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Lower Meramec Source Water Demonstration Project

Land Conservation Funding Options
October 2009

Executive Summary

The purpose of this report is to present a range of public funding options — collectively referred to as a funding quilt — that can protect watershed land in the Lower Meramec counties of St. Louis, Franklin and Jefferson. A funding quilt is the combination of funding sources — state, local, federal and private — that are brought together to help achieve conservation objectives, such as the protection of watersheds. Central to the funding quilt is the role that one funding source plays in leveraging other sources.

The report begins with a discussion of local funding options, and then moves on to state and federal funding potentials. Local funding is the most reliable long-term way to fund land conservation since state and federal funding can be scarce (and variable) and the competition for those funds is often fierce. Hence, these sources are best viewed as supplements or complements to local land conservation. Creating a larger revenue stream, with a dedicated, long-term funding source, would enable the counties to protect important natural areas and watershed land currently being lost to development. It would also enable the counties to continue to preserve their character, and to provide clean water to residents.

In Missouri, the public financing options typically utilized to fund local land conservation are sales taxes and general obligation bonds. This study explores these options as tools for financing land conservation in the Lower Meramec.

Sales Taxes. A sales tax increase could be used to finance land acquisition in each of the counties or support maintenance and operational needs.

- A 1/10 cent sales tax increase in Franklin, Jefferson or St. Louis Counties for land conservation would have an annual cost per capita of \$6, \$6, and \$8, respectively. Jefferson County could generate over \$1.7 million annually with this sales tax.

General Obligation Bonds. Each of the three counties could hold a general obligation bond referendum, which would provide the authority to issue long-term debt to finance land conservation.

- A \$20 million bond in Franklin, Jefferson or St. Louis Counties for land conservation would cost the average household approximately \$24, \$16, and \$2 per year, respectively.

From 1997 to 2000, TPL helped local community leaders with polling, strategy, measure design, and communications for Proposition C, the Clean Water, Safe Parks and Community Trails Initiative. November's Proposition C won handily throughout the metro region, including landslide victories in St. Louis County (70 percent) and the city of St. Louis (75 percent). Since the passage of the sales tax, several tracts of land for the greenway have been acquired, primarily through the Great Rivers Greenway District.

This feasibility report is meant to inform the region's consideration of new funding for watershed protection by identifying potential funding mechanisms and determining the fiscal capacity and legal requirements of various approaches. Next steps should include narrowing funding options to those that match the needs identified by the counties and testing voter attitudes toward a specific set of funding proposals. TPL recommends conducting a public opinion survey that tests ballot language, tax tolerance, and program priorities of voters in the region. In addition, it will be very important to reach out to key elected officials.

A. Introduction

Protecting the Lower Meramec River Watershed is of critical importance, in order to ensure clean drinking water, protect the region's natural beauty through flood control and stormwater management, and guarantee a future with abundant plant and animal life and recreational opportunities. Building upon complementary efforts to assess and map vital land acquisition priorities as part of the Lower Meramec River Source Water Demonstration Project, this report will help present a range of funding options that can be used to protect land in the Franklin, Jefferson, and St. Louis County portion of the watershed.

About the Lower Meramec River Watershed ¹

In July 1974, Congress authorized the Department of Interior to study the lower Meramec River in cooperation with state and local governments and area citizens. "Through the years parts of the Meramec have been severely abused and misused. Each year the deterioration of the riverscape becomes more acute, and indications are that without proper action this process will result in even more serious impacts on the river environment."

The study was completed in 1975 and recommended a "...unique opportunity to pioneer a different approach which relies on all levels of government and the private sector." It called for a partnership with jurisdictions along 108 miles of the lower Meramec to cooperate in the restoration of the river resource. These governments would own or manage public lands within their jurisdictions, and by means of a coordinating committee would jointly plan and manage the entire river corridor. The coordinating committee would also include citizen membership. On September 8, 1975, Missouri Governor Kit Bond designated 108 miles of the river as the Meramec River Recreation Area, now known as the Meramec Greenway.

In 2001 the Great Rivers Greenway District (GRG) joined the partnership. This Greenway District was established in November 2000 by the successful passage of the Clean Water, Safe Parks and Community Trails Initiative in St. Louis City, St. Louis County and St. Charles County in Missouri, and provides planning and financial assistance to the Meramec Greenway.

Over the past 30 years, over 28,000 acres of parklands and conservation areas have been opened to public use, featuring picnicking and camping areas, boater and angler access, sports fields and playgrounds, forests and wetlands and over eighty miles of trails.

In 2002, GRG incorporated the Meramec Greenway into the region-wide system of interconnected greenways, parks and trails known as the River Ring. GRG has acquired over 200 acres of land in the Meramec region, including riverfront properties, which are restored and protected to, among other purposes, improve water quality.²

Flooding

A March 2008 Meramec flood reached a height of 38.83 at Valley Park, and represented the third highest flood in the century since records have been kept. Of the ten most serious recorded floods at Valley Park, eight have occurred since 1982.

There are two primary reasons for the flooding. First, the lower Meramec watershed has urbanized with the outward sprawl of St. Louis. Asphalt roads and parking lots, concrete driveways and suburban lawns can absorb far less precipitation than natural vegetation cover, resulting in stormwater surges down the tributaries to the

¹ This section has been excerpted, with minor changes, from Meramec Greenway website and The Meramec Concept, 1975.
[Hhttp://www.meramecgreenway.org/AboutUs/tabid/54/Default.aspx](http://www.meramecgreenway.org/AboutUs/tabid/54/Default.aspx)

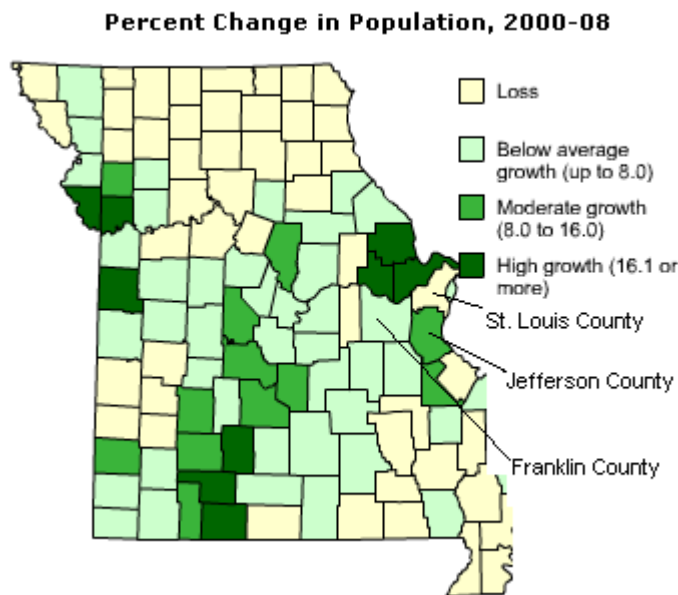
² Excerpted from The Meramec Greenway: Celebrating 30 Years of Progress.

Meramec. Second, obstructions within the floodplain hinder or prohibit the flow of floodwaters within the valley, causing increased flood heights.³

County Growth and Economic Trends

Of the three counties that fall within the Lower Meramec region Jefferson County is the fastest growing county, which grew 9.9 percent between 2000 and 2008. It is the 17th fastest growing county in the state. Franklin had below average growth at 7.6 percent and St. Louis County declined in population by 2.4 percent.

Despite this slow growth in the study area of the Lower Meramec, the three counties to the north of the region, Lincoln, Warren and St. Charles Counties are the 2nd, 3rd, and 4th fastest growing counties in the states, respectively.⁴ Lincoln County was the 68th fastest growing county in the country during this time period.



Source: USDA Economic Research Service

From 1997 to 2007, employment in the St. Louis, MO-IL Municipal Statistical Area grew by 5.5 percent, adding 71,000 jobs to reach a total 1,357,000 by year-end 2007. During 2008, as the nation's economy weakened, employment in the St. Louis region declined. The largest losses were in the manufacturing and professional business services sectors. In contrast, the education and health services sector continued to expand, adding a 1.4 percent increase.

Reflecting the national trend of rising unemployment in 2008, the region's unemployment rate reached 7.3 percent in November 2008, representing a 2.1 percentage point increase from the November 2007 rate of 5.2 percent.⁵

Residential real estate activity continued to decline throughout the district. November year-to-date home sales dropped 19 percent while single-family housing permit activity declined by 42 percent in St. Louis. Other parts of the district showed even sharper declines in sales and permit activity. The commercial real estate market remains

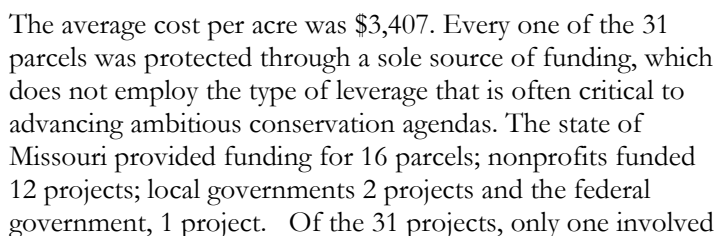
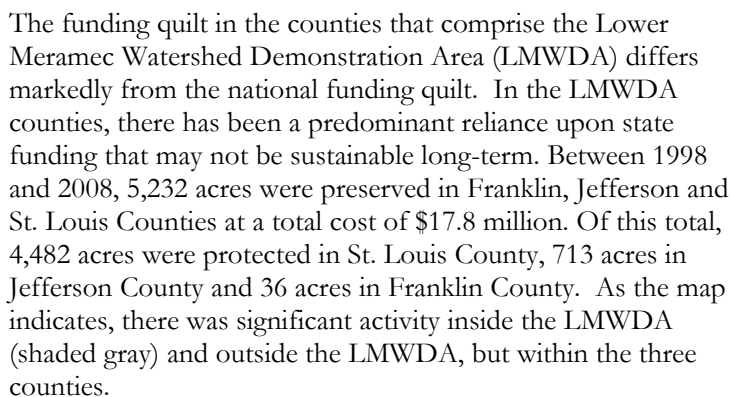
³ Excerpted from Meramec Newsletter Summer 2008 Hhttp://www.meramecgreenway.org/Portals/0/MG_NL47-summer2008.pdf

⁴ <http://www.ers.usda.gov/Data/Population/PopList.asp?TheState=MO%2CMissouri>

⁵ St. Louis Regional Chamber and Growth Association H<http://www.stlrcga.org/x414.xml>

According to January 2009 foreclosure statistics, St. Louis (1 in every 604 housing units) and Jefferson (1 in every 619) Counties had two of the highest home foreclosure rates in the state. Franklin County was only slightly better.⁷

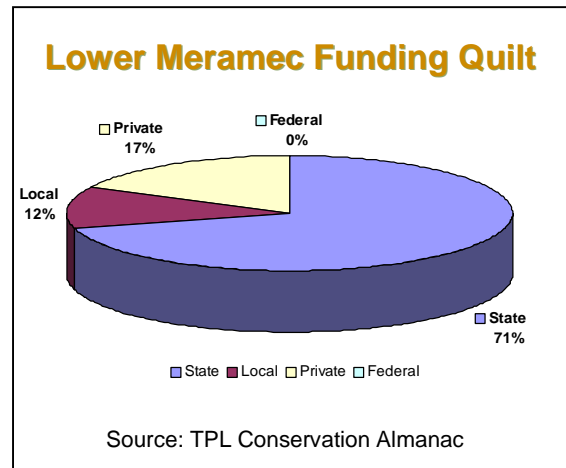
A funding quilt is the combination of funding sources — state, local, federal, and private — that are brought together to help achieve conservation objectives. Central to the funding quilt is the role that one funding source plays in leveraging other sources. The combination of funding sources that help accomplish these conservation goals may take many forms — state and federal; state and local, federal and local, etc. — and also may shift over time. Across the United States, local governments have been the central source of funding for land conservation. As shown in the accompanying graph, the national funding quilt illustrates that two-thirds (67%) of all funding for land conservation between 1998 and 2005 came from local governments, with 28% from state governments and just five percent (5%) from the federal government. Due to the competition for state, federal, and private funding, it is very prudent to view these funding sources as supplements or incentives, but not as the central funding source for a program. Local funding is the most reliable source of funding since it is the one that local governments have the most control over. In addition, many external grant programs require applicants to have “matching funds” on-hand to secure those grants.



⁷ <http://www.realtytrac.com/MapSearch/Missouri.html>

a conservation easement, which can be a cost-effective tool to stretch conservation dollars further by restricting development while allowing the land to remain in private ownership; twenty-eight were acquisitions in full fee-simple title.

Nearly three quarters of the funding spent in the LMWDA came from the state government, 17% from private sources and 12% from local governments. However, only St. Louis County has used local funding to support land conservation (drawing on the sales tax approved by voters in 2000). The \$12.6 million that came from the state of Missouri represented more than 30% of all conservation funding for the entire state of Missouri during the 1998-2008 period.



C. Conservation Finance for Lower Meramec

The central purpose of this report is to present public finance options that could become part of a funding quilt to protect watershed land in Franklin, Jefferson, and St. Louis Counties. The local options available to these counties will be presented first, since local funding is the most reliable over the long-term, followed by state and federal funding.

Local Conservation Financing Options

The state of Missouri provides counties with several options for funding capital purchases and improvements, such as the conservation of land for parks/trails. Funding sources outlined in this section include (1) general obligation bonds backed by property taxes and (2) sales taxes that could be used for parks, storm water and capital improvements. Overall, property taxes are used less frequently to fund parks and recreation since the authority to levy a sales tax for parks was granted in 1995. Property taxes and general obligation bonds are funding options available to, and occasionally used, by Missouri counties and cities.

Sales Taxes

There are several different county sales taxing options that can be used to fund land acquisition: a sales tax for parks, a sales tax for capital improvements, and a sales tax for storm water and public works improvements. Each option requires voter approval and each has its own taxing capacity. On July 13, 1999, Missouri Governor Mel Carnahan signed into law legislation enabling the creation of a metropolitan park and recreation district in seven counties in and near St. Louis, which included the counties in the Lower Meramec study area. Only St. Louis (City and County) and St. Charles Counties took advantage of this new enabling authority. The actual language in the statute states, "any county of the first classification with a charter form of government and having a population of at least nine hundred thousand inhabitants in the last decennial census, or any county within the standard metropolitan statistical area of any such county." ⁸ According to the Census Bureau, both Franklin and Jefferson County are in the standard metropolitan statistical area of St. Louis. Neither county has imposed the tax.

In November 2000, 68 percent of voters in St. Louis City, St. Louis County and St. Charles County, Missouri, approved Proposition C, the Clean Water, Safe Parks and Community Trails Initiative. The vote created the Metropolitan Park and Recreation District, now known as The Great Rivers Greenway District. At the same time,

⁸ Section 67.1700, RSMo

residents of Madison and St. Clair counties, Illinois, voted to create the Metro East Park and Recreation District. The two organizations collaborate to ensure maximum regional benefit. Proposition C funds The Great Rivers Greenway District through a one-tenth of one-cent sales tax, which generates about \$10 million dollars annually. Using Proposition C funding, the Green Rivers Greenway District has protected over 1,000 acres at a cost of just over \$20 million.

In order to build upon the efforts accomplished through Proposition C, Jefferson and Franklin Counties could seek voter-approval of a 1/10-cent sales tax authorized by the 1999 legislation. The chart below demonstrates what a 1/10-cent sales tax would generate if approved in each of the counties. For example, is Jefferson County passed 1/10-cent sales tax it would generate over \$1.7 million annually with an annual per person cost of about \$6.⁹

Sales Tax Revenue Raising Capacity				
Lower Meramec Counties	2008 Estimated taxable sales*	Annual Revenue estimate 1/10-cent	Per Capita Spending on Taxable Goods**	Annual Cost Per Capita**
Franklin	\$983,359,350	\$983,359	\$5,627	\$6
Jefferson	\$1,772,662,642	\$1,772,663	\$5,914	\$6
St. Louis	\$ 15,805,665,932	\$15,805,666	\$8,148	\$8

*Missouri Dept. of Revenue

**Based on 2007 per capita income

The most popular funding mechanism in Missouri for land conservation has been a local sales tax. Since 2000, there have been 13 municipal and county sales tax measures for parks, open space, and watershed protection. All 13 were successful as shown in the chart below. In addition to the Proposition C jurisdictions, the City of Arnold (within the Lower Meramec region) passed an eight-year, ¼ cent sales tax for land conservation in 1997. The measure was passed to protect approximately 119 acres know as the Collins Tract which preserved open space, wildlife habitat, and other natural areas. Though the sales tax has expired, a similar sales tax could generate over \$1 million at a cost per capita of \$16.

Local Sales Taxes for Conservation in Missouri Since 1996						
Jurisdiction Name	Date	Finance Mechanism	Sales Tax Rate	Total Funds Approved	Status	% Yes
Arnold	8/5/1997	Sales tax	8yr, .25%	\$3,131,912	Pass	53%
Bel-Ridge	2/8/2005	Sales tax	0.50%	\$120,000	Pass	82%
Belton	11/4/1997	Sales tax	0.50%	\$11,000,000	Pass	63%
Columbia	11/7/2000	Sales tax	5yr, .125%	\$17,000,000	Pass	54%
Columbia	11/8/2005	Sales tax	5yr, .125%	\$12,000,000	Pass	53%
Greene County	11/6/2001	Sales tax	5yr, .25%	\$18,700,000	Pass	60%
Greene County	8/8/2006	Sales tax	5yr, .25%	\$50,000,000	Pass	58%
Lee's Summit	11/4/1997	Sales tax	10yr, .375%	\$28,000,000	Pass	51%
Lee's Summit	4/5/2005	Sales tax	10yr, .25%	\$38,000,000	Pass	69%
St. Charles County	11/7/2000	Sales tax	0.10%	\$60,000,000	Pass	57%
St. Louis	11/7/2000	Sales tax	0.10%	\$72,000,000	Pass	68%
St. Louis County	11/7/2000	Sales tax	0.10%	\$280,000,000	Pass	70%
Town and Country	4/7/1998	Sales tax	0.50%	\$186,000	Pass	55%
				\$590,137,912		

⁹ The following assumptions have been made: The 2006 Bureau of Labor Statistics survey show that the percentage of personal income spent on taxable items is 25%. If food for home consumption is subject to the general sales tax as it is in Missouri, then it rises to 31%. However, according to Section 67.1713 of the Missouri Revised Statutes, the sales tax on food for counties in a metropolitan park and recreation district is exempted and the cost per capita calculations in the chart are thus based on this 25%.

General Obligation Bonds/Property Tax Levy

First class, non-charter counties are allowed to purchase land for public parks, open space and recreational purposes.¹⁰ With approval by the county commission and voter approval, the county may levy an annual tax of not more than 10 cents on \$100 of assessed valuation for the acquisition, planning, improvement, maintenance, and operation of such land.

The state provides extra taxing authority to Jackson and St. Louis Counties (any first class county having a charter form of government and containing part of a city with a population of three hundred thousand or more).¹¹

With respect to borrowing limits, the State Constitution permits counties, by a vote of the qualified electors, to incur an indebtedness not to exceed 10 percent of assessed valuation. County bond referenda can be held on any county or municipal primary, general or special election. The vote required shall be 4/7ths at the general municipal election day, primary or general elections and 2/3rds at all other elections.

The chart below illustrates the cost per household of general obligation bonds at \$5, \$10, and \$20 million increments for each county. For example a \$10 million bond in Franklin County to protect water quality and watershed lands would cost the average household about \$12 annually.

			Bond Revenue Raising Capacity: Tax Rates Required and Costs per Household					
			\$5 million G.O. Bond		\$10 million G.O. Bond		\$20 million G.O. Bond	
Lower Meramec Counties	Total Assessed Value (AV) 2009*	Median Home AV 2007**	Tax Rate***	Cost/HH	Tax Rate***	Cost/HH	Tax Rate***	Cost/HH
Franklin	\$1,778,736,317	\$26,239	0.022556	\$ 5.92	0.045112	\$ 11.84	0.090224	\$ 23.67
Jefferson	\$2,855,118,402	\$27,987	0.014052	\$ 3.93	0.028105	\$ 7.87	0.056210	\$ 15.73
St. Louis	\$25,026,505,994	\$32,775	0.001603	\$ 0.53	0.003206	\$ 1.05	0.006413	\$ 2.10

* State Tax Commission of Missouri

**Property assessed at 19% of FMV

***Expressed at \$1/\$100

The chart below shows the different bonds amounts that could be levied at \$30 per household in each county. The Trust for Public Land has found that voter support drops off when the annual cost per household exceeds \$30. TPL's bond cost calculations provide a basic estimate of debt service, tax increase, and cost to the average homeowner in the community for potential bond issuances for parks and land conservation.¹²

Maximum Bond at Cost per HH = \$30	
Franklin County	\$ 24,792,302
Jefferson County	\$ 36,672,430
St. Louis County	\$ 282,744,222

If any of these mechanisms have viability, it would be necessary to further examine the feasibility from fiscal, legal, and political perspectives.

Local Missouri Conservation Financing Examples

Platte County, MO

As a result of a countywide visioning process, Platte County residents expressed the desire for enhanced parks and recreation opportunities. The County Commissioners appointed a citizens' task force to develop a parks master

¹⁰ Missouri Revised Statutes Chapter 64

¹¹ Missouri Revised Statutes (64.320)

¹² The following assumptions have been made: the entire debt amount is issued in the first year and payments are equal until maturity; 20-year maturity; and 5 percent interest rate. The property tax estimates assume that the jurisdiction would raise property taxes to pay the debt service on bonds; however, other revenue streams may be used. The cost per household represents the average annual impact of increased property taxes levied to pay the debt service. The estimates do not take into account growth in the tax base due to new construction over the life of the bonds. The jurisdiction's officials, financial advisors, bond counsel and underwriters would establish the actual terms of any bond.

plan in 2000. The plan recommended a ½-cent sales tax to fund parks, trails, and storm water projects. The tax was approved by 57 percent of the voters in August 2000. As a result of this measure, the county initiated a parks and recreation department to manage the program, staff who work with city parks departments, including Kansas City's Board of Parks and Recreation Commissioners and non-profit organizations.

In addition, Platte County completed a Northland Trail Master Plan in partnership with Clay County. This plan details a trail system for the entire area north of the Platte River, including on-road bicycle facilities and off-road trails for a variety of users. The plan includes facility recommendations and financing options. Part of the money from the sales tax was earmarked for trails.

Though local funding is the most reliable long-term way to fund land conservation, state and federal funding are important to complete the conservation-funding quilt, though these sources can be scarce and extremely competitive, especially during this current economic downturn.

State Funding

There are two primary state funding programs in Missouri for land acquisition and park improvements. One program is funded by sales tax dollars, and MDC spends these dollars on conservation. Some of these dollars can also be granted to communities, as described in the next paragraph, but not for land conservation. The other program is funded by a parks and soils sales tax, and MDNR spends these dollars on improvements. There is a third, minor funding source as well. In general, for all three, the state directly expends funds for state parks (or state-owned lands). This section describes each program in more detail.

In 1976 voters approved Missouri's first statewide tax for conservation purposes. A permanent 1/8 of one-cent sales tax was approved to bring in approximately \$25 million a year for conservation projects. Today the sales tax brings in approximately \$90-\$100 million a year for the Missouri Department of Conservation (MDC). The money is used for the "Design for Conservation" plan that includes land acquisition for wildlife habitat and parks, and environmental education among other purposes. The sales tax for Conservation use does not have a fixed expiration date. Between 1998 and 2008, the Department of Conservation spent over \$50 million in mostly sales tax funds to protect over 54,000 acres of land across the state. Article IV, Section 43(b) of the Missouri Constitution specifically states the money from the conservation sales tax is to be expended and used by the State's Conservation Commission for the control, management, restoration, conservation and regulation of the bird, fish, game, forestry and wildlife resources of the state. MDC has conservation grants available such as Community Assistance grants for Fisheries, Outdoor Classroom grants, Fire Department Matching grants, Trees Resource Improvement and Maintenance grants, etc.

In 1984 during a special election in August, voters approved a new Soil and Water Conservation tax managed by the Department of Natural Resources. The 1/10 of one percent sales and use tax is evenly split between soil and water conservation and state park purposes. Although the amendment barely passed in 1984, just four years later the Missouri voters passed the sales tax again. In 1988, with 69 percent of voter support, the tax was put into effect for an additional ten years. Voters granted a further extension of ten years in 1996 and again in 2006. This sales tax is not used to acquire land for conservation, but rather for park improvements. These funds are spent by DNR and not allocated to the local level.¹³

The Department of Natural Resources (DNR) land acquisition budget is funded exclusively from a state parks earnings fund. The monies in this fund are from fees charged for camping, lodging, tours and from the sale of merchandise (such as firewood, souvenirs, food). The Department receives approximately \$1 million from the state

¹³ Conversation with Sue Stadley, Program Director, Financial and Information Resource Management, Division of State Parks, RSMo 253.090

every two years for acquisition, which is limited to purchasing land adjacent to existing state parks and state historic sites.

The chart below illustrates how Missouri compares to bordering states in terms of land conservation spending from 1998 to 2005.

Federal Funding

The federal conservation programs described below are listed alphabetically by name of program. Depending on the nature of the property for which partners seek conservation dollars, some of these programs might be more relevant than others (e.g. Wetlands Reserve Program and Farm and Ranch Lands

Protection Program for agricultural land; Forest Legacy for forested land), but all should be considered applicable to the Lower Meramec watershed area.

State Land Conservation Spending 1998-2005*				
Rank	State	State Population	1998-2005 \$ Spent by State	1998-2005 \$ spent per Capita by State funds
28	Nebraska	1,774,571	\$ 22,203,269	\$ 13
33	Tennessee	6,156,719	\$ 60,085,004	\$ 10
34	Illinois	12,852,548	\$ 122,091,450	\$ 9
35	Arkansas	2,834,797	\$ 23,966,049	\$ 8
37	Kentucky	4,241,474	\$ 33,382,046	\$ 8
42	Missouri	5,878,415	\$ 35,456,930	\$ 6
43	Iowa	2,988,046	\$ 17,457,354	\$ 6
46	Kansas	2,775,997	\$ 4,806,085	\$ 2
47	Oklahoma	3,617,316	\$ 2,764,892	\$ 1

*Derived from TPL's Conservation Almanac www.conservationalmanac.org

The majority of these programs are leveraged by state, local and private funding, but match requirements and eligibility criteria differ program to program.

Brownfields Program

U.S. Environmental Protection Agency (EPA)

<http://www.epa.gov/brownfields/applicat.htm>

If a property identified for acquisition or redevelopment is or might be a “brownfields” site, many programs and other benefits at the local, state and federal levels encourage its redevelopment. The U.S. Environmental Protection Agency’s Brownfields Program provides direct funding to eligible entities for brownfields assessment, cleanup, revolving loans, and environmental job training. In addition, legislation signed into law in 2001 limits the liability of certain contiguous property owners and prospective purchasers of brownfields properties, and innocent landowners are also afforded liability benefits to encourage revitalization and reuse of brownfield sites. EPA’s brownfields program provides several types of grants:

- **Assessment Grants** provide funding for a grant recipient to inventory, characterize, assess, and conduct cleanup and redevelopment planning and community involvement related to brownfield sites. Eligible entities are states, local governments, regional planning and redevelopment agencies, and Indian tribes. An eligible entity may apply for up to \$200,000 to assess a site contaminated by hazardous substances, pollutants, petroleum or contaminants co-mingled with petroleum, with a waiver up to \$350,000 for site-specific proposals. Such waivers must be based on the anticipated level of hazardous substances, pollutants, petroleum or contaminants (including hazardous substances co-mingled with petroleum) at a single site. Total grant fund requests must not exceed a total of \$400,000 per applicant unless the applicant requests a waiver. Due to budget limitations, no entity may apply for more than \$700,000 in assessment funding.
- **Remediation grants** are available for remediation of brownfield sites. These grants are limited to \$200,000 per site, with no more than three applications per entity. There is a 20 percent cost-share. Eligible entities are the same as listed above, with the addition of NGOs, who are eligible to apply, but must have site control of the property. One site may qualify for two grants if pollutants include petroleum and non-petroleum contaminants.

- **Revolving Loan Fund grants (RLF)** provide funding for a grant recipient to capitalize a revolving loan fund to provide sub grants to carry out cleanup activities at brownfields sites. Grants may be awarded up to \$1 million per eligible entity, or a group of eligible entities, with a 20 percent cost share and a five-year time frame for completion. Eligible entities are the same as those listed under assessment grants.

Annual grants are announced in approximately October of each calendar year.

Program Example: TPL received an EPA brownfields grant to assist in the capping of a landfill in Providence, R.I. on a 1.5-acre property that is now part of the Woonasquatucket Greenway.

Clean Water and Drinking Water State Revolving Funds

U.S. Environmental Protection Agency (EPA)

<http://www.epa.gov/OWM/cwfinance/cwsrf/index.htm>

<http://www.epa.gov/safewater/dwsrf/index.html>

The U.S. Environmental Protection Agency is charged with implementing both the Clean Water Act and the Safe Drinking Water Act, two landmark pieces of legislation whose respective goals are to clean up America's waterways and to ensure that we have safe water to drink. Conservation is an eligible activity under both laws. Both programs utilize "State Revolving Funds" or SRFs to fund projects that better water quality and enhance our drinking water supplies. Every year, Congress appropriates funds that are apportioned out to the states on a formula basis to fund the SRFs.

Clean Water State Revolving Fund (CWSRF)

Through the CWSRF program, each state maintains a revolving loan fund to provide a source of low-cost financing for a wide range of water quality infrastructure projects. In FY07, Congress appropriated \$1.083 billion for the CWSRF, distributed among the states. The CWSRF program is available to fund a wide variety of water quality projects including all types of nonpoint source, watershed protection or restoration, and estuary management projects, as well as more traditional municipal wastewater treatment projects. Nationwide, 95% of these funds go toward infrastructure projects, but watershed protection projects are increasing.

CWSRF programs operate much like environmental infrastructure banks that are capitalized with federal and state contributions. CWSRF monies are loaned to communities and loan repayments are recycled back into the program to fund additional water quality protection projects. The revolving nature of these programs provides for an ongoing funding source that will last far into the future.

States have the flexibility to target resources to their particular environmental needs, including contaminated runoff from urban and agricultural areas, wetlands restoration, groundwater protection, brownfields remediation, estuary management, and wastewater treatment. Land or easement acquisition is permitted with CWSRF funds as a method to reduce nonpoint source pollution. For example, California has already used \$112 million of its CWSRF funds to help nonprofit land conservation groups acquire over 29,000 acres of land for water quality benefits. The states of Ohio, Iowa and New Jersey also have very active programs using their CWSRFs for land conservation. New Jersey has a very active program, through the New Jersey Environmental Infrastructure Trust (NJEIT), the administrator of its CWSRF, to provide low interest loans to local governments and water suppliers for land conservation projects. In Ohio and Iowa, the focus has been on providing both grants (OH) and low interest loans to nonprofit land conservation groups. Under Missouri state law, its CWSRF program prohibits nonprofit groups from receiving CWSRF funds. While this is a promising potential option, it will require new state legislation to implement and should be considered a longer-term strategy.

Missouri's FY 2008 allotment of CWSRF funds was \$19,055,500.

Drinking Water State Revolving Fund (DWSRF)

The Drinking Water State Revolving Fund (DWSRF) program was established by the 1996 Safe Drinking Water Act Amendments, under which EPA provides grants to States to establish revolving loan funds from which they provide loans and other types of financial assistance to public water systems for eligible infrastructure improvements. Since its inception, Congress has directed \$4.2 billion for the DWSRFs. In FY 2007, states were awarded \$822.933 towards their DWSRFs. Conservation easements and fee simple acquisition are permitted with these funds.

Since its inception, only \$2.7 million has been for acquisition to protect less than 2,000 acres of land under the DWSRF. However, EPA has begun a concerted effort to focus more attention on protecting “source water,” which they roughly define as “untreated water from streams, rivers, lakes, or underground aquifers, which is used to supply private wells and public drinking water.” There is growing recognition that protecting the source from contaminants is often more efficient and cost-effective than treating drinking water later.

Loans under the DWSRF are typically low interest and can be repaid over 20 years. There is some flexibility given to the states to allow them to waive the principal repayment, offer negative interest rates or extend the loans to 30 years in specific hardship cases.

Up to 31 percent of these capitalization grants can be set-aside to administer the SRF and state source protection programs and to fund source water protection activities, including land acquisition. Up to 15 percent of the set-aside can be used for land conservation and voluntary, incentive-based protection measures, with no more than 10 percent used for a single type of activity, such as land protection.

Missouri’s FY 2008 DWSRF allotment was \$15,816,000.

Cooperative Endangered Species Conservation Fund:

Recovery Land Acquisition Grants

US Fish and Wildlife Service (USFWS)

<http://www.fws.gov/endangered/grants/index.html>

Recovery Land Acquisition Grants provide funds to states and territories for the acquisition of habitat, through both fee and easement, in support of federally listed threatened and endangered species recovery. These funds must contribute to the implementation of a finalized and approved recovery plan for at least one species under the Endangered Species Act.

In FY 2007, Missouri received a Recovery Land Acquisition grant in the amount of \$483,504 for the Windy Bar Island acquisition, which conserved over 705 acres of endangered species habitat.

Farm and Ranch Lands Protection Program (FRPP)

USDA Natural Resources Conservation Service (NRCS)

<http://www.nrcs.usda.gov/programs/frpp/>

Congress originally authorized the USDA Farmland Protection Program in 1996 as a means of protecting the nation’s prime agricultural land from being lost to development. The recently approved 2008 Farm Bill authorizes the program for another five years and doubles the current funding level for the program, to over \$1 billion over that five year period.

Generally, the program provides matching funds to assist in the purchase of development rights to keep productive farm and ranchland in agricultural uses and works with state, tribal, or local governments and non-governmental entities. Grants are awarded by the Natural Resource Conservation Service (NRCS) to states, local governments and non-governmental entities on a competitive basis, according to national and state criteria and require up to a 50

per cent non-NRCS match to cover the cost of the easement. Up to 25 per cent of donated land value can be counted as the match.

In FY 2007 Missouri received an allocation of \$639,621 from this program.

Federal Aid in Sport Fish Restoration:

U.S. Fish and Wildlife Service (USFWS)

<http://federalasst.fws.gov/sfr/fasfr.html>

The Federal Aid in Sport Fish Restoration Act, commonly referred to as the Dingell-Johnson Act, was passed in 1950, to create a program for the management, conservation, and restoration of fishery resources. The program is funded by revenues collected from an excise tax paid by the manufacturers of fishing equipment. Appropriate State agencies are the only entities eligible to receive these grants and funds are apportioned to each State on a formula based on the percentage of licensed anglers in the state and the percentage of states' land and water area.

The program is a cost-reimbursement program in which the state applies for repayment of up to 75 percent of approved project expenses. The state must provide at least 25 percent of the project costs from non-federal sources.

In FY 2009, Missouri received \$9,500,127 in funding through this program.

Forest Legacy Program (FLP)

US Forest Service (USFS)

www.fs.fed.us/spf/coop/programs/loa/aboutflp.shtml

The Forest Legacy Program was established in 1990 to provide federal funding to states to assist in securing conservation easements on forestlands threatened with conversion to nonforest uses. Fee transactions are also used under the program, either for the whole transaction or combined with easements to achieve a state's highest conservation goals. A state voluntarily enters the program by submitting an Assessment of Need (AON) to the Secretary of Agriculture for approval. These plans establish the lead state agency, the state's criteria for Forest Legacy projects, and Forest Legacy areas within which proposed Legacy projects must be located. Once the AON is approved, the state lead agency can submit up to three grant applications each year for projects within the FLAs. The federal government may fund up to 75 percent of project costs, with at least 25 percent coming from private, state, or local sources.

In FY 2009, the Forest Legacy Program was funded at \$57.5 million, providing grants to states for 24 forest conservation projects and providing start-up funds for 3 new states. Since it joined the program in 2007, Missouri has received an allocation of \$2 million for the LaBarque Creek project in Jefferson County.

Land and Water Conservation Fund (LWCF)

Department of the Interior (varies by agency)

<http://www.nps.gov/nrcr/programs/lwcf/>

Created in 1965, the Land and Water Conservation Fund (LWCF) is the largest source of federal money for park, wildlife, and open space land acquisition. Specifically, the LWCF provides funding to assist in the acquiring, preserving, developing and assuring accessibility to outdoor recreation resources, including but not limited to open space, parks, trails, wildlife lands and other lands and facilities desirable for individual active participation.¹⁴ The program's funding comes primarily from offshore oil and gas drilling receipts, with an authorized expenditure of \$900 million each year, while federal recreation fees, sales of federal surplus real property, and federal motorboat

¹⁴ <<http://www.iac.wa.gov/iac/grants/lwcf.htm>>.

fuel taxes fund also contribute to the LWCF. Under this program, a portion of the money is intended to go to federal land purchases and a portion to the states as matching grants for land protection projects.

LWCF – Federal

Department of the Interior

The federal side of the Land and Water Conservation Fund provides funding for federal agencies (U.S. Fish and Wildlife Service, U.S. Forest Service, National Park Service, and the Bureau of Land Management) to add land to existing recreation areas, parks, forests, refuges and other federal units. LWCF funding provides the bulk of the money available for this purpose and is typically provided through the annual federal appropriations process, with Congress making the determination of what federal land units will receive LWCF funding each year.

In Missouri, there are several national wildlife refuges, and other national park service units – Mark Twain National Forest and Ozark National Scenic Riverway, for example – that are eligible for LWCF acquisition funding. Funding levels for federal land acquisitions are determined by Congress or the relevant federal agency and are related to the property's value.

LWCF--Stateside

National Park Service (NPS)

The stateside LWCF program provides a 50 percent match to states for planning, developing and acquiring land and water areas for natural resource protection and recreation enhancement. Funds are distributed to states based on population and need. Once the funds are distributed to the states, it is up to each state to choose the projects, though the National Park Service has final approval. Eligible grant recipients include municipal subdivisions, state agencies and tribal governments, each of whom must provide at least 50 percent matching funds in either cash or in-kind contributions and a detailed plan for the proposed project. Grant applications are evaluated based on the technical merits of the project, the public/private partnerships, and how the project addresses the identified needs and priorities of a statewide comprehensive plan.

Annual appropriations to the fund have ranged from a high of \$369 million in 1979 to four years of zero funding between 1996 and 1999. In FY 2006 and FY 2007, \$27.9 million was provided for stateside grants in each year. In FY 2008 the appropriated amount was \$25 million and in FY 2009 the appropriated amount was \$19 million.

In FY 2008, Missouri received \$433,651 from the state grant portion of the LWCF.

Migratory Bird Conservation Fund

U.S. Fish and Wildlife Service (USFWS)

<http://www.fws.gov/realty/mbcc.html>

Each year, duck stamp (migratory bird and conservation stamps) revenues are deposited into the Migratory Bird Conservation Fund along with appropriations from the Wetlands Loan Act of 1961, import duties from arms and ammunitions, receipts from refuge admission fees, receipts from the sale of refuge-land crops and refuge rights-of-way, and Federal Aid funds. Administered by the USFWS, the Migratory Bird Conservation Fund is used to acquire waterfowl breeding, wintering, and migration habitat needed for maintaining optimum migratory bird population levels and to achieve desirable migration and distribution patterns. The habitat areas, acquired in fee, easement, or other interests such as leases or cooperative agreements, become units of the National Wildlife Refuge System or Waterfowl Production Areas. The Service focuses its acquisition efforts to benefit waterfowl species most in need of habitat protection. Over 5 million acres have been protected with funds from the Migratory Bird Conservation Fund. As an example, the Mingo, Squaw Creek, and Swan Lake National Wildlife Refuges have been recipients of these funds in recent years.

NRCS Wetland Reserve Program (WRP)

Department of Agriculture (USDA)

<http://www.nrcs.usda.gov/PROGRAMS/wrp/>

Congress created the Wetland Reserve Program (WRP) under the Farm Bill as a means of addressing the loss of wetlands nationwide. In the recently approved 2008 Farm Bill, the program was reauthorized for another five years with a maximum of another 3 million acres enrolled.

Administered through the Department of Agriculture's Natural Resources Conservation Service, WRP is a voluntary program to restore wetlands. Participating landowners can establish conservation easements of either permanent or 30-year duration or can enter 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 seven years, 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.

The amount of funding available in a given fiscal year depends on the amount of acres Congress permits to be enrolled in the program. The funding level is dependent on the value of the land and funding occurs on a statewide basis wherein a per-acre value is assigned in each state.

In FY 2007, Missouri received \$10,639,172 in WRP funds.

National Fish and Wildlife Foundation-Keystone Initiative Grants & Special Grants Programs

National Fish and Wildlife Foundation (NFWF)

<http://www.nfwf.org/programs.cfm>

In 1984, Congress created the National Fish and Wildlife Foundation to benefit the conservation of fish, wildlife, plants, and the habitat on which they depend by attracting diverse investments to conservation and encouraging locally supported stewardship on private and public lands. Through their Keystone Initiatives Grant Program, NFWF funds projects to conserve and restore bird, fish, and wildlife populations as well as the habitats on which they depend. The Foundation awards matching grants to projects that address priority actions laid out by their strategic plan, work proactively to involve other conservation and community interests, leverage funding, serve multiple objectives, involve strong partnerships, and fit into a larger ecosystem approach to conservation. The most successful applications will display the long-term environmental benefits of a project that yield high quality conservation returns.

Eligible grantees include federal, tribal, state, and local governments, educational institutions, and non-profit conservation organizations. Grants can range from \$50,000 to \$300,000 and typically require a 2:1 nonfederal match.

In addition to the Keystone Initiative matching grants, the Foundation administers a variety of special grant programs with specific conservation objectives, programmatic guidelines, and timelines. *(See the Foundation's website for more information on these numerous grant opportunities or call NFWF's Eastern Partnership Office at (202) 857-0166)*

The North American Wetlands Conservation Act (NAWCA)

U.S. Fish and Wildlife Service (USFWS)

<http://www.fws.gov/birdhabitat/Grants/NAWCA/index.shtml>

The North American Wetlands Conservation Act (NAWCA) was passed in 1989 to provide matching grants for the acquisition, restoration, and enhancement of wetland ecosystems for the benefit of waterfowl and other wetland dependent migratory species. Administered by the U.S. Fish and Wildlife Service, grants are available to nonprofit organizations, state and local agencies, tribes, and private individuals in the U.S., Canada, and Mexico.

Two types of grants are awarded; small grants for up to \$75,000 and standard grants for up to \$1 million. There is a 1:1 non-federal match requirement for each grant although the average match of successful proposals is over 2:1.

In December 2002, Congress reauthorized the Act and expanded its scope to include the conservation of all habitats and birds associated with wetlands ecosystems. Congress also increased the appropriation authorization of the grant program \$75 million. The Congressional appropriation to fund the grant program in FY 2008 was approximately \$40.3 million. Additional program funding was expected to bring the total funding available to approximately \$82.4 million in FY 2008. The Congressional appropriation to fund the grant program in FY 2009 was approximately \$42.64 million.

Since 1990, over 4,900 partners have been involved in over 1,800 NAWCA standard and small grant projects, affecting 24.5 million acres of wetlands and associated uplands across the continent.

In FY 2009, a grant of nearly \$1 million was awarded for Conservation in the Confluence project in nearby Lincoln County. In FY 2007, a grant of \$1 million was awarded for the Lewis & Clark Floodplain Heritage Partnership III project located throughout several counties in the state.

State Wildlife Grants

U.S. Fish and Wildlife Service (USFWS)

<http://wsfrprograms.fws.gov/Subpages/GrantPrograms/SWG/SWG.htm>

Created by Congress in 2001, the State Wildlife Grants Program is a matching grant program available to every state in support of cost-effective, on-the-ground conservation efforts aimed at restoring or maintaining populations of native species before listing under the Endangered Species Act is required. In order to maximize the effectiveness of this program, Congress required each state to develop a comprehensive wildlife conservation strategy for the conservation of the state's full array of wildlife and the habitats they depend upon. These plans identify species and habitats of greatest conservation need and outline the steps necessary to keep them from becoming endangered. The State Wildlife Grants Program provides matching funds that are to be used to implement the conservation recommendations outlined in these state wildlife action plans.

Funds appropriated under the SWG program are allocated to every states according to a formula based on a state size and population. Since its inception in 2001, Missouri has received slightly over \$8.8 million in matching funds from this program.

Transportation Enhancements (TE)

US Department of Transportation (DOT)

www.enhancements.org

<http://www.modot.org/business/manuals/localpublicagency.htm#TEGuide>

The federal Surface Transportation Program provides states with funding for highway projects. States are allocated funds based on a combination of population, transportation systems, miles of roads, and other factors. Each state must reserve at least 10% of its Surface Transportation Program dollars for transportation enhancement activities. These enhancement projects include historic preservation, rails-to-trails programs, easement and land acquisition, transportation museums, water pollution mitigation, wildlife connectivity, and scenic beautification. All projects must be related, in some way, to transportation.

In each state, TE projects are selected through a competitive process. Applications are submitted by local government entities, often in partnership with nonprofit organizations. The federal government provides 80 percent of the funds and the municipalities need to contribute a 20-percent match.

In Missouri, twenty five percent of the annual allocation is provided to projects of statewide significance. Currently those projects involve the Missouri Welcome Centers. The remaining seventy-five percent of the annual allocation is distributed to the Transportation Management Areas (TMA) and MoDOT districts based on relative population. There are three TMAs in Missouri and each has developed its own process for project selection. The remaining districts have identified a local selection committee. These committees rank and select projects that fall into their region. The local selection committees will be able to set aside funds for emerging needs. The committees have the authority to decide the amount withheld for emerging needs. The committees also have the authority to determine the maximum project size and others factors. The federal government gives final approval to the projects and distributes the funds directly to the municipalities or nonprofits on a reimbursement basis. A project must meet one of the twelve TE activities in order to be eligible for TE funds. Each local selection committee establishes their own set of eligibility criteria above meeting one of the twelve TE activities.

In FY 2007, Missouri received \$18,816,143 from this program. As an example, the Poplar Bluff Bicycle Trail Phase II & TRCC Stormwater & Stream Restoration project in Butler County received \$608,800.

U.S. Army Corps of Engineers Civil Works Programs

Department of Defense (DOD)

The U.S. Army Corps of Engineers has both military and civilian responsibilities. Under its civil works program, the Corps plans, constructs, operates, and maintains a wide range of water projects, headed by a civilian Assistant Secretary of the Army for Civil Works. A military Chief of Engineers oversees the Corps' civil and military operations and reports on civil works matters to the Assistant Secretary for Civil Works. Projects generally originate with a request for assistance from a community or local government entity. A study of the project is often in order, allowing the Corps to investigate a problem and determine if there is a federal interest in proceeding further. The study must be authorized by Congress, usually in the biennial Water Resources Development Act (WRDA), and must be funded through the annual Energy and Water Appropriations bill.

Congress also provides authorizations and appropriations to the Corps for the Continuing Authorities Programs (CAP). Two programs, Section 1135 and Section 206 are of special interest. Section 1135 provides authority for the Corps of Engineers to investigate, study, modify, and construct projects for the restoration of fish and wildlife habitats where degradation is attributable to water resource projects previously constructed by the Corps of Engineers. Project modifications are limited to a Federal cost of \$5 million per project. The program limit for Section 1135 is \$25 million.

Aquatic Ecosystem Restoration (WRDA Section 206) provides authority for the Corps of Engineers to carry out aquatic ecosystem restoration and protection projects if the project will improve the quality of the environment, is in the public interest, and is cost effective. Each project is limited to a Federal cost of \$5,000,000. The total program limit is \$25 million.

D. Recommendations

If the effort to protect land within the Lower Meramec Watershed is to be considered a success, it is essential to move beyond assessing priorities and actually protect land. With a goal of conserving 8,700 acres of undeveloped lands most suitable for land conservation, it will cost roughly \$30 million, based on the \$3,400/acre cost in the LWMDA between 1998 and 2008. To achieve 50% of this goal (4,350 acres), the cost would be \$15 million.

Although 71 percent of the \$17.8 million that was spent in the LWMDA between 1998 and 2008 came from the State of Missouri, it seems unlikely that the ambitious plan intended for the LWMA can bank on such state support moving forward. Missouri ranks in the bottom ten (42nd) in terms of land conservation spending per capita (1998-2005), trailing Arkansas and Nebraska, while slightly surpassing Iowa and Kansas. In order to accomplish this goal, a range of funding options must be utilized to create a “funding quilt” that will sustain land acquisition both in the near term and over the long term. The specific recommendations will help draw upon a combination of local, state and federal funding to protect land in the three-county region.

LOCAL FUNDING

General obligation bond, sales tax: A sales tax or bond would be the preferred way to create local conservation funding, and a number of local governments have sought to create land conservation funding by passing these funding mechanisms. Since 1994, Missouri voters have passed 19 local conservation finance measures generating almost \$600 million. The success rate for these measures is an astounding 100 percent.¹⁵ Sixteen of the 19 ballot measures were sales tax measures; three were bonds.

Both Franklin and Jefferson Counties are authorized to levy a 1/10-cent sales tax for land conservation and parks. St. Louis, St. Charles Counties and the City of St. Louis have levied their taxes since the 2000 referendum and created the Great Rivers Greenway District. Franklin and Jefferson Counties are not required to join the Great Rivers Greenway District, but rather can levy the tax and establish a unitary county district or a bi-county district in Franklin and Jefferson Counties.

FEDERAL FUNDING

The Clean Water State Revolving Fund (CWSRF) is a potentially significant source of federal funding, although one that will require new state legislation to allow nonprofit conservation groups to tap into these funds. Given the need to protect watershed lands and prevent flooding, the Lower Meramec River Basin partners may want to focus continuing research and funding/leveraging efforts on watershed related programs such as the Forest Legacy Program, Transportation Enhancements, Federal Aid in Sport Fishing Recreation, and USDA programs like Farm and Ranch Lands Protection Program and the Wetlands Reserve Program. (See program descriptions). Each program has different requirements and offers various partnership opportunities (e.g. applying through the state, working with private landowners, etc.) that should be further evaluated to determine most likely funding outcomes.

¹⁵ TPL's LandVote Database.

Appendix A: Successful Local Financing Referenda for Land Conservation

Since 1994, 100 percent of Missouri local conservation measures have passed generating almost \$600 million in new funds for land conservation. This list only includes measures that included funding to acquire more land for parks and open space. This list does not include measures that solely create new park facilities or park capital investments.

Jurisdiction Name	Date	Finance Mechanism	Conservation Funds Approved	Status	% Yes
Arnold	8/5/1997	Sales tax	\$3,131,912	Pass	53%
Bel-Ridge	2/8/2005	Sales tax	\$120,000	Pass	82%
Belton	11/4/1997	Sales tax	\$11,000,000	Pass	63%
Beverly Hills	11/7/1995	Sales tax		Pass	55%
Chesterfield	11/8/1994	Bond	\$8,287,386	Pass	68%
Columbia	11/7/2000	Sales tax	\$17,000,000	Pass	54%
Columbia	11/8/2005	Sales tax	\$2,500,000	Pass	53%
Greene County	11/6/2001	Sales tax	\$7,480,000	Pass	60%
Greene County	8/8/2006	Sales tax	\$17,400,000	Pass	58%
Lee's Summit	11/4/1997	Sales tax	\$4,000,000	Pass	51%
Lee's Summit	4/5/2005	Sales tax	\$33,000,000	Pass	69%
Maryland Heights	11/7/1995	Sales tax	\$40,000,000	Pass	51%
O'Fallon	4/4/1995	Bond	\$2,000,000	Pass	76%
Overland	8/8/1995	Utility Tax	\$1,150,000	Pass	78%
Rolla	4/4/2004	Bond	\$800,000	Pass	66%
St. Charles County	11/7/2000	Sales tax	\$60,000,000	Pass	57%
St. Louis	11/7/2000	Sales tax	\$72,000,000	Pass	68%
St. Louis County	11/7/2000	Sales tax	\$280,000,000	Pass	70%
Town and Country	4/7/1998	Sales tax	\$186,000	Pass	55%
			\$560,055,298		

Appendix B: Ballot Language Examples

Proposition C: Clean Water, Safe Parks and Community Trails Initiative
November 7, 2000 City of St. Louis, St. Louis County, St. Charles County

Shall there be organized in the City of St. Louis, state of Missouri, a metropolitan park and recreation district for the purposes of improving water quality, increasing park safety, providing community trails, improving, restoring and expanding parks, providing disabled and expanded public access to recreational areas, preserving natural lands for wildlife and maintaining other recreational grounds within the boundaries of such proposed metropolitan district, and shall the City of St. Louis join such other counties of St. Louis, St. Charles, Franklin, Jefferson, Lincoln, and Warren Shall there be organized in the County of St. Louis, State of Missouri, a metropolitan park and recreation district for the purposes of improving water quality, increasing park safety, providing community trails, improving, restoring and expanding parks, providing disabled and expanded public access to recreational areas, preserving natural lands for wildlife and maintaining other recreational grounds within the boundaries of such proposed metropolitan district, and shall St. Louis County join such other counties of St. Charles, Franklin, Jefferson, Lincoln, and Warren and the City of St. Louis that approve the formation of such a district to be known as the "Metropolitan Park and Recreation District", with funding authority not to exceed one-tenth of one cent sales taxation, subject to an independent annual audit, with fifty percent of such revenue going to the metropolitan district and fifty percent being returned to the St. Louis County for local park improvements, all as authorized by the County Council of St. Louis County pursuant to Ordinance No. 19,993, enacted on the 15th day of June, 2000?

City of Arnold, August 5, 1997

Shall the City of Arnold, Missouri acquire +or- 119 acres of land known as the Collins Tract for natural preservation and recreational purposes, including preserving trees, open space and natural lands, protecting wildlife habitat, establishing public hiking and biking trails and creating a nature study area for children, and impose a City sales tax for local parks at a rate of one-quarter of one percent (1/4 of 1%) on the receipts from all retail sales of property or services within the City which are subject to taxation by the State of Missouri under the provisions of Section 144.010 to 144.510, RSMo, as amended, with such sales tax to be imposed for a period not to exceed the earlier of eight years or such time any obligations issued for such purposes have been paid in full.

