

Conserving America's Landscapes

A Publication of the Land & Water Conservation Fund Coalition



Land & Water Conservation Fund Coalition

Access Fund
American Canoe Association
American Forests
American Hiking Society
American Land Conservancy
American Rivers
American Whitewater
Appalachian Mountain Club
Appalachian Trail Conservancy
California State Parks Foundation
Civil War Preservation Trust
The Conservation Fund
Conservation Trust for North Carolina
Defenders of Wildlife
Eastern Forest Partnership
Greater Yellowstone Coalition
Highlands Coalition
International Mountain Bicycling Association
Land Trust Alliance
The Land Trust for Central North Carolina
The Mountaineers
National Association of State Park Directors
National Audubon Society
National Park Trust
National Parks Conservation Association
National Wildlife Federation
National Wildlife Refuge Association
The Nature Conservancy
New York State Office of Parks,
Recreation and Historic Preservation
North Country Scenic Trail Association
Northern Forest Alliance
Northern Sierra Partnership
Outdoor Alliance
Outdoor Industry Association
Pacific Crest Trail Association
The Pacific Forest Trust
Partnership for the National Trails System
Rocky Mountain Elk Foundation
Sierra Business Council
Society for the Protection of
New Hampshire Forests
Southern Appalachian Forest Coalition
Southern Appalachian Highlands
Conservancy
Sporting Goods Manufacturers Association
Tennessee Parks and Greenways Foundation
Trout Unlimited
Truckee Donner Land Trust
The Trust for Public Land
Virginia Association for Parks
Western Pennsylvania Conservancy
Western Rivers Conservancy
The Wilderness Society
Winter Wildlands Alliance

Editor

Maddy Pope
The Trust for Public Land
Director of National Outreach
614 West Lamme
Bozeman, MT 59771
406.585.4699
maddy.pope@tpl.org

LWCF Coalition

Lesley Kane-Szynal, *Chair*
660 Pennsylvania Ave. SE
Suite 401
Washington, DC 20003
202.641.5707

Cover Photo:

Jerry Monkman;
Rachel Carson NWR, ME

Recommendations

Congress created the Land and Water Conservation Fund (LWCF) in 1965 to meet the nation's growing desire to preserve natural areas, culturally and historically significant landmarks, and outdoor recreational opportunities. The LWCF program has added millions of acres to our national parks, national wildlife refuges, national forests, national historic and scenic trails, wild and scenic river corridors, Bureau of Land Management lands, and other federal lands. Most of the nation's largest intact landscapes, historically important sites, and recreational access points are found on these public lands. In addition, the LWCF includes a critically important state grants component that supports the protection of recreation lands and the development of parks at the state and local level. In complement, the Forest Legacy Program, administered by the U.S. Forest Service, fosters federal partnerships with landowners, states, local governments and non-profit partners to conserve working forests.

LWCF funding has been low and unpredictable over the program's forty-four year history, approaching the full funding level of \$900 million only twice. In the past ten years, program funding has followed a dramatic decline, with a total of less than \$155 million in Fiscal Year 2008. Meanwhile, demand for these funds to protect our nation's most treasured natural, cultural, and recreation areas has skyrocketed. In the face of often intense development pressures, an ever-increasing number of key resource properties will be lost if they are not purchased and conserved by the public. Today, LWCF can meet only a small fraction of that urgent need. And each year, more and more of America's irreplaceable wildlands, fish and wildlife habitats, scenic areas, historic sites, and neighborhood parks are developed, fragmented, and otherwise sacrificed because there is simply not enough LWCF money to go around. The Land and Water Conservation Fund Coalition is a group of nonprofit organizations working together to support ample funding for the LWCF, the Forest Legacy Program and natural resource adaptation funding. We are pleased to present this report and the following recommendations:

- The Land and Water Conservation Fund should be fully funded at \$900 million annually -- the congressionally authorized level -- to ensure that critical natural, historical, ecological, cultural, and recreational resources will be protected around the nation. This is necessary to preserve and enhance the integrity of our national parks,

national wildlife refuges, national forests, Bureau of Land Management lands, and other federal areas, as well as the vast network of state, county and neighborhood parks serving close-to-home open space and public recreation needs. In addition, investments should be made immediately to address acquisition management needs at the four federal land management agencies, with particular attention to securing additional staff with expertise necessary to implement a strategic land acquisition program.

- The Forest Legacy Program should receive an annual allocation of \$125 million. This will allow the program to better meet project demand from the states, complete a wider range of program priorities, and assist communities in maintaining local forests and their economic benefits as they face the impacts of widespread development and conversion of forestland.
- Cap-and-trade legislation addressing climate change must ensure that a portion of the revenues generated from the auction of carbon allowances be dedicated to federal land acquisition to help wildlife and natural resource systems adapt to environmental changes, with specific allocations to the Land and Water Conservation Fund, the Forest Legacy Program, and other conservation programs. Agencies with management responsibility over federal lands and wildlife habitats should be required to account for the impacts of climate change in their management policies and at the planning and project levels.
- Federal Outer Continental Shelf (OCS) oil and gas leasing revenues authorized by Congress to fund the LWCF at \$900 million annually should be permanently dedicated to this purpose. Historically, almost all of this funding has been diverted into general revenues for other purposes. In Fiscal Year 2008, the Department of the Interior collected \$23.4 billion from onshore and offshore energy production, more than doubling the 2007 total of \$11.6 billion. Congress should ensure that at least \$900 million, consistent with the underlying principle of the LWCF, are dedicated annually to long-term protection of our nation's land and water resources.



Jerry Monkman; White Mountain NF, ME

Land and Water Conservation Fund: **the Federal Side**

The LWCF is the principal source of funds to purchase land for national parks, national wildlife refuges, national forests, and other federal areas. The program has helped protect some of America's most treasured assets including Grand Canyon National Park, the Appalachian National Scenic Trail, White Mountain National Forest, and portions of America's first national wildlife refuge, Pelican Island.

Since its inception in 1965, LWCF has invested more than \$13 billion in land and water conservation across every state and several of the territories. The LWCF makes it possible for the federal land management agencies to buy critical inholdings and buffer lands from willing sellers. Boosting federal LWCF funding will also allow the national parks, wildlife refuges, forests, and other federal areas to continue to expand as future opportunities arise. Because revenues generated by offshore oil and gas drilling are the primary funding source for the LWCF, these acquisitions represent an ideal way to offset resource depletion through resource protection.

Despite LWCF's strong track record of success over the past 44 years, the program

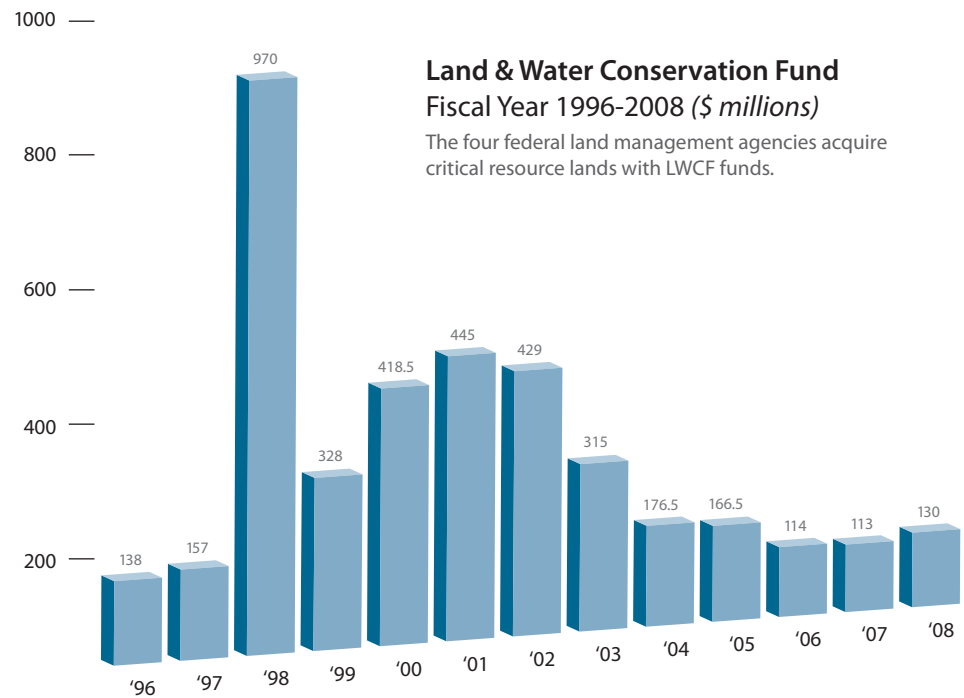
faces enormous challenges. Lands with significant historic, cultural, and wildlife values are rapidly being converted to other uses. Factors that are responsible for this trend include increasing land values, population growth, and the development of the rural-urban fringe. Yet, in the face of escalating development pressures, funding for the LWCF has declined precipitously in the past seven years. Authorized at \$900 million annually, this level has been met only once. The recorded balance in offshore oil revenues credited to, but not appropriated from, the LWCF is approaching \$17 billion. LWCF funding for federal land acquisition has dropped from \$445 million in Fiscal Year 2001 to \$130 million in Fiscal Year 2008.

Along with declines in program funding, each of the four federal land agencies have experienced significant reductions in realty staffing, due to both retirement and diminished funding, seriously hindering their ability to effectively administer land acquisition programs. Between 2001 and 2008 funding cuts to the Fish and Wildlife Service have resulted in a more than 30% reduction in professional realty staff from 204 to 138 full time equivalent (FTE) positions. At the Forest Service, an estimated increase

of between four and twelve additional FTEs, depending on the region, is needed to restore adequate realty staffing. Similarly, to support a robust land acquisition program, the National Park Service would require an increase of 40 positions in the lands program across the country. The BLM estimates that between 2004 and 2007 it experienced as much as a 40% loss of realty staff experienced in land tenure procedures, including land acquisitions. Renewed investment should be made immediately to address acquisition management needs at each agency with particular attention to hiring and training of professionals in federal appraisal procedures, Department of Justice title standards, and other technical real estate procedures necessary to implement a strategic land acquisition program. Furthermore, the consolidation of all federal appraisers in regional Interior Department centers has led to delays that threaten the efficient and timely processing of appraisals and, thus, the completion of critical acquisitions.

The LWCF is a vital funding mechanism creating significant environmental, economic, and cultural benefits. Among lands protected through the program are wilderness access

points, river corridors popular with paddlers and anglers, endangered species habitat, ocean beaches, campgrounds, historic battlefields, and pristine mountain forests. Eighty percent of lands acquired with LWCF funds lie within the existing boundaries of federal parks, refuges, forests, or recreation areas. Within our national parks alone, 1.9 million acres of inholdings identified for protection remain to be acquired. Acquisition of critical parcels promotes resource consolidation, enhances recreational access, and improves fish and wildlife habitat. Also, the landowners of these federal inholding properties are willing sellers who have indicated a desire to sell their land to the federal government for conservation purposes. Timely and adequate federal acquisition funds are needed to ensure that these landowners are treated fairly.



Public Land Protection, Recreation and Community Economics

Despite one of the most far reaching and debilitating economic recessions in our country's history, the American public continues to support conservation and land acquisition. On Election Day, 2008, voters in many parts of the country supported three out of four ballot initiatives approving over \$7 billion in state and local spending for land acquisition and conservation. As the premier tool that federal land management agencies have for acquiring land, the LWCF is uniquely positioned to facilitate the protection of open space and recreational lands that is so popular nationwide.

Increased investment by Congress in the LWCF will yield greater public benefits now than at any time in recent memory. With property value significantly down from a year ago, timely acquisition funding will make a real difference in addressing the backlog of the federal agencies' land acquisition needs. Successful acquisition of priority public lands inholdings depends on the willingness of private landowners to sell to public agencies. During boom markets when property values are high, it is more difficult for public agencies to compete with private buyers and developers. As we look ahead, more priority parcels will be attainable, and they can be acquired for less money than in previous years.

In the face of the current economic downturn, we cannot underestimate the power that public lands can have in turning the tide. The Sonoran Institute reports that in the American West between 1970 and 2000, counties where more than 60% of the federal public land was in protected status (wilderness, national parks, national monuments, national wildlife refuges, etc.) grew 66% faster than counties where the same percentage of public land had no permanent protective status. As an example, Utah's Kanab County saw the mean value of its homes drop by 13% between 1980 and 1990. In part because of the designation of Grand Staircase-Escalante National Monument in 1996, this same county saw a 23% increase in home values between 1990 and 2000. The prevalence of public lands provides lasting economic benefits that bolster local economies and help communities weather times of financial recession.

Tourism also plays a huge role in boosting local economies. Each year, hundreds of millions of people visit America's public lands to enjoy hiking, wildlife watching, hunting, fishing, camping, horseback riding, river rafting and boating, cross country skiing, snowmobiling, and outdoor education and interpretation. The Outdoor Industry Association (OIA) reports that recreation contributes \$730 billion annually to the U.S. economy. In the West, OIA reported that more than 43 million people participate in hunting, fishing, and wildlife viewing each year, spending over \$33 billion annually. Maintaining healthy wildlife populations and providing access for recreation on public lands is a key component to maintaining these economic benefits.

A 2006 economic assessment of the National Park System produced by the National Parks Conservation Association (NPCA) determined that national park visitors spend over \$11 billion annually in areas surrounding parks, generating \$13.3 billion in local sales and supporting 267,000 jobs. Similarly, a recent Fish and Wildlife Service report, *Banking on Nature*, revealed that the 40 million annual visitors to national wildlife refuges generate more than \$1.7 billion in annual sales to local economies, resulting in 27,000 jobs and generating over \$542 million in employment income. Eighty-seven percent of refuge visitors traveled to the refuge from beyond the local areas.

Of course, unplanned growth bordering our public lands can lead to urban sprawl and other inappropriate development, increased air and water pollution, and fragmentation of wildlife migration corridors. This double-edged sword of economic growth underscores the importance of providing ample funding for the LWCF and Forest Legacy Program at levels commensurate with their beneficial and lasting impact. These land protection programs allow public managers at every level to strategically acquire and protect priority properties in the path of development that are critical to the long-term sustainability of our fish, wildlife, and natural habitats and, ultimately, human health. Today, the case for such federal investment is more compelling than ever, and the current downturn in the real estate market provides a window of conservation opportunity.

fOCUS

PROJECTS IN



Henry's Lake ACEC, ID

LWCF project need: \$4 million
Acreage: 1,200 - 1,400

Henry's Lake Area of Critical Environmental Concern is a jewel of the Yellowstone region. The matrix of private and public land which surrounds the lake supports a dozen large cattle ranches and provides valuable summer habitat and critical wildlife migration corridors. The Henry's Lake fishery is the last stronghold in the Henry's Fork basin for the imperiled Yellowstone cutthroat trout. Lakeshore communities of white spruce and aspen wetlands are globally rare and are found nowhere else in the lower 48 states. Many of the two million annual visitors to the area enjoy trail rides,

hiking, and other outdoor recreation in the area. Henry's Lake and nearby rivers are popular destinations for anglers, supporting fly shops and guiding businesses.

Expanded use of the LWCF can protect the ecologically irreplaceable Henry's Lake region from habitat fragmentation, the most critical threat to the wildlife habitat and migration corridors. The large ranches in this area face significant risk of conversion to second homes and recreational developments. LWCF dollars will allow the BLM to purchase conservation easements, providing local ranchers with an attractive alternative to subdivision and development as well as allow the land to remain in production and provide vital support for the local economy.



Mount Rainier NP, WA

LWCF project need: \$4.5 million
Acreage: 634

The image of snow-capped Mount Rainier behind the skyscrapers of Seattle is one of Washington's most recognized views. As nearly two million people visit the national park surrounding the mountain every year, access is a significant concern. For example, at the northwest entrance, the Carbon River Road has frequently been washed out leading to closures.

Legislation passed in 2004 expanded the park's boundary in this area to establish a new campground, create new trail access points, reduce maintenance costs, and minimize the impacts of frequent floods. The expansion will also afford much needed habitat protection for habitat for endangered and threatened species such as the marbled murrelet, northern spotted owl, and Chinook salmon.

Michael Larson; Mount Rainier NP, WA



Kirk Keogh; Henry's Lake ACEC, ID

Among the properties included within the newly expanded park boundary is the Carbon River Gateway, a multi-parcel piece. The property is easily accessible from the road and contains a small knoll commanding a beautiful view of the valley, making it ideal as an overlook and interpretative site. National Park Service protection of this key tract will be a critical step towards attaining the recreational, management, and environmental goals of the boundary expansion.

James Campbell NWR, HI

LWCF project need: \$13.75 million
Acreage: 1,100

James Campbell National Wildlife Refuge is the premier recovery area on O'ahu for four of Hawaii's endemic water birds: the Hawaiian Coot ('Alae ke'oke'o), the Hawaiian Duck (Koloa), Hawaiian Stilt ('Ae'o) and the Hawaiian Moorhen ('Alae'ula). All four birds are listed as endangered species due to their precipitous decline in the 20th century.

LWCF funding will protect the largest natural coastal wetland and the last remaining coastal dune system on O'ahu from threats of



John DeMello; Hawaiian Moorhen, James Campbell NWR, HI

development, invasive weed infestations, and predation of native waterbirds by non-native feral animals. Additionally, heavy floods occur frequently in this area, devastating residences in the adjacent town of Kahuku. The future costs of flood disasters can be reduced when rivers are reconnected to floodplains, and structures, including homes, are moved out of harms way. Because of the location and natural function of this floodplain, land acquisition serves as the crucial component for the proposed Kahuku flood control project. The State of Hawaii Department of Land and Natural Resources, local community organizations, conservation organizations, and the landowner are working together to protect and expand this essential wetland habitat.

The BLM's National Landscape Conservation System

The Bureau of Land Management's National Landscape Conservation System (NLCS) is a network of nationally significant natural and historical landscapes across the American West. The NLCS brings together BLM lands and waters designated for protection by Congress or the president, like national monuments, national conservation areas, wilderness, national historic trails, and wild and scenic rivers. Yet with limited funding for land acquisition, the BLM has been unable to ensure that priority acquisitions can move forward.

Over the last several years, funding for federal land acquisition has been extremely low, particularly for the BLM. Since 2000, BLM lands have consistently received less than 12% of federal land acquisition funding, with less than six percent the last two years. In order for the BLM to fulfill the mission of the NLCS, "to conserve, protect, and restore nationally significant landscapes," further investment is needed. More investment should be made in land acquisition for the BLM, including units of the National Landscape Conservation System. Numerous NLCS units have ongoing land acquisition needs including California's Trinity National Wild and Scenic River, New Mexico's Kasha-Katuwe Ten Rocks National Monument, and Oregon's Crooked and Owyhee Wild and Scenic Rivers, to name a few.

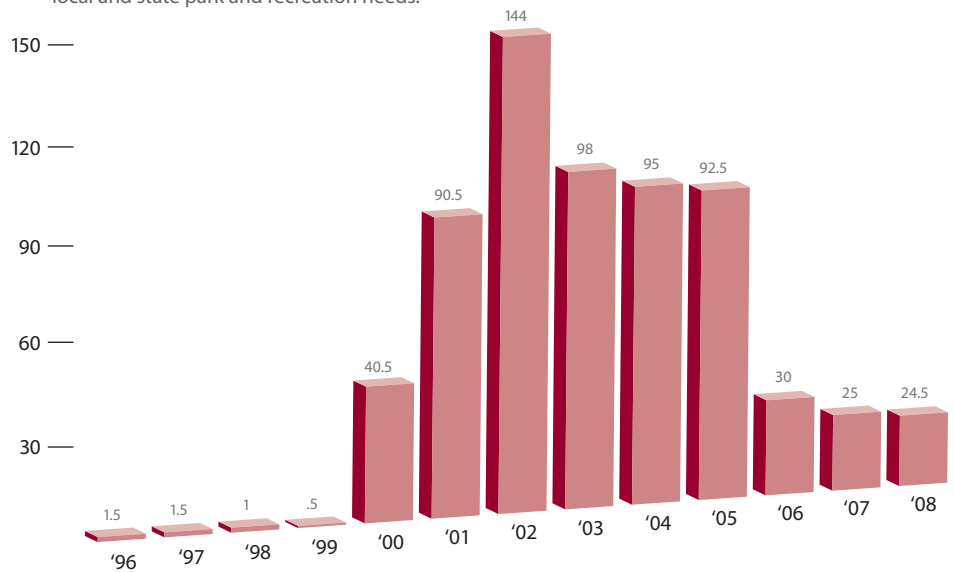
Land and Water Conservation Fund: Stateside Assistance Program

There are over 6,600 state park sites and virtually countless local parks in the United States covering over fourteen million acres of land. These parks preserve natural areas and wildlife habitat, and provide a wide range of recreational opportunities in accessible, relatively close-to-home settings. A recent study by California State Parks affirms the economic contribution of parks to our communities. State parks in California generate almost \$3 billion for adjacent local economies and provide a return of two dollars in state taxes for every dollar spent on the maintenance and operations of the state parks.

The LWCF includes a critically important state grants program that supports the protection of recreation lands and the development of parks at the state and local level. The stateside component of the LWCF provides 50-50 matching grants that enable communities, counties, and states to acquire

Stateside LWCF
Fiscal Year 1996-2008 (\$ millions)

Funds allocated to the states are used to meet local and state park and recreation needs.



Jessica White



land and to build recreational facilities. The program has distributed funds to almost every county in America for over 41,000 projects including sports fields, swimming pools, playgrounds, and trails. While not all children have the opportunity to visit Yellowstone National Park, local parks and playgrounds can connect them to nature and foster a lifetime of active and healthful outdoor activity. Social scientists recognize increasingly that the direct experience of nature and outdoor play is important to the development of children on many levels. Among the many benefits of outdoor play, research indicates that it contributes to healthy development in children's capacity to be creative and problem solve, and to their emotional and intellectual development.

The stateside LWCF program is the government's primary investment tool for ensuring that kids and families have close-to-home recreation. Over \$3 billion in LWCF grants to states has leveraged more than \$7 billion in matching non-federal dollars. Despite this strong record of success, our nation's need for recreation infrastructure continues to grow. In its 2008 Annual Report on the

LWCF state assistance program, the National Park Service reported that states estimate the unmet need for outdoor recreation facilities and parkland acquisition at \$27 billion. Additionally, 44 of 50 states and four territories report that at least 95% of their total estimated need for local outdoor recreation facilities and parkland acquisition is unmet. While the LWCF stateside program alone cannot address all state park needs, it is a critical federal component to leverage state, local, and private park funding.

This identified need throughout our nation's state and local parks stands in stark contrast to the funding history of the stateside LWCF program, which since 1965 has averaged only \$100 million a year and from 1996 to 1999 saw zero funding. Despite the program having a designated funding source from offshore oil revenues and despite a congressional directive to ensure close-to-home recreation for all Americans, annual appropriations have not kept pace with need. Between 2002 and 2005, the president requested, and Congress appropriated, between \$89 million and \$140 million per year for the LWCF stateside program. However, between 2006 and 2008, annual funding fell again and averaged only \$27 million.

The stateside LWCF program received an additional source of funding when Congress passed the Gulf of Mexico Energy Security Act of 2006. By dedicating 12.5% of royalty revenues from newly authorized offshore energy development in the Gulf of Mexico, this legislation designated a small permanent funding stream for the program for the first time in its 44-year history. While this is a significant step forward, royalty payments will begin in 2009 with a first installment of only \$6.5 million. Reinvested royalties will continue through 2021, with an estimated average of \$66 million per year.



NY OPRHP; Letchworth State Park, NY

Letchworth State Park, NY

Like many of our state parks programs, the New York State Parks system is suffering from decades of underinvestment, with the result that its recreational facilities and infrastructure are in dire need of rehabilitation and replacement. Many parks have significant health and safety concerns that require immediate attention. Park buildings and infrastructure are aging and deteriorating, diminishing the outdoor experience for park visitors. A thorough assessment of the system has identified a backlog of critical capital investment needs exceeding \$650 million.

Letchworth State Park, located in the Genesee region of New York, provides a case in point. Comprising more than 14,000 acres, the park features three major waterfalls along the Genesee River, towering 600-foot cliffs with rock formations exposing millions of years of geological history, and rich interpretation of area heritage including that of the Seneca Indians. Letchworth is an enormously popular park – hosting over 600,000 visitors annually. Park visitors enjoy a large network of hiking trails, fishing areas, whitewater rafting and canoeing, 82 overnight cabins and 270 campsites, which are often filled throughout the summer. Park funding is needed to address numerous maintenance needs, including the construction of a new pool facility, upgrades to park drinking water systems, improvements to roads closed due to landslides, and replacement of overnight cabins and camping facilities. The stateside LWCF provides critical funding to help address these urgent state park needs.

The Land and Water Conservation Fund and Public Health

We are continuously reminded of the costs associated with obesity as more and more children are being diagnosed, in part because of a sedentary lifestyle. Hypertension or high blood pressure, kidney disease, heart disease, and now liver disease are on the rise for children, some as young as age 12. The facts below tell the story about our children, their health and the outdoors:

- The percentage of obese youths has tripled to nearly 15% since the 1960s. The number of children and adolescents now considered overweight or obese has reached 17 million. Six out of every ten overweight children already have at least one risk factor for heart disease.
- Between 1981 and 1997, the amount of time that American children ages six to eight actively played decreased by 25%, or almost four hours per week.
- The freedom to explore and improvise play has been reduced dramatically. The area in which children are free to roam has shrunk by 89% in 20 years.

An active lifestyle, along with other factors, can help to reverse this trend we see growing out of control. However, if we expect people to adjust their lifestyles, they will need clean, safe places to go outdoors. The LWCF can help provide those areas. Whether they are water parks, tennis courts, swimming pools, winter sledding areas and playgrounds, or hiking, snow shoe and biking trails in our national parks and forests, they are an essential component of a healthy lifestyle. Federal and stateside LWCF projects are making critical contributions toward addressing our nation's growing public health concerns.

Federal Public Lands

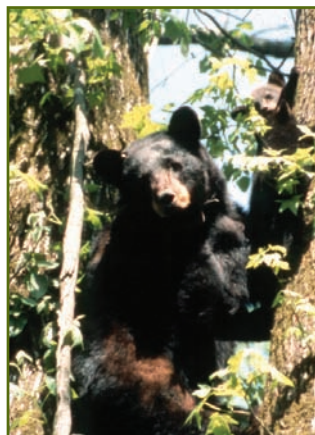
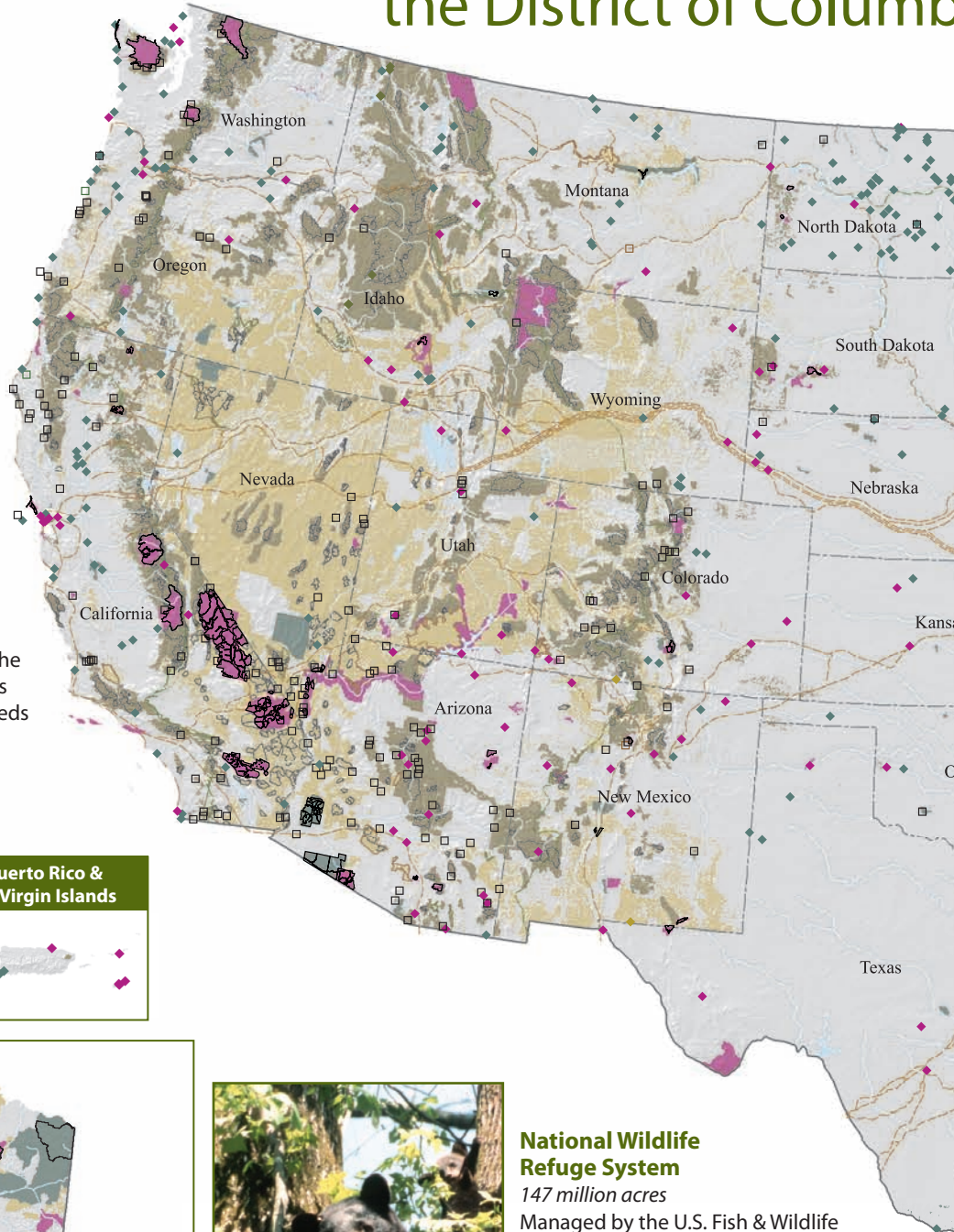
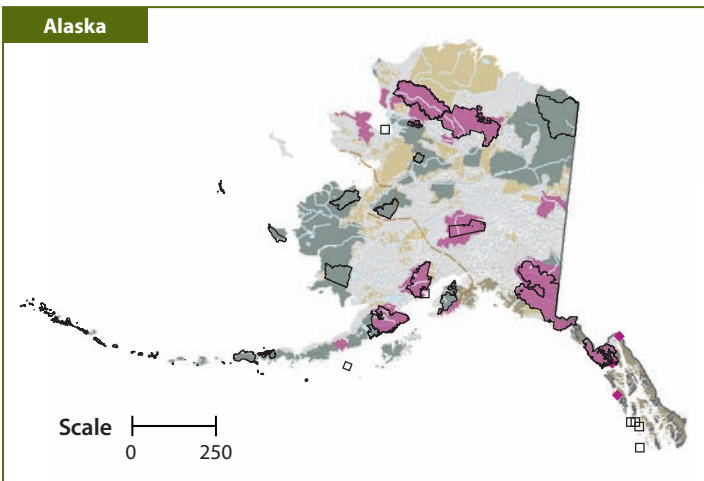
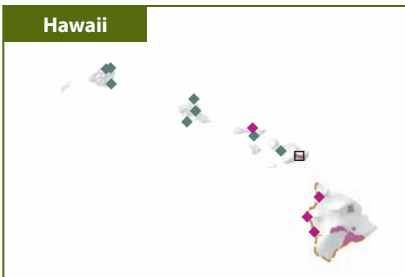
The four federal land management systems manage over 400 million acres of federally owned land in the United States and the District of Columbia.

National Park System - 84 million acres
The 391 national park units operated by the National Park Service conserve our natural treasures and historic heritage for the enjoyment of both present and future generations.



John Richter; Uncompahgre NF, CO

National Forest System - 193 million acres
The nation's forests and grasslands, managed by the U.S. Forest Service, offer recreational opportunities and economic benefits, the protection of watersheds and habitats, and forest research.



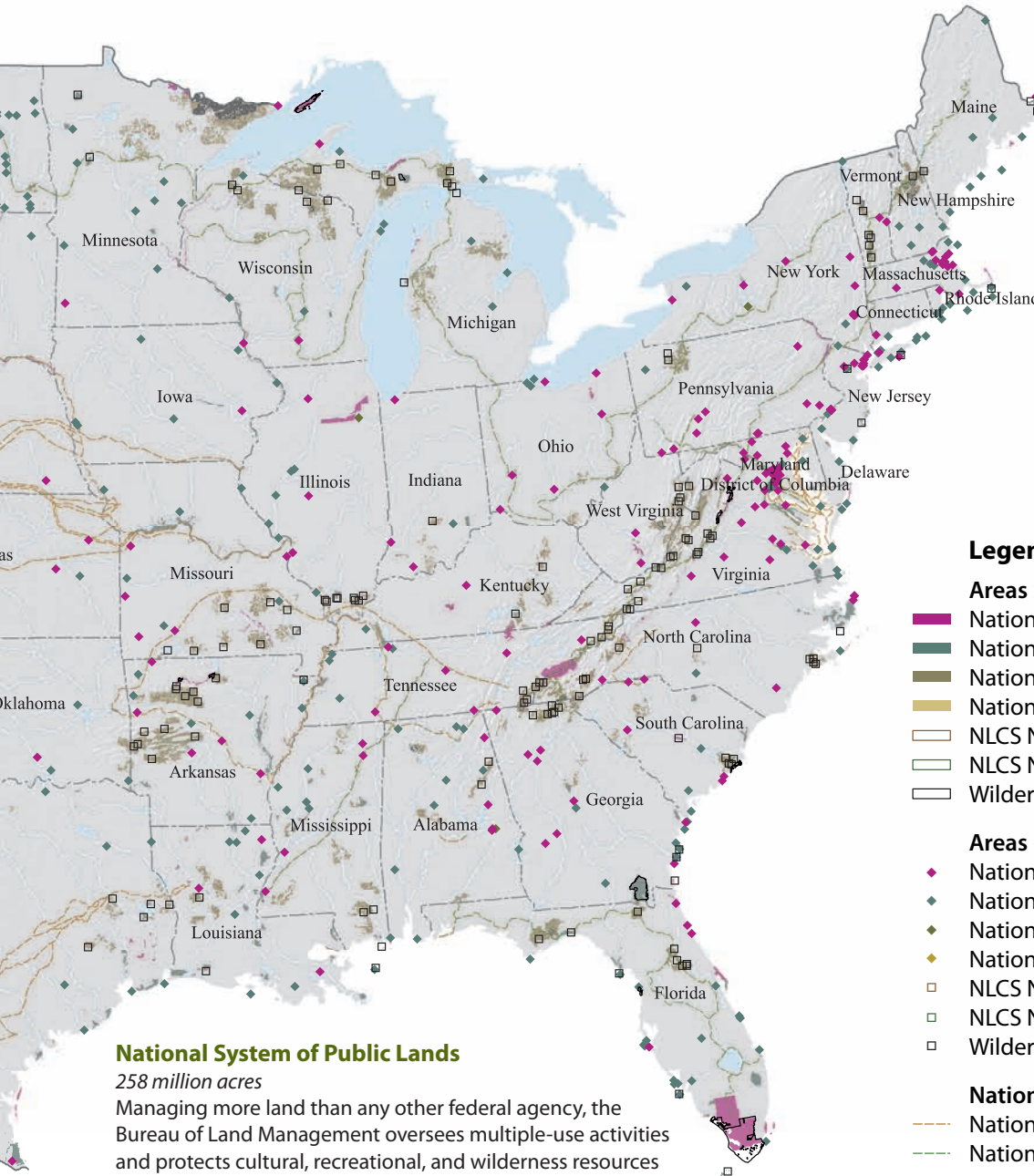
National Wildlife Refuge System
147 million acres
Managed by the U.S. Fish & Wildlife Service, America's 548 refuges are the primary land and water settings for the protection of fish, wildlife, and plants, and their habitats, including threatened and endangered species. Included are 54 million acres of newly declared national monuments in the Pacific Ocean.

Keith Weaver/BBCC; Louisiana Black Bear, Tensas River NWR, LA

Government agencies protect over 682 million acres of land and water in the fifty states, District of Columbia and the territories.



Jerry Monkman; Grafton Notch, ME



National Trails System

48,350 miles

The 8 national scenic trails and 18 national historic trails authorized by Congress provide opportunities to explore America's scenic, historic, and cultural heritage.

Legend

Areas > 20,000 acres

- National Park System
- National Wildlife Refuge System
- National Forest System
- National System of Public Lands (BLM)
- NLCS National Monument (BLM)
- NLCS National Conservation Area (BLM)
- Wilderness Area

Areas < 20,000 acres

- National Park System
- National Wildlife Refuge System
- National Forest System
- National System of Public Lands (BLM)
- NLCS National Monument (BLM)
- NLCS National Conservation Area (BLM)
- Wilderness Area

National Trails

- National Historic Trail
- National Scenic Trail

Scale 0 100

National System of Public Lands

258 million acres

Managing more land than any other federal agency, the Bureau of Land Management oversees multiple-use activities and protects cultural, recreational, and wilderness resources including units of the National Landscape Conservation System (NLCS).

Federal Agency Information

National Park Service
Land Resources Division
Department of the Interior
Washington, DC
www.nps.gov

U.S. Fish and Wildlife Service
Realty Division
Department of the Interior
Washington, DC
www.fws.gov

Bureau of Land Management
Land Division
Department of the Interior
Washington, DC
www.blm.gov

U.S. Forest Service
Lands Staff
Department of Agriculture
Washington, DC
www.fs.fed.us



Map produced by National Geographic Maps and The Trust for Public Land, in association with LandScope America.

Data from Bureau of Land Management, USGS National Atlas, and National Geographic.

Glendale Battlefield, VA

LWCF Project Need: \$2.5 million

Acreage: 250

Civil War battlefield protection has become one of the nation's most prominent conservation efforts. Although land at Gettysburg, Antietam, Shiloh, and Vicksburg has been protected by and for the American people since the 1890s, many of our nation's Civil War battlegrounds remain vulnerable to development. Even government-protected battle sites are often only partially protected or have significant privately-owned battlefield remaining to be preserved. It has been estimated that thirty acres of hallowed ground are lost every day to conversion and development.

In Virginia, efforts are underway to protect the Glendale battlefield at the Richmond National Battlefield Park, one of more than 25 Civil War sites managed by the National Park Service. Glendale battlefield used to be one of the most forlorn units; just one acre was

protected. Since then, the Civil War Preservation Trust has worked to protect 566 acres at Glendale – one of the engagements of the 1862 Seven Days campaign. When the 847 acres saved at the nearby Malvern Hill battlefield are included, there are now more than 3 miles of contiguous, accessible, and interpreted battlefield land protected at the two sites. Additional tracts at the battlefield, however, still remain vulnerable to development.

The first meaningful acquisition at Glendale occurred in 2005 with the purchase of a 39-acre tract. Within a year, several other parcels were secured, in part because local landowners supported battlefield preservation. One landowner said, "The beauty of this is that my great-grandchildren can come back some day, in what 50 years, and see the place relatively like it is now. That doesn't happen with very many properties." According to NPS historian Robert E. L. Krick, "The recent preservation success at Glendale defies comparison. There has been nothing like it before in Virginia. Never before in modern times has anyone preserved a major battlefield virtually from scratch."



Civil War Preservation Trust;
Virginia

Historical and Cultural Contributions of the LWCF

Approximately one-half of the 391 units of the National Park System were specifically designated to protect our nation's most important historical, archeological, and cultural sites. From the homes and birthplaces of presidents, writers, and civil rights leaders, to Civil War battlefields, pioneer forts, sites of American ingenuity and invention, paleontological sites, and Native American cultural sites, these national park units document and commemorate our nation's complex, rich, and diverse history. By protecting these sites, Americans can learn about and trace the path of our history over the centuries at the locations where these events unfolded.

While many of the most indelible images of American history are already forever protected, such as Burnside's Bridge at Antietam in Maryland, the Statue of Liberty in New York Harbor, or Native American cliff dwellings at Mesa Verde National Park in Colorado, other historic sites are at the precipice of being lost forever. For example, the National Park Service reported in 2007 that of the 677 identified sites associated with the Revolutionary War and War of 1812, as many as 335 sites have been lost, destroyed, or extremely fragmented.

The LWCF ensures these historic sites can be protected before they are lost. In recent years, the LWCF has funded the acquisition of Civil War battlefield sites in Tennessee, Missouri and West Virginia and protected the historic

viewshed of George Washington's Mount Vernon estate. Furthermore, American history, whether triumphant or tragic, is always being created or rediscovered. LWCF funds must be available to protect these newly designated units, such as Minidoka National Historic Site in Idaho memorializing the unjust incarceration of Japanese Americans during World War II.

Though most historic and cultural sites are acquired by the NPS, other federal agencies are involved in protecting similar properties using the LWCF. In North Dakota, the Forest Service acquired a 5,000-acre ranch along the Little Missouri River at the site of the Elkhorn Ranch used by Theodore Roosevelt in the 1880s. The BLM is working to protect lands at the La Cienega ACEC in New Mexico along the El Camino Real de Tierra Adentro National Historic Trail, the main road that led from colonial New Mexico south to Chihuahua and Mexico City.

Acquisition of property containing cultural and historical resources protects and preserves the integrity of these areas and enhances our understanding of America. Without adequate LWCF funding, sites of historical and cultural significance to the American people and our past will be lost.



David Ramsey; Cherokee NF, TN

Cherokee NF, TN

LWCF Project Need: \$13.5 million

Acreage: 9,624

Named after the cool waters of the creek that runs down its center, the Rocky Fork tract lies within the Cherokee National Forest in Tennessee. At 9,624 acres, it is the largest unprotected tract in the southern Appalachian Mountains. Connecting to hundreds of thousands of acres of federal and state lands, the property has tremendous importance to the Appalachian Trail and its greenway. The property provides a range of world-class recreational opportunities including hiking, fishing, and hunting that help the local economy. A strong network of partners have led a critical conservation effort for the protection of this property, including rallying congressional, state, and local community support and raising public and private funds. At a total acquisition cost of \$40 million, Rocky Fork represents the strength of the LWCF and its ability to leverage state, local and private funding and ensure resources are available to conserve our nation's most valuable natural treasures. With a total of \$18 million in federal, state, and private funds already been invested into the project, there remains a \$22 million need for Rocky Fork in order for the U.S. Forest Service and the State of Tennessee to acquire the next phases of the project and fully place this important property into federal and state protection.

National Scenic & Historic Trails

In 1968 Congress established the framework to create a National Trails System, and has authorized eight long-distance national scenic trails and 18 national historic trails as of 2008. These trails, extending for more than 48,000 miles through 48 states, are administered by the federal land management agencies and managed in partnership with other federal and state agencies and non-profit, volunteer-driven trail organizations. Besides providing recreational opportunities for millions, these trails also preserve critical wildlife habitat, scenic beauty, and significant elements of our Nation's historical and cultural heritage.

Of the 15,500 miles of designated national scenic trails, today only 11,080 miles are open for public use. More than 4,000 miles of rights-of-way or protected corridors need to be acquired to complete these more than 25 year old trails. Along the national historic trails more than 2,200 historically and culturally significant "sites and segments" have been identified for protection. Of these important sites, less than 400 are permanently protected for public benefit. Also included in the National Trails System are more than 1,000 recreation trails, crossing federal, state and private lands and ranging from less than one mile to over 485 miles in length. In addition, thousands of miles of rail-trails have been "railbanked" by nonprofit organizations and state agencies through authority provided by the National Trails System Act.

The Land and Water Conservation Fund has been and will continue to be essential to the National Trails System as Congress considers new trail proposals. Using LWCF money the National Park Service and Forest Service have acquired more than 100,000 acres to protect gaps along the 2,150 mile long Appalachian National Scenic Trail resulting in both a continuous scenic hiking trail and a protected corridor of unmatched biological diversity. Over the past nine years, a productive partnership in Wisconsin has leveraged more than \$12 million of LWCF funds matched by \$20 million in state and local funding to close gaps in the Ice Age National Scenic Trail. The Forest Service is also actively acquiring lands to protect segments of the Pacific Crest and Florida National Scenic Trails. The Bureau of Land Management has acquired several critical sites along the Lewis and Clark, Nez Perce, and Oregon National Historic Trails.

The Forest Legacy Program: Preserving Working Forests

In 1990, Congress created another tool to help protect our nation's forest resources. The Forest Legacy Program (FLP), administered by the U.S. Forest Service, helps preserve working forestlands. The program leverages federal funds with state and private money to permanently protect forested properties by direct fee title purchases or through conservation easements.

The Forest Legacy Program was designed to foster partnerships among federal and state governments, private landowners, non-profit organizations, and local residents. As of October 2008, this program has protected more than 1.7 million acres in 36 states and Puerto Rico. A total of \$381 million of federal funds have been paired with \$484 million of non-federal funds and donations, making the federal share only 44% of overall project costs. The program enables landowners and communities to retain

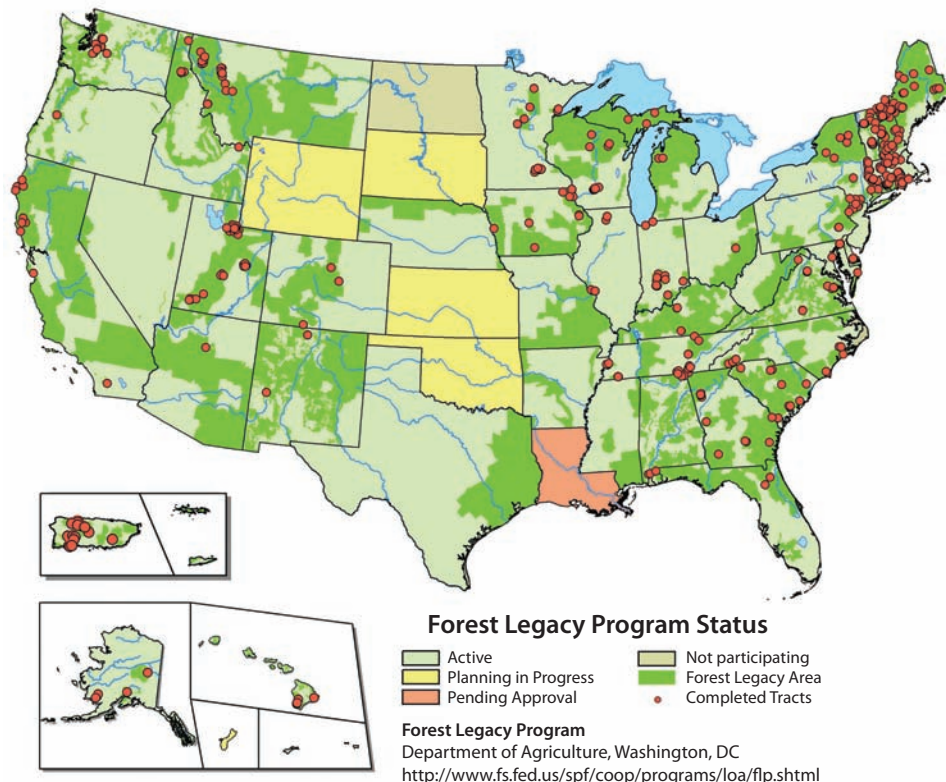
ownership of forested land and continue to earn income from it through sustainable timber harvesting. At the same time, it conserves open space, wildlife habitat, and clean water, and ensures continued opportunities for recreational activities. Among its many accomplishments, program funding has contributed to the protection of community forests in New England, working ranches in Utah, mountain and valley forestlands in western Montana, and bottomland hardwood forests in Alabama.

Despite the increasing need for forestland investments, appropriations for the Forest Legacy Program have steadily diminished from a height of \$69 million in Fiscal Year 2003 to \$53 million in Fiscal Year 2008. That amount met only a quarter of the demand for Fiscal Year 2009 during which the U.S. Forest Service received 87 proposed projects from 45 states, totaling over \$200 million.

>> cont. on pg 16

Projects & Focus Areas

As of 2008, 46 states and territories were enrolled in FLP, with five more states in the planning process. About 270 projects have been completed across the country, protecting more than 1.7 million acres.



Map courtesy of USDA Forest Legacy Program. Information on this map is provided for purposes of discussion and visualization only.

Fighting Fire with Land Protection

Between 2002 and 2006, the federal government spent \$6.3 billion fighting wildfires, according to a 2006 USDA Office of Inspector General (OIG) report. The protection of private homes and property bordering public lands was cited 87% of the time as the primary reason for wildfire suppression. Escalating fire-fighting costs are closely associated with dramatic increases in low-density housing development in amenity-rich areas such as along lakes, seashores, forests, national parks, and other protected areas. In the western states, more than 50% of new housing is being built within the fire-prone wildland-urban interface (WUI), the area where private lands border forested public lands. The OIG report identifies housing development in the WUI as the primary factor in skyrocketing federal firefighting costs.

The impacts of fire fighting on federal agency budgets, especially the BLM and Forest Service, have been profound. In 1991, fire-fighting costs represented 13% of the Forest Service budget. Today, they account for approximately half the entire agency budget. Between 1950 and 2000, houses built within national forests increased threefold from 500,000 to 1.5 million. With only about 14% of the WUI currently developed, continued rapid development will lead to astronomical fire-fighting costs. A 2008 study by Headwaters Economics projects that if homes are built in 50% of the private lands bordering our national forests and other public lands, annual firefighting costs could reach as much as \$4.3 billion, approaching the level of the entire \$4.5 billion annual Forest Service agency budget.

The solution to escalating wildfires in rural landscapes bordering public lands is complex and multifaceted. Clearly, local and state planning efforts are an important piece of the solution. Using the LWCF for strategic land purchases in and adjacent to public lands to prevent private development in the most fire prone areas will allow agencies to implement better fire prevention management in these critical zones and throughout federal units. The Forest Legacy Program provides states and private landowners with another important tool to maintain key areas bordering public lands as private working forests and to prevent development of important state and local forest resources.



Mary Porter; Chowan River Headwaters, VA

Chowan River Headwaters, VA

FLP Project Need: \$3.242 million

Acreage: 3,517

Located in southeastern Virginia, the Chowan River Headwaters project lies within the watershed of the Albemarle-Pamlico estuary, the second largest in the United States. The estuary is noted for its abundant wildlife and vibrant \$1 billion fishing and ecotourism industry. State and private conservation partners are working in the project area to secure unique longleaf pine forest communities, considered one of the most bio-diverse forest systems in North America and, unfortunately, nearly gone from Virginia. The project's extensive forested wetlands are high conservation priorities; they provide natural flood control and valuable habitat for fish and migratory birds. Despite being close to the Hampton Roads and Richmond metropolitan areas, the area still maintains nearly 70% forest cover and a robust forest products industry.

The 2010 Forest Legacy project will protect 3,517 acres, including 870 acres of floodplain wetlands, and ten miles of river frontage through acquisition of four conservation easements. Partners have secured \$1 million for this project, which will add to 20,000-plus acres of protected land in adjacent North Carolina. It will also complement another 6,400-acres Forest Legacy project further upstream in the Chowan drainage that will support recovery efforts for two endangered species and contribute to protection of a regional drinking water supply.

Chippewa Flowage, WI

FLP Project Need: \$9 million

Acreage: 18,000

The Chippewa Flowage project will secure a working-forest conservation easement on this Northwoods jewel that consists of more than 18,000 acres of hardwood and pine forest, including 3,000 acres of wetlands and 32 miles of rivers and streams. The Chippewa Flowage is a popular boating area, has world-class muskie and walleye fishing, and provides habitat for bears, beavers, bobcats, wolves, and eagles.

Protection of this property is critical to forest connectivity in northern Wisconsin, where nearly one million acres of forested and natural lands are managed by the Chequamegon-Nicolet National Forest, the Wisconsin Department of Natural Resources, and the Lac Courte Oreille Band of Lake Superior Chippewa.

Under the proposed conservation easement, the property would not be developed and would remain in private ownership. The public would benefit from the protection of the natural resources and recreational opportunities on the property. The property would continue to provide forest products under a sustainable management plan. The State of Wisconsin will monitor the property to ensure compliance with the terms of the conservation easement.



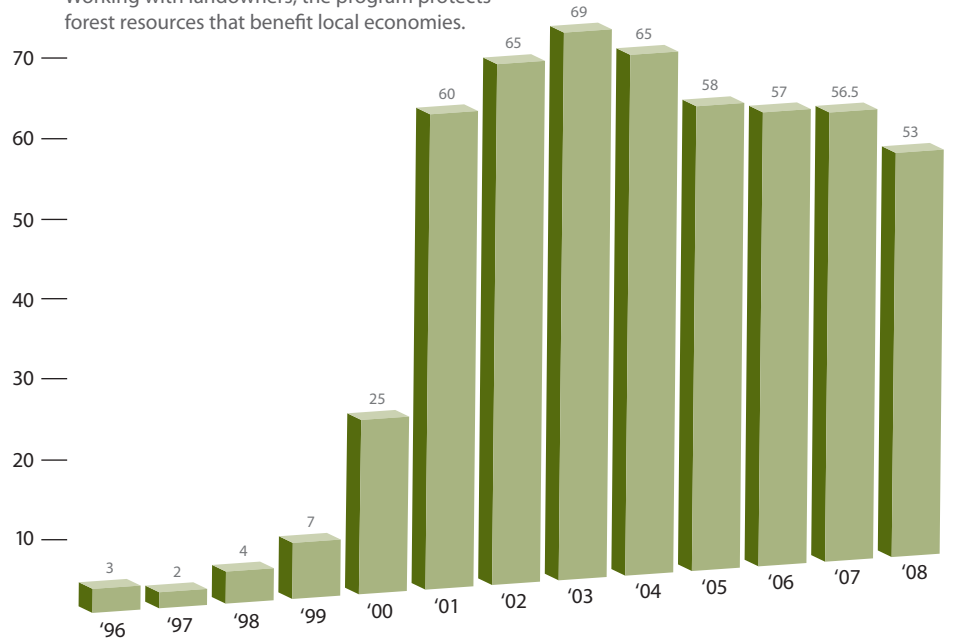
Robert Queen; Chippewa Flowage, WI

About 60 percent of forests within America, 430 million acres, are privately owned. Demand for Forest Legacy Program funds will only continue to grow as pressures to convert these private forestlands increase. The Forest Service reports that from 1982 to 1997 more than 10 million acres of non-federal forestlands were converted and that the net loss of forest lands by 2050 will be an additional 20 to 25 million acres. In its report, "Forests on the Edge", the agency calculates that a million acres of non-federal forestland a year is developed. That is 2,740 acres in an average day.

The Forest Legacy Program ensures that private forestlands with important natural resource, recreation, and economic value will remain into the future.

Forest Legacy Program Fiscal Year 1996-2008 (\$ millions)

Working with landowners, the program protects forest resources that benefit local economies.



Protecting Water Resource Lands

Water quality and quantity is greatly dependent on the protection of forestlands, grasslands, and wetlands ranging from high elevation watersheds to our coastlines. These areas filter pollutants, prevent erosion along rivers, and decrease the costs and damage from floods and storm surges. Further, headwaters, river corridors, lakeshores, and estuaries provide critical natural habitat and migratory corridors for fish and wildlife. Federal land acquisition policies and programs have significant ramifications for our nation's water resources.

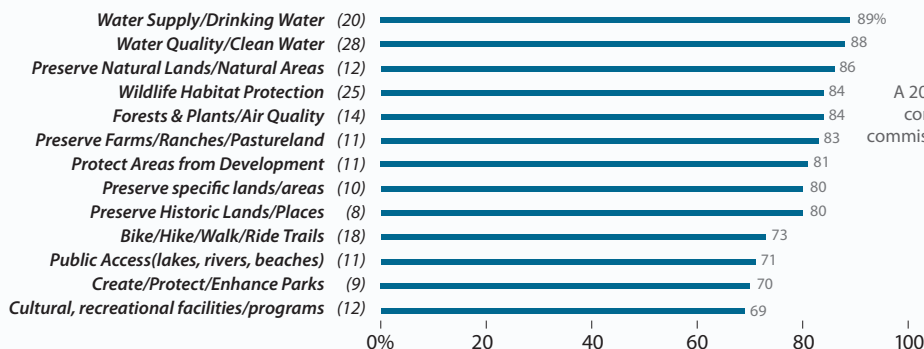
In 1891, public concern for adequate clean water supplies led to the creation of the first federally protected forest reserves, the precursor of our national forest system. U.S. Forest Service research indicates that about two-thirds of the nation's water supply, excluding Alaska, comes from forested lands, making our national forests the largest single land source of water. Covering 8% of the contiguous United States, national forests provide 14% of our water. In the West, national forests encompass the headwaters of major rivers and forested mountain ranges providing at least 33% of water runoff. As demand for drinking and other water supplies increases, our water resources will be increasingly challenged.

The protection of land in and around headwaters, watersheds, lakeshores, and estuaries is critical to the maintenance of water quality and supplies. Unrestrained development on water resource lands leads to increased non-point source pollution, already identified as one of the largest threats nationally to clean water, and to the loss of natural forests and wetlands.

Reconnecting rivers to their floodplains can also abate future costs of flood damage to lives and property in the floodplain. River corridors form natural connections between communities and are ideal for parkways, greenways, and land and water trails that serve people and, in many instances, wildlife. In addition, forested watersheds support fishing, boating, and other water-based recreational opportunities.

The protection of forests and wetlands that protect and retain water are recognized as a significant economic benefit to communities. A 2002 study by The Trust for Public Land and the American Water Works Association found that more forest cover in a watershed results in lower water treatment costs. For every 10% increase in forest cover in a water source area, treatment and chemical costs decreased 20%, up to 60% total forest cover.

The American public places tremendous importance on the protection of water resources. A 2008 summary of local and statewide polls conducted nationwide in all geographic areas, ranked clean water the top land conservation concern for approximately 88% of citizens polled. Protection of land and water through LWCF purchases in and around our national forests, parks, refuges, and other conservation areas helps maintain the long-term integrity of our nation's water quality and water supplies. On non-federal lands, the Forest Legacy Program provides a critical tool to communities and individual landowners to retain the multiple benefits of working forests including protection of valuable watersheds.



Voter Support for Conservation Purposes

A 2008 summary of 35 local and statewide polls conducted nationwide in all geographic areas, commissioned by The Trust for Public Land in 2008.

— Support (Median %)



Courtesy of U.S. Forest Service; Gila NF, NM

Gila NF, NM

LWCF Project Need: \$3 million
Acreage: 1,560

At over 3.3 million acres, the Gila National Forest in southwestern New Mexico is the sixth largest national forest in the contiguous United States. In 1924, Aldo Leopold, a Gila forester, successfully urged the federal government to recognize a portion of the forest as the nation's first wilderness area. With its headwaters in the forest, the Gila River, which runs westward into Arizona over a course of nearly 650 miles, is one of the world's longest desert rivers. Concerned about the future of the river and its watershed, American Rivers named the Gila to its 2008 America's Most Endangered Rivers list.

The Forest Service is working to protect the largest private inholding remaining in the Gila National Forest. The 1,560-acre property extends for eight miles along Bear Creek, a tributary of the Gila River. Surrounded almost entirely by existing public lands, the purchase of the property would greatly ease Forest Service land management, improve fire management, and secure public access for outdoor recreation. Bear Creek is also known to include habitat for the loach minnow, a federally threatened species. Unless acquired the property is likely to be sold, opening the Bear Creek corridor to subdivision and development.

Arkansas River SRMA, CO

LWCF Project Need: \$2.1 million
Acreage: 422

Cutting its way through the spectacular mountains of central Colorado, the Arkansas River is a major recreational attraction. From Leadville to Pueblo, the river drops over 5,000 feet in elevation, making it an exceptional destination for whitewater rafters. Every year the river attracts 275,000 boaters, as well as anglers seeking the naturally reproducing brown trout fishery. In addition to Colorado State Parks, the Colorado Division of Wildlife, and the U.S. Forest Service, the Bureau of Land Management

Finding the Funding and Re-investing in Land

In addition to annual appropriations, Congress has looked to other sources of investment for land protection. Perhaps the greatest opportunity for protecting land necessary to abate the impacts of climate change is in dedicating a portion of the total emissions allowances in the early years of a cap-and-trade program toward an auction generating critical new funding for federal and state natural resources agencies, including the LWCF and Forest Legacy Program.

There is also precedent for dedicating resources to conservation from energy development on the Outer Continental Shelf. In 2006, Congress passed the Gulf of Mexico Energy Security Act and set the precedent of a dedicated funding stream directed to the stateside of the LWCF, but limited the policy to a small fraction of revenues. The dedicated funding policy should be applied to all OCS revenues, not just a tiny fraction of them. In Fiscal Year 2008, the Department of the Interior's Minerals Management Service collected a total of \$23.4 billion from both onshore and offshore energy production, more than doubling the 2007 total of \$11.6 billion. Congress should ensure that at least \$900 million annually of these funds, consistent with the underlying principle of the LWCF, are dedicated to long-term protection of our nation's land and water resources.

Today, \$900 million annually is available from federal Outer Continental Shelf (OCS) revenues for the LWCF. However, Congress diverts most of that funding into general revenues for other purposes. It is likely that unless the stream of funding to the LWCF from OCS revenues is dedicated to the program, and not made subject to annual appropriations, this diversion of LWCF funding will continue.



Courtesy of Arkansas Headwaters Recreation Area; Arkansas River, CO

manages public lands along the river corridor, highlighting the area's recreational opportunities, geology, vegetation, wildlife habitat, and cultural resources.

Due to its increasing popularity among recreational enthusiasts, substantial growth in nearby front range cities such as Denver, Colorado Springs, and Pueblo, and transportation connections via Routes 50, 24, and 285, the river corridor is threatened by fragmentation of ownership, conversion of natural lands, and development of subdivisions. These threats impact recreational access to the river, wildlife habitat and migration routes, and the scenic quality of the corridor. The BLM is working with local landowners and other partners to conserve lands at the Arkansas River Special Recreation Management Area (SRMA) critical to the continuation of these public and natural values.

Silvio O. Conte NFWR, CT, MA, NH, VT

LWCF Project Need: \$12 million

Acreage: 5,000

The Silvio O. Conte National Fish and Wildlife Refuge is the only true watershed project in the refuge system, conserving prime fish and wildlife habitat across the 7.2 million-acre Connecticut River watershed in New Hampshire, Vermont, Massachusetts, and Connecticut. The watershed – New England’s largest – crosses diverse ecosystems, offering the Northeast’s most important habitat corridor for addressing wildlife and fisheries adaptation needs related to climate change.

Conte NFWR’s innovative legislation provides a unique opportunity for the USFWS to provide leadership in federal-state-private partnerships to coordinate and fund adaptation activities. Numerous federal, state, university, and non-governmental partners are working to further land conservation, habitat restoration, scientific research, and community outreach in the refuge. To date, nearly 250,000 acres have been protected in the Connecticut River basin, including more than 32,000 acres in the refuge. Through the acquisition of sensitive properties, LWCF assists these partners in abating significant ecological threats including incompatible forestry, residential and second home development, and the fragmentation of larger forested parcels into smaller ownerships that are often developed. A vital contributor to the conservation successes in focus areas and refuge divisions in all four states, nearly \$10 million from LWCF and over \$5 million from the Migratory Bird Conservation Commission have been invested at the refuge. Today, there remain numerous willing-seller landowners with critical resource properties at the refuge identified as high priorities for purchase and protection. Continued LWCF funding is essential to protect the integrity of Conte NFWR and the greater Connecticut River basin.

Top Photo:

Jerry Monkman; Silvio O. Conte NFWR, MA

Bottom Photo:

Clem Clay; Silvio O. Conte NFWR, MA





Elizabeth Carmel; Perazzo Meadows, CA

Tahoe NF, CA

LWCF Project Need: \$8 million

Acreage: 7,000

In the 19th century, in order to spur the construction of transcontinental railroads between the Pacific coast and the Mississippi valley, the federal government granted land to the railroads in alternating square miles. This “checkerboard” pattern of land ownership presents numerous challenges to landowners and managers. Fragmented ownership challenges public efforts in the Sierra checkerboard to fight fires and to protect water quality, wildlife habitat, recreational access, and scenic views. The LWCF, in conjunction with state and philanthropic funds, is the primary federal tool in these efforts.

Acquisitions in the Sierra are focused on lands rich in natural resources: those that include or abut wild and scenic rivers, recreational trails, and wildlife migration corridors. Upcoming projects include parcels located in the watersheds of the North Fork American and the Yuba rivers. These and other Sierra rivers provide Californians with 60% of their water supply and support increasingly threatened fisheries and riparian corridors vital to wildlife. The parcels are also recreational attractions for winter sports enthusiasts, anglers, and hikers on the Pacific Crest Trail and at nearby lakes. Perhaps the greatest value of consolidated ownership lies in the preservation and restoration of intact ecosystems and watersheds, which are more likely to allow varied species to successfully adapt to the expected impacts of climate change. Sensitive species such as the American marten and Sierra Nevada red fox depend on habitat connectivity for their survival. Unfragmented forests recover faster and have significantly reduced damage costs from wildfires.

The Sierra’s natural resources have a profound impact on the entire state of California, and consolidation of the checkerboard is a multiyear effort that will eventually protect over 100,000 acres in partnership with federal, state, local, and private entities.

Climate Change and Natural Resource Adaptation

Natural resource managers, hunters, anglers, and other outdoor enthusiasts recognize that climate change is causing serious damage and disruption to wildlife and ecosystems. As human activities accelerate the impacts of climate change, we must conserve and connect large, healthy ecosystems and habitats to make sure that biological systems stay resilient. Providing opportunities for species to migrate or shift their ranges as temperatures and other conditions change is essential to the survival of plants, fish, and wildlife.

The 682 million acres of federal land and water provide a critical opportunity to address the unprecedented challenges that climate change poses to our forests, fish and wildlife, and riparian resources. The strategic acquisition of key inholdings, buffer areas, and wildlife migration corridors within and adjacent to existing public lands enhances adaptation efforts and fosters intact landscapes. These natural areas also store carbon, buffer flooding and wildfire, conserve water, and support healthy fisheries and wildlife populations.

Hand in hand with mitigating the deleterious impacts to our environment from burning fossil fuels, is the need to respond to climate change with a foresighted investment in land protection and natural resource adaptation across the federal public lands. When the Congress undertakes climate change legislation, it is critical that a portion of the revenues generated from the auction of carbon allowances be invested in helping wildlife and our natural systems adapt to climate-related environmental changes including allocations to the LWCF, the Forest Legacy Program, and other natural resource adaptation programs. Furthermore, agencies with management responsibility over federal lands should be required to account for the impacts of climate change in their management and planning.



Chuck Bartelbaugh;
Lindbergh Lake, MT

“The purposes of this Act are to assist in preserving, developing, and assuring accessibility to all citizens of the United States of America of present and future generations and visitors...such quantity and quality of outdoor recreation resources as are available and may be necessary and desirable for individual active participation in such recreation and to strengthen the health and vitality of the citizens of the United States....”

- *Land and Water Conservation Fund Act of 1965*

“The Secretary (of Agriculture) shall establish a program, to be known as the Forest Legacy Program, in cooperation with appropriate State, regional and other units of government, for the purposes of ascertaining and protecting environmentally important forest areas that are threatened by conversion to nonforest uses and...for promoting forest land protection and other conservation opportunities. Such purposes shall also include the protection of important scenic, culture, fish, wildlife and recreational resources, riparian areas and other ecological values.”

- *Food, Agriculture, Conservation and Trade Act of 1990*

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Henry Pereira

Editors

Maddy Pope & Daniel Chapin
The Trust for Public Land

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