1997 Project Abstract
For the Period Ending June 30, 1999
This project was supported by MN Future Resources Fund

TITLE: Reinventing the Agricultural Land Preservation Program
PROJECT MANAGER: Robert Patton, Local Government Outreach Coordinator
ORGANIZATION: Minnesota Department of Agriculture
ADDRESS: 90 West Plato Blvd., Saint Paul, MN 55107-2094
WEB SITE ADDRESS: http://www.mda.state.mn.us
LEGAL CITATION: ML 1997, Chap. 216, Sec. 15, Subd. 9. (c)
APPROPRIATION AMOUNT: $100,000

Statement of Objectives

The objectives of this project were to evaluate the effectiveness of Minnesota's agricultural land preservation programs, make recommendations for necessary statutory amendments and programmatic improvements to increase program effectiveness, and to identify and quantify fiscal impacts of "rural sprawl". The project consisted of three main tasks: an evaluation of Minnesota's agricultural land preservation programs; five cost of public services case studies similar in content to the 1989 study conducted for MDA, *Development in Wright County: The Revenue/Cost Relationship*; and a "fiscal impact tool kit" (cost of public services analysis methodology for local government use).

Overall Project Results

The evaluation of Minnesota's agricultural land preservation programs concluded that the Minnesota Agricultural Land Preservation Program should be refocused and strengthened; that the solvency of the funding system for the statewide program and the Metropolitan Agricultural Preserves Program is important to local governments and landowners; that education and outreach should be the focus for nontargeted counties; and that opportunities for use of transfer of development rights and purchase of development rights should be investigated and pursued. The cost of public services case studies, and the accompanying statewide analysis, generally confirm the results of MDA's 1989 Wright County Study, that new residential development is more fiscally advantageous when it occurs within established urbanized areas than when it occurs in outlying undeveloped rural areas. The fiscal impact tool kit is in the form of fiscal impact model software and a users manual. It is designed for use at the whole-jurisdiction level.

Project Results Use and Dissemination

The evaluation of Minnesota's agricultural land preservation programs will be a starting point for consideration of agricultural land preservation program changes among MDA, the Metropolitan Council, and other state agencies, the legislature, and stakeholders. It will be made available to interested legislators, agency officials, and members of the public. The summaries of the cost of public services case studies will be widely distributed and used to inform local officials about the revenue and expenditure implications of planning and zoning decisions, including those that affect conversion of agricultural land. The fiscal impact tool kit will be an effective way for local governments to assess the fiscal implications of their own planning and zoning decisions. The fiscal impact tool kit will be distributed to regional development commissions and educational institutions that provide planning technical assistance to local governments. Persons interested in any of the results of this LCMR project should contact Robert Patton, Minnesota Department of Agriculture, at (651) 296-5226 or bob.patton@state.mn.us.

Date of Report: July 1, 1999

JUL 01 1999

LCMR Final Work Program Update Report

PROJECT TITLE:
Reinventing the Agricultural Land Preservation Program

Project Manager: Robert Patton, Local Government Outreach Coordinator
Affiliation: Minnesota Department of Agriculture
Mailing Address: 90 West Plato Blvd., Saint Paul, MN 55107-2094

Telephone Number:	**E-mail:**	**Fax:**
(651) 296-5226	Bob.Patton@state.mn.us	(651) 297-7678

Web Page Address: http://www.mda.state.mn.us

Total Biennial Project Budget:

$ LCMR:	$100,000	**$ Match:**	$115,000
- $ LCMR Amount Spent:	$100,000~~27,749~~	**- $ Match Amount Spent:**	$56,330~~30,110~~
= LCMR Balance:	$0~~72,251~~	**= $ Match Balance:**	$58,670~~84,890~~

A. Legal Citation: ML 1997, Chap. 216, Sec. 15, Subd. 9. (c).

Appropriation Language: *This appropriation is from the future resources fund to the commissioner of agriculture to evaluate the effectiveness of Minnesota's agricultural land preservation programs, and identify and quantify fiscal impacts of rural sprawl. This appropriation must be matched by at least $100,000 of nonstate money or money from the Minnesota conservation fund.*

B. Status of Match Requirement: An appropriation of $115,000 was made from the Minnesota Conservation Fund to provide the required match (Legal Citation: ML 1997, Chap. 216, Sec. 7 Subd. (3). Appropriation Language: *$115,000 is from the Minnesota conservation fund, established in Minnesota Statutes, section 40A.151, to the commissioner of agriculture to provide a match to the $100,000 appropriation from the future resources fund to evaluate the effectiveness of Minnesota's agricultural land preservation programs, make recommendations for statutory and programmatic improvements, and identify and quantify fiscal impacts of urban sprawl*).

PROJECT SUMMARY AND RESULTS: This project evaluated the effectiveness of Minnesota's agricultural land preservation programs, made recommendations for necessary statutory amendments and programmatic improvements to increase program effectiveness, and identified and quantified fiscal impacts of "rural sprawl". The project consisted of three main tasks:

- **Agricultural land preservation programs evaluation.** For this portion of the project, a contractor was retained to perform an independent, critical evaluation of the state agricultural land preservation program and related programs, laws and policies. The result is a report containing analysis, findings, conclusions, and recommendations for action. Subsequently, MDA will take necessary actions including developing and proposing statutory amendments to increase program effectiveness.

- **Cost of public services studies.** A contractor conducted five studies which compared the cost/revenue relationship of growth that could be easily served by existing infrastructure and services (such as water, sewer, paved roads, and police) with growth in rural areas that lacked established infrastructure or services. The results are five reports similar in content to the 1989 study conducted for MDA, *Development in Wright County: The Revenue/Cost Relationship*.

- **Cost of public services analysis methodology for local government use (fiscal impact tool kit).** A contractor developed a handbook, manual, or guide, and analysis tools (worksheets, spreadsheets, computer program, or other relatively easy-to-use products) that will enable local governments to analyze the cost/revenue relationships of growth at relatively low cost and without special expertise.

PROGRESS SUMMARY:

Updated July 1, 1999

Result 1, Evaluation of Minnesota's Agricultural Land Preservation Programs: This project was conducted by Resource Management Consultants, Inc. (Alexandria, VA), with subcontractors Resource Strategies Corporation (Minnetonka, MN), and Coughlin, Keene & Associates (Philadelphia, PA).

The project included the following tasks:

Task 1	Study design
Task 2:	Review and analyze state, regional and local legislation and policies related to agricultural land preservation
Task 3:	Conduct key stakeholder interviews
Task 4:	Summarize national agricultural land preservation efforts
Task 5:	Identify typical agricultural land scenarios
Task 6:	Develop criteria for evaluating agricultural land preservation policies
Task 7:	Evaluation of goals and policies for agricultural land preservation
Task 8:	Conclusions
Task 9:	Recommendations
Task 10:	Draft report and Working Group review
Task 11:	White Paper on conservation credit funding system
Task 12	Final report

The published final report, including the white paper on the conservation credit funding system, was delivered on June 30, 1999, completing the final tasks, 11 and 12.

Key conclusions from the evaluation include:

- Given the limited resources for the entire gamut of agricultural land preservation programs, the Statewide Program should be refocused to serve primarily areas of the state of Minnesota with greatest need.

- There is a need to strengthen the Statewide Program for it to be more attractive for farmer participation.

- Concurrently, changes should be considered to enforce or extend farmer commitments to the Statewide Program in order to provide a greater and longer benefit to those jurisdictions that endorse the program.

- Confidence in the long-term solvency of the Statewide Program, just as in the Metro Program, is equally important to local governmental jurisdictions as to the landowners themselves.

- Real opportunities should be provided by the Statewide Program in terms of education and outreach, particularly to those areas that will not be targeted in the refocus efforts.

- One of the basic values of the Statewide Program, expressed in its requirement that zoning be in place before land can become eligible, should be enhanced by the Statewide Program in all ways possible.

- The methods and goals of the Green Acres program should be made progressively more in sync with the Metro and Statewide Preserves program.

- There are opportunities for the use of transfer of development rights (TDRs) and purchase of development rights (PDRs) in Minnesota, which should be identified and pursued. The PDR program should be integrated as fully as possible into the overall agricultural land preservation campaign.

- The importance of Minnesota's state Right-to-Farm law will become more evident as changes occur in agricultural production practices and rural development patterns in the future.

The findings, conclusions, and recommendations of this evaluation will provide an excellent starting point for consideration of agricultural land preservation program changes among MDA, the Metropolitan Council, and other state agencies, the legislature, and stakeholders.

In hindsight, the evaluation of Minnesota's agricultural land preservation programs relied less on quantitative measures and more on expert opinion and stakeholder input than was originally intended when the project was conceptualized. This is because quantitative measures, such as farmland acreage losses or acres of land protected, fail to capture the many factors that influence them, such as the strength of the agricultural economy, the market values of land, or the permanency of protection measures. One measure of success that was used in the evaluation, and has been used by MDA in its Annual Performance Report, is the acreage in Minnesota with agriculturally-protective zoning. MDA intends to keep updated the survey of agricultural zoning conducted for this evaluation.

Result 2, Cost of Public Services Case Studies: The project was conducted by Duncan Associates (Austin, TX), with subcontractors Public and Environmental Finance Associates (Washington, D.C.), Richardson, Richter & Associates, Inc. (St. Paul), and Diddams Consulting (St. Paul).

Result 2 included the following tasks:

Task 1.1: Study Design
Task 1.2: Report Drafting
Task 1.3: Report Publication
Task 1.4: Presentations

A statewide statistical analysis was conducted, the fiscal impact model was designed, and case studies were conducted in five counties for the following jurisdictions:

County	City	Township	School District
Becker	Detroit Lakes	Lake View	Detroit Lakes Area (ISD 22)
Carlton	Cloquet	Twin Lakes	Cloquet Area (ISD 94)
Scott	Prior Lake	Spring Lake	Prior Lake Area (ISD 719)
Winona	Winona	Wilson	Winona Area (ISD 861)
Wright	Buffalo	Buffalo	Buffalo Area (ISD 877)

Task 1.2, including the individual reports for the case studies, a summary report and the text for a brochure containing a brief executive summary, was completed on June 30.

The summary of the statewide analysis included the following findings:

- Agriculture is an important factor in the fiscal health of most rural counties, townships and school districts, because it contributes more in taxes than it requires in services.

- New residential development has an especially negative economic impact on townships that lose a major part of their agricultural tax base and must also provide higher levels of service.

- As a result of Minnesota's constitutional legal and institutional structure, the fiscal impact of new development on counties is usually enhanced when it occurs within cities. County government receives virtually all of the revenues that it would otherwise collect, while cities must bear the costs of providing road and law enforcement services above those levels provided by counties.

- Per capita road maintenance costs, the largest expense for rural Minnesota governments, tend to decline as density, residential market value and percent of city residents increase. This suggests a strategy for reducing road costs by encouraging development within existing developed areas (typically cities), and discouraging development in outlying rural (typically agricultural) areas.

- New development within cities or adjacent areas often favorably affects the cost of water and wastewater services. When the number of connections per mile of pipe are maximized, costs are lowered for all system customers. And, when new development takes advantage of existing excess capacity, the system is more efficient and per customer costs decline.

- When townships reach a certain population level, their per capita road costs increase. In 1995, road costs for all townships and cities were $47 and $58 per capita, respectively. Road costs in townships with more than 3,500 residents, however, were $70 per capita.

- Student transportation costs decline as residential densities increase and as land use patterns allow more children to walk to school. Cost savings that are attributable to higher densities and clustering can be significant. When new development occurs where it can rely on existing school capacity, per student capital costs are also lower.

The overview of the five case studies included the following findings:

- Per capita costs declined for the two rapidly-growing cities and increased for the three slow-growth cities. Cities, which usually have more extensive infrastructure than do counties or townships, often have excess service capacity and benefit fiscally as new development lowers average per capita costs. Townships that offer urban-level services might exhibit similar characteristics.

- Townships, with their smaller populations and budgets, tend to be more fiscally vulnerable to growth pressures than cities or counties. Only one township studied, Spring Lake in Scott County, experienced significant growth between 1985 and 1995, increasing its population by 42 percent. During this period, its per capita costs increased by 150 percent.

- New residential development will generate a financial shortfall for all five county governments over the next two decades, according to the fiscal impact model. The impact of new growth on cities will be much more favorable, however, with sizable fiscal surpluses occurring in four of the five cities. The picture is mixed for townships, where new residents will generate a surplus in one township, generate a shortfall in two others and break even in the other two.

- In general, new residential development will have a net negative fiscal impact when the combined effect on both county and municipal budgets is concerned, regardless of whether the development occurs in a city or a township. The only exception among the case studies was for the City of Prior Lake in Scott County, where new residential development produced a slight surplus for city government and a slightly smaller net revenue loss for county government.

- New residential development will generally come closer to supporting itself in cities than in townships when the combined impact on county and municipal budgets is considered. This finding is consistent in all five counties.

The Cost of Public Services Case Studies, and the accompanying statewide analysis, generally confirm the results of MDA's 1989 study, *Development in Wright County: The Revenue/Cost Relationship* (a.k.a., the Wright County Study); that new residential development is more fiscally advantageous when it occurs within established urbanized areas than when it occurs in outlying undeveloped rural areas. From MDA's point of view, other important findings are the positive role of agriculture in the fiscal health of many rural counties, townships, and school districts, and the vulnerability of townships when they lose a major part of their agricultural tax base and must also provide higher levels of service.

The cross-sectional statewide statistical analysis, while used to calibrate the fiscal impact model, became a valuable contribution in its own right, as evidenced by the findings shown above.

Result 3, Fiscal Impact Tool Kit. Result 3 was also conducted by Duncan Associates, and included the following tasks:

Task 2.1: Conceptual Methodology
Task 2.2: Product Development and Testing
Task 2.3: Document Publication
Task 2.4: Software Licenses
Task 2.5: Training

Tasks 2.2 and 2.4 was completed on June 30, 1999 with delivery of the fiscal impact software and users manual.

The fiscal impact tool kit will be an effective way for local governments to assess the revenue and expenditure implications of planning and zoning decisions being considered, particularly those that affect the entire community. The jurisdiction-level use of this tool is what distinguishes it from other fiscal impact analysis techniques that are presently available.

The fiscal impact model is in the form of a stand-alone computer program (i.e., it does not require another computer program other than the operating system to function) with the name DIAMaTR™ (Development Impact Assessment Model: a Technical Resource for Minnesota's Local Officials). Five licenses of the software have been provided to MDA, and another twenty-five licenses are available for distribution.

The objective of Result 3—to "enable local governments analyze the cost/revenue relationships of growth at relatively low cost and without special expertise"—is to be achieved by distributing the model to regional development commissions and educational institutions that provide planning technical assistance to local governments.

Problems Encountered

Substantial delays occurred with all three results of this project. The consultant selection and contract negotiation process delayed the start of the three parts of the project until the Spring of 1998.

For Result 1 (Evaluation of Minnesota's Agricultural Land Preservation Programs), some mid-course corrections in the conduct of the study resulted in a delay from the original anticipated completion date in November, 1998 to completion on June 30, 1999.

For Results 2 (Cost of Public Services Case Studies) and 3 (Fiscal Impact Tool Kit), delays were caused by a significant change to the study design for the jurisdiction-level fiscal impact model and case study design, longer-than-anticipated time required to calibrate the fiscal impact model, delay in securing cooperation from case study counties and cities, and delay in receiving data from the case study jurisdictions.

Due to these delays, Task 1.3, Report Publication, Task 1.4, Presentation, Task 2.3, Document Publication, and Task 2.5, Training will occur after June 30, but on or before September 30, 1999. **These tasks to be completed after June 30 will be paid for entirely from the match to the LCMR grant, and will be completed on or before September 30, 1999.**

IV. OUTLINE OF PROJECT RESULTS:
Updated July 1, 1999

Result 1, Evaluation of Minnesota's Agricultural Land Preservation Programs: Written evaluation of Minnesota's agricultural land preservation programs, consisting of:

- Critical evaluation of Minnesota's agricultural land preservation-related programs, laws, and policies, and comparison with models for agricultural land preservation drawn from other states and literature. The programs, laws, and policies to be evaluated include the Minnesota Agricultural Land Preservation Program, the Metropolitan Agricultural Preserves Program, the State Agricultural Land Preservation and Conservation Policy, the Minnesota Agricultural Property Tax Law (the "Green Acres" property tax deferment law), and other relevant programs, laws, and policies. These programs, laws, and policies, will be evaluated in light of enactment of the Community-Based Planning Act (Minnesota Laws of 1997, Chapter 202, Article 4) to ensure coordination and consistency.

- Findings and conclusions on two primary questions: "How effective have Minnesota's agricultural land preservation programs been?"; "What can be done to strengthen the programs' future performance?"; and several secondary questions, including: “Of the various models of agricultural land preservation programs throughout the country, which would be the most effective to protect farmland in Minnesota?”; and “What can be done to ensure consistency and coordination among Minnesota’s agricultural land preservation-related programs, laws, and policies?”

- Recommendations on: alternatives for restructuring the Minnesota Agricultural Land Preservation Program, the Metropolitan Agricultural Preserves Program, and other related programs laws, and policies; program adjustments; improved incentives; and revenue.

- Proposed legislation to amend the Minnesota Agricultural Land Preservation Program statute (Minn. Stat. Ch. 40A) and other agricultural land preservation-related statutes as necessary to implement recommendations of the program evaluation.

1. *Budget:*

Budget:	$24,779	**Balance:**	$0~~11,840~~
Match:	$25,221	**Match Balance:**	$0~~12,311~~

2. *Completion Date: June 30, 1999*

3. *Progress on Result 1*

Consultant selection was accomplished through issuance of a request for proposals in July, 1998 with a due date of September 2, 1997; review of nine proposals by a panel consisting of MDA staff members (Paul Burns, Assistant Director, Agricultural Marketing and Development Division, Robert Patton, Project Manager, and Becky Balk, Agricultural Land Use Planner), a Metropolitan Council staff member (Victoria Boers, administrator of the Metropolitan Agricultural Preserves Program), and a member of the “Reinventing the Agricultural Land Preservation Program” Working Group[1] (Karen Christofferson, Policy Director, Builders Association of the Twin Cities). Interviews were conducted in January, 1998, and Resource Management Consultants, Inc. (Alexandria, VA) was

[1] Throughout the project, MDA was advised by a “working group” composed of representatives of other state agencies, local government, and private organizations interested in agricultural land preservation, including: Mary Beth Block, Board of Water and Soil Resources; Karen Christofferson, Builders Association of the Twin Cities; Dave Fredrickson, Farmers Union; Remi Stone, League of Minnesota Cities; Susan Thornton, Legislative Commission on Minnesota Resources; Jan Gustafson and Tori Boers, Metropolitan Council; Dave Fricke, John Dooley, and Troy Gilchrist, Minnesota Association of Townships; John Wells, Minnesota Environmental Quality Board; Tom Wegner, Minnesota Extension Service; Chris Radatz, Minnesota Farm Bureau; Dave Preisler, Minnesota Pork Producers Association; Dan Larson, Minnesota Rural Counties Coalition; Jodi Day, Minnesota Turkey Growers' Association; Daryl Franklin, Minnesota Association of County Planning and Zoning Administrators; Steven Reckers, Office of Strategic and Long Range Planning; Wes Judkins, Region 9 Development Commission; Kate Brigman, Waseca County; Todd Bram, Winona County; Tom Salkowski, Wright County; and Kerry Saxton, Wright County Soil and Water Conservation District.

selected. Subcontractors included Resource Strategies Corporation (Minnetonka, MN), and Coughlin, Keene & Associates (Philadelphia, PA).

A contract was executed in March, 1998. The contract included the following tasks:

Task 1: Study design. Development of the study design, and review and comment by the "Reinventing the Agricultural Land Preservation Program" Working Group.

Task 2: Review and analyze state, regional and local legislation and policies related to agricultural land preservation. Summary of the status of state, regional and local legislation and objectives relative to agricultural land preservation.

Task 3: Conduct key stakeholder interviews. Interviews of selected key stakeholders in the State.

Task 4: Summarize national agricultural land preservation efforts. Analysis and summarization of national agricultural land preservation policies and farmland protection efforts in other states.

Task 5: Identify typical agricultural land scenarios. Identification of agricultural land scenarios to be used as models to evaluate effectiveness of policies and tools available, and to determine if other policies or tools would be useful.

Task 6: Develop criteria for evaluating agricultural land preservation policies. Development of criteria for evaluation of agricultural land preservation policies from a general profile of the status and trends of the agricultural economy and farming community in the state, accomplished through a general analysis of trends and conditions related to demographics of the agricultural community.

Task 7: Evaluation of goals and policies for agricultural land preservation. Summarization of the status and effectiveness of goals and policies for agricultural land preservation policies.

Task 8: Conclusions. Conclusions regarding the effectiveness of the state agricultural land preservation program.

Task 9: Recommendations. Recommendations for consideration by MDA.

Task 10: Final report. A final report containing findings, conclusions, recommendations, and supporting data.

Task 11: Presentations of the report. Four presentations of the final report and findings to key groups.

Tasks 1, and portions of Tasks 2 and 3 (study design, review/analysis of legislation/policies, and stakeholder interviews) were completed in May, 1998. A meeting was held on May 4, 1998 with the "Reinventing the Agricultural Land Preservation Program" Working Group. The Working Group heard presentations about and discussed the study design, an overview of agricultural land preservation programs nationally, and the survey instrument to interview agricultural land preservation stakeholders in Minnesota.

The consultant completed the summary of legislation and policies and conducted interviews of twenty stakeholders during the summer of 1989, completing Tasks 2 and 3. Tasks 5 and 6 (identification of agricultural land preservation scenarios, and identification of criteria for conducting the evaluation) were also completed in August, 1998.

Tasks 4 and 7 (summarization of national efforts and evaluation) were completed in October, 1998. As part of the evaluation effort, the consultants conducted a telephone survey of planning and zoning administrators. Data collected in that survey indicated that 45 counties have agricultural zoning that utilizes a density limitation of one dwelling unit per 20 acres or less, and 41 counties had agricultural zoning that utilizes a density limitation of one dwelling unit per 40 acres or less. Land in Minnesota with a density limitation of one dwelling unit per 20 acres or less comprised nearly 13.5 million acres. Land with a density limitation of one dwelling unit per 40 acres or less comprised an estimated 12.4 million acres.

The work plan in the contract did not provide for review of a draft report by the "Reinventing the Agricultural Land Preservation Program" Working Group, but instead provided for four presentations of the final report by the consultant. Because of a desire by MDA staff to obtain input from the Working Group, and because the amount of time left did not provide opportunities for presentations, the contract was amended to add a new task (new Task 10) for a draft report and review by the Working Group, and to delete the task for four presentations. Additionally, MDA wished a more detailed analysis of the funding system for the agricultural preserves programs. Consequently, a new Task 11, White Paper on Conservation Credit Funding System, was created. The task for the final report was retained as Task 12.

Task 8, 9, and 10 (conclusions, recommendations, draft report and presentation to the Working Group) were completed in May, 1999. The presentation to the "Reinventing the Agricultural Land Preservation Program" Working Group was held on May 26, 1999 and comments were accepted.

The published final report, including the white paper on the conservation credit funding system, was delivered on June 30, 1999, completing the final tasks, 11 and 12.

4. *Results*

Extensive and detailed recommendations are contained in the report. Conclusions upon which the recommendations are based include:

- Given the limited resources for the entire gamut of agricultural land preservation programs, the Statewide Program should be refocused to serve primarily areas of the state of Minnesota with greatest need; the Metro Program already is largely successful with its built-in focus on the rapidly urbanizing Twin Cities region.

- Generally, the Statewide Program needs to address in first priority those areas of Minnesota outside the metropolitan region that are experiencing the highest potential development growth in their proximities and have the stronger agricultural land base, production and investments to protect. Areas of lesser need and landowners with lesser exposures and incentives would be deferred. Refocusing on higher growth areas will have the added benefit of improving revenue to the state conservation fund from increased recordings of mortgages and deeds.

- The landowners must be sufficiently enticed by the prospect of enrolling in an agricultural districting program to overcome many other interrelated considerations, including the farmers' expectations about farming income, the revenue he or she could receive as a result of selling land free of use encumbrances, either now or in the future.

- There is a need to strengthen the Statewide Program for it to be more attractive for farmer participation. The amount of the property tax credit is obviously a major consideration, but the other farming commitment benefits offered by the Statewide Program should be reviewed as well.

- Concurrently, changes should be considered to enforce or extend farmer commitments to the Statewide Program in order to provide a greater and longer benefit to those jurisdictions that endorse the program.

- Confidence in the long-term solvency of the Statewide Program, just as in the Metro Program, is equally important to local governmental jurisdictions as to the landowners themselves. The farmers are being required to sign eight-year covenants to participate in the Statewide Program, and yet have no assurances that funding will be sufficient to assure them adequate conservation credits over that period of time. Counties that have declined to participate in the program cited concerns over encouraging long-term landowner commitments to preservation without having reciprocal funding guarantees by the State. Counties would be liable to cover the costs of conservation credits which exceed the revenue generated through the local mortgage and deed transaction fee. Confidence in the long-term funding for the Statewide Program must be instilled.

- Real opportunities should be provided by the Statewide Program in terms of education and outreach, particularly to those areas that will not be targeted in the refocus efforts. Education and outreach may be equally important for land preservation enthusiasm as the monetary and tangible benefits discussed above.

- One of the basic values of the Statewide Program is expressed in its requirement that zoning be in place before land can become eligible. This relationship between agricultural districting and zoning should be enhanced by the Statewide Program in all ways possible.

- The methods and goals of the Green Acres program should be made progressively more in sync with the Metro and Statewide Preserves program. The overall goals of the preservation programs should be predominant.

- There are opportunities for the use of transfer of development rights (TDRs) in Minnesota. These opportunities should be identified and pursued.

- Just as with TDRs, opportunities must be explored for the use of purchase of development rights (PDRs) in Minnesota. The PDR program should be integrated as fully as possible into the overall agricultural land preservation campaign.

- The importance of Minnesota's state Right-to-Farm law will become more evident as changes occur in agricultural production practices and rural development patterns in the future.

5. Discussion

The findings, conclusions, and recommendations of this evaluation will provide an excellent starting point for consideration of agricultural land preservation program changes among MDA, the Metropolitan Council, and other state agencies, the legislature, and stakeholders.

In hindsight, the evaluation of Minnesota's agricultural land preservation programs relied less on quantitative measures and more on expert opinion and stakeholder input than was originally intended when the project was conceptualized. This is because quantitative measures, such as farmland acreage losses or acres of land protected, fail to capture the many factors that influence them, such as the strength of the agricultural economy, the market values of land, or the permanency of protection measures. One measure of success that was used in the evaluation, and has been used by MDA in its Annual Performance Report, is the acreage in Minnesota with agriculturally-protective zoning. MDA intends to keep updated the survey of agricultural zoning conducted for this evaluation.

One interesting measure that might be worth consideration in the future came about as a product of the Cost of Public Services Case Studies in Result 2. In each case study county, a "density" ratio was calculated of the increase in population and jobs (service units) per acre converted from agricultural use to development (newly-developed acre). For example, between 1982 and 1992, the density in Wright County was 3.4 service units per newly developed acre, the second highest of the five case studies (Winona County had the highest number; interestingly, both of these counties participate in the Minnesota Agricultural Land Preservation Program). A high density of service units per newly developed acre would appear to indicate that land being converted from agriculture was being used efficiently and, therefore, that the loss of agricultural land was being minimized. The service units per newly developed acre may be a useful measure of the effectiveness of local agricultural land preservation efforts.

Result 2, Cost of Public Services Case Studies: Five reports which will identify and quantify the fiscal impacts of "rural sprawl" by comparing the cost/revenue relationship of growth that could be easily served by existing infrastructure and services (such as water, sewer, paved roads, and police) with growth in rural areas that lack established infrastructure or services. These reports will contribute to a better understanding of the fiscal implications of the location of residential development as it relates to existing infrastructure and services. This understanding will contribute to policy-making and implementation of the goals of the Community-Based Planning Act, particularly Goal 9, "Public Investments" (Minnesota Laws of 1997, Chapter 202, Article 4, Section 1).

1. *Budget:*

Budget:	$48,971	**Balance:**	$0~~38,076~~
Match:	$63,529	**Match Balance:**	$38,961~~50,885~~

2. *Completion Date: LCMR Portion: June 30, 1999; Match Portion: September 30, 1999*

3. *Progress on Result 2*

Consultant selection was accomplished through issuance of a request for proposals in July, 1998 with a due date of September 2, 1997; review of eight proposals by a panel consisting of MDA staff members (Paul Burns, Robert Patton, and Becky Balk), a Metropolitan Council staff member (Gene Knaff, who staffed a study on the cost of growth at the Metropolitan Council), and a member of the "Reinventing the Agricultural Land Preservation Program" Working Group (Karen Christofferson). Interviews were conducted in January, 1998, and Duncan Associates (Austin, TX) was selected. Subcontractors included Public and Environmental Finance Associates (Washington, D.C.), Richardson, Richter & Associates, Inc. (St. Paul), and Diddams Consulting (St. Paul).

A contract was executed in April, 1998. It included the following tasks for Result 2:

Task 1.1: Study Design. Study design and selection of the five case study counties.

Task 1.2: Report Drafting. Individual reports for the case studies, a summary report and a brochure containing a brief executive summary.

Task 1.3: Report Publication. 250 copies of each of the individual case study reports and 3,000 copies each by offset lithography of the summary report and brochure.

Task 1.4: Presentations. Five presentations in the five communities studied on the findings and conclusions of the studies.

Task 1.1 was completed in September, 1998, with review by the "Reinventing the Agricultural Land Preservation Program" Working Group. For reasons explained below, both the study design for Result 2 and the study design for Result 3 turned out to be significant departures from the study designs in the contractor's project proposal. As part of the study design, the five case study counties were selected, along with one major city in each case study county. These were: Becker (City of Detroit Lakes);.Carlton (City of Cloquet); Scott (City of Prior Lake); Winona (City of Winona; and Wright (City of Buffalo).

Task 1.2 was completed on June 30. It included:

- A report on state-wide, cross-sectional, statistical analysis used to calibrate the fiscal impact model, and the five cost of public services cases studies for:

  - ▷ Wright County
  - ▷ Scott County
  - ▷ Winona County
  - ▷ Carlton County
  - ▷ Becker County;

- A summary of the state-wide statistical analysis, and cost of public services cases studies; and

- A draft brochure (which will be further developed and published in Task 1.3)

Due to significant delays in this project, Task 1.3, Report Publication, and Task 1.4, Presentation, will occur after June 30, but on or before September 30, 1999. **These tasks to be completed after June 30 will be paid for entirely from the match to the LCMR grant, and will be completed on or before September 30, 1999. The other tasks, paid for from the LCMR grant, will be completed prior to June 30.** Details of the tasks and completion schedule are as follows:

Status/ Anticipated Completion	Tasks	Funding Source LCMR	Match	Totals
Complete	Task 1.1: Study Design	$ 10,865.78	$ 12,644.22	$ 23,510.00
Complete	Task 1.2: Report Drafting	38,075.42	11,924.58	50,000.00
After 6/30/99	Task 1.3: Report Publication	-	30,840.00	30,840.00
After 6/30/99	Task 1.4: Presentations	-	5,960.00	5,960.00
Complete	State Register Publishing of RFP	29.40	-	29.40
After 6/30/99	MDA Communication	-	1,950.60	1,950.60
After 6/30/99	MDA Travel	-	210.00	210.00
Totals		$ 48,970.60	$ 63,529.40	$ 112,500.00

4. *Results*

a) Statewide Analysis

A statistical analysis of 240 of Minnesota's cities, counties, and townships, 88 municipal water and sewer systems, and 200 independent school districts (with data aggregated within each county to result in 29 representative Minnesota counties) was prepared as background for development of the fiscal impact model used in the prospective case study analysis of Result 2 and for the fiscal impact tool kit in Result 3. Multivariate regression analysis techniques were employed to identify significant relationships between the aggregated per capita local government outlays and various economic, demographic, and land use factors. The key findings of the state-wide analysis include the following:

- Agriculture is an important factor in the fiscal health of most rural counties, townships and school districts, because it contributes more in taxes than it requires in services.

- New residential development has an especially negative economic impact on townships that lose a major part of their agricultural tax base and must also provide higher levels of service.

- As a result of Minnesota's constitutional legal and institutional structure, the fiscal impact of new development on counties is usually enhanced when it occurs within cities. County government receives virtually all of the revenues that it would otherwise collect, while cities must bear the costs of providing road and law enforcement services above those levels provided by counties.

- Per capita road maintenance costs, the largest expense for rural Minnesota governments, tend to decline as density, residential market value and percent of city residents increase. This suggests a strategy for reducing road costs by encouraging development within existing developed areas (typically cities), and discouraging development in outlying rural (typically agricultural) areas.

- New development within cities or adjacent areas often favorably affects the cost of water and wastewater services. When the number of connections per mile of pipe are maximized, costs are lowered for all system customers. And, when new development takes advantage of existing excess capacity, the system is more efficient and per customer costs decline.

- When townships reach a certain population level, their per capita road costs increase. In 1995, road costs for all townships and cities were $47 and $58 per capita, respectively. Road costs in townships with more than 3,500 residents, however, were $70 per capita.

- Student transportation costs decline as residential densities increase and as land use patterns allow more children to walk to school. Cost savings that are attributable to higher densities and clustering can be significant. When new development occurs where it can rely on existing school capacity, per student capital costs are also lower.

b) Fiscal Impact Model

As part of the Cost of Public Services Study, a fiscal impact model was developed to forecast the budgetary impacts of new residential development on local governments in Minnesota. The model was employed in the prospective analysis of the case studies to complement the historical review.

The model was developed based on the statistical analyses of Minnesota local jurisdictions, interviews with knowledgeable local officials and experts, and testing in five Minnesota counties. Analyses of local governments in other states supplemented the analysis of Minnesota localities. The purpose of the model is to provide a template which can be used as a consistent framework for analysis of the costs and revenues attributable to existing residential development and determining how various development scenarios and assumptions about growth can affect these costs and revenues for new development. The model contains certain defaults which were developed on the basis of the statistical analyses and interviews with local officials and others knowledgeable in the complexities of Minnesota local government service patterns and finances.

The model is a template-based model in that these defaults can be overridden by the user to reflect local service patterns, other assumptions or conclusions about how development affects local government costs and revenues. The use of defaults allows the template structure of the model to be maintained while optimizing the opportunity for the user to customize the model for their individual jurisdiction or for a particular development scenario. In this regard, the model's greatest utility is its ability to provide a consistent framework for testing the impact of different levels of service, growth rates, cost factors and various economic, fiscal and demographic factors reflective of the range of development scenarios within a jurisdiction.

For general purpose governments, the model provides a process for determining the per capita costs and revenues attributable to existing and projected residential development over a period of time. For the purpose of the case study analysis, a 20-year planning period was used. The results of the model are generally representative of the average annual impacts over the analysis period.

c) *Case Studies*

The purpose of the case studies was to gain insight into how patterns of development within some of Minnesota's rural counties and communities have affected their fiscal positions. The case study was conducted in five Minnesota counties. In each county, a major city and a township adjacent to the city were analyzed. The table below shows the jurisdictions that were examined :

County	City	Township	School District
Becker	Detroit Lakes	Lake View	Detroit Lakes Area (ISD 22)
Carlton	Cloquet	Twin Lakes	Cloquet Area (ISD 94)
Scott	Prior Lake	Spring Lake	Prior Lake Area (ISD 719)
Winona	Winona	Wilson	Winona Area (ISD 861)
Wright	Buffalo	Buffalo	Buffalo Area (ISD 877)

Each case study analysis consisted of two components:

1. an historical review of growth trends and budgetary changes; and
2. a prospective analysis of the anticipated impacts of future development based on the type of development and its location within each county.

Key findings of the case studies were:

- Per capita costs declined for the two rapidly-growing cities and increased for the three slow-growth cities. Cities, which usually have more extensive infrastructure than do counties or townships, often have excess service capacity and benefit fiscally as new development lowers average per capita costs. Townships that offer urban-level services might exhibit similar characteristics.
- Townships, with their smaller populations and budgets, tend to be more fiscally vulnerable to growth pressures than cities or counties. Only one

township studied, Spring Lake in Scott County, experienced significant growth between 1985 and 1995, increasing its population by 42 percent. During this period, its per capita costs increased by 150 percent.

- New residential development will generate a financial shortfall for all five county governments over the next two decades, according to the fiscal impact model. The impact of new growth on cities will be much more favorable, however, with sizable fiscal surpluses occurring in four of the five cities. The picture is mixed for townships, where new residents will generate a surplus in one township, generate a shortfall in two others and break even in the other two.

- In general, new residential development will have a net negative fiscal impact when the combined effect on both county and municipal budgets is concerned, regardless of whether the development occurs in a city or a township. The only exception among the case studies was for the City of Prior Lake in Scott County, where new residential development produced a slight surplus for city government and a slightly smaller net revenue loss for county government.

- New residential development will generally come closer to supporting itself in cities than in townships when the combined impact on county and municipal budgets is considered. This finding is consistent in all five counties.

5. Discussion

The Cost of Public Services Case Studies, and the accompanying statewide analysis, generally confirm the results of MDA's 1989 study, *Development in Wright County: The Revenue/Cost Relationship* (a.k.a., the Wright County Study); that new residential development is more fiscally advantageous when it occurs within established urbanized areas than when it occurs in outlying undeveloped rural areas. From MDA's point of view, other important findings are the positive role of agriculture in the fiscal health of many rural counties, townships, and school districts, and the vulnerability of townships when they lose a major part of their agricultural tax base and must also provide higher levels of service.

As mentioned above, significant adjustments were made in the study design from what was originally intended. The methodology in the consultant's proposal was to calibrate the fiscal impact using time-series data (i.e., data on revenues, costs, and their drivers, collected over time) from the five case studies. However, it was found that the data was not consistent, mainly because of changes over time in jurisdictional boundaries, and the services provided by jurisdictions (because of annexations, incorporations, changes in service provision arrangements, and similar factors). This meant that meaningful and statistically significant results would not have been obtained using the time-series analysis. The method was changed to calibrate the model using a statewide cross-sectional analysis (i.e., analysis of a broad cross-section of Minnesota jurisdictions using data from a single point in time). A cross-sectional analysis of 29 representative Minnesota counties was completed, and statistically significant results were obtained.

This change also modified the way the case studies were conducted. Initially, budget, demographic and economic data over time was to be collected to allow the time-series statistical (multivariate regression) analysis to be performed for each case study. With the change to a cross-sectional statewide analysis, a descriptive historical analysis for the case studies was performed, but data was not used in a multivariate regression. Additionally, a forward-looking (prospective) analysis of local budgets, using the fiscal impact model, was added as a new element to each case study.

The cross-sectional statewide statistical analysis, while used to calibrate the fiscal impact model, became a valuable contribution in its own right, as evidenced by the findings shown above. On the other hand, the analysis was a new and unanticipated work element which resulted in a major delay in the project. For this reason, the study itself was produced by June 30, but its publication and dissemination will occur in the first quarter of FY 2000, funded entirely by the match to the LCMR funds.

Result 3, Fiscal Impact Tool Kit: A handbook, manual, or guide, and analysis tools (worksheets, spreadsheets, computer program, or other relatively easy-to-use products) that will enable local governments analyze the cost/revenue relationships of growth at relatively low cost and without special expertise. This methodology will improve local governments' ability to evaluate the fiscal implications of their planning and development decisions, and will assist in implementing the Community-Based Planning Act, particularly Goal 9, "Public Investments" (Minnesota Laws of 1997, Chapter 202, Article 4, Section 1).

1. *Budget:*

Budget:	$26,250	**Balance:**	$0~~22,335~~
Match:	$26,250	**Match Balance:**	$19,710~~21,695~~

2. *Completion Date: LCMR Portion: June 30, 1999; Match Portion: September 30, 1999*

3. *Progress on Result 3*

The contract with Duncan Associates included the following tasks for Result 3:

Task 2.1: Conceptual Methodology. A written document describing the fiscal impact model software and the procedure for developing and testing the software under actual conditions.

Task 2.2: Product Development and Testing. Development of the fiscal impact model software including testing and a fiscal impact handbook. The handbook was to contain instructions for operating the software and guidance in use and interpretation.

Task 2.3: Document Publication. Publication of the fiscal impact handbook.

Task 2.4: Software Licenses. A license to five copies of the fiscal impact model software, and a license to distribute 25 copies of the software.

Task 2.5: Training. "Train the trainer" sessions to familiarize MDA staff and others with the operation of the fiscal impact model software.

Task 2.1, Conceptual Methodology, was completed in September, 1998 with by the "Reinventing the Agricultural Land Preservation Program" Working Group.

Task 2.2 , Product Development and Testing was completed on June 30, 1999 with delivery of the fiscal impact software and the users manual.

The substantial delays caused by the change of methodology discussed above, and a longer-than-anticipated time required for calibration of the model has delayed the training portion of Result 3 (Task 2.5) until after the end of the fiscal year. **Training, publication of the training manual, and incidental MDA expenses will be paid for entirely from the match to the LCMR grant, and will be completed on or before September 30, 1999.** Details of the tasks and completion schedule are as follows:

		Funding Source		
Status/ Anticipated Completion	**Tasks**	**LCMR**	**Match**	**Totals**
Complete	Task 2.1: Conceptual Methodology	$ 3,914.64	$ 4,555.36	$ 8,470.00
Complete	Task 2.2: Product Devt./Testing	22,335.36	1,984.64	24,320.00
After 6/30/99	Task 2.3: Document Publication	-	15,840.00	15,840.00
Complete	Task 2.4: Software Licenses	-	-	-
After 6/30/99	Task 2.5: Training	-	3,660.00	3,660.00
After 6/30/99	MDA Travel	-	210.00	210.00
Totals		$ 26,250.00	$ 26,250.00	$ 52,500.00

4. Results

The fiscal impact model is described above under Result 2. The model is in the form of a stand-alone computer program (i.e., it does not require another computer program other than the operating system to function) with the name DIAMaTR™ (Development Impact Assessment Model: a Technical Resource for Minnesota's Local Officials). Five licenses of the software have been provided to MDA, and another 25 licenses are available for distribution.

The DIAMaTR™ fiscal impact model makes forecasts of local revenues and expenditures for counties, cities, townships, water and sewer utilities, and school districts. It was designed to be useful to make such forecasts at a jurisdiction-level, and to examine cumulative fiscal impacts of development over a multiple-year time horizon. The jurisdiction-level and cumulative aspects of the model are what distinguish it from more commonly-used fiscal impact assessment techniques (the "average cost" or "per capita" method and the "marginal cost" or "case study" method)[2].

Both the average and marginal cost methods are best suited to examining the fiscal impacts of specific development projects, rather than the cumulative fiscal impacts of multiple projects in a jurisdiction. The main advantage of the jurisdiction-level fiscal impact model is that it is able to forecast fiscal impacts for whole jurisdictions. It is, therefore, most applicable to comprehensive planning, where a county, city, or town will want to find out what are the revenue and cost implications of one or more development scenarios.

5. *Discussion*

The fiscal impact tool kit will be an effective way for local governments to assess the revenue and expenditure implications of planning and zoning decisions being considered, particularly those that affect the entire community. The jurisdiction-level use of this tool is what distinguishes it from other fiscal impact analysis techniques that are presently available.

The objective of Result 3, as stated above, was to "enable local governments analyze the cost/revenue relationships of growth at relatively low cost and without special expertise." When the LCMR project was initially conceptualized by MDA, it was thought that the "fiscal impact tool" would be used directly by local governments, regardless of their size. However, during consultant interviews, it became clear that any the alternative proposals for a fiscal impact analysis methodology would require a higher level of expertise that might be available for the smaller local governments in Greater Minnesota.

The Duncan Associates proposal offered MDA the options of a spreadsheet-based, project-level analysis tool, similar in nature to analysis tools in other proposals, or the jurisdiction-level fiscal impact model developed by Dr. Thomas Muller and Michael Siegel. While the spreadsheet-based tool would be the intellectual property of the State, and allow unlimited distribution, the jurisdiction-level fiscal impact model was proprietary software and, therefore, MDA would receive licenses for a limited number of copies.

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[2] The "average cost" or "per capita" method forecasts fiscal impacts of developments by using a calculated per capita cost (or cost per employee or pupil). The method is straightforward and relatively easy to calculate, but is not sensitive to service capacity (as in capacity of a sewage treatment plant, for example). Where excess capacity exists, the average cost method will tend to overestimate costs; where capacity is deficient (i.e., new capacity would be needed), the per capita method will tend to underestimate them. The "marginal cost" or "case study" method attempts to overcome this over- or underestimation of costs through intensive interviews of local officials to determine the potential effects of growth on the costs; particularly, the marginal costs of excess or deficient service capacity.

MDA staff determined that the jurisdiction-level fiscal impact model offered significant advantages over the spreadsheet-based tool because it would be uniquely applicable to assessment of impacts of jurisdiction-wide comprehensive planning and zoning decisions. Also, since even spreadsheet-based applications would require some level of expertise, it was determined that the aim of providing a low cost fiscal analysis tool to local governments could be achieved by distributing the model to regional development commissions and educational institutions already providing planning technical assistance to local governments. This strategy is reflected under the Dissemination section below.

V. DISSEMINATION:

- **Agricultural land preservation programs evaluation.** The cooperators will be actively engaged in providing input during development of the report. Considerable attention will be given to coordinating with efforts of the Office of Strategic and Long-Range Planning and the Advisory Council on Community-Based Planning in further policy-making and implementation of the Community-Based Planning Act. The complete report will be made available to interested legislators, agency officials, and members of the public. Summaries of the results will be publicized and widely distributed through printed and electronic media (including the MDA Web site). Findings will be presented at public meetings, and input will be actively sought. Legislative amendments will be proposed to implement necessary changes.

- **Cost of public services case studies.** Printed copies of the studies, or their executive summaries, will be made widely available to: local governments; interested legislators; the Advisory Council on Community-Based Planning; the Office of Strategic and Long-Range Planning; other agency officials; and the public. Dissemination will be coordinated with technical assistance under the Community-Based Planning Act. Summaries of the studies will be publicized and widely distributed through printed and electronic media (including the MDA Web site). Presentations will be made, targeted to local government officials.

- **Fiscal Impact Tool Kit (cost of public services analysis methodology for local government use).** The contractor has provided MDA with a license to five copies of the fiscal impact analysis software, and a license to distribute 25 copies of the software to local government units. MDA proposes to distribute the 25 copies of the software to governmental agencies, such as regional development commissions or educational institutions, that are capable of and willing to provide fiscal impact services to local governments at no charge or at a nominal charge. Training will be provided by the contractor to personnel from MDA and from the "regional service providers". Additionally, the methodology will be widely publicized and distributed through printed and electronic media (including the MDA Web site), coordinated with technical assistance under the Community-Based Planning Act. Publicity will be targeted particularly to local government organization newsletters. Workshops will be held to inform local governments of the availability the new tool.

VI. CONTEXT:

A. Significance: The Metropolitan agricultural land preservation program has been in place since 1982 (under authority of Minnesota Statutes, Chapter 473H), and the state agricultural land preservation program since 1984 (under authority of Minnesota Statutes, Chapter 40A and 17.80–84). The "Green Acres" preferential property tax for agriculture has existed since 1967. Additionally, the Minnesota Department of Agriculture has been directed by the legislature to provide information and technical assistance on the land use aspects of feedlots (the animal agriculture land use technical assistance program). A working group, composed of representatives of other state agencies, local government, and private organizations (which included agencies and organizations of the cooperators listed below), met seven times between October, 1994 and June, 1996 to provide advice to MDA on its animal agriculture land use technical assistance program. The group also discussed ways that the state agricultural land preservation program could be strengthened.

The purposes of Minnesota's agricultural land preservation programs are directly relevant to the goals of the Community-Based Planning Act, enacted in 1997, including Goal 4, "Conservation" ("To protect, preserve, and enhance the state's resources, including agricultural land, forests, surface water and groundwater, recreation and open space, scenic areas, and significant historic and archeological sites.") and Goal 9, "Public Investments" ("To account for the full environmental, economic, social, and economic costs of new development, including infrastructure costs such as transportation, sewers and wastewater treatment, water, schools, recreation, and open space, and plan the funding mechanisms necessary to cover the costs of the infrastructure.") (Minnesota Laws of 1997, Chapter 202, Article 4, Section 1).

Agricultural land preservation tools assist counties and towns in environmental, economic, and fiscal sustainability. However, tools for growth management, including agricultural land preservation, need to be critically examined and refined. Additionally, these tools must be evaluated in light of passage of the Community-Based Planning Act.

Local governments need up-to-date information relevant to their geographic setting and financial conditions on the fiscal impacts of growth (a 1989 study in Wright County, sponsored by MDA, found that provision of services to development in rural areas cost four times more outside of built-up areas than inside them), and tools to assist them in evaluating the fiscal implications of their own planning and development decisions. This information and these tools will assist in policy-making and implementation of the Community-Based Planning Act.

B. Time: This project will be complete in June, 1999, except for activities related to dissemination of the Cost of Public Services Case Studies (Result 2) and the Fiscal Impact Tool Kit (Result 3). Those dissemination activities will be complete on or before September 30, 1999.~~December, 1998~~.

C. Budget Context:

	July 1995–June 1997 Prior expenditures on this project	July 1997–June 1999 Proposed expenditures on this project	July 1999–June 2001 Anticipated future expenditures on this project
1. LCMR	$0	$100,000	$0
2. Other State	$0	$56,329.40	$58,670.60
3. Non Cash State	$0	$10,000	$20,000
Total	$0	$166,329	$78671

BUDGET:

Personnel	$0
Equipment	$0
Acquisition	$0
Development	$0
Other (Professional/ Technical Services)	$100,000
Total	$100,000

VI. COOPERATION:

- Daryl Franklin, President, Minnesota Association of County Planning and Zoning Administrators
- Dave Weirens, Policy Analyst, Association of Minnesota Counties
- Dave Fricke, Executive Director, Minnesota Association of Townships
- Jan Gustafson, Metropolitan Council
- Steve Reckers, Minnesota Planning
- John Wells, Environmental Quality Board

No LCMR project dollars will be received by these individuals. The cooperators will spend approximately 5% of their time on this project.

VIII. LOCATION: Statewide.

IX. REPORTING REQUIREMENTS: Periodic work program progress reports will be submitted. A final work program report and associated products will be submitted by July 1~~June 30~~, 1999.

X. RESEARCH PROJECTS: Not applicable.