Jack Kolkmeier,
Planning Director

Michelle Johnson, Open Space
and Trails Program Manager

Address:

Santa Fe County
P.O. Box 276, 102 Grant Ave.
Santa Fe, NM 87504

Phone: (505) 986-6200;
(505) 995-2711

Fax: (505) 986-6206

Web Site:

www.co.santa-fe.nm.us/

Email Address:

javier@uswest.net

Santa Fe County, New Mexico, has one of the most diverse populations in the Southwest. Dominating the northern part of the county are long-established Hispanic families in traditional agricultural communities and Native Americans in sovereign pueblos. The economically and ethnically diverse city of Santa Fe, in the central part of the county, is home to a booming arts- and recreation-based tourism industry. In the south, irrigated farms and ranches are giving way to suburban sprawl from fast-growing Albuquerque.

Despite its substantial tracts of government land, concern has been growing steadily about the impacts of growth and the loss of open space throughout the county. The county's Growth Management Plan addressed these issues by requiring open space and trails in new planning district areas and served as the foundation for a detailed countywide greenprinting initiative. To begin its effort to change current sprawling development patterns, the county made its first greenprinting acquisition, an 11-mile rail trail, which has the potential to become the spine of county's entire land conservation program. To fund future conservation projects, County Commissioner Javier Gonzales sought public funding in the form of a \$12 million general obligation bond. Voters approved the bond in 1998 with 74 percent of the vote, making Santa Fe the first county in the state to exercise new conservation bonding authority.

The measure called for the creation of a citizens committee—the County Open Lands and Trails Planning and Advisory Committee (COLTPAC). Its members serve to advise county staff and the board of commissioners on the design of a greenprinting plan that recommends long-term strategies for open land and trails conservation and a program to evaluate, acquire, develop, and manage the lands. The county acquired nearly \$7 million in properties in 1999 and the remaining funds were committed by early 2000. The county's plan—the Wildlife, Mountains, and Historic Places program—has proved to be such a success that voters approved another \$8 million in funding in 2000 and up to \$1.2 million in 2001. This has also resulted in the creation of a county Open Space and Trails Program with a program manager and staff.©

influence the location and pattern of development, which in turn may make the delivery of municipal services more efficient and less costly.

In fact, the view that open space cannot pay for itself has been challenged in many communities, where officials have discovered through fiscal impact analyses that open space can enhance property values and generate tax revenues. For example, by demanding less in tax-supported services than they contribute, farms and ranches also help keep taxes lower and attract tourist dollars. In fact, the American Farmland Trust has determined that farmland and forestland provide a fiscal surplus for local governments (every dollar in revenue requires \$0.36 in services), whereas residential development results in a fiscal loss (every dollar in revenues requires \$1.15 in services).² Such is the case in Hays County, Texas, where farms, ranches, and open lands generate three times more in tax revenues than they receive in public services.³

Certainly, some of the quality-of-life benefits of open space can be difficult to measure. And the methods of analyzing fiscal impacts can vary significantly in sophistication and reliability. In their study of the economic value of open space, Charles J. Fausold and Robert J. Lillieholm of the Lincoln Institute of Land Policy caution that fiscal impact analysis “will not by itself answer the question of whether a particular piece of land should be preserved as open space or developed. However, it can help frame the discussion and lead to more informed decision by policy-makers, conservationists, and the public.”⁴

◆ **Consider the economic benefits.** Commercial real estate executives report that quality-of-life resources such as parks, playgrounds, and open lands have become as important as location cost in attracting new businesses. Owners of small companies also rank recreation, parks, and open space as the highest priorities in choosing a new location for their business.⁵ And corporate CEOs are not far behind, listing quality of life for employees as the third most important factor in locating a business, behind only access to domestic markets and the availability of skilled labor.⁶

◆ **Consider infrastructure benefits.** Considerable benefits can be gained by concentrating growth near areas of existing infrastructure while preserving key land and water resources. Greenways that include bicycle paths and walkways can expand a community’s transportation network, and acquisition of open space that protects drinking water supplies can be an enormous cost saver. Many small communities throughout the country must contend with the “prevention or treatment” choice New York City recently faced on a huge scale. The city is spending \$1.5 billion to protect 80,000 acres of its upstate watershed rather than spending \$8 billion on a water filtration plant that would have required an additional \$300 million a year in operating costs.

◆ **Consider flood prevention benefits.** Flood-prone communities will tell you it is easier and cheaper to rehabilitate flood-damaged ballfields, playgrounds, or greenways than it is to rebuild flood-damaged housing or commercial districts. In Lenexa, Kansas, city officials are implementing their innovative Rain-into-Recreation program, a series of natural, parklike detention basins connected by greenway corridors that filter water after heavy rains and provide recreational opportunities when dry.

The view that open space cannot pay for itself has been challenged in many communities, where officials have discovered through fiscal impact analyses that open space can enhance property values and generate tax revenues.

GLOSSARY OF CONSERVATION TERMS

Greenprinting—a smart growth strategy that emphasizes land conservation to ensure quality of life, clean air and water, recreation, and economic health

Open space—a broad term for land largely free of residential, commercial, and industrial development (including formerly developed brown-field sites) that can provide wildlife habitat, access to recreation, scenic views, parks, and so on

Greenways—corridors of open space land that connect people and places, provide recreational opportunities, protect natural habitat, improve water quality, and reduce the impacts of flooding

Conservation land—open space protected by federal, state, or local governments, land trusts, conservation organizations, and so on for more passive recreation such as hiking, camping, and wildlife viewing

BEST PRACTICES

- ▶ Assess the true costs and benefits of growth.
- ▶ Conduct a fiscal analysis that weighs the costs of growth on community services and infrastructure, tax revenues, and land prices.
- ▶ Consider the benefits of conservation on water quality, recreation, and other natural resources.

◆ **Consider health and environmental benefits.** Conserving open space is often the cheapest way to safeguard drinking water, clean the air, and achieve other public health and environmental goals. Protected forestlands help control erosion, rid the air of pollutants, and mitigate global warming by absorbing carbon dioxide and other greenhouse gases. Wetlands serve as wildlife habitat, absorb storm and flood water, and reduce pollutant and sediment loads in watershed runoff. And protected buffers help preserve clean waters that generate profits from tourism and fisheries and filter pollutants and nutrients from agricultural and residential runoff. In its 1991 study of watershed management, the American Water Works Association Research Foundation concluded that “The most effective way to ensure the long-term protection of water supplies is

through land ownership by the water supplier and its cooperative jurisdictions.”⁷⁷

The link between land use and the environment is one focus of the U.S. Senate Smart Growth Task Force. A study by the General Accounting Office at the task force’s request found that most states and localities do not assess the impacts of land use on air and water quality or develop ways to reduce its negative effects. The report advises that the EPA and the Department of Transportation assist with these assessments and provide communities with financial, technical, and other support.⁸

◆ **Consider the benefits to the community.** Parks and recreational programs are increasingly seen as a means to stabilize and revitalize distressed communities and stimulate commercial growth. For one thing, they provide adolescents with constructive alternatives to

Case Study

TAKING THE LEAD IN DANE COUNTY, WISCONSIN



JEFFREY STROBEL

THE FACTS

Location:

Dane County, Wisconsin

Type:

Urban, suburban, rural

Population:

426,526 (2000)

Area:

1,202 square miles

Local Official Contact:

Brett Hulsey
County Supervisor

Staff Contact:

Jim Arts, Dane Co.
Executive Office

Address:

210 Martin Luther King Jr.
Boulevard
Madison, WI 53709

Phone: (608) 266-5758;
(608) 266-4114

The rolling hillsides and picturesque dairy farms of Dane County, Wisconsin, are quickly disappearing, as growth and development chew up eight square miles of open space a year. In response, County Executive Kathleen Falk proposed Design Dane!, the county’s most ambitious and comprehensive growth management effort to date. The bold plan offers a broad list of proposals on such topics as community redevelopment and transportation planning, all of which factor in state and regional concerns.

But at the heart of the plan is open space preservation and farmland protection. As a major component of the plan, a \$30 million land conservation funding measure, passed with overwhelming voter support.

Not all Design Dane! proposals have been warmly received: after a year of planning, public input, and intergovernmental outreach, Falk revised her original idea to create a Farmland Mitigation Program. But the county executive has listened to all sides and has been flexible in her approach. As reported in a local newspaper, Falk “methodically sought out advice from citizens in all walks of life, and all parts of Wisconsin’s second-largest county, to inform her own ideas on how county government can play a role. She deserves credit for listening—to town residents as well as city dwellers, to developers as well as environmentalists.”⁷⁹ Overall, the plan is popular with policymakers and the public alike.Ⓜ

Fax: (608) 266-4361

Web Site: www.co.dane.wi.us/

Email address: hulsey@co.dane.wi.us

antisocial behavior. A year after the 1992 unrest in Los Angeles, a survey of residents of the four areas most affected ranked youth services and parks as the most pressing needs of their neighborhood—ahead of banks and new businesses. In a survey by Rebuild L.A., 77 percent of those asked named parks, recreation facilities, and sports programs as “absolutely critical” or “important” needs.¹⁰

ASSESS THE DEMAND FOR PROTECTED LAND

In 2001, the Trust for Public Land compiled the results from 18 of its public opinion polls taken across the country. These state, county, and city surveys revealed overwhelmingly high support for conservation, particularly for drinking water protection and the water quality of rivers, lakes, and streams. These results are consistent with a June 1999 TPL survey (800 voters nationwide) showing that the protection of open space and natural lands is a high priority, on par with such an important issue as education.

These poll numbers have translated into high levels of support at the ballot box. In 2001, voters approved 70 percent of all conservation measures at the state and local levels, generating \$1.7 billion in funding for parks and open space despite the economic downturn. In 2000, total conservation dollars raised reached \$7.5 billion.¹¹

Yet while national surveys and election results provide a useful context for considering local needs, conducting a local survey and outreach to the community offer better guidance for developing a specific greenprinting vision and plan. Professional public opinion polling can help a community define its conservation vision, assess its open space priorities (particularly in relation to other policy issues), and determine how much money voters are willing to spend on land conservation (for more on this topic, see Part 2: Securing Conservation Funds). An alternative and often more practical option is an informal strategy that relies on free-form neighborhood meetings to obtain a community’s views and ideas. (Some communities hold dozens of meetings with a variety of constituencies and interest groups to inform the greenprinting process.) Whatever the method, a careful assessment of community needs is fundamental to a good plan.

DEFINE A COMMUNITY’S CONSERVATION GOALS

The primary goal of greenprinting is to steer growth and development away from valuable natural resources and toward existing communities and infrastructure. This requires a thorough understanding of the land and development patterns—what exists and what is threatened. Conducting an inventory of natural resources—from riparian areas to trails to wildlife corridors—is essential. It is also important to develop a set of clearly defined and realistic preservation goals that reflect a community’s priorities and target its most important natural, cultural, and historic features.

Greenprinting goals encompass a broad range of preservation and preservation-related issues, including:

- ◆ Parks, greenways, and recreation lands
- ◆ Lands that safeguard key environmental resources such as wetlands, watersheds, and wildlife habitat
- ◆ Lands that support important industries such as tourism, forestry, and farming
- ◆ Lands that protect the history, character, identity, and way of life of a community

Keep in mind the goals need not be limited to land conservation or resource protection. In a broader sense, the protection of land and waterways may also serve to revitalize entire neighborhoods and the local economy. In Miami, for instance, TPL worked with local leaders and community development and land conservation specialists to develop a plan for the Miami River Greenway that includes natural resource protection, economic development, and neighborhood preservation elements.

In addition to broadly defined goals, a community may set a standard for open space—10 acres per 1,000 residents, for instance. These standards should reflect unique local needs. According to the National Recreation and Park Association (NRPA), such standards should be “realistic and attainable; acceptable and useful to both the practitioner and the policymaker; and based on sound analysis of the best available information.”¹²

BEST PRACTICES

- ▶ Include a broad base of leadership from around the community—government, business, neighborhood, and environmental representatives. Ensure that real “opinion makers” are backing the new thinking.
- ▶ Design a process that encourages public participation and responds to the concerns of all interested parties—be they environmentalists or developers.
- ▶ Use polling, focus groups, and community outreach to gauge public opinion about land conservation and other local priorities.
- ▶ Incorporate input, provide leadership, and clearly communicate the greenprinting vision.



JACK W. EBIN

Location:

Douglas County, Colorado

Type:

Suburban, rural

Population:

175,766 (2000)

Area:

840 square miles

Local Official Contact:Melanie Worley
Commissioner**Staff Contacts:**Cheryl Matthews,
Open Space and Natural
Resources DirectorToby D. Sprunk, Natural
Resource Specialist**Address:**County Administration
Building
100 Third Street
Castle Rock, CO 80184**Phone:** (303) 660-7400**Fax:** (303) 668-2064**Web Site:**

www.douglas.co.us

Email Address:

tsprunk@douglas.co.us

Douglas County, Colorado, outside of Denver, grew by 191 percent in the 1990s, making it the fastest growing county in the nation during that decade. While new residents continue to flock to the area, the county and its many partners have designed ambitious greenprinting plans to protect what makes it special: significant natural resources and striking natural beauty that ranges from mountains to foothills to plains.

The Douglas County Open Space Program was created in 1994 with the passage of a 1/6-cent sales and use tax. This tax generates more than \$6 million annually for the preservation of open space, the creation of trails, and the development of parks. To maximize funds and effectively target lands, the county has identified four priority acquisition areas: High Plateau, Cherry Creek Corridor, Chatfield Basin, and South 1-25 Conservation Corridor. These projects have attracted a strong and diverse coalition of partners. More than 75 public and private agencies, organizations, and companies have joined the effort to conserve an interconnected system of open space for wildlife and people surrounding Chatfield Reservoir. And sixteen local, state, and federal entities are working together to fund the Cherry Creek greenprint, a plan that links parkland along the 35-mile creek that connects rural, suburban, and urban landscapes.

At the heart of the county's conservation efforts is a broad-based citizens advisory committee whose establishment was called for in the sales tax measure.

Members serve primarily to advise and make recommendations to the county commissioners and municipal officials regarding disbursement of funds and the selection of lands to be protected. Land is evaluated based on specific criteria within targeted protection areas, and includes the protection of buffers, the creation of linkages, and the level of development threat. Members may also support county officials and staff with specific functions as follows:

- ◆ support policy development efforts by making recommendations to the county master plan, subdivision regulations, and zoning resolution that pertain to open space
- ◆ review open space and trail aspects of subdivision plans
- ◆ review open space and trails plans and assist with community open space education programs
- ◆ review the annual open space and trails budget

The county has structured the committee to ensure diverse geographic and political representation, and land planning expertise. The committee is composed of three representatives of municipal government (selected from nominees submitted by the municipality), three representatives of the county (one from each district), and three members appointed at-large. At least one of the at-large members must be a county planning commission member and one a professional land planner. Members are appointed by the county commission.

With the support of the advisory committee, the county and its partners (notably The Conservation Fund) have protected more than 40,000 acres of land in each of its four priority areas.®

BUILD PUBLIC SUPPORT AND ENCOURAGE PUBLIC PARTICIPATION

Find a successful greenprinting program and you'll find residents actively involved in the process. Motivated by the changing landscape and character of their communities, these individuals and community groups can help drive the creation of a program, steer its direction, and oversee its implementation. By providing a variety of perspectives and talents, public participation can be crucial to the success of a greenprint, one that truly reflects the conservation priorities of residents and stakeholders alike.

Local government can facilitate public participation by providing opportunities for public input and discussion; understanding public opinion through polling, focus groups, and community outreach; and keeping the public informed about the greenprinting process. Local officials may find that citizens advisory committees can assist and support strong public partnerships.

Jacksonville, Florida's Mayor John Delaney, launched one of the nation's most ambitious greenprinting programs in 1999. In other communities, leadership has come from neighborhood groups, nonprofit partners, regional government associations, and other local stakeholders. In Miami-Dade County, Florida, prominent civic leaders who served on a citizens advisory committee paved the way for the county's Safe Neighborhood Parks Act. With the passage of the measure came the establishment of a citizens oversight committee, a formally structured body that serves to implement the program and monitor the expenditure of funds.

CREATE CITIZENS ADVISORY COMMITTEES

Advisory committees serve to represent the diverse interests of a community and ensure the public's conservation priorities are put forth. They help create a system of checks and balances and often provide links among open space and planning staff, the legislative body, and the public. And they lend credibility to a program, giving assurances to a public often wary of government spending that conservation dollars are being well managed.

Yet not all committees are alike. The powers they hold, the duties they perform, and the term lengths of their members vary from community

to community. A committee can be a catalyst for a greenprint and an executor of its vision, its members charged with setting and implementing broad policy. (The open space advisory committee in Boulder County, Colorado, for instance, was instrumental in the creation of the 33-year-old program.) Or a committee's role can be more narrowly defined, reviewing land acquisition nominations and providing a forum for public debate. Such tasks are assigned to members of the Mayor's Oversight Commission for the Preservation Project in Jacksonville, Florida.

The type of participants can also vary. Some committees include elected officials, planning commissioners and board members, and planning and other public agency staff. Others are limited to civic leaders outside government, including farmers, developers, businesspeople, community activists, and advocates of historic preservation, farmland, natural resource, and open space protection. Finding the correct balance—one that represents the diversity of the community and complements the structure of the program—is essential. Here are a few considerations.

- ◆ **Composition.** Successful committees reflect a community's diversity—geographic, economic, ethnic, racial, gender, and special interest. Community outreach can be critical.
- ◆ **Structure.** Establish a structure for a committee that is appropriate for the size and scope of the greenprinting exercise and complements existing governmental bodies.
- ◆ **Roles and responsibilities.** Advisory committees can assume a wide range of roles and responsibilities—defining the vision, creating the plan, reviewing zoning rules, developing administrative bylaws, seeking public input, recommending land transactions, overseeing the deposit and disbursement of public conservation funds, and assisting the local governing body with community open space education programs.

FORGE GREENPRINTING PARTNERSHIPS

It is important to look beyond the walls of local governments and forge partnerships with other governmental entities, nonprofit land trusts, for-profit contractors, the business community, farmers and ranchers, developers, and volunteers.



Children enjoy nature in historic Walden Woods, near Concord, Massachusetts. The Trust for Public Land worked with the commonwealth to permanently protect lands threatened by development.

These partnerships can provide local governments with much-needed expertise and manpower and strengthen a program by combining resources with other public agencies. They can also help a community define its vision and shape its greenprinting program, lending a variety of conservation and growth management perspectives. Partnerships formed primarily for initial greenprinting phases are summarized here (land transaction, land management, and volunteer partnerships are covered in Part 3).

◆ **Program development partnerships.**

Whether for-profit or not-for-profit, third-party assistance can begin with the development of a greenprinting program. Some communities hire consulting firms to help design their open space plans. In Santa Fe County, a facilitator was used to help county staff and citizens advisory board members craft their Open Lands and Trails Plan. The neutral third party helped move the process along efficiently and ensure the priorities of stakeholders and the public were addressed.

Private, nonprofit organizations, such as the Trust for Public Land, also can help. Unlike consulting firms, these arrangements are not always fee based. Through its Conservation Finance Program, TPL has worked with many local governments, providing technical assistance in a variety of planning areas. In Santa Fe County, for example, TPL helped identify sources of public funding for conservation and assisted with the campaign to approve a \$12 million general obligation land preservation bond. Once the measure was approved, TPL advised on the development of the plan and began to acquire land for the county.

◆ **Land-use planning partnerships.** Add land-use planning to the list of services a land trust can provide. The Land Conservancy of San Luis Obispo County, California, uses its planning expertise to assist the county with land conservation activities such as geographic information mapping, resource studies, policy analysis, and open space and restoration planning. In turn, the planning contracts help the conservancy fund its own programs and achieve its land protection mission.¹³ These

Some of the most important greenprint partnerships are those that involve multiple governmental entities—states, counties, cities and towns, and their various agencies.

partnerships are increasing where land trusts have sufficient staff and expertise and land-use involvement is judged to be a productive avenue to increasing land trust's effectiveness.

◆ **Intergovernmental partnerships.** Some of the most important greenprinting partnerships are those that involve multiple governmental entities—states, counties, cities and towns, and their various agencies. These partnerships come in all shapes and sizes, from land management agreements that protect jointly owned county/town land to the formation of separate governmental bodies established and empowered by local jurisdictions.

In the St. Louis metro region, cooperation among various governmental entities and the private sector resulted in the creation of a new land conservation body. In November 2000, voters in four counties and the city of St. Louis passed Proposition C, the Clean Water, Safe Parks and Community Trails Act. Two new park districts were created, one on each side of the Mississippi, that will work together to build a regional, 40-mile network of hiking and biking trails. Led by St. Louis 2004, a group of civic leaders, business leaders, and park professionals, the program required new enabling legislation in Missouri and Illinois as well as local voter approval for the park districts and the imposition of its funding source, a sales-tax increase.

While it is not the first special district in the St. Louis area, Proposition C broke new ground, requiring an unprecedented level of regional cooperation. According to E. Terrence Jones, professor of political science at the University of Missouri at St. Louis, Proposition C also has implications far beyond other special districts: "It has the potential to build regional identity, to make more citizens think of their bonds with the entire area and not just their ties to individual neighborhoods or subdivisions. Its most likely signature project, the Confluence Greenway, will draw attention and activity back to the waterways that bind us all, the historic reason for our location and the common geographic thread among us."¹⁴

Securing Conservation Funds

Although the price tag to protect the land may well be lower than the cost of the land's development, a significant commitment of funds is required. Most communities have a variety of potential fiscal options and financing techniques available to them, from federal and state incentives to local option taxes and bonds. It is important to tap into as many sources as possible. That way, a community can increase conservation funding (generating local dollars that leverage additional federal and state funds) and avoid too great a reliance on a single, potentially unpredictable funding source.

Just which financing options and techniques can be used depends on many factors, including the availability of federal and state funding programs and incentives, local enabling options, and the priorities of the public. Careful research and public opinion polling are necessary to determine which local funding options and funding levels are economically prudent and publicly acceptable. This process is called a feasibility assessment. Should the feasibility assessment indicate public support for conservation spending, the next step is the design of a ballot measure.

Part 2 of the series is designed to help public officials and other community leaders understand the feasibility assessment and measure-design process so that they can secure available greenprinting funds. The steps are as follows:

- ◆ Explore state, federal, and private funding sources
- ◆ Research and test local financing options and conservation priorities

- ◆ Design a local conservation finance measure
- ◆ Distribute public funds among various stakeholders

EXPLORE STATE, FEDERAL, AND PRIVATE FUNDING SOURCES

Local greenprinting funding opportunities ideally begin at the state level. With state support—in the form of incentives, legislatively approved enabling options, funding, and so on—local governments have the tools and resources to implement their programs and realize their vision. Without state support, local options are more limited.

The Trust for Public Land has created a list of best practices by which to evaluate a state's conservation landscape. These conservation tools, strategies, and funding options provide a foundation for effective conservation programs at the county and municipal levels.¹⁵

- ◆ **Dedicated state funding source(s).** A stable state revenue source fosters program development and long-term vision. (Lotteries, general obligation bonds, sales taxes, transfer taxes or deed recording fees, and general fund appropriations are common state funding sources.)
- ◆ **Local enabling options.** Local options provide communities with the revenue tools necessary to meet local conservation goals—and facilitate greater local control.
- ◆ **A program of incentives for local governments.** State incentives (matching grants, low-interest loans) encourage local governments and nonprofit partners to generate local dollars.



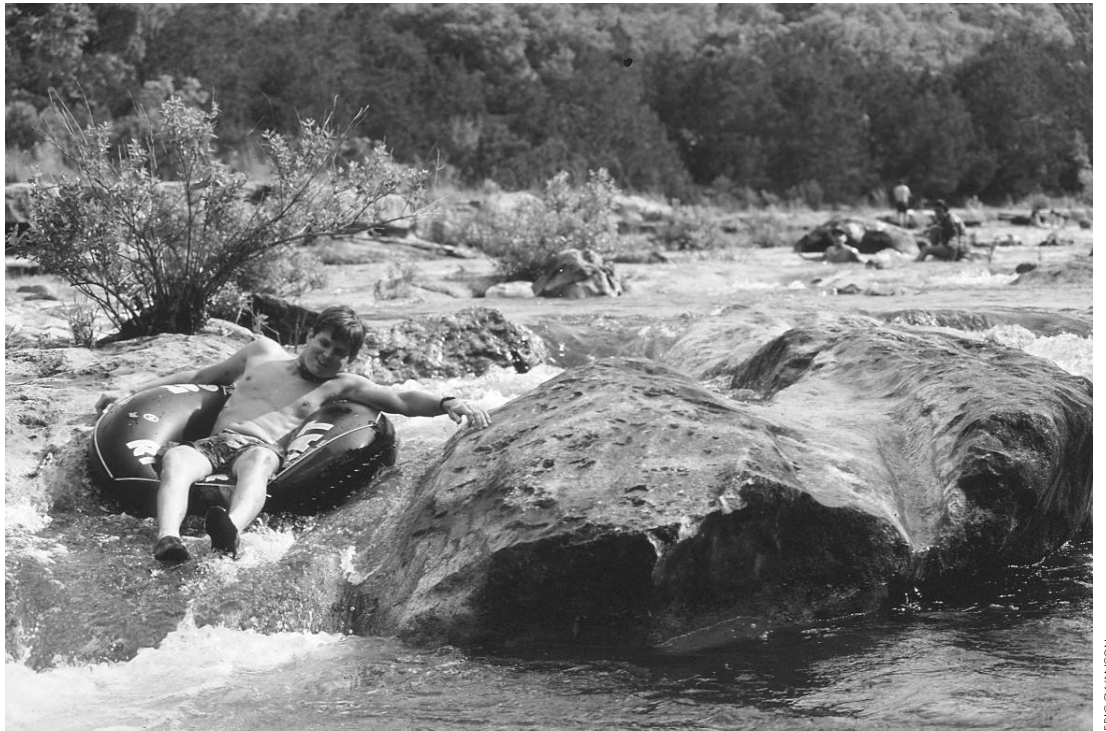
WILLIAM POOLE

People of all ages enjoy New York City's Central Park.

BEST PRACTICES

- ▶ Tap into all available federal, state, private, and local conservation financing sources.
- ▶ Look broadly for funding that can be linked to parks, including public works, community development, or tourism dollars.

Residents of Austin, Texas approved five conservation measures from 1992 to 2000, generating millions of dollars for the protection of open space, wildlife habitat, greenways, and watershed lands.



- ◆ **Purchase-of-development-rights (PDR) program.** PDR programs are effective tools in the protection of open space and farmland. PDRs help maximize conservation dollars while allowing for continued private ownership. State programs can help counties and municipalities develop and fund locally-tailored programs.

- ◆ **Public-private partnerships.** Encouraging partnerships with private, nonprofit organizations can help a local government reach its land conservation goals and leverage conservation funds.

- ◆ **Conservation tax credits.** State tax-credit laws are becoming an increasingly popular tool to encourage the donations of land or easements to public or private nonprofit entities for conservation.

Federal dollars can also be critically important to local conservation projects. The following are examples of federal conservation funding programs (see the appendix for more details):

- ◆ The Land and Water Conservation Fund provides money for local, state, and federal projects.
- ◆ The Forest Legacy program provides state funding to secure conservation easements on working forestland.

- ◆ The North American Wetlands Conservation Act promotes voluntary, public-private partnerships to conserve wetland ecosystems.

- ◆ The Cooperative Endangered Species Conservation Fund (Section 6 of the Endangered Species Act) provides grants to states to conserve species habitat.

Additional funds may be available through other federal programs, including the Federal Transportation Act, the Farmland Protection Program, Coastal Wetlands Grants, the Wetlands Reserve Program, Army Corps of Engineers Water Resources Development Act funds, Non-point Source Pollution grants, and the Migratory Bird Program. Many of these programs require matching funds, underscoring the need to secure state, local, and private dollars.

Private funding sources may be another option for local governments. Nonprofit land trust partners can provide considerable help in this area, sponsoring private fundraising campaigns and soliciting donations from foundations, corporations, and individuals. While some foundations have policies against awarding grants directly to governmental agencies, foundations can be created for the purpose of assist-

COMMON CONSERVATION FINANCING SOURCES

METHOD	DEFINITION	PROS	CONS
Property tax	tax on real property paid for by commercial and residential property owners	<ul style="list-style-type: none"> ◆ steady source of revenue ◆ relatively easily administered ◆ tax burden fairly broadly distributed ◆ small increases create substantial funding ◆ popular with voters when focuses on compelling land conservation needs 	<ul style="list-style-type: none"> ◆ competition for other public purposes ◆ overall concern among taxpayers about high rates
Sales and use tax	tax on the sales of goods or services	<ul style="list-style-type: none"> ◆ relatively easily administered ◆ low reporting costs ◆ can generate large sums, even at small tax levels ◆ may be paid in part by out-of-town visitors ◆ can tap into tourism profits generated by open space amenities ◆ may include exemptions such as food and medicine 	<ul style="list-style-type: none"> ◆ revenues can drop when economy slows ◆ considered regressive
Real estate transfer tax	tax on the sale of property, paid by either the buyer or seller	<ul style="list-style-type: none"> ◆ funds can be substantial ◆ nexus between taxing new development and protecting open space 	<ul style="list-style-type: none"> ◆ opposition from real estate/development interests makes passage difficult for some communities ◆ less predictable revenue stream
Impact fee	one-time fee paid by developer to offset costs of infrastructure caused by new development	<ul style="list-style-type: none"> ◆ nexus between taxing new development and protecting open space 	<ul style="list-style-type: none"> ◆ parks and open space projects might require direct link to new development ◆ may make housing development unaffordable
Special assessment district	special tax district for area that benefits from an open space project	<ul style="list-style-type: none"> ◆ users finance acquisition and management ◆ predictable revenue stream ◆ accountability in government spending ◆ sense of ownership of and responsibility for area parks and services ◆ can establish in small increments ◆ may be able to set own election date and process 	<ul style="list-style-type: none"> ◆ possibly time consuming to implement ◆ overall concern among taxpayers about high rates
General obligation bond	loan taken out by a city or county against the value of the taxable property	<ul style="list-style-type: none"> ◆ allows for immediate purchase of open space, locking in land at current prices ◆ distributes the cost of acquisition over time 	<ul style="list-style-type: none"> ◆ extra interest costs of borrowing ◆ voter approval required, sometimes by supermajority levels
Revenue bond	loan paid from proceeds of a tax levied for the use of a specific public project, or with proceeds of fees charged to those who use the financed facility	<ul style="list-style-type: none"> ◆ not constrained by debt ceilings of general obligation bonds ◆ voter approval rarely required 	<ul style="list-style-type: none"> ◆ more expensive than general obligation bonds



TED HARRISON

THE FACTS**Location:**

Austin, Texas

Type:

Urban, suburban

Population:

655,854 (2001)

Area:266 square miles
364 square miles (extra territorial jurisdiction)**Staff Contact:**Butch Smith, Senior Planner,
Parks and Recreation
Department**Local Official Contact:**Beverly Griffith
Councilwoman**Address:**Municipal Building
124 West Eighth Street, #111
Austin, TX 78701**Phone:** (512) 974-2000**Fax:** (512) 974-1886**Web Site:**www.ci.austin.tx.us/**Email Address:**

Beverly.Griffith@ci.tx.us

Attracted by an educated workforce, rolling hillsides, and a relaxed atmosphere, more than 800 high-tech companies moved to the Austin region in the 1990s. The national media took notice: *Fortune* magazine named Austin the number-one city in the country in which to do business, and *Newsweek* dubbed Austin “the utopian workplace of the future.” This recognition is due in part to Austin’s livability—a quality of life that depends on a vast network of parks and open spaces. In fact, the city is one of the nation’s richest in parkland, having acquired thousands of acres of sensitive greenspaces since the early 1970s.

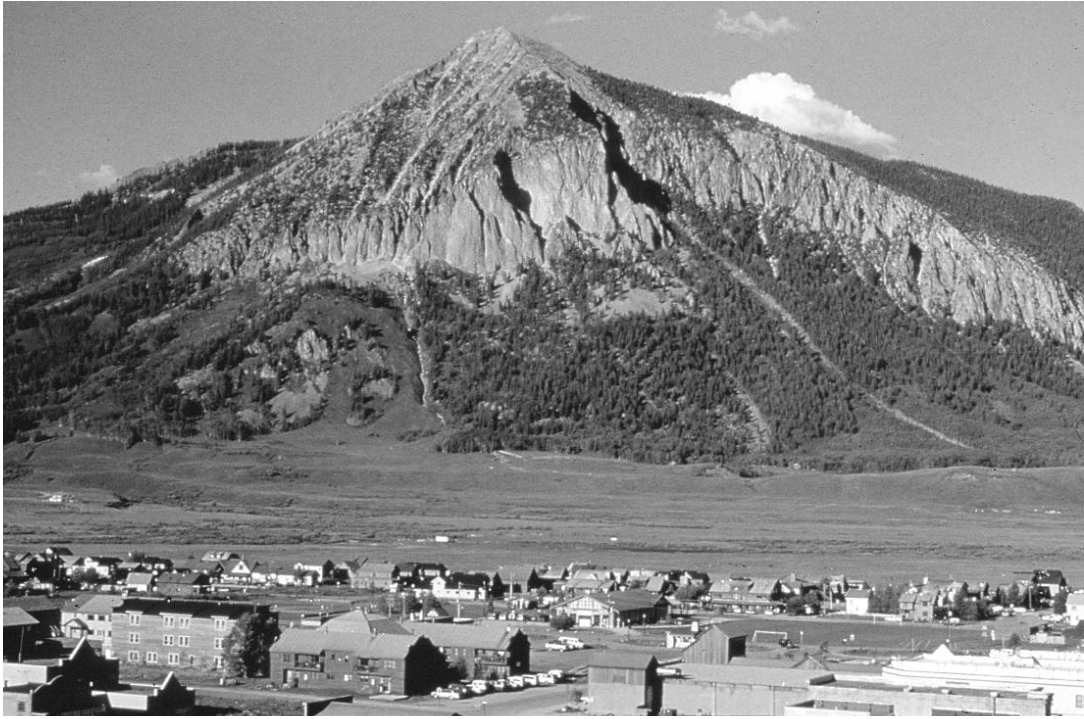
Yet some of the things that attract new residents and businesses—natural resources and quality of life—are also threatened by the city’s economic and population boom. Crowded highways, declining air and water quality, and sprawling development are today’s challenges—ones that are being met head-on by activist citizens and local leaders alike. Voters have also supported new funding for parks, greenways, and open space repeatedly over the past decade, approving millions of dollars to protect Austin’s land and water resources.

The decade’s first land conservation funding measures were passed in 1992. Supported by a 100-member local coalition, the Barton Creek Wilderness Park measure generated \$20 million for open space protection. On the same ballot, voters approved Save Our Springs, a regulatory measure designed to protect the Barton Creek watershed that included a \$23 million bond for habitat and watershed acquisition.

After the successful 1992 bond, the Trust for Public Land and the Austin Metro Trails and Greenways organization studied the community’s park needs and conducted an inventory of parks and greenways. A master plan for the city was developed and a public information campaign was launched to help inform residents of the benefits of a greenways network. To fund the plan, voters approved Proposition 2 in 1998, a \$75.9 million bond for parks and greenways that included \$35.5 million for new open space acquisitions. What was unique about the Proposition 2 bond campaign was its focus on social equity issues: roughly 80 percent of the new bond money is earmarked for parks and trails east of Interstate 35, where many of Austin’s low-income and minority residents live. Local leaders also worked hard to build public awareness about conservation and the economic benefits that a greenways network can bring. These efforts were instrumental in securing broad support from business and neighborhood leaders, which in turn helped move the political process forward.

The same year, the city council passed a Smart Growth Initiative and voters authorized a \$65 million revenue bond (funded by an increase in residential water rates). Bond funds are used to purchase land and easements within the Drinking Water Protection Zone, a 15,000-acre hourglass-shaped buffer zone defined by the Smart Growth Initiative.

In November 2000, voters approved \$13.4 million in bonding authority to protect land in the Barton Springs watershed, thereby preventing pollution to the city’s water source.



ERIC SWANSON

Development threatens ranchland, water quality, and quality of life near Gunnison County, Colorado. The state, county, land trusts, and other partners are working to protect these land and water resources throughout the county.

ing a local government's conservation programs. These entities can provide financial and other support, raising money from individual and corporate donors, large grant-aiding foundations, and state and federal grant programs. In Jefferson County, Colorado, the Jeffco Open Space Foundation is a 501(c)(3) tax-exempt organization that promotes the county programs by accepting donations (land, equipment, real property, historical artifacts) and appreciated assets such as stocks, applying for and receiving grants, and organizing individual and corporate fundraising efforts.

RESEARCH AND TEST LOCAL FINANCING OPTIONS AND CONSERVATION PRIORITIES

Federal, state, and private funds are limited and in high demand. As a result, they will likely serve as supplements or incentives to a locally-funded greenprinting initiative.

One potential funding approach is a budget appropriation by the local governing body, which can involve a reallocation of existing resources or a legislatively approved tax levy. Other taxing and borrowing options may require voter approval. Careful research can uncover potential financing options and assess such details as the impact on taxpayers, the legal constraints of referring a measure to the

ballot, and relevant election trends.

The findings from this research will help guide the design of a public opinion poll that assesses public attitudes about land conservation, particularly in relation to other spending priorities. A poll can test voters' overall opinions about the quality of life of a community and their land conservation priorities. Polls can also help determine acceptable funding levels, preferred funding mechanism (bond, sales tax, etc.), and the importance of fiscal safeguards such as oversight committees, independent audits, and limitations on administrative expenses.

DESIGN A LOCAL CONSERVATION FINANCE MEASURE

If the feasibility assessment indicates weak support for conservation spending, it may be best to postpone a ballot measure in order to better inform the public about the benefits of land protection. If there is evidence of strong support, the measure design process begins.

Above all, a measure should include what polls indicate are the most compelling benefits of conservation in a given community (water quality protection, farmland preservation, etc.) at a price voters indicate they are willing to pay. Look to fiscal research, public opinion polling, and input from community leaders (such as

BEST PRACTICES

- ▶ Research local financing options.
- ▶ Test these options and various spending levels through a public opinion poll.
- ▶ Test the public's conservation priorities (open space protection, farmland preservation, etc.).
- ▶ Design a measure that reflects voters' conservation priorities and fiscal tolerance.

a citizens advisory committee) to guide the process. The results of the feasibility assessment can inform the measure by addressing the following questions:

- ◆ On which election date during the year should a measure be placed? Consider local voter turn-out trends, poll results, and competing spending measures.
- ◆ How much money should the measure attempt to raise? Polling will reveal voters' spending threshold—the maximum dollar amount they will spend on conservation.
- ◆ Which fiscal safeguards should be included in the measure? Voters are wary of added government spending and want assurances their tax dollars will be spent wisely. Fiscal safeguards such as citizens oversight committees, independent audits, sunset clauses, and administrative cost caps should be considered.

- ◆ How much and what types of land should be targeted? Farmland, open space, parks, wildlife habitat—the feasibility assessment will reveal public priorities and conservation needs.
- ◆ How should the ballot measure be worded? Legal research, poll results, and a review of past measures can help guide the wording of a measure, ballot title, and so on.
- ◆ What acquisition methods should be used? The type of land targeted can affect the type of acquisition method(s) chosen. For instance, voluntary agricultural conservation easements are probably the best for protecting working farms and ranches.

Once a measure is on the ballot, community activists are often eager to get to work. The Trust for Public Land's Conservation Finance Program can provide assistance with this endeavor.

Sample Ballot Language from Successful Conservation Measures: November 2000

Beaufort County, South Carolina:

Shall Beaufort County, South Carolina, issue general obligation bonds, not to exceed \$40,000,000, for the purpose of land preservation, by purchasing open land, development rights and conservation easements in all areas of Beaufort County, in order to alleviate traffic congestion in high growth areas and to protect water quality, natural lands, wildlife areas, farmland, parkland, coastal areas, rivers and wetlands, provided that all expenditures shall be prioritized based upon an official criteria and ranking system established for the County, and subject to an annual independent audit?

Gallatin County, Montana:

Shall the Board be authorized to issue and sell general obligation bonds of the County, in the amount of up to \$10 million, for the purpose of preserving open space in Gallatin County by purchasing land and conservation easements from willing landowners for the following purposes: managing growth, preserving ranches and farms, protecting wildlife areas and water quality of streams and rivers, providing parks and recreation areas and paying costs associated with the sales and issues of general obligation bonds, which bonds shall bear interest at a rate to be determined by the Board, payable semiannually during a term of not to exceed 20 years and redeemable on any interest payment date after one-half of their term, with all expenditures based on recommendations of the Open Lands Board (citizens' advisory committee), after public comment, and subject to an independent audit?



KEN SHERMAN

Results from national, state, and local polls conducted by TPL reveal consistently high, multi-partisan support for land conservation that protects drinking water and the water quality of rivers, lakes, and streams.

DISTRIBUTE PUBLIC FUNDS AMONG STAKEHOLDERS

It may be best to split public funds among several parties—county and municipal governments, public agencies, and nonprofit organizations. A variety of approaches have been used to reach funding equity. Some counties take municipal conservation priorities into consideration when making spending decisions but distribute no money to other jurisdictions or entities. Other counties establish detailed distribution formulas that allocate or grant portions of county revenues to various parties such as municipalities

and nonprofit organizations. In still other cases, specific projects are named in a funding measure, such as a general obligation bond-funding.

Mecklenburg County, North Carolina, divided \$30 million in conservation bonds approved by voters in 1999 equally among six municipalities. To be eligible for its \$5 million share, each town had to have an open space master plan and the ability to match the county funds on a one-to-two basis. Any funds not spent during a five-year period are available to other jurisdictions on a first-come, first-served basis.

BEST PRACTICES

- ▶ Build consensus for the division of funds among public agencies, nonprofits, and so on.
- ▶ Make funds available for both big projects with broad benefits as well as small neighborhood efforts.
- ▶ Encourage strategic purchases that protect regionally significant resources, especially those that cross jurisdictions like trails, river corridors, wildlife migration routes, and watersheds.

Acquiring and Managing Park and Conservation Lands

The advice from communities that have been there: create a simple and straightforward acquisition process that facilitates public participation, and secure financial and human resources for implementation early.

Part 3 of the Local Greenprinting for Growth series covers the process of acquiring and managing targeted lands—described here as the implementation phase. Specific steps are as follows:

- ◆ Organize and staff an open space/greenprinting program
- ◆ Identify and prioritize property for acquisition
- ◆ Determine acquisition methods
- ◆ Acquire the land
- ◆ Manage protected land
- ◆ Forge greenprinting partnerships

Each community will face unique implementation challenges, and a greenprint program will likely grow and evolve over time. Yet careful and early preparation is also essential. The advice from communities that have been there: create a simple and straightforward acquisition process that facilitates public participation, and secure financial and human resources for implementation early.

ORGANIZE AND STAFF A CONSERVATION PROGRAM

Should land conservation be handled by a local government's existing departments, or should a new department be created? What staff or outside consultants are needed to implement the program? And what will it all cost? The answers to these questions vary, depending on the needs of the program, the financial resources of the community, and the structure of the government.

Some successful programs are run by existing planning or land-use departments in conjunction with staff from other departments. The planning department in Santa Fe County, New Mexico, for instance, administers an evolving conservation program that includes staff from a number of departments and uses the Trust for Public Land as an important acquisition partner. A multidepartmental approach is also taken in Suffolk County, New York, a county that is larger in size and scope. In other cases, separate park and open space departments are established to oversee everything from acquisition to management.

The number of staff required can be determined by formula (people per acre of land) or staffing may evolve more slowly to meet the growing needs of a program. Consultants, nonprofit partners, and volunteers also can fill important implementation roles. Rather than paying more for land or staff, some communities find nonprofit acquisition partnership to be a cost-effective method of protecting targeted lands.

IDENTIFY AND PRIORITIZE PROPERTY

From protecting open space corridors that encourage compact development to revitalizing waterways that provide recreation and housing to preserving an agricultural heritage in a fast-growing farming community—the vision of greenprinting reflects the unique conservation and quality-of-life goals of each community. Once a vision is defined (as discussed in Part 1),



ANN STATES

Piedmont Park is an oasis in the heart of Atlanta.

a system must be designed to identify and prioritize specific parcels within targeted protection areas.

Parcels can be brought to the attention of a local government through public nominations or recommendations from public agency staff, advisory committee members, nonprofit partners, or other jurisdictions. Once identified, a parcel should be evaluated based on how well it meets established acquisition criteria that reflect the unique greenprinting goals of a community. Criteria can be broadly defined, according to general guidelines, goals, or land features, or specifically defined, according to detailed ranking factors or a numeric points system.

The following commonly applied criteria may be useful for local governments to consider:

- ◆ **Location.** Is the land within a targeted acquisition area? Does the property serve as an extension or link to protected open space or farmland?
- ◆ **Financial status.** Is there a financial incentive, such as a cost share, installment purchase, bargain sale, partial donation, conservation easement, and so on?
- ◆ **Development pressure.** Is the land adjacent to areas of fast-paced development? Is

the parcel large enough to reasonably expect that its protection can help alleviate urban sprawl?

- ◆ **Public support.** Does the acquisition of the parcel have widespread support? Will the property benefit more than one neighborhood or jurisdiction?

More specific criteria will depend on the emphasis of the greenprinting goal. For instance, a purchase-of-development-rights program may include as criteria soil classifications or crop yields, farm size and strategic location, and scenic attributes. If the goal is protecting water quality, lands may be evaluated on such criteria such as the avoidance of nonpoint source pollution through buffer zones, the protection of stream segments, and the restoration of natural hydrology and wetland linkages.¹⁶

Public officials, staff, and advisory board members commonly work together to determine where land preservation dollars should be spent. The advisory committee and staff may review land acquisition nominations or applications. Staff can support the work of the advisory committee, taking the steps necessary to make the transaction. Once all the information is obtained, the advisory commit-

BEST PRACTICES

- ▶ Develop acquisition criteria that reflect the greenprint vision.
- ▶ Keep acquisition targets general in public discussions to avoid speculation.
- ▶ Wait until there is funding and a defined process before accepting applications.
- ▶ Ensure that applications are handled equally and consistently.
- ▶ Incorporate the degree of existing threat to the land into criteria.



ROBERT McCLINTOCK

THE FACTS**Location:**

Miami-Dade County, Florida

Type:

Urban, suburban

Population:

2,253,362 (2000)

Area:

1,945 square miles

Local Official Contact:Alexander Penelas
Mayor**Staff Contact:**Emilie Young, Executive
Director, EEL program**Address:**County Courthouse
111 NW First Street, Suite 220
Miami, FL 33128**Phone:** (305) 375-5071**Fax:** (305) 375-3618**Website:**<http://miamidade.gov/>**Email Address:**mayor@miamidade.gov

The Environmentally Endangered Lands Program (EEL) in Miami-Dade County Florida began in 1990, a time when South Florida's booming population and economy were converting natural areas and open space for agriculture and urban development at an alarming rate. In response, voters approved a \$90 million property tax increase for land acquisition and management. More than \$25 million in state matching funds and another \$6 million in mitigation fund grants, county park bond grants, and corporate and private donations have supplemented tax revenues for land acquisition. To pay for land management, a fund was created with \$10 million in principal from the property tax. Only the interest on this money is used to pay management costs.

The EEL program is considered a model for land resources management nationwide. The program's success is the result of a cooperative interagency partnership between the County's Department of Environmental Resources Management and its Park and Recreation Department. Although Miami-Dade County had done little natural-area management prior to the creation of the program, planners expected that the development of newly acquired land would require extra capital up front and costs would taper off once the site was restored. Because little was known about the actual costs of managing the county's tropical hammocks, globally imperiled rockridge pinelands, and wetland habitats in this highly urbanized county, the EEL Program set out to develop cost information.

Site managers draft an annual work plan for each site in the portfolio, breaking down the year's activities by task, responsible entity, cost, and timeline. A database of actual costs for managing various native habitats has been built up which allows managers to develop accurate budgets and to analyze the cost effectiveness of management techniques. By far, the control of invasive exotic plants is the most costly item in the budget. As expected, effective management reduces costs over time.

The annual work plans are based on ten-year management plans (required by ordinance for each property) which outline in detail long-term goals and stewardship activities. The process involves intensive public participation, including a community review process and hands-on volunteer stewardship opportunities. ©

tee may make a recommendation to the local governing body, whose approval is needed to acquire property and allocate funds.

DETERMINE ACQUISITION METHODS

Land can be protected through fee-simple acquisition (outright ownership of the land), conservation easements (a legal agreement by the property owner to restrict the type and amount of development), and short- or long-term leases (rental of the land for a period of time).

To determine the most effective and appropriate approach, consider the cost and level of

land management, public access requirements or advantages, interests the owner is willing to sell, and relevant administrative or management issues.¹⁸ In short, the community's priorities and needs will determine the level of control needed, and the willingness to care for the land in the future must be considered.

Generally, these types of voluntary land conservation techniques are less controversial and more popular with the public than regulatory ones. Regulatory approaches, however, are effective in protecting sensitive areas, controlling traditional patterns of development and

pollution, and preventing costly disasters such as damage related to floods. Regulations such as developer dedications or impact fees can also help offset park and open space infrastructure costs that result from new development—costs that might otherwise be borne by the public. Whatever the approach, it is likely a variety of tools, voluntary and regulatory, will be needed to meet a community’s overall land use and land conservation goals.

ACQUIRE THE LAND

Planning a land acquisition can be arduous, but executing a final deal also requires intensive and expert attention. A survey, appraisal, environmental assessment, and title search are all necessary steps—referred collectively as “due diligence.” For land in an area known to be rich in archaeological resources, an archaeological or cultural resources study may also be important.

The following are key steps to acquisition. Keep in mind that professional consultants will be required to perform some of the work, and nonprofit partners can help facilitate the acquisition process.

- ◆ **Survey.** A survey is a map showing the measurements, area, boundaries, and contours of a property. Just as a title report provides information about the land’s ownership, a survey provides information about the land’s physical features—information that can be extraordinarily useful in negotiations and in evaluating property for intended uses.
- ◆ **Appraisal.** An appraisal is a tool for evaluating the market value of property. It is a qualified professional’s opinion of value, expressed in a formal document called an appraisal report.
- ◆ **Title report and title insurance.** The term “title” means evidence of ownership—that is, the legal documentation of an owner’s right to the property. A title report

is a document indicating the current state of title for a property, including the owner of record, easements, covenants, or liens affecting the property, and any defects in or clouds on the title. Title insurance, which is available for both land and conservation easements, protects the holder from any loss due to defects in the state of title other than those stated in the policy. Local governments, like private landowners, are vulnerable to title problems and usually need title.

- ◆ **Environmental assessment.** This review of a property’s history and current conditions can help inform the purchaser of any contamination.

MANAGE PROTECTED LAND

A land management program seeks to balance the protection of natural resources with the recreational and other public uses—while ensuring public safety. To reach this goal, management plans must be developed, property development issues resolved, public access determined, and management funds secured.

Developing and implementing a management plan is complex and time consuming. Steps include goal setting, data collection, inventory, evaluation, classification, education, recommendations, implementation, and monitoring. Once developed, the plans continue to evolve with changes to the natural systems on the property or the recreational and other public uses.

In the race to protect threatened lands, stewardship dollars can be scarce and costs difficult to estimate. Careful and early planning can help. The nonprofit Center for Natural Land Management (CNLM) can help local governments and land trusts define the purposes for which the land will be managed and assess management costs, taking into consideration issues such as potential liabilities, administration, inflation, and contingency funds. (The CNLM Web site address is www.cnlm.org.)

Many communities dedicate funds for management, making use of federal and state grants, local budget appropriations, private funds, and other sources. Land trusts can be invaluable to this fundraising process. For

BEST PRACTICES

- ▶ Create procedures that provide confidentiality to landowners until it is certain that a purchase is going to proceed.
- ▶ Be realistic in expectations of property conditions—physical and legal.
- ▶ Ensure that the process does not waste public funds on due diligence (i.e., land is available, owner seems reasonable).
- ▶ Work closely with nonprofits that can facilitate the land acquisition process.
- ▶ Conclude process promptly so that sales to public are seen as a good alternative to private sale.

Parts of the sections “Acquire the Land” and “Forge Greenprint Partnerships” are excerpted and adapted from “Community Open Space: New Techniques for Acquisition and Financing,” developed by the Trust for Public Land and published in the MIS Report by the International City/County Management Association; co-editors are TPL’s D. Ernest Cook and urban consultant William P. Ryan.



PATRICIA ABOUSSIE

THE FACTS**Location:**

Gallatin County, Montana

Type:

Rural

Population:

67,831 (2000)

Area:

2,507 square miles

Local Official Contact:Bill Murdock
County Commissioner**Staff Contact:**Dawn Chretien, Assistant,
Open Lands Board**Address:**County Courthouse
311 West Main Street,
Room 208
Bozeman, MT
59715-4576**Phone:** (406) 582-3000**Fax:** (406) 582-3003**Web Site:**www.co.gallatin.mt.us/**Email Address:**dchretien@gallatin.mt.us

Every state in the nation is losing agricultural resources to urban sprawl. In response, an increasing number of state and local governments are establishing purchase-of-development-rights (PDR) programs. PDRs—also known as purchases of agricultural conservation easements—are a means of compensating farmers and ranchers for placing a deed restriction on their land that limits its future development for nonagricultural purposes.¹⁹ Agricultural conservation easements are voluntary, making them an attractive option for landowners who want to keep their land and have access to new capital. They also allow local governments to protect and manage land at relatively low costs because the primary stewardship responsibility is maintained by the landowner.

Local leaders in fast-growing Gallatin County, Montana, recognized the potential for a PDR program to protect their agricultural heritage. With the rate of development and land values on the rise, farmers and ranchers faced mounting property and inheritance taxes. Sometimes subdividing part of their farm was the only way they could afford to pass on any land to the next generation. The county budget also was being stretched. Unlike agricultural land, new residential development costs more in services than it collects in taxes.

The first of its kind in the state, Gallatin County's program allows landowners to continue to own, use, and live on the land and take advantage of potential income and estate tax benefits. Funding will come from a \$10 million general obligation bond, approved by voters in November 2000. With this money and the potential for \$2 million to \$5 million in matching funds, the county hopes to protect 12,000 to 18,000 acres of agricultural land, about the equivalent to the amount of land lost over the past decade.

About six months after the measure passed, the governor signed into law a bill to exempt farmers and ranchers from paying the taxes on the bond. "We didn't want to tax ag people for something they're already providing, just by staying in agriculture, which is open space," explained Mike Lane, a rancher on the Open Lands Board.²⁰ ©

instance, TPL has helped establish privately funded land management endowments and has created management funds with its own resources.

FORGE GREENPRINTING PARTNERSHIPS

Local governments often rely on public and private partners throughout the greenprinting process. These partnerships can be particularly useful in the implementation phase, guiding complex land transactions and supplementing land management programs.

◆ **Land Transaction Partnerships.** The com-

plicated and time-consuming arena of land transactions can strain local government staff and resources. This is particularly true of complicated transactions, which may involve delicate timing, the splitting or combining of land parcels, or complex tax or legal circumstances. Moreover, public agencies are constrained by political considerations and by mandated procedures and regulations that can make it difficult to compete in the real estate market. Appropriated monies may fail to cover a land transaction or may not be available when a



The preservation of watershed lands in New York has protected the drinking water supplies of 2.5 million people.

desired parcel comes on the market. Some landowners distrust government, making negotiations difficult. And rarely does exactly the right piece of land come on the market at exactly the right price and exactly the right time.

For all these reasons, there is a crucial role for private, third-party partners such as local land trusts and national land conservation organizations in local land acquisition. Much of the work of a third party involves addressing such variables as time, price, and land configuration to meet the needs of both the landowner and the acquiring agency. Specifically, the third party can help a local agency with the timing of negotiations, assembling and splitting parcels, making use of easements, generating public support, and finding and maximizing funds. (There is more information on the role foundations and other third parties in the funding process in Part 2.)

- ◆ **Land Management Partnerships.** Federal and state agencies, other local jurisdictions, nonprofit land trusts, community groups, paid contractors, and volunteers can help manage and improve parks and trails, often

with greater efficiency and at a lower cost than local government. Land trusts in particular can often implement land management plans quickly and efficiently, freeing up public agency staff and funds in the process.

- ◆ **Volunteer Partnerships.** From advisory committee members to trail builders, volunteers add vitality and value every step along the way. An active group of volunteers in Boulder County, Colorado, helps with everything from wildlife monitoring to weed mapping: 20 to 30 new volunteer naturalists are recruited annually. These volunteers attend a six-week training program and serve as park hosts, emissaries to schools, and guides for nature walks. A paid volunteer coordinator is on staff with the county parks department to manage the program. Volunteer activities in other communities include trail building, restoration, vegetation planting, and clean-up.

Further information can be found in the appendix and resources section of this Overview, and in Local Greenprinting for Growth volumes II, III, and IV. To obtain additional sections of the report, please contact TPL or NACo.

BEST PRACTICES

- ▶ Allocate funds for stewardship.
- ▶ Monitor condition of protected lands and manage accordingly.
- ▶ Forge partnerships.

Conclusion

Since the early 1990s, there has been a shift in the way land is protected. Once reactive and piecemeal, local conservation has become comprehensive and strategic. Greenprinting is emerging as an important open space protection and growth-management tool.

TPL and NACo are promoting greenprinting as a way to use land conservation to ensure quality of life, clean air and water, recreation, and economic health. The greenprinting methodology is three-fold:

- ◆ Step 1: Defining a Conservation Vision:
Developing a land protection vision that reflects a community's smart growth goals and enjoys public support

- ◆ Step 2: Securing Conservation Funds:
Identifying and securing funds to implement the vision
- ◆ Step 3: Acquiring and Managing Park and Conservation Lands: Administering the greenprint program, completing transactions, and managing protected lands

This report, *Local Greenprinting for Growth: Overview, Volume I*, is accompanied by three workbooks that explain the greenprinting process in detail. Each provides “how to” information, best practices, and lessons-learned from communities across the country.

Endnotes

1. Jeff Lacy and Randall Arendt, "An Examination of Market Appreciation for Clustered Housing with Permanently Protected Open Space," Center for Rural Massachusetts Monograph Series (Amherst, MA: 1990), www.unix.oit.umass.edu/~ruralma/LacyMarket.html.
2. Farmland Information Center, "Cost of Community Services Fact Sheet" (Washington, D.C.: American Farmland Trust, www.farmlandinfo.org, 2001).
3. "Conserving Farms and Ranches Makes Tax Sense for Hays County Citizens," press release, American Farmland Trust, 27 June 2000.
4. Charles J. Fausold and Robert J. Lillieholm, "The Economic Value of Open Space: A Review and Synthesis," Lincoln Institute of Land Policy; published in *Land Lines* 8 (5) (1996).
5. John L. Crompton, Lisa L. Love, and Thomas A. More, "An Empirical Study of the Role of Recreation, Parks and Open Space in Companies' (Re) Location Decision," *Journal of Park and Recreation Administration* 37 (5) (1997).
6. National Park Service, Rivers, Trails, and Conservation Assistance Program, "Economic Impact of Protecting Rivers, Trails and Greenway Corridors," 4th ed. (Washington, D.C.: National Park Service, 1995).
7. *American Water Works Association Journal*, reporting on the results of a 1991 study by the American Water Works Association Research Foundation; www.awwa.org/journal/jj01subjectindex.htm.
8. "New GAO Report Reveals Air, Water Quality Concerns Regarding Community Growth," press release from Senator James Jeffords of Vermont and Senator Carl Levin of Michigan. Reports available on General Accounting Office Web site, www.gao.gov/new.items/do212.pdr.
9. Editorial, *Capital Times*, 26 May 1988.
10. Sonia Nazario, "Youth Services, Parks Top Wish List in Riot Areas," *Los Angeles Times*, 10 April 1993.
11. "Land Vote 2001" (San Francisco; Washington, D.C.: The Trust for Public Land and the Land Trust Alliance, 2001).
12. Roger A. Lancaster, ed., *Recreation, Park and Open Space Standards and Guidelines* (Alexandria, VA: National Recreation and Park Association, 1983).
13. Heidi Hopkins, "Planning for Success: San Luis Obispo Trust Leverages Consulting Work," *On Saving Land: A Newsletter for California Land Trusts* (San Francisco: The Trust for Public Land, July/August 1996).
14. E. Terrence Jones, "Regionalism Is Alive and Well, It's Just Hard to Notice," *St. Louis Post-Dispatch*, 31 December 2000.
15. *Keeping Our Commitment: Preserving Land in the Chesapeake Watershed*, (Annapolis, MD; San Francisco: Chesapeake Bay Commission and the Trust for Public Land, 2001).
16. *Building Green Infrastructure: Land Conservation as Water Protection Strategy* (San Francisco: The Trust for Public Land, 2000).
17. *1999 Local Initiatives Award for Excellence in Land Resources Management Environmentally Endangered Lands Program*, Department of Environmental Resources Management (Miami-Dade County, FL: November 1999).
18. Eugene Duvernoy, Land Use and Environmental Services, "Open Space Tools Box: The Preparation Material for the Chapter on Developing and Campaigning for a Bond Issue," *Local Open Space Financing Campaigns* (San Francisco: The Trust for Public Land, 1994).
19. Julia Freedgood, director of Farmland Advisory Services, *Saving American Farmland: What Works* (Washington, D.C.: American Farmland Trust, 1997).
20. Nick Gevock, "County About Ready to Start Dispersing Open Space Bond Monday," *Bozeman Chronicle*, 12 May 2001.

Appendix

References: Local Government Programs and Publications

More information about the local land conservation programs highlighted in this greenprinting series can be found in the following sources:

Austin Smart Growth Initiative, Planning, Environmental and Conservation Services; Austin, Texas, 2000.

The Better Jacksonville Plan and the Preservation Project, Mayor John Delaney; Jacksonville, Florida, 1999.

Boulder County Comprehensive Plan, Open Space Goals, Policies and Map Element; Boulder County, Colorado, amended July 17, 1996.

Boulder County Open Space: An Owner's Guide; Boulder County, Colorado, 1999.

The City of Boulder Open Space Department History and Long Range Management Policies; Boulder, Colorado, 2000.

Design Dane! Land Use Plan and Status Report, prepared by the Dane County Executive's Office and the Department of Planning and Development; Dane County, Wisconsin, July 25, 1998.

Douglas County Open Space Policies and Procedures; Douglas County, Colorado, August 22, 1995.

Environmentally Endangered Lands Program, 1999 Local Initiatives Award for Excellence in Land Resources Management, prepared by the Department of Environmental Resources Management; Miami-Dade County, Florida, November 26, 1999.

Environmentally Endangered Land Program, Code of Metropolitan Dade County, Chapter 24A.

First Annual Report of the Dane County Agricultural Advisory Council; March 7, 2000; and Farms and Neighborhoods: A Dane County Executive Design Dane! Initiative, Dane County, Wisconsin, July 2000.

Harris County Parks Master Plan; Harris County, Texas; www.co.harris.tx.us/parks/.

Jefferson County Open Space Master Plan; Jefferson County, Colorado, December 1998.

Joint DeKalb County/Municipal Greenspace Program; DeKalb County, Georgia; November 2000.

Ocean County Natural Lands Trust Fund Program Document, prepared for the Ocean County Board of Chosen Freeholders by the Natural Lands Trust Fund Advisory Committee; Ocean County, New Jersey, September 2, 1998.

Ocean County Natural Lands Trust Fund Program Recommendations for State Acquisition, prepared by the Natural Lands Trust Fund Advisory Committee; Ocean County, New Jersey, July 26, 2000.

Palm Beach County Department of Environmental Resources Management, Land Acquisition and Planning Division Report, newsletters; Palm Beach, Florida, 2000.

Pima County Bond Improvement Plan, May 20, 1997 Special Election; Pima County, Arizona.

Safe Neighborhood Parks Bond Program Administrative Rules and End of Year Report, 1998; Miami-Dade County, Florida.

Santa Fe County Open Lands and Trails Plan for the Wildlife, Mountains, Trails and Historic Places Program; Santa Fe Co., New Mexico, February 21, 2000.

Sonoran Desert Conservation Plan, County Administrator C. H. Huckelberry; Pima County; Arizona, October 28, 1998.

Suffolk County Agricultural Protection Plan, prepared by the Suffolk County Planning Department and the Suffolk County Agricultural and Farmland Protection Board; Long Island, New York, June 1996.

Suffolk County Department of Parks, Recreation and Conservation 1999 Annual Report; Suffolk County, New York.

Suffolk County Land Acquisition Program, compiled by the Suffolk County Planning Department; Suffolk County, New York, October 1999.

Resources: National Publications

Building Green Infrastructure: Land Conservation as Water Protection Strategy. This report presents the cases of four watersheds where land conservation is helping preserve water quality. Written by James R. Marshall and published by the Trust for Public Land. For a copy of the report, contact TPL by phone at (415) 495-4014 or electronically at www.tpl.org.

Doing Deals: A Guide to Buying Land for Conservation. Written by the Trust for Public Land and published by TPL and the Land Trust Alliance; 1995.

The Economic Benefits of Parks and Open Space: How Land Conservation Helps Communities Grow Smart and Protect the Bottom Line. This report offers ample evidence that open space protection is a wise investment that produces important economic benefits, attracting investment, revitalizing cities, boosting tourism, protecting farms and ranches, preventing flood damage, and safeguarding the environment. Written by Steve Lerner and William Poole and published by the Trust for Public Land. For a copy of the report, contact TPL by phone at (415) 495-4014 or electronically at www.tpl.org.

Local Parks, Local Financing: Volume II; Paying for Urban Parks Without Raising Taxes. This report provides information about the non-tax funding of urban park and recreational programs. Written by Peter Harnick and published by the Trust for Public Land. For a copy of the report, contact TPL by phone at (415) 495-4014 or electronically at www.tpl.org.

Saving American Farmland: What Works. This comprehensive guidebook presents American Farmland Trust's latest research on farmland protection. Specifically designed for policy makers, planners, community organizations, and concerned citizens that are working to save farmland at the local level, *Saving American Farmland: What Works* discusses the challenges of farming on the edge of development and illustrates the value of farmland to our nation, states, and communities. It reviews techniques that state and local governments are using to protect farmland, as well as federal farmland protection policies. The book includes case studies of innovative and successful farmland protection programs in three states: California, Maryland, and Washington. The final section of the book suggests lessons that other communities can learn from these farmland protection pioneers and outlines the steps involved in creating a farmland protection program. 1997; 334 pages; \$34.95. To order this book, contact AFT by phone at (413) 586-9330 or electronically at www.farmland.org.

Resources: National Open Space Protection Organizations

The Trust for Public Land
(415) 495-4104
(202) 543-7552
www.tpl.org

American Farmland Trust
(202) 331-7300
www.farmland.org

The Conservation Fund
(703) 525-6300
www.conservationfund.org

Land Trust Alliance
(202) 638-4725
www.lta.org

National Trust for Historic Preservation
(202) 588-6000
www.nthp.org

The Nature Conservancy
(800) 628-6860
www.nature.org

Rails to Trails Conservancy
(202) 331-9696
www.railtrails.org

Resources: Federal Programs and Laws

Land and Water Conservation Fund (LWCF). The largest source of federal money for park, wildlife, and open space land acquisition. The program's funding comes primarily from offshore oil and gas drilling receipts. Funds are used to acquire and protect new national forests, parks, wildlife areas, and other public lands. *Administering Agency:* Appropriations made to various agencies (Bureau of Land Management, U.S. Forest Service, National Park Service, etc.).

Stateside LWCF. Matching grant program provides funds to states for planning, development, and acquiring land and water areas for state and local parks and recreation areas. *Administering Agency:* National Park Service; www.nrc.nps.gov/lwcf. (The Americans for Our Heritage and Recreation web site lists state LWCF recreation liaison offices and state park and recreation associations; www.ahrinfo.org.)

Urban Park and Recreation Recovery (UPARR). An urban complement to the Land and Water Conservation Fund. Provides direct federal assistance to urban localities for the rehabilitation of recreational facilities while encouraging the continuing operations and maintenance of recreational programs. *Administering Agency:* National Park Service; www.nrc.nps.gov/uparr.

Transportation Efficiency Act for the 21st Century (TEA-21). Provides states with funds to acquire land for historic preservation, trails, scenic beautification, and water pollution mitigation related to surface transportation through the Transportation Enhancement program, for bike and pedestrian trails through the Recreational Trails Program, and for projects that improve air quality through the Congestion Mitigation and Air Quality Improvement Program. *Administering Agency:* U.S. Department of Transportation; www.fhwa.dot.gov/tea21/index.htm.

Farmland Protection Program. Provides federal matching funds for state and local farmland protection efforts. To be eligible for funding, a state, county, or local jurisdiction must have a complementary program of funding for the purchase of conservation easements. Grants are awarded competitively through the USDA's Natural Resources Conservation Service. *Administering Agency:* U.S. Department of Agriculture, Natural Resources Conservation Service; www.nhq.nrcs.usda.gov/PROGRAMS/.

Wetlands Reserve Program. Offers landowners three options: permanent easements, 30-year easements, and restoration cost-share agreements of a minimum 10-year duration. In order for a property to be eligible for a WRP grant, the landowner must have owned the land for at least one year (unless the land was inherited or the landowner can prove the land was not purchased for enrollment into the program) and the land must be restorable and suitable for wildlife benefits. The landowner continues to control access to the land and may lease the land for recreational activities. *Administering Agency:* U.S. Department of Agriculture, Natural Resources Conservation Service; www.nhq.nrcs.usda.gov/PROGRAMS/wrp/.

Forest Legacy. Provides state funding to assist in securing conservation easements on forest lands threatened with conversion. *Administering Agency:* U.S. Department of Agriculture, U.S. Forest Service; svinet2.fs.fed.us/spf/coop/flp.htm.

Pittman-Robertson Act (Federal Aid in Wildlife Restoration Act). Provides funding for the selection, restoration, rehabilitation, and improvement of wildlife habitat, wildlife management research, and the distribution of information produced by the projects. Funds are derived from an 11 percent excise tax on sporting arms, handguns, ammunition and archery equipment. States apply for reimbursement for up to 75 percent of the project expenses. *Administering Agency:* U.S. Department of the Interior, Fish and Wildlife Service; www.fws.gov/r9nawwo/nawcahp.html.

The North American Wetlands Conservation Act. Encourages voluntary, public-private partnerships to conserve wetland ecosystems. Funds projects in North America that acquire, enhance, and restore wetland ecosystem for waterfowl and other migratory birds. Acquired or restored habitat can be owned or managed by any federal, state, or nonprofit organization involved in land management. *Administering Agency:* U.S. Department of the Interior, Fish and Wildlife Service; www.fws.gov/r9nawwo/nawcahp.html.

The Cooperative Endangered Species Conservation Fund (Section 6 of the Endangered Species Act). Provides grants to states and territories for conservation projects that conserve listed and nonlisted species on state, private, and other nonfederal lands. *Administering Agency:* U.S. Department of the Interior, Fish and Wildlife Service; www.endangered.fws.gov.

Migratory Bird Conservation Fund. Provides funds to acquire migratory bird habitat and waterfowl production areas within national wildlife refuge. *Administering Agency:* U.S. Department of the Interior, Fish and Wildlife Service; www.fws.gov/r9mbmo/homepg.html.

National Coastal Wetlands Conservation Grants. Matching funds provided through the U.S. Fish and Wildlife Service to designated state agencies to acquire, restore, enhance, or manage coastal wetland ecosystems. *Administering Agency:* U.S. Department of the Interior, Fish and Wildlife Service, Branch of Habitat Restoration, Division of Habitat Conservation; www.fws.gov/cep/cwgcover.html.

Coastal Zone Management. A federal/state partnership whose primary purpose is the management of the nation's coastal resources, which allows for management, enhancement, protection, and acquisition of coastal lands. *Administering Agency:* National Oceanic and Atmospheric Administration's Office of Ocean and Coastal Resource Management (OCRM), Coastal Programs Division; www.ocrm.nos.noaa.gov/czm/.

National Estuarine Research System (NEERS) Sanctuaries and Reserve Division. Provides matching grants to states for land acquisition, education, facilities development, and research. *Administering Agency:* National Oceanic and Atmospheric Administration; www.ocrm.nos.noaa.gov/nerr/welcome.html.

Clean Water Act (Section 319). Funds the national and state Nonpoint Source Pollution (NPS) programs to restore and protect areas damaged by nonpoint source pollution. In order to qualify, each state needs to put together a Unified Watershed Assessment (UWA), which prioritizes, through nine key elements, watersheds in need of restoration. *Administering Agency:* U.S. Environmental Protection Agency; www.epa.gov/owow/cwa/.

Safe Drinking Water Act. The Safe Drinking Water Act of 1974 was reauthorized in 1996 in an effort to make more loans and grants available to the states for the protection of drinking water throughout the United States. This bill created a special state revolving loan fund of up to \$1 billion a year that states can draw from to upgrade local water systems. Loan assistance is granted to a state if the purpose of the loan is to acquire land or a conservation easement from a willing seller or grantor to protect a water source from contamination. *Administering Agency:* U.S. Environmental Protection Agency; www.epa.gov/safewater/sdwa/sdwa.html#sdwa25.

The Trust for Public Land

National Office

*116 New Montgomery Street, 4th Floor
San Francisco, CA 94105
(415) 495-4014
(415) 495-4103 (fax)*

Washington D.C. Office

*660 Pennsylvania Avenue, SE, Suite 401
Washington, D.C. 20003
(202) 543-7552
(202) 544-4723 (fax)*

Mid-Atlantic Regional Office

*666 Broadway, 9th Floor
New York, NY 10012
(212) 677-7171
(212) 353-2052 (fax)*

Midwest Regional Office

*2610 University Avenue, Suite 300
St. Paul, MN 55114
(651) 917-2240
(651) 917-2248 (fax)*

New England Regional Office

*33 Union Street, 4th Floor
Boston, MA 02108
(617) 367-6200
(617) 367-1616 (fax)*

Northwest Regional Office

*Waterfront Place Building, Suite 605
1011 Western Avenue
Seattle, WA 98104
(206) 587-2447
(206) 382-3414 (fax)*

Southeast Regional Office

*306 North Monroe Street
Tallahassee, FL 32301
(850) 222-7911
(850) 224-3755 (fax)*

Southwest Regional Office

*418 Montezuma Avenue
Santa Fe, NM 87501
(505) 988-5922
(505) 988-5967 (fax)*

Western Regional Office

*116 New Montgomery Street, 3rd Floor
San Francisco, CA 94105
(415) 495-5660
(415) 495-0541 (fax)*

www.tpl.org

*The Trust for Public Land conserves land for people
to improve the quality of life in our communities
and to protect our natural and historic resources for future generations.*



Conserving Land for People

National Office
116 New Montgomery Street, Fourth Floor
San Francisco, CA 94105
(415) 495-4014
(415) 495-4103 (fax)

Washington D.C. Office
660 Pennsylvania Avenue, SE, Suite 401
Washington, D.C. 20003
(202) 543-7552
(202) 544-4723 (fax)
www.tpl.org



The National Association of Counties
440 First Street, NW
Washington, D.C. 20001
(202) 393-6226
(202) 393-2630 (fax)
www.naco.org

*Additional copies of Local Greenprinting for Growth reports
are available at www.tpl.org/greenprinting.*