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Betting on Open Space: The Great Outdoors Colorado Trust Fund

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WILL SHAFFROTH & RICK HUM, BETTING ON OPEN SPACE: THE GREAT OUTDOORS COLORADO TRUST FUND (Natural Res. Law Ctr., Univ. of Colo. Sch. of Law 1995).

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What is the Great Outdoors Colorado Trust Fund?
In November 1992, Colorado voters approved Amendment 8, the Great Outdoors Colorado Amendment. Under this constitutional amendment, a portion of all lottery revenue is earmarked for funding programs for parks, wildlife, outdoor recreation, environmental education, open space, and natural areas.

To make sure all previous commitments of Lottery dollars are honored, Great Outdoors Colorado will receive a projected average of $10 - 20 million per year through 1998 when it will begin receiving up to $35 million a year. The Board will use these funds to help the people of Colorado preserve, enhance, appreciate, and enjoy our parks, wildlife, trails, rivers, and open space by making strategic investments, fostering partnerships among diverse interests, and supporting education about the outdoor environment.

Who is responsible for distributing Great Outdoors Colorado money?
The Great Outdoors Colorado Trust Fund is governed by a 15-member Board of Trustees. In May 1993, the Colorado Senate confirmed Governor Romer's appointments for the Board. The Board appointed its first Executive Director, Will Shafroth, in December 1993.

What has been accomplished to date?
Great Outdoors Colorado made grants totaling $7.7 million in 1994. Those grants are being leveraged by an additional $36.4 million in partner contributions. Up to an additional $15 million in grants will be awarded between January and August of 1995 including $2.25 million to local governments for acquiring, expanding, enhancing, and improving park and outdoor recreation facilities including environmental education facilities and $1.3 million for trail projects. Applications for the park and outdoor recreation facilities and trails projects are due February 10.

Grants to the Division of Parks and Outdoor Recreation -- $3.5 million in grants in January to Colorado State Parks for 22 projects including open space, trail, and water funds at Boyd Lake State Park and an environmental education center at Golden Gate Canyon Park. In 1994, State Parks received $1.5 million for 19 projects.

Grants to the Division of Wildlife -- $1.5 million in grants to the Division of Wildlife for 19 projects including the creation of a Biological Conservation Database, recovery efforts for endangered native species, watchable wildlife projects including the Windy Gap Watchable Wildlife Area in Grand County, and additional conservation education programs for children and adults such as "Wildlife in the Classroom".

Grants for local government trails -- $1 million in grants to 36 local government trail projects throughout the state from the eastern plains to the western slope of Colorado and along the Front Range.

Open space and natural areas -- In September, awards of $465,000 were given for capacity building and planning to local governments and nonprofit organizations. In November, 16 land conservation projects throughout Colorado, many of which are sponsored by local governments, received $3.1 million.

Planning and outreach -- The Board has held seventeen public hearings around the state. In addition, they have completed a series of stakeholder groups representing each of the constitutionally designated funding categories -- parks, wildlife, open space, and local governments. The input gained from these meetings has been factored into a strategic plan that will guide the Board's future decisions.

February 1995

For more information call 303-863-7522
Board members are appointed by the Governor and subject to confirmation by the Colorado State Senate. There must be two members from each congressional district. No two members from one congressional district can be from the same political party. One member of the Board must represent agricultural interests. Two members must live west of the Continental divide. In addition, the Executive Director of the Colorado Department of Natural Resources and one representative each from the State Board of Parks and Outdoor Recreation and the Wildlife Commission are members of the Board. * indicates term expires 4/15/95  **indicates terms expires 4/15/97  Some addresses listed are business addresses.

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Great Outdoors Colorado 1995 Grant-Making Schedule

The State Board of the Great Outdoors Colorado Trust Fund has recently approved a 1995 grant-making schedule. The Board plans to distribute up to $15 million in 1995 -- almost twice the amount granted in 1994.

The amounts of and schedule for 1995 grants in each of the four funding categories of the Great Outdoors Colorado Amendment are:

- **Grants through the Colorado Division of Parks and Outdoor Recreation (DPOR) for projects including acquiring, establishing, expanding, enhancing, and improving parks and outdoor recreation facilities including environmental education facilities**
  TOTAL: $3.5 million
  - December 1994: Projects submitted to GOCO Board
  - January 10, 1995: Board decision -- 22 projects funded

- **Grants through the Colorado Division of Wildlife (DOW) for projects including conserving wildlife and wildlife habitat, wildlife education, and watchable wildlife**
  TOTAL: up to $3.5 million
  - December 1994: Projects submitted to GOCO Board
  - February 1995: Board decision

- **Grants to local governments for acquiring, establishing, expanding, enhancing, and improving parks and outdoor recreation facilities including environmental education facilities**
  TOTAL: up to $2.25 million
  - December 1994: Applications and criteria distributed
  - January 1995: Technical Assistance Workshops
  - February 10, 1995: Applications due
  - March 1995: Board decision

- **Grant to local governments for trails projects**
  TOTAL: up to $1.35 million ($750,000 from Great Outdoors Colorado to be augmented by $600,000 from DPOR, $350,000 of which are GOCO funds)
  - December 1994: Applications and criteria distributed
  - January 1995: Technical Assistance Workshops
  - February 10, 1995: Applications due
  - April 1995: Board decision

(over)
Grants to local governments and nonprofit land conservation organizations for planning for open space, outdoor recreation, and wildlife and grants for capacity building
TOTAL: $500,000
March 1995 Applications and criteria distributed
May 1995 Applications due
June 1995 Board decision

Grants to local governments, nonprofit land conservation organizations, DPOR, and DOW for preserving open space
TOTAL: $4.25 million
April 1995 Applications and criteria distributed
June 1995 Applications due
August 1995 Board decision

The Board will initiate a mini-grants program for local government park and facility development sometime in 1995. $250,000 has been allocated for this program.

For the next funding cycle, the Board intends to award grants in late 1995 to better meet the budget planning needs of state agencies and local governments.

If you have any questions regarding the Great Outdoors Colorado 1995 grant-making schedule, please call (303) 863-7522.
STRATEGIC PLAN HIGHLIGHTS

The State Board of the Great Outdoors Colorado Trust Fund has adopted the following vision, mission, goals, and general funding criteria as part of their strategic plan. The plan will guide the Board's funding decisions over the course of the next four years:

Vision

To fulfill the trust of the people of Colorado through wise investments in the great outdoors.

Mission

To help the people of Colorado preserve, enhance, appreciate, and enjoy our parks, wildlife, trails, rivers, and open space by making strategic grants.

Goals

The goals of the State Board of the Great Outdoors Colorado Trust Fund state how the Board will achieve its vision and mission. There two types of goals: overarching goals and Amendment goals.

Each year, the Board will review the goals of this plan, determine where additional progress is needed, and set its priorities for funding the strategies that will achieve the goals.
Overarching Goals

Citizens throughout the state have strongly recommended that the Board undertake or provide grants for activities, projects, and programs that serve to integrate, encourage partnerships across, and fill important gaps between the four funding categories of the Amendment. Pursuant to the direction given to the Board in the Amendment "to make expenditures which it considers necessary and proper to the accomplishment of the purposes of the amendment", the Board has developed overarching goals to significantly enhance the value of its grants. These goals will help the Board better achieve its vision and mission by forging partnerships, providing important information, and allowing it to make more strategic investments.

1. Serve as a leading partner in the preservation, protection, enhancement, and management of parks, open space, natural areas, rivers, trails, wildlife and wildlife habitat and in providing quality recreational opportunities in the state.

2. Support efforts to inventory, survey, and assess wildlife and wildlife habitat, open space, natural areas, and recreational opportunities which advance the Great Outdoors Colorado Amendment and guide the Board of Trustees in making strategic investment decisions.

3. Support planning efforts which advance the Great Outdoors Colorado Amendment and guide the Board of Trustees in making strategic investment decisions.

4. Support efforts to increase the capability and capacity of communities, nonprofit organizations, and institutions that advance the Great Outdoors Colorado Amendment.

5. Support the expansion of outdoor recreation, wildlife, and open space opportunities for urban and rural areas throughout the state and the minority, economically disadvantaged, and physically challenged communities within those areas.

6. Support efforts to increase opportunities for the public to learn about wildlife and wildlife environment and natural resources.
Amendment Goals

Amendment 8 identified four categories in which the Great Outdoors Colorado Board will provide grants. To ensure that its goals are consistent with the specific direction of the Amendment, the Board has adopted the specific language from Amendment 8 to guide its granting decisions in these categories. Below is the language in Amendment 8 which itself provides goals for making grants in the four categories:

Wildlife Program Grants through the Division of Wildlife which:

1. *Develop watchable wildlife opportunities*

2. *Implement educational programs about wildlife and wildlife environment*

3. *Provide appropriate programs for maintaining Colorado’s diverse wildlife heritage*

4. *Protect crucial wildlife habitats through the acquisition of lands, leases, or easements and restore critical areas*

Outdoor Recreation Program Grants through the Division of Parks and Outdoor Recreation which:

1. *Establish and improve state parks and recreation areas throughout the state of Colorado*

2. *Develop appropriate public information and environmental education resources on Colorado’s natural resources at state parks, recreation areas, and other locations throughout the state*

3. *Acquire, construct, and maintain trails and river greenways*

4. *Provide water for recreational purposes through the acquisition of water rights or through agreements with the holders of water rights, all in accord with applicable state water law*

Open Space and Natural Areas Program Grants through the Colorado Divisions of Parks and Outdoor Recreation and Wildlife, or municipalities, counties, or other political subdivisions of the state, or nonprofit land conservation entities to:

1. *Identify unique open space and natural areas of statewide significance*

2. *Acquire unique open space and natural areas of statewide significance*

3. *Manage unique open space and natural areas of statewide significance*
Amendment Goals (continued)

Local Government Program Grants to:

1. *Match local investments to acquire, develop, and manage open space*

2. *Match local investments to acquire, develop, and manage parks*

3. *Match local investments to acquire, develop, and manage environmental education facilities*

Criteria

Most Great Outdoors Colorado applications will require entities to meet several of the following funding criteria (the Board of Trustees will always consider special circumstances that prevent an applicant's projects from meeting criteria):

1) **Partnership** -- The project includes contributing partners -- either in the form of in-kind services or funding -- from state agencies, federal agencies, local governments, the private sector, special districts, nonprofit organizations, or volunteers.

2) **Leverage** -- The project leverages resources.

3) **Planning** -- The project is part of some overall community, regional, or statewide plan.

4) **Integration** -- The plan integrates and complements efforts of other state agencies, federal agencies, local governments, special districts, nonprofit organizations, the private sector, or volunteers.

5) **Environmental education** -- When feasible, the project provides access to and opportunities for environmental education.

6) **Project sustainability** -- The sponsors can demonstrate they are financially able to complete and have viable plans for the operation, maintenance, and management of the project.

7) **Impact** -- The project addresses a local or statewide need and benefits a local community, a region, or the state.
Note: Projects are listed by county. Trails grants, for example, don’t reflect what entity received the grant or the approximate geographic location of the project, but only the county in which it is located. Where multiple counties benefited from a GOCO grant, the grant is listed under each county, but with the same number.

**Parks Projects — January 1994 — $1.5 million**

$1.5 million was given to Colorado State Parks to fund parks acquisition, development, and renovation, projects at environmental centers, for education and interpretation projects, and water for recreation projects. These funds were leveraged with an additional $17.8 million through partnerships with government agencies and private groups.

1. Arapahoe Co./Cherry Creek State Park
2. Boulder Co./Barbour Ponds State Park
3. Chaffee Co./Arkansas Headwaters Recreation Area
4. Delta Co./Crawford State Park
5. Douglas Co./Roxborough State Park
6. Gilpin & Jefferson Co./Golden Gate Canyon State Park
7. Jackson Co./Colorado State Forest
8. Jefferson & Douglas Co./Chatfield State Park Greenway
10. Larimer Co./Boyd Lake State Park
11. Las Animas Co./Trinidad State Park
12. Mesa Co./Colorado River State Park
13. Morgan Co./Jackson Lake State Park
14. Pueblo Co./Lake Pueblo State Park
15. Routt Co./Stagecoach State Park
16. Teller Co./Mueller State Park
17. Statewide/Natural Areas Research & Protection
18. Statewide/Visitor Outreach Programs
19. Statewide/State Trails Program

**Wildlife Projects — February 1994 — $1.5 million**

The $1.5 million given to the Colorado Division of Wildlife is for projects ranging from recovery efforts for endangered native species to increased watchable wildlife opportunities to providing additional conservation education programs for children and adults. GO Colorado funds have been matched by $3.4 million from partnerships.

20. Clear Creek Co./Mount Evans Education Cooperative
21. Denver Co./Inner-City Wildlife Conservation Education Center
22. Douglas & Larimer Co./Plain Sharp-tailed Grouse Recovery
23. Grand Co./Windy Gap Watchable Wildlife Area
24. Jackson, Larimer, Weld, Morgan & Logan Co./Wildlife in the Classroom
25. Lake & Park Co./Colorado Greenback Cutthroat Trout Recovery
26. La Plata Co./Durango Nature Trail
27. Logan & Sedgwick Co./Least-Tern/Piping Plover Survey
28. Mesa Co./Columbus Elementary School
29. Pueblo Co./Teaching Environmental Science Naturally
30. Pueblo, Denver, El Paso & Larimer Co./Colorado Youth Naturally
31. Saguache Co./Native Aquatic Species Facility
32. Statewide/Amphibian & Reptile Inventory
33. Statewide/Colorado Bat Conservation
34. Statewide/Biological Database
35. Statewide/Nongame Habitat Protection
36. Statewide/Halting Songbird Decline
37. Statewide/Watchable Wildlife Program
38. Statewide/Watchable Wildlife Family Workshops

**Local Govt. Trails Projects — April 1994 — $1 million**

Thirty-six project grants were made to 35 local agencies throughout Colorado. GOCO funds were leveraged by an additional $4.6 million in public and private funds. Many of these projects will be completed this fall.

39. Adams Co./Clear Creek Trail
40. Alamosa Co./Zapata Falls Trail
41. Arapahoe Co./Cherry Creek Trail
42. Arapahoe Co./Lee Gulch Trail
43. Boulder Co./Coal-Rock Creek Trail
44. Boulder Co./St. Vrain Greenway Trail
45. Boulder Co./St. Vrain River Trail
46. Clear Creek Co./Scott Lancaster Trail
47. Denver Co./"Put the Creek" Trail
48. Denver Co./Ruby Hill Connector
49. Denver Co./Wateron Canyon Link
50. Douglas Co./Cherry Creek Trail
51. Douglas Co./Cherry Creek Trail
52. Eagle Co./Fairgrounds Trail
53. El Paso Co./Benmen Trail
54. El Paso Co./Irrermann Trail
55. El Paso Co./Fountain Creek Trail
56. Garfield Co./River Trail
57. Jefferson Co./Clear Creek Trail
58. Lake Co./Turquise Trailhead
59. La Plata/Riverfront Trail
60. Larimer Co./Lakes Estes Trail
61. Logan Co./Pioneer Park Trail
62. Mesa Co./Blue Heron Trail
63. Moffat Co./Cedar Mountain Trail
64. Montrose Co./Uncompahgre Bridge
65. Otero Co./Cottonwood Links Trail
66. Ouray Co./Uncompahgre River/Way
67. Park Co./Kempha Pass Trail
68. Pueblo Co./Runyon Trail
69. Routt Co./Valton Creek Trail
70. San Miguel Co./Brewster Trail
71. Summit Co./Colorado Trail
72. Weld Co./Poudre-Island Grove Trail
73. Weld Co./Riverside Park Trail
74. Weld Co./Windsor Lake Trail

**Open Space — September/November 1994 — $3.5 million**

Nineteen grants totaling $465,000 were given to nonprofits and local governments for open space planning and organization development projects in September. Sixteen grants totaling over $3 million were given for land conservation projects in November.

75. Adams Co./Northeast Metro Area Open Space Planner
76. Arapahoe Co./Aurora Watershed Wetland
77. Boulder Co./Heil Ranch
78. Chaffee Co./Lamotrek Ranch Meadow
79. Clear Creek Co./Saxon Mountain
80. Denver Co./Commons Park
82. 1-25 Corridor/S. Douglas Co. Open Space Plan
84. Eagle Co./Eagle Co. Open Space Plan
85. El Paso Co./Fountain Creek–Lomas Property
86. Jefferson Co./Dakota Hogback
87. Jefferson Co./Mountain Area Land Trust
88. Jefferson Co./Wetland Program
89. La Plata Co./Animas River Corridor
90. La Plata Co./West Side Mountain Park
91. Larimer Co./Cathy Fromme Prairie
92. Larimer, Boulder, Jefferson, Douglas, El Paso Co./Mountain Backdrop
93. Larimer Co./Spur 66 Neighborhood Plan
94. Mesa Co./Front Range Riverfront Plan
95. Moffat & Routt Co./Yampa River Basin Partnership
96. Ouray Co./Ouray Open Space Plan
97. Prowers, Baca, Bent & Kiowa Co./Great Plains Park
98. Pueblo Co./Pueblo Integrated Plan
99. Routt Co./Carpenter Ranch
100. Rout Co./Steamboat Springs Open Space & Ag Lands
101. Rout Co./Yampa Valley Land Trust
102. Rout Co./Yampa Open Space Corridor
103. San Miguel Co./Bear Creek Canyon
104. Summit Co./Summit Co. Open Space Plan
105. Weld Co./Cache La Poudre River Bluffs
106. Agricultural Lands Assessment/Statewide
107. Cattlemen's Land Trust/Statewide
108. Colorado Heritage Area/Statewide
109. Outdoor Resources Training/Statewide
Will Shafroth is a fourth generation Coloradan and a graduate of Cherry Creek High School (1975). He attended the University of California at Santa Barbara where he received a B.A. in Environmental Studies and Political Science in 1980. After working for two years in the California Department of Conservation, Shafroth opened and directed the Western Regional Office of the American Farmland Trust. AFT is a national private, nonprofit organization dedicated to the conservation of agricultural land. During his eight years at AFT, Shafroth raised funds, lobbied state legislatures, negotiated conservation real estate transactions, and published reports -- in 11 western states. In 1991, Shafroth received a Master of Public Administration from Harvard University's John F. Kennedy School of Government. In 1991, Shafroth was appointed by California Governor Pete Wilson to serve as Assistant Secretary for Land and Coastal Resources. His responsibilities included development of statewide policies and plans for wetlands, agricultural lands, ocean resources and rivers. He also served as a member of three commissions empowered to protect and manage California’s coastal resources.

Shafroth is currently the Executive Director of the Great Outdoors Colorado Trust Fund. Great Outdoors Colorado was created by the voters through the passage of Amendment 8 in 1992. The Amendment gave half of the net proceeds of the state lottery to the Great Outdoors Colorado program for grants to state agencies, nonprofit organizations, and local governments. (This will total between $35 and $40 million per year by 1999) These funds will be used to conserve wildlife habitat, rehabilitate and expand state parks, preserve open space, and provide recreational opportunities to local communities. As Executive Director to a 15 member politically-appointed board, Shafroth manages a small staff, oversees the development of a strategic plan, serves as primary spokesman for the organization, and represents the Board before the General Assembly.

Shafroth, 36, is married to Erica Forbes (CRMS 1973) and has three children -- Ethan, Anna, and Lily. He enjoys flyfishing, skiing, tennis, mountain biking, and gardening.
I. Basis for Great Outdoors Colorado Program

Article XXVII of the Colorado Constitution (Amendment 8-1992)

Section 1. Great Outdoors Colorado Program.

"The people of the State of Colorado intend that the net proceeds of every state-supervised lottery game...shall be guaranteed and permanently dedicated to the preservation, protection, enhancement and management of the state's wildlife, park, river, trail and open space heritage..."

"Accordingly, there shall be established the Great Outdoors Colorado Program to preserve, protect and enhance and manage the state's wildlife, park, river, trail and open space heritage. The Great Outdoors Colorado Program shall include:

A. Wildlife Program grants which:
1. Develop wildlife watching opportunities;
2. Implement educational programs about wildlife and wildlife environment;
3. Provide appropriate programs for maintaining Colorado's diverse wildlife heritage;
4. Protect crucial wildlife habitats through the acquisition of lands, leases or easements and restore critical areas;

B. Outdoor recreation program grants which:
1. Establish and improve state parks and recreation areas throughout the State of Colorado;
2. Develop appropriate public information and environmental educational resources on Colorado's natural resources at state parks, recreation areas and other locations throughout the state;
3. Acquire, construct and maintain trails and river greenways;
4. Provide water for recreational purposes through the acquisition of water rights or through agreements with holders of water rights, all in accord with applicable state water law;

C. A program to identify, acquire and manage unique open space and natural areas of statewide significance through grants to the Colorado Divisions of Parks and Outdoor Recreation and Wildlife, or municipalities, counties, or other political subdivisions of the State, or non-profit land conservation organizations, and which will encourage cooperative investments by other public or private entities for these purposes; and

D. A program for grants to match local investments to acquire, develop and manage open space, parks and environmental education facilities, and which will encourage cooperative investments by other public or private entities for these purposes."

Section 5. Trust Fund Expenditures.

"...The Board of the Trust Fund shall have the duty to assure that expenditures are made for the purposes set forth...and the amounts expended for each of the following purposes over a period of years to be substantially equal:

I Investments in the wildlife resources of Colorado through the Colorado Division of Wildlife...

II Investments in the outdoor recreation resources of Colorado through the Colorado Division of Parks and Outdoor Recreation, including the State Parks System, trails, public information and environmental education resources, and water for recreation facilities...

III Competitive grants to the Colorado Division of Parks and Outdoor Recreation and Wildlife, and to counties, municipalities or other political subdivisions of the state, or non-profit land conservation organizations, to identify, acquire and manage open space and natural areas of statewide significance...and

IV Competitive matching grants to local governments or other entities which are eligible for distribution from the conservation trust funds, to acquire, develop or manage open space lands and parks..."
II. What has been done in the past year and one-half?

The GOCO Board has very effectively demonstrated its desire to work with local communities around the State:

Local Government trails grants

36 projects to 35 agencies total $1 million in grants that were leveraged by an additional $4.6 million in matches.

Engaged local governments and community interests in a dialog of what the needs and desires are for GOCO programs

15 Public Hearings all over the State
Wide range of participation

Local partnerships and discussions generated

Stimulated interest in Trails, Open Space, Parks and Recreational Facilities planning.

Development of a comprehensive Strategic Plan for GOCO
Stakeholder Groups included:
- Wildlife
- Parks and Outdoor Recreation
- Open Space
- Local Government/Communities

Brought together and diverse group of representatives of each of the stakeholder groups and facilitated a positive, active discussion that lead to consensus.

Announced the plans for 1995 Grant cycles.

Regional Workshops to help smaller communities prepare for grant application processes.
III. What are the issues and challenges for the future?

Retain the integrity of the funding base for the future
Legislative attempts to utilize funds
Growing needs in other important areas
   Education, Transportation, Crime, Youth,
   Sustainable Agricultural, etc.

Equity in distribution and uses of the funds for all parts
of the state.
   - Geographically
   - Rural vs Urban needs
   - Programs that are responsive to the varying needs
     of differences in communities
     - stage of maturation
     - community values & cultures
     - unique resources
     - economics of the community
     - existing alternatives
   - Balance 4 areas
     Parks & Recreation
     Wildlife
     Open Space
     Local Government

   - Remain a bottom up approach and not a top down
     strategy
     Taylor Ranch and other major opportunities

   - Develop partnerships with Federal and State Agencies
     and the local communities.

   - Make investments that will have a major impact on our
     future, don't allow GOCO Funds to become replacement
     dollars from Federal, State and local current funding
     mechanisms.

   - Integrate land use planning with strategic planning
     for Parks, Open Spaces, Trails and Wildlife Habitat.

   - Continue to evolve the programs so that the grants do
     not become cookie cutter models of the past...stimulate
     creative thinking of communities to continue to strive
     for those projects, programs, plans and partnerships
     that not only preserve the natural resources of the
     state of Colorado but create a new land ethic for our
     future generations.
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Moved to Summit County, Colorado in 1972 taking a leave of absence from his position of Vice President of Citicorp. Continued to work for Citicorp for four years as an in-house consultant from a Colorado base. Started an independent consultant practice in Summit County in 1977 working for the Town of Breckenridge, Summit County, the Ski Resorts and teaching at Colorado Mountain College. Owner and President of Data Base Management, Inc. a computer consulting and software development company in Breckenridge. Was a founding director of a number of community based non-profit organizations such as the Breckenridge Outdoor Education Center, the Breckenridge Music Institute, Summit Huts System. Served on the Breckenridge Town Council from 1987-1990. Elected County Commissioner 1990.