Stronger Economies Together

Strategies for Building New Economic Opportunities

Supplemental Module: Land Use and Economic Development in Rural Areas

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This module, which supplements the core SET materials, demonstrates how land use approaches can be used to support the regional economic development plans and goals developed through SET. Participants will learn that how regions and communities shape growth and design development directly affects their ability to capitalize on their assets, create high-quality places that attract and retain residents and businesses, and preserve rural character and land-based economic activities.

**Structure**

The module is made up of core materials, which should be used in all training sessions, and customizable materials, which can be selected from a menu to meet the unique needs of the region. The core materials, Parts 1 and 3 in the agenda, provide background on the links between land use and economic development and how land use approaches can be used to support the regional economic development plans and goals developed through SET. They also include an exercise that relates the regional assets identified in Module 7 to land use trends and challenges, as well as one to synthesize the material learned over the course of the module and strategize about how to apply it in the local region. The module ends with a wrap-up discussion to share feedback on the course and answer any remaining questions.

The module is structured using the goal-strategy-tool/policy framework from *Putting Smart Growth to Work in Rural Communities*, a publication written by EPA and the International City/County Management Association. It discusses three broad goals used by many rural communities to approach land use. Under each goal are several strategies that can be used to achieve that goal; under each strategy are several specific tools and policies. The core materials describe the three goals. Through the customizable materials, trainers can focus on specific strategies and tools/policies. There are 11 strategies in all. A sample tool or policy is provided to illustrate each one in the Menu of Tools. Select four tools/policies from the menu to focus on in the training. Instructors and participants can get more information on the tools/policies not selected, including those not outlined in the training module, in *Putting Smart Growth to Work in Rural Communities*.

The customizable materials also include a Menu of Activities, which provides four optional interactive exercises that help participants better understand the concepts covered. Select one of these exercises to offer in the module. Information about how to select an exercise and the purpose and objectives of each one is included with the exercise materials.
The following table illustrates the overall module agenda. The entire module is intended to last 4 hours, including two 15 minute breaks.

<table>
<thead>
<tr>
<th>Time (mins)</th>
<th>Content</th>
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<tbody>
<tr>
<td>Part 1: Core Materials – Overview of Land Use and Economic Development (85 Minutes)</td>
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<tr>
<td>5</td>
<td>Introductions and Review of Module Agenda</td>
</tr>
<tr>
<td>15</td>
<td>Land Use and Economic Development, How do they Relate?</td>
</tr>
<tr>
<td>35</td>
<td>Activity #1: Regional Assets and Land Use</td>
</tr>
<tr>
<td>15</td>
<td>Land Use Approaches that Support Economic Development</td>
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<td>15</td>
<td>Break #1</td>
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<tr>
<td>Part 2: Customizable Materials – Focus on Specific Tools (105 Minutes)</td>
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<tr>
<td>30*</td>
<td>Activity #2: To be Selected (location in agenda depends on activity selected)</td>
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<tr>
<td>15</td>
<td>Selected Tool #1</td>
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<td>Selected Tool #4</td>
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<td>15</td>
<td>Break #2</td>
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<tr>
<td>Part 3: Core Materials – Synthesis and Reflections (50 Minutes)</td>
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<tr>
<td>45</td>
<td>Activity #3: Next Steps</td>
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<td>5</td>
<td>Course Evaluation</td>
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</tbody>
</table>

Preparing for the Workshop
Part 2 of the module contains material that must be customized by the instructor prior to beginning the course. Before the workshop begins, select four tools from the 11 options provided. Tools fit within three broad goal categories. Select at least one tool from each of the three categories. See the following table for a list of which tool fits with each goal.

Select tools relevant to the region where the module will be conducted. Each tool features a real-world example of where it has been used. You may choose the tools with examples in a region the same or similar to the workshop location. For example, an instructor conducting a workshop in a rural Midwestern community may select tools that have examples pulled from other Midwestern areas (such as Tools #8 and #10).

Tailor the selection of the tools to the workshop based on your knowledge about the region’s needs or existing conditions. For example, if a region is already using a Transfer of Development Rights Program (Tool #4), select a different tool from Goal #1 to introduce new concepts or ideas. Also, choose tools you will be comfortable presenting.

Before the module begins, move or copy/paste the slides for each of the selected tools into the placeholder areas identified in Part 2 of the presentation, then delete the placeholder slides.
<table>
<thead>
<tr>
<th>Tool #</th>
<th>Content</th>
<th>Location of Example</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Goal 1: Support the Rural Landscape</strong></td>
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</tbody>
</table>
| 1 | Strategy: Ensure the Viability of the Resource Economy in the Region  
   Tool: Use Value Taxation | State of Washington |
| 2 | Strategy: Cultivate Economic Development Strategies that Rely on Traditional Rural Landscapes  
   Tool: Agritourism and Ecotourism | El Dorado County, California |
| 3 | Strategy: Promote Rural Products in Urban Areas and Support Other Urban-Rural Links  
   Tool: Direct Marketing to Consumers | Larimer County, Colorado |
| 4 | Strategy: Link Rural Land Preservation Strategies to Great Neighborhoods  
   Tool: Transfer of Development Rights | Montgomery County, Maryland |
| **Goal 2: Help Existing Places Thrive** | | |
| 5 | Strategy: Invest Public and Private Funds in Existing Places  
   Tool: Street and Streetscape Improvements | Victor, Idaho |
| 6 | Strategy: Encourage Private Sector Investment  
   Tool: Overcoming Barriers to Infill | Asheville Region, North Carolina |
| 7 | Strategy: Build on Past Community Investments  
   Tool: Adaptive Reuse | Steamboat Springs, Colorado |
| 8 | Strategy: Foster Economic Development in Existing Downtowns  
   Tool: Local Business Survey | McCook, Nebraska |
| **Goal 3: Create Great New Places** | | |
| 9 | Strategy: Update Strategic and Policy Documents to Accommodate New Growth through Compact and Contiguous Development  
   Tool: Visioning | State of Utah |
| 10 | Strategy: Reform Policies to Make it Easy for Developers to Build Compact, Walkable, Mixed-use Places  
   Tool: Policy Alignment | Hamilton County, Ohio |
| 11 | Strategy: Recognize and Reward Developers that Build Great Places using Smart Growth and Green Building Approaches  
   Tool: Smart Growth Recognition Program | Delaware Valley Area |
Part 2 of the module also features a placeholder for one optional activity. Before the workshop begins, select one activity from the four options provided. The activities help reinforce concepts introduced in all of the tools; however, some activities align more closely with specific tools.

Select the activity you are most comfortable with, as well as an activity that reinforces the concepts introduced by the tools. Choose an activity that meets the needs and/or experience level of the participants. For example, the virtual walking audit activity may not be challenging for participants who come from communities that have completed streetscape improvements.

The following table provides a quick summary of activities that are particularly applicable or related to specific tools. This can be a guide for selecting an appropriate activity if you do not know a lot about the participants or region prior to the workshop (under these circumstances, select the four tools first, then select an activity that is applicable to most of those tools).

However, all of the tools do relate to all of the activities, so if you are most comfortable with a particular activity, select that activity. Moreover, if you know that a community/region struggles with a particular issue, select an activity that will help address that issue.

Before the module begins, move or copy/paste the slides the selected activity into the placeholder area identified in Part 2 of the presentation, then delete the placeholder slides.

<table>
<thead>
<tr>
<th>Activity</th>
<th>Most Applicable Tools</th>
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<tbody>
<tr>
<td></td>
<td>1</td>
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<tr>
<td>Development Preference Survey</td>
<td>X</td>
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<tr>
<td>Virtual Walking Audit</td>
<td>X</td>
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<tr>
<td>SWOT Analysis</td>
<td>X</td>
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<tr>
<td>Land use Mapping</td>
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</tbody>
</table>

About one week prior to the workshop, make sure that participants will have access to the *Putting Smart Growth to Work in Rural Communities* publication, which is available on the SET website. Free hard copies of the publication to distribute at the workshop are available by emailing nscep@bps-lmit.com or calling (800) 490-9198 and requesting EPA 231-K-10-003.
References

EPA’s Essential Smart Growth Fixes for Rural Planning, Zoning, and Development Codes
http://www.epa.gov/smartgrowth/essential_fixes-rural-zoning-develop.htm

EPA Office of Sustainable Communities’ website
http://www.epa.gov/smartgrowth

EPA Office of Sustainable Communities’ webpage on Smart Growth in Small Towns and Rural Communities
http://www.epa.gov/smartgrowth/topics/rural.htm

EPA’s Smart Growth and Economic Success
http://www.epa.gov/smartgrowth/economic_success.htm

EPA and ICMA’s Putting Smart Growth to Work in Rural Communities
http://www.epa.gov/smartgrowth/sg_rural.htm

ICMA’s Asset-Based Economic Development and Building Sustainable Rural Communities
http://icma.org/en/results/sustainable_communities/resources/blogpost/901/AssetBased_Economic_Development_and_Building_Sustainable_Rural_Communities

ICMA and the Smart Growth Network’s This is Smart Growth
http://www.epa.gov/smartgrowth/tisg.htm

ICMA and the Smart Growth Network’s Getting to Smart Growth: 100 Policies for Implementation
http://www.epa.gov/smartgrowth/getting_to_sg2.htm#1

ICMA and the Smart Growth Network’s Getting to Smart Growth II: 100 More Policies for Implementation
http://www.epa.gov/smartgrowth/getting_to_sg2.htm#2

The International Economic Development Council’s Economic Development and Smart Growth
National Association of Development Organizations’ Regional Approaches to Sustainable Development
http://www.nado.org/regional-approaches-to-sustainable-development/

Partnership for Sustainable Communities’ website
http://www.sustainablecommunities.gov/

The Partnership for Sustainable Communities and USDA’s Federal Resources for Sustainable Rural Communities

The Partnership for Sustainable Communities and USDA’s Supporting Sustainable Rural Communities

Reconnecting America’s Case Studies on Transit and Livable Communities in Rural and Small Town America

University of North Carolina School of Government and North Carolina Rural Economic Development Center’s Small Towns, Big Ideas: Case Studies in Small Town Community Economic Development
http://www.cednc.unc.edu/stbi/

Instructions:

This slide should be up as people enter the meeting room. If some time has elapsed since the last module, ask if anyone has questions about SET. If new people have joined the group, ask them to introduce themselves – name, organization, why they are here, and what they hope that this module will achieve. Have the others briefly introduce themselves.

Even if this group is somewhat of an established regional group (that is, they’ve been working on economic development strategies for some time), we urge you to deliver this module since it is likely to introduce some important new information to the team and provide new perspectives on how land use can influence economic development.

Be sure to spend as much time as needed to answer questions. It is important that everyone is on the same page before proceeding. Make sure everyone understands that this session will supplement and build on previous sessions.

Script:

“Welcome to today’s session, a supplemental module of the SET program. We’re going to talk about the relationship between land use and economic development. When preparing an economic development strategy, particularly in rural communities, it is important to understand the role land use goals and strategies can play in the development and conservation patterns of a community.”
Instructions:
The module is made up of core materials, which should be used in all training sessions, and customizable materials, which can be selected from a menu to meet the unique needs of the region. The core material, Parts 1 and 3, provide background on the links between land use and economic development and how land use approaches can be used to support the regional economic development plans and goals developed through SET. They also include an exercise that relates the regional assets identified in Module 7 to land use trends and challenges, as well as one to synthesize the material learned over the course of the module and strategize about how to apply it in the local region. The module ends with a wrap-up discussion to share feedback on the course and answer any remaining questions.

Use the bulleted items from this slide to provide an overview of this module. Distribute the agenda to participants.

Script:
“We'll begin today's session with a discussion of how economic, demographic, social and other trends in rural regions are impacting rural character and land use patterns and how those trends, in turn, effect economic development potential. Next, we'll do a group exercise to get you thinking about how the regional assets you've identified in your previous SET work are related to local and regional land use decisions. The assets you've identified didn't just appear by accident -- they are the result of land use decisions that occurred in the past, and they can be enhanced or damaged over time by other complimentary or detrimental land use decisions.

Following that, we will discuss how some communities and regions are approaching land use in ways that preserve their rural character while increasing economic opportunities. Then we'll turn to specific tools and policies you can use to shape land use that supports your economic development plans, and we'll do a related activity. Finally, we'll wrap up with an exercise to synthesize this information, identify next steps, and answer any remaining questions you may have. And there will be a couple breaks in there too!

Stop me at any time to ask questions or to seek clarification presented. Does anyone have any questions before we get started?”
The first major section of this module begins with a view of the big picture issues and trends taking place at the national level, conveying to the regional team that many of the shifts taking place at the national level get played out in their own communities, counties (parishes), and regions. It is important to review some of these key issues to set a foundation for understanding how land use changes and decisions can impact a community’s economic development potential.

“Let’s begin by looking at some of the major trends impacting the national economy and explore what they mean your community and region in terms of land use and economic development. Reviewing some of these key issues will set a foundation for understanding how land use changes and decisions can impact a community’s economic development potential.”
Some important trends and challenges are taking place at the regional level that are affecting rural communities. The next few slides will highlight these key shifts. Encourage the group to comment on any of the items they see in the list. They may want to add other items to the list as well.

“Historically, rural land was used for the production and extraction of resources. Towns were developed at transportation hubs — rail stations, river ports, major crossroads — providing the places where agricultural or natural resources could be traded or shipped.

However, a lot is changing in rural America today, and rural communities face an array of economic, demographic, fiscal, and other challenges. These trends are challenging some rural communities’ ability to preserve their rural character and quality of life, and for others, they are making it difficult to maintain their economies.”
Participants will already be familiar with these concepts so you don’t need to spend much time on this slide, but these ideas are important for setting up the upcoming discussions of quality of place and capitalizing on regional assets.

“Of course, many of you are participating in SET because your regional economy has changed as a result of shifts in the global and national economies. The traditional large-scale manufacturing and agriculture-based activities that were the economic drivers for many rural regions are no longer possible, or will no longer sustain the economy on their own. What’s more, many rural regions have not secured the long-term prosperity they were looking for by recruiting large companies from outside the area in whatever way they could — too often, these companies have moved away, leaving the region with high unemployment and fiscal strain from all the incentives and subsidies provided to firms. As a result, many rural regions are turning to new models of economic development that focus on capitalizing on assets they have within the region, growing existing businesses and business clusters and supporting entrepreneurship, and generally diversifying more than they have in the past to shield themselves from market volatility and other global shifts. As our national economy turns increasingly to knowledge-based, innovative industries, rural regions are looking to nurture those as well.”
These economic shifts have a lot of implications for the rural landscape. First, there are fewer farms and fewer farmers in rural America today due to farm consolidation and economic shifts away from agriculture. While agriculture is thriving in some areas of the country, in most regions the number of farms and persons making their living as farmers has been in steady decline for decades. Very few young people become farmers today. Half of all U.S. farmers are between the ages of 45 and 65, while only 6 percent of all farmers are under the age of 35. The consolidation of farms and technological advances have reduced employment opportunities in agriculture, and in places where farming is declining overall, there are pressures to convert agricultural lands to development.

These pressures also affect forest land. According to the U.S. Forest Foundation, more than 1.5 million acres of forest land is lost to development each year. While in some areas this is due to the decline of traditional forest-based economies, in many cases development pressure is eroding forest lands and converting them to spread-out residential subdivisions, second home development, and other uses such as ski areas.

Rural regions at the edges of metropolitan areas are experiencing some of the biggest changes to their landscapes. As the metropolitan areas expand outward, these places are seeing their rural character degrade. Rural communities that used to be located an hour or more from urban areas are now being engulfed by new subdivisions and other suburban development, which bring traffic, conflicts with agricultural activities, rising land prices and speculation, and negative impacts on resource-based economic activities.

But it’s not just rural places near metropolitan areas that are experiencing pressure on their working and natural landscapes. Over the past 50 or 60 years, development patterns have generally been getting more and more spread out. Rather that accommodating growth in traditional, walkable, mixed-use downtowns and adjacent areas, rural communities have seen new development on former agricultural and natural lands far from town. This development is often very

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**Changes to the Landscape**

- Fewer farms and fewer farmers
- Conversion of working and natural land to development
- Rapid growth at metropolitan edges
- More dispersed development
- Declining downtowns, main streets, and traditional community centers

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**Source:** sustainabletable.org.
dispersed, on large lots that consume a lot of land. Even in places where the population is not growing, the amount of land consumed by development can grow. This trend is eating up prime farmland, forests, and other open space and habitat, endangering resource-based economic activities and the rural character residents value.

At the same time, small town centers and main streets — historically centers of commerce and culture and the social heart of many rural communities — are declining as development spreads away from them. Many of these places are seeing closing businesses, vacant buildings, blight, deteriorating infrastructure, and the loss of valuable historic assets.”
“Rural regions are also dealing with demographic changes. As previously mentioned, some regions — particularly those located near metropolitan areas and those experiencing booms in energy development, such as oil and gas extraction — are experiencing rapid population growth. Some are also seeing growing minority populations. Others, often those with struggling economies, are seeing shrinking populations as residents move away to seek opportunities. According to the USDA, one in four rural counties saw a drop in their population between 1990 and 2000, primarily due to declining farm employment, remoteness from metropolitan areas, and a lack of amenities like natural features or vibrant main streets.

Many rural regions have aging populations, as well as outflows of young adults who leave to seek jobs or other opportunities. The result is declining birth rates, leading to fewer families with school-age kids.”
“As new growth occurs and development spreads out, it becomes more difficult and costly for governments to provide and maintain infrastructure and services that residents need. We’ll use the term “infrastructure” throughout this training session to mean physical structures and systems that support living conditions. Roads, water and sewer lines are all examples of infrastructure. Public services include police and fire protection and trash collection. For communities whose populations are shrinking, their ability to maintain facilities and services is challenged as revenues don’t keep up with costs. County and municipal budgets are strained, and it is increasingly difficult to meet the needs of residents.”
“Let’s talk about a few other related trends and challenges many rural regions face. As development patterns spread out and local downtowns, businesses, and services dwindle, many residents are forced to travel long distances to more distant employment centers, schools, shops, health care facilities, and other amenities and services. Transportation costs are eating up large percentages of family budgets, and residents are vulnerable to rising fuel costs. People who don’t have access to cars or who don’t drive, such as seniors and low-income residents, can’t get to the jobs, health care, and other services they need.

Additionally, rural areas are dealing with a variety of health-related challenges. Obesity rates are above national rates for all age groups in rural areas, in part because spread-out development patterns mean residents depend on cars to get them from place to place and are usually unable to walk or bicycle to daily destinations. That includes kids, who are less likely to walk to school in rural areas. Rural residents also tend to have less access to healthy food options, or have to drive long distances for more choices.”
Instructions:

This slide begins a shift from a discussion of trends and challenges to solutions. The next few slides will reinforce the relationship between land use and economic development and set the stage for the second section of this module that focuses on potential tools to address these challenges.

Script:

“Despite all these challenges, there are many rural communities and regions that have held their own and even thrived in recent years. One of the common characteristics of many of these communities and regions is that they have realized the importance of “quality of place” and have actively encouraged the creation and preservation of high-quality places.

What do we mean when we say high-quality places? Generally, we are referring to places that have retained their traditional small town character, with walkable neighborhoods, healthy main streets, and active civic life. They have preserved their rural landscapes, and in some cases, these still play a vital role in their economies. They have capitalized on the historic, natural, and cultural assets that make them distinctive, and as a result, remain vibrant communities that meet the needs of residents of all ages and attract new residents.

These communities and regions have realized that quality of place is critical for economic development. Vibrant, high-amenity, walkable places help to retain young people, knowledge workers, and entrepreneurs. Increasingly, evidence shows that young people and the “creative class” (a catchall term for people who work in creative industries like the sciences, arts, technology, and other problem-solving-oriented professional fields) want to live in mixed-use, walkable neighborhoods where they have a variety of transportation and housing choices and different types of destinations close by. A community that attracts and retains these kinds of residents also attracts and retains businesses that want to employ them. These communities also attract the talent needed to create and grow new businesses. Additionally, these are the types of places tourists often want to visit, so strengthening the tourism sector is a good side benefit.”
This slide makes the point that the location of development matters for quality of place. This is a fundamental concept for the upcoming discussion of rural smart growth.

"The location of development can make or break quality of a place. Development within the existing community and near other development usually enhances quality of place because it:

- Reuses or takes advantage of the historic and cultural assets that make the place special
- Creates mixed-use neighborhoods where different types of destinations are conveniently accessible
- Increases transportation choices by making walking or biking viable options
- Catalyzes more development nearby which brings more people and businesses, spurring or even more development

This type of development creates those vibrant, active places more and more people seek."
Instructions:

This slide continues the point that the location of development matters for quality of place.

Script:

“In contrast, development that is far from town and disconnected from existing places often does not contribute to quality of place. It does not take advantage of the unique assets in the area. It is usually single-use development — in other words, just housing or just offices — which means people must rely on cars to get from place to place and which also limits the level of vibrancy and activity. Disconnected development does not build up the region’s competitive advantage or help distinguish it from other regions.”
The emphasis here is on reinforcing the relationship between land use choices, development patterns and economic development.

“So how do you create high-quality places that capitalize on your assets and support your economic development goals? We’ll talk about that today, but the short answer is that you create these places by shaping land use and development. Many regions are doing this by integrating land use strategies into their economic development plans.”
After presenting this slide, ask participants if any of them have had experience in their local community on land use issues, such as serving on a planning commission or getting involved in a local development or conservation project.

“How are land use and development in our regions and communities shaped? Many people look at the neighborhoods, streets, and buildings around them and don’t realize all the factors that influence the way these places look and feel. Lots of factors are at work, including government policies and investments decisions by developers and private landowners; and economic, demographic, and cultural trends such as fuel prices, aging populations, and consumer preferences.

Our elected officials make policy decisions at all levels, local, state, and federal, that influence development. These decisions can shape a wide range of things, including the location and size of roads; the presence or absence of sidewalks; investments in sewer and drinking water infrastructure; the location (or closure) of schools; and the height and appearance of buildings. Local policies and regulations have the most direct impact, with comprehensive plans setting the policy direction for development, while zoning codes, subdivision regulations, and building codes regulate where development can occur and to some degree, what it will look like.

State statutes, tax policies, and environmental regulations also influence development. The federal government allocates funding to states, regions, and communities for housing, transportation, water infrastructure, brownfields cleanup, and other things. Decisions about who can receive this federal funding and what types of projects it can be spent on shape development as well.

Community members have a big role in shaping land use and development where they live as well, through their involvement in public planning and zoning processes.”
Instructions:

This is a required exercise that will be used at the same time slot within all workshops. The exercise will include a small break-out group discussion and close with group discussion. Using ideas and materials developed during SET Module 7, participants will start thinking about and discussing how land use and development-related trends affect regional assets and economic development potential.

You should have the list of assets from SET Module 7 handy. You will also need a large notepad, a colored marker, and tape or push pins to attach the large notepaper sheets to the wall so they are visible to the whole group. The break-out groups will also need these supplies to support their brief brainstorming session. Handout One: Regional Assets and Land Use Exercise is also provided for the groups to record their thoughts (may be used along with or instead of the notepad/markers/tape). During the full group discussion recalling the assets, take notes on the large notepaper sheets and hang them on the wall at the front of the room.

Exercise steps:
- Explain the exercise and allow time for clarifying questions.
- Hand out the list of regional assets the group developed when they took SET Module 7. Have each of the small groups focus on a different subset of the list (3 to 4 topics), if possible. Distribute Handout One, if using.
- Help participants break into small groups of 4-5 people each.
- Give the small groups 15 minutes to brainstorm.
- Call the whole group back together and ask them to hang their notes on the wall for everyone to see.
- Have each of the small groups report out how land use and development-related trends are impacting one asset that the small group discussed.
- Using the instructor’s notes for this activity, and the ideas generated by the small groups, facilitate a large group discussion about other ideas and potential strategies.

Script:

“It's now time for our first activity of this session. We're going to spend some time exploring how land use and development-related trends can impact regional assets and, ultimately, economic development potential. We will start by focusing on the regional assets you identified during the SET Module 7 session. Brainstorm about how some of the trends we've just discussed may affect those assets and begin thinking about land use tools you can use to support economic development.”
Instructions:
First, explain the assignment for the small groups. Then, help participants get organized into small groups of approximately 4-5 people each. Where possible, have people from the same community or county work together, as they may be familiar with the same assets. Later, the larger group could uncover regional commonalities/trends in the full group discussion. Circulate among the groups while they deliberate for about 15 minutes, making sure they are on task and answering any questions they may have about what they are supposed to be doing.

Script:
“We’re going to break up into small groups, each with about 4-5 people from the same community or county if possible. There is a large sheet of note paper and some markers set out for each group, along with Handout One. Once you are in your groups, please designate a scribe and brainstorm about how the land use and development-related trends we just discussed are impacting your regional assets, either positively or negatively. For example, if your assets include the region’s historic buildings, the trend of declining downtowns might endanger that asset. The scribe should take notes on what you discuss. You will have about 15 minutes to complete this small group assignment. Each group should focus on three different assets from SET module 7, spending five minutes to discuss each asset. Once we are done with our small group discussions, we will ask each group to report out on one of the assets you discussed.”
Instructions:

Spend 20 minutes on this large group discussion. Call the workshop participants back together, and have the groups hang their sheets on the wall for the other groups to observe. Ask a representative from each group to talk briefly (1 minute or less) about how land use and development-related trends are impacting one of the assets they discussed. After each report-out, facilitate a large group discussion about any other ways in which land use and development-related trends are impacting the asset. At the end of all the reports, facilitate a discussion about land use decisions or actions that regional actors could take to protect and strengthen the assets. If participants don’t come up with too many ideas, it’s ok — the module is designed to enhance their understanding of this by the end of the day. A list of land use trends that could be impacting different types of assets, and possible land use decisions/actions to support them is provided in the instructors notes for this activity.

Script:

“Thanks, everyone, for your great work in the small groups. Now, let’s come back together and have each group hang their notes and ideas on the wall for everyone to see [if they used the large notepads].

Now, we need one representative from each group to share the land use and development-related trends impacting one regional asset so we can discuss their findings. [Repeat for all groups with discussion between.]

The good news is, though many of our regional assets are being impacted negatively by current trends, there are land use tools, strategies, and policies we can implement to stop that from happening and even to strengthen our assets. One of the main messages of this module is that we can shape land use in our region, for good or for bad. If we want to encourage long-term, asset-based economic development, it’s critical that we make sure our land use policies, investments, and other decisions are in sync with our economic development plan. Does anyone have an example of a land use or development approach we could use to protect and strengthen an asset we have just discussed?”
This last section of the core materials explores the elements of land use approaches that support economic development. Encourage participants to consider their own region as you explore these elements together.

“During this last segment of the introductory materials, we will explore ways that communities can make sure their land use and growth patterns align with their economic objectives. To do this, many communities are using what I’m going to call “smart growth” strategies. Smart growth is growth that achieves economic, environmental, and community goals. In rural settings, it is based on a vision of maintaining rural character while also supporting economic growth and opportunity. It recognizes that for a community to be economically healthy, other key systems must also be healthy and supportive of a vibrant community.

Rural smart growth is rooted in traditional rural development patterns. Historically, rural land has been used primarily for the production and extraction of resources, and towns grew up adjacent to these working lands to provide a place where agricultural or natural resources could be traded for value-added goods or shipped elsewhere. Supported by main commercial streets and relatively dense, walkable neighborhoods, infrastructure—including roads, water and wastewater, and buildings—also developed in towns to serve civic, cultural, and social needs of rural communities. But the working lands—farms, prairies, forests, and rangelands—surrounding these towns were the reason for their existence. The environment provided more than attractive vistas as it was integral to the social and economic life of the town. Rural smart growth strategies seek to recall and strengthen that interdependence.”
The term “smart growth” is often used in an urban context. The purpose of this slide and those that follow are to describe how these concepts can be applied to rural communities.

“Smart growth in rural communities and regions looks different from place to place, as every place has unique needs and visions. Generally, it is development that provides:

- A strong resilient economy that attracts and retains investment, businesses, and employees; enhances the viability of working lands; and generates needed revenues to support community facilities and services
- Choices for where to live and how to get around, allowing people of all age groups and household sizes to find housing that meets their needs and allowing them to affordably and conveniently get where they need to go, without having to solely rely on their cars
- A community with clean air, water, and land that provides opportunities for healthy, active living; and
- Opportunities to protect the things people love about where they live, whether that is its farmland and open space, its natural beauty, or its high quality of life.”
Instructions:

Introduce the three broad goals that help maintain rural character and enhance economic opportunity. Distribute Handout 2: Putting Smart Growth to Work in Rural Communities, which details these goals and associated strategies and tools.

Script:

“Many rural communities and regions are using three broad goals as a framework for implementing land use strategies that support their economic development goals:

1. Supporting the Rural Landscape
2. Helping Existing Places Thrive
3. Creating Great New Places

Handout Two lists these goals and summarizes the strategies and tools that support these goals, which we will discuss in a few minutes.”
“Rural towns and villages are integrally linked with their surrounding landscapes. As such, smart growth in rural areas requires that communities preserve the landscapes that community members say they value. These include farmland, rangelands, forests, and natural areas — the elements that are part of the sense of place for rural communities. These uniquely rural resources are best protected when there is a supportive economic climate that values working lands and a development climate that promotes the conservation of the natural landscape.

Land development and population growth are signs of economic progress in many communities, but these indicators are often at odds with the working farms, natural landscapes, and scenic vistas that characterize rural areas and define their sense of place. When the agriculture-, forest-, and amenity-driven economies are encouraged to prosper, there is less pressure to convert land to developed uses in a haphazard manner. With strategic and early planning, a community can prioritize which land is most important to conserve and which land can accommodate the projected need for future growth.”
Instructions:

When presenting this information about strategies, note that there are a number of tools that can help implement these strategies, some of which will be discussed in the next section of the module.

Script:

“A number of proven strategies can be used to help achieve the goal of creating an economic climate that supports the rural landscape. These can include strategies to strengthen the viability of resource-based economies, such as promoting value-added farm and forest products processing; promotion of economic development strategies that rely on rural landscapes, such as agritourism; direct marketing of rural products to urban areas; and rural land preservation strategies, such as agricultural zoning and other regulatory tools. We’ll talking about some of these in more detail in the next section of the today’s session.”
“This second goal is based on the notion that communities and regions can benefit from building on and enhancing previous investments and assets, whether those are once vibrant but now underutilized main streets, existing street grids that could once again provide the framework for walkable neighborhoods, or historic buildings that are worth preserving and reusing.

Public and private investments can maintain existing infrastructure and buildings to extend their useful life, while also supporting appropriate new growth located where it makes the best use of existing infrastructure. However, communities and regions need strategies to support existing places so infrastructure dollars are not inadvertently allocated to support development that increases the conversion of working lands from rural uses to large-scale residential or commercial uses that are disconnected from existing development and take away from community character.

Communities and regions may also need to remove regulatory barriers to the type of development they want, provide incentives, and address regulatory gaps.”
When presenting this information about strategies, note that there are a number of tools that can help implement these strategies, some of which will be discussed in the next section of the module.

“Successful strategies leverage the economic value of prior investments, making them the foundation for helping existing places in the community thrive. These approaches can include strategies to prioritize investments in existing neighborhoods and districts, such as adopting “fix-it-first” policies that emphasize the maintenance of existing infrastructure before investing in undeveloped areas. In addition, incentives encourage private investment in existing communities. Other strategies include adapting older buildings to new uses and focusing economic development in downtowns.”

Strategies to Help Existing Places Thrive

- Invest public and private funds in existing places
- Encourage private sector investment
- Build on past community investments
- Foster economic development in existing downtowns

Slide: 24
Time: 1 Minute
“The third goal recognizes that many communities and regions need and welcome new development, whether it brings housing for new residents, new business facilities, or infrastructure for tourists. The challenge is to build new places that reflect the rural legacy and create economic, environmental, and community benefits for both new and existing residents.

Great new places are unlikely to be built with the codes and policies that currently exist in many rural communities. For communities and regions that seek to obtain the best outcomes from new development, new visions, policies, incentives, and regulations should be put in place. By changing these frameworks, communities can begin to build vibrant, enduring neighborhoods and districts that will provide the opportunities necessary to retain current residents, especially young people, as well as attract new residents and businesses.”
When presenting this information about strategies, note that there are a number of tools that can help implement these strategies, some of which will be discussed in the next section of the module.

“Many rural communities have town plans and development regulations that are out of date and often promote development that is not in keeping with the community’s character or desired development patterns. For instance, in many communities, current regulations require single-use development — only residential or only commercial in a given area — and prohibit the mix of uses, such as homes above shops, that is integral to so many traditional downtowns.

For this reason, several of the strategies for building great new places focus on creating a new policy and regulatory framework. This could include a community planning or visioning process to help identify desired new patterns of development for housing or commercial development, or it could mean revisions to the community’s development regulations to streamline the approval process for desired types of development.”
This slide emphasizes the importance of approaching land use from a regional perspective, even though many of the implementation actions discussed in this training take place at the local level.

“Many of the tools and policies we’ll talk about today are implemented by local governments, but they will be most beneficial for the region as a whole when they are encouraged and coordinated at the regional level. The more localities implement these tools, the more competitive the region will be. Regional organizations, such as regional planning organizations, councils of government, or regional economic development agencies, can actively support the use of these tools. They can develop a regional vision and goals to ensure that growth benefits all communities and strengthens long-term competitive advantage. They can set policy priorities and help municipalities implement them by providing technical assistance and sharing best practices. Local land use plans and codes should be consistent with the regional vision and priorities. Regional entities can also be key partners for gaining federal funding for infrastructure improvements and other initiatives.”
At this point, the instructor should check in and see if there are any questions, then provide a brief overview of what is to come after the break. This would also be a good time to take a look at the agenda to see whether the overall workshop timing is on track and adjust the break time accordingly. A 15 minute break is suggested, however a shorter break may be necessary to get back on schedule.

"Before we take a break, I want to check in and see if any of you have any questions,, and I also want to briefly review what we are going to be covering for the remainder of the workshop.

[Pause for questions.]

So far we've had an overview of the links between economic development and land use, as well as smart growth practices and how they can reinforce development patterns that help retain rural community character. Next, we'll talk about specific land use tools that can be used to implement the goals and strategies we just reviewed. I’ve selected four tools and policies that I think are most relevant to the needs of this group. I’ve also selected an exercise for us to do, to help reinforce some of what we’ve covered so far. At the end of the workshop, we’ll have one final exercise to help synthesize what we’ve learned today, and talk about how to apply it to the work that you are doing in your communities.

Please take a short break to use the restroom or grab a snack and return at [specify time] so we complete the next section of the training module."
Instructions:

Part 2 of the module contains material that must be customized prior to beginning the course. Spend time familiarizing yourself with the menus of 11 tools and four activities are available for selection, and then prepare the PowerPoint presentation and notes pages.

Near the end of the PowerPoint presentation (see slides 44 - 99), slides for all 11 possible tools are provided (note there are generally 5 slides prepared for each tool). Before the course, the instructor should select 4 of the 11 tool topics to insert into the presentation. Select at least one tool from each of the three goal categories (the goal categories are identified at the bottom of each tool slide). Replace the tool placeholder slide with the slide(s) associated with each selected tool by moving or copy/pasting the slides for each of the selected tools into the placeholder areas identified in Part 2 of the presentation. The placeholder slides should be deleted after the selected tool slides are inserted.

At the end of the PowerPoint presentation (see slides 100 -154), slides for all four activities are provided. Before the training module begins, select one activity from the four options provided. The activities help reinforce concepts introduced in all of the tools; however, some activities align more closely with specific tools. Move or copy/paste the sides for the selected activity into the placeholder areas identified in Part 2 of the presentation. The placeholder slides should be deleted after the selected activity slides are inserted.

After selecting the tools and activity that will be used for the module, organize the PowerPoint notes pages to match the order of the actual PowerPoint slides. Finally, print out copies of any handouts and/or other resource materials associated with the selected tools and activity.

Script:

“Now that we have enjoyed our break, let’s dig in deeper. Remember for our previous discussion that many rural communities and regions are using three broad goals as a framework for implementing land use strategies that support their economic development goals:

- Supporting the Rural Landscape
- Helping Existing Places Thrive
- Creating Great New Places

Based on these three goals, we are going to turn to specific tools and policies you can use to shape land use that supports your economic development plans.”
Instructions:

The menu of activities contains four possible activities to reinforce the ideas and tools in this presentation. Before the course, you will select one of the four activities to insert into the presentation. To help make your decision, review the introductory material at the beginning of the Instructor’s Guide, as it contains information about which activity works well with which tool topic(s).

Replace this activity placeholder slide with the slides associated with the selected activity by rearranging the slides in Powerpoint or copy/pasting them from the menu of activities to this section. The location of this activity within the four selected tools slides depends on the activity you choose. The Instructor’s Guide also contains information about the most effective way to arrange the chosen activity within Part 2 of this module.
Instructions:

Before the training session begins, replace this placeholder slide with sides associated with your first selected tool. Rearrange the slides in Powerpoint or copy/paste them from the menu of tools section to this section.

Slide: 31 (will be replaced by multiple slides as the instructor chooses the first of four tools from the 11 possibilities)
Instructions:

After discussing the slides for your first selected tool, lead a brief (5 minute) discussion about the tool using the following questions to guide the dialogue.

Script:

“Has your community or region ever used this tool? If so, has it been successful? If not, why not?

What are some of the potential opportunities associated with using this tool in your community or region? What are some of the potential challenges?”

Group Discussion

- Has your community/region used this tool?
- What are some of the potential challenges and opportunities with using the tool in your community or region?
Before the training session begins, replace this placeholder slide with sides associated with your second selected tool. Rearrange the slides in Powerpoint or copy/paste them from the menu of tools section to this section.
Instructions:

After discussing the slides for your second selected tool, lead a brief (5 minute) discussion about the tool using the following questions to guide the dialogue.

Script:

“Has your community or region ever used this tool? If so, has it been successful? If not, why not?

What are some of the potential opportunities associated with using this tool in your community or region? What are some of the potential challenges?”
Before the training session begins, replace this placeholder slide with sides associated with your third selected tool. Rearrange the slides in Powerpoint or copy/paste them from the menu of tools section to this section.
Instructions:

After discussing the slides for your third selected tool, lead a brief (5 minute) discussion about the tool using the following questions to guide the dialogue.

Script:

“Has your community or region ever used this tool? If so, has it been successful? If not, why not?

What are some of the potential opportunities associated with using this tool in your community or region? What are some of the potential challenges?”
Instructions:

Before the training session begins, replace this placeholder slide with sides associated with your fourth selected tool. Rearrange the slides in PowerPoint or copy/paste them from the menu of tools section to this section.

Strategy Name

Placeholder for Selected Tool #4
- Replace this slide with one tool from the menu of tools

Slide: 37 (will be replaced by multiple slides as the instructor chooses the fourth of four tools from the 11 possibilities)
Instructions:

After discussing the slides for the final selected tool, lead a brief discussion about the tool using the following questions to guide the dialogue.

Script:

“Has your community or region ever used this tool? If so, has it been successful? If not, why not?

What are some of the potential opportunities associated with using this tool in your community or region? What are some of the potential challenges?”
Instructions:

At this point, provide a brief overview of what has been covered so far in the course, and what will happen next. This would also be a good time to see if people have questions and to take a look at the agenda to see whether the overall workshop timing is on track. A 15-minute break is suggested, however a shorter break may be necessary to get back on schedule.

Script:

“Before we take a break, let's briefly review what we've covered. So far we've had an overview of the links between economic development and land use, as well as how land use approaches can support your economic development goals. We've also explored four tools and policies that you could use to implement these ideas in your region, and completed an exercise that helped us better understand them. Does anybody have any questions before we take a break?

After the break, we'll have one final exercise to help synthesize what we've learned today, and talk about how to apply it to the work that you are doing in your communities.

Please take a short (15 minute) break to use the restroom or grab a snack and return at (specify time) so we complete the final section of the training module.”
Part 3 of the module is intended to reinforce the ideas and concepts introduced and discussed during Parts 1 and 2 of the module. By the end of Part 3, participants should have a solid understanding of the land use goals, strategies, and some potential tools to support rural economic development. They should leave the module with some ideas to achieve these goals in their own communities/regions.

Part 3 begins with a final activity, a required exercise that will be used at this same time slot within all workshops. This activity allows participants to synthesize what they learned in today’s workshop and to think about how these ideas and tools might apply to economic development efforts in their region or community.

Participants should break into small groups of 4-5 people per group. It would be helpful if groups are comprised of people from the same or similar communities or counties. A large notepad and one or two colored markers will need to be furnished for each small group.

Exercise steps:
- Explain the exercise and allow time for clarifying questions.
- Help participants break into small groups of approximately 4 to 5 people, who will focus on two tools from the four that were just presented.
- Give the small groups 20 minutes to deliberate on how to implement each tool in their region.
- Call the large group back together.
- Have each of the small groups report out and share their ideas with the whole regional team.
- Facilitate a large group discussion about what the small groups came up with and then a discussion about land use implications.

The total length of the activity should be 45 minutes, so the instructor will need to monitor the time as the activity progresses. This intro should take about 5 minutes.

“We have one final activity for today’s session. The purpose of this activity is to reflect on and synthesize what you have learned today and to begin to apply those ideas in your region. It is a combination of small group work and large group discussion to produce a list of ideas and important next steps for your community or region to implement some of what you have learned.”
Instructions:

Explain the assignment for the small groups, and help the team get organized into small groups with approximately 4 to 6 people each. It would also be helpful to remind participants of the four tools and policies that were covered, by highlighting them on Handout 2: Putting Smart Growth to Work in Rural Communities. Ask the groups to select two tools from the four that were discussed, and each group should spend 10 minutes working on each tool. Circulate among the groups while they deliberate for about 20 minutes, making sure they are on task and answering any questions they may have.

Script:

“Please break into small groups of about 4 to 5 people. There is a large sheet of note paper and some markers set out for each group. Once you are in your groups, please designate a scribe and then decide as a group which two policies/tools, out of the four that were presented, that you would like to discuss. Also, designate a representative to present your findings to the larger group once we finish the small group work.

Work through the policies/tools one at a time, spending 10 minutes on your first selection. I will let you know after 10 minutes have passed so you can move along to your second selection. For each, think about how to implement that idea in your community or region. Try to answer the following questions:

- What needs to happen in order to implement the tool or policy?
- Who/what organization controls the policies, regulations, finances, infrastructure, or other factors that need to be changed/influenced?
- Who/what organization should lead the effort?
- Who are the key stakeholders to involve?
- What are the next steps?

Record your answers and ideas on the paper provided.”
Instructions:

Call the workshop participants back together, and ask a representative from each group to take a few minutes to give comments on which policies/tools were selected and how to implement them. Specify how much time each group has to report out, based on 15 minutes divided by the total number of groups (for example, 3 groups would each get 5 minutes to report out).

Next, facilitate a group discussion (about 10 minutes) about how to continue to move these next steps forward as a region beyond this workshop. Ideas could include:

- Incorporating land use goals and strategies into the regional economic development plan
- Bringing local and regional land use and transportation planners into the SET group
- Working with planners to develop or update a regional comprehensive land use/transportation plan
- Forming a work group to align the regional land use/transportation and economic development plans
- Updating local comprehensive plans or zoning codes
- Applying for technical assistance from an outside organization
- Seeking funding for infrastructure improvements.

Take notes about the discussion on a large flip chart.

Script:

“Thanks for your hard work. Now we need one representative from each group tell us about the two tools their group selected and some of their ideas about how to implement them in your region.

[Allow time for presentations and discussion.]

Now that all groups have presented their ideas, let’s discuss whether or not there are any common themes. Lots of common themes within a region or community might mean there's a lot of momentum to move some of these strategies forward. Even if there aren’t a lot of common themes, we can still explore ways to implement some of these land-use strategies. For example, after this workshop is over, maybe some participants should schedule some follow-up meetings or discussions.”
Instructions:

This final discussion is the wrap-up to the module. Engage the group in a conversation about the session and ask for some feedback from your group on the content of this module using the questions on the slide.

Script:

“We’ve gone through a good bit of information in this session. Now please share your ideas and reactions to the topics and strategies introduced to you.”

[Read through each of the questions outlined on the slide and allow time for discussion.]

Thank you all for your time and participation today. I hope that you found this module interesting and useful, and that you will consider the role of land use in your economic development decision-making in the future.”
Acknowledgements

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