

# Acquisition and Disposition of Land

by the Forest Preserves of Cook County

Adopted by the Forest Preserves Board of Commissioners  
on October 20, 2020

# Acquisition and Disposition of Land

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Adopted by the Conservation and Policy Council on June 29, 2020

## ISSUE

How shall the Forest Preserves of Cook County expand and manage land acquisition, disposition and land-use policies over the next 20 years to achieve the goals adopted in the Next Century Conservation Plan?

## BACKGROUND & HISTORY

Land protection by fee simple acquisition has been the hallmark activity of the Forest Preserves of Cook County for more than one hundred years. That investment has paid off wonderfully well, resulting in a world-class preserve system within a major metropolitan area, with species and natural communities of global conservation value. Well beyond supporting vibrant nature, these forest preserves contribute to climate resilience, provide essential clean air and water, elevate the quality of life for people in the region, improve stormwater mitigation and reduce the urban heat island effect.

Building on the Forest Preserves' extraordinary history, the Next Century Conservation Plan presents a goal of acquiring 21,000 acres over 25 years, which would result in the expansion of the forest preserves to approximately 90,000 acres. Accomplishment of this inspiring goal will provide the natural lands that are crucial for the health and well-being of the dense populations in Chicago and its suburbs. Although 11 percent of Cook County is currently in forest preserves, Cook County lags well behind neighboring counties in the number of acres of open space per capita.

Keeping the natural areas we are fortunate enough to have, enlarging our forest preserves, and embedding additional naturalized spaces throughout the larger landscape add up to fundamental gains for all, bringing multiple benefits to our region.

Success of the Forest Preserves' bold acquisition goal will address core needs, as outlined below.

“A city that includes a tapestry of parks and natural habitats... is a city that honors nature, that recognizes the sense of inquiry and wonder that encounters with birds and butterflies and bats inspire...such a city honors its people too.”

*Wendy Paulson, “City Creatures”*

## THE NEEDS

**Connect, protect and enlarge existing preserves** to enrich their ecological health, improve water quality and provide increased recreational benefits. Enlarging and connecting natural habitats not only will improve our trail system, but, as demonstrated scientifically, also will enhance the ecological quality and resilience of these areas—benefiting the plants and animals in our preserves and helping them survive into the future.

**Elevate the role of the preserves in climate resilience**, an issue of global significance. Projections indicate that by 2050 the Midwest will gain more than a dozen “extreme heat” days annually (over 95F), as well as more extreme precipitation events, leading to flooding and combined sewer overflows. These impacts will be reduced significantly by increasing the amount of natural lands in Cook County, including forests, prairies, wetlands and green spaces with native vegetation. Such natural lands also pull carbon from the atmosphere. The Forest Preserves can contribute significantly to addressing these challenges by securing open space. Habitat restoration plays a crucial role in climate resilience; its importance should be underscored in a dedicated paper.

**Address the uneven and inequitable distribution of the preserves throughout the county**, which results in an adverse impact on the quality of life of people living in underserved communities. To address this issue, in 1997 the Forest Preserves co-founded and committed funds to support NeighborSpace, a partner organization that helps communities acquire small tracts of land for food gardens, nature trails or natural areas. A more recent effort, the 2019 Southeast Cook County Land Acquisition Plan, aims in part to advance efforts to improve equity. Carefully located land acquisition will result in a more balanced countywide distribution of forest preserves.

## THE CHALLENGES

**Timeliness in preserving the 21,000 acres:** This aspirational goal of the Next Century Conservation Plan (NCCP) is drawn from the Forest Preserves 2012 land acquisition plan. As time passes, however, development continues to reduce the amount of available open land. Most of the land in the current Forest Preserves holdings was acquired before 1970.

**Limited funds:** The funds currently available at the Forest Preserves for fee simple acquisition of land would purchase only approximately

“...the individual is a member of a community of interdependent parts. The land ethic simply enlarges the boundaries of the community to include soil, waters, plants and animals, or collectively the land.”

*Aldo Leopold*

100 acres, based on the current \$50,000 per acre average acquisition cost. Further funds become available on a case-by-case basis from grants and other opportunities. However, the lack of a steady, dedicated source of funding limits and even precludes a strategy of acquiring individual pieces when available in anticipation of creating a larger preserve, because there can be no assumption of future funding to create a meaningful assemblage.

**Current ecological value:** The current ecological value of most remaining acquisition opportunities is relatively low compared to what was available for conservation in decades past. Today's assessment of ecological value largely depends on the potential for future ecological value through restoration. For example, a farm field with native soils, topography and restorable hydrology should have priority over a previously disturbed or built-on parcel with limited restoration potential. Other factors for consideration include adjacency and connections to current Forest Preserves property.

### POSITION STATEMENT

To conserve 21,000 more acres by 2040 and to realize the inspirational goals for people and nature set forth in the Next Century Conservation Plan, the Forest Preserves of Cook County should increase the amount of land conserved in Cook County both by acquiring more land and by influencing conservation and acquisition by others. This will require building a strong community of support among Cook County residents.

In alignment with its mission, the Forest Preserves should expand existing strategies, including taking a lead role in identifying opportunities for collaborative land conservation.

Meanwhile, the disposition of Forest Preserves land by sale or other conveyance should be completely halted through a moratorium, until principles are agreed upon that make land disposition possible solely in rare and extreme instances. The functional disposition of land through the approval or tolerance of inappropriate land uses on Forest Preserves land should be forbidden, with robust efforts undertaken to reverse this practice.

“Constant and incessant demand is made upon the Board of Forest Preserve Commissioners for uses of the preserves contrary to the intent of the law and which, if permitted, would eventually destroy their real significance.”

~1929

*Report of General Superintendent  
Cap Sauer*

## RECOMMENDATIONS

### 1 Find creative ways to continue to buy more land.

Acknowledging the various degrees of the ecological quality of land that is available for purchase, the Council encourages the Forest Preserves to be more aggressive in acquiring land with available funds. The Forest Preserves has identified and prioritized lands for potential acquisition based on its own research, the Chicago Wilderness Green Infrastructure Vision, the Chicago Metropolitan Agency for Planning maps and analyses of habitat corridors.

- 1.1 Explore aggressively the potential to secure funding for land acquisition through a voter referendum, a tax levy increase and other alternative strategies.
- 1.2 Review and revise the Forest Preserves' current land acquisition prioritization process, including determining whether different strategies would be needed for potentially varying annual budgets.

### 2 Incorporate land conservation models that do not include ownership.

The Forest Preserves mission is to acquire, restore and manage lands for the purpose of protecting and preserving public open space. Because of 21st century limitations on available land, the Forest Preserves should widen its mission beyond its own property to achieve its larger goal of ensuring adequate natural open space in Cook County.

- 2.1. Explore aggressively alternative land acquisition strategies such as land banks, easements, and partnerships with other government agencies, park districts, non-profits and other strategic partners not traditionally involved with land conservation.
- 2.2. Influence land conservation with others via tools such as site easements, strategic partnerships with private and public entities for collaborative land conservation, and advocacy.

### **3 Ensure that Forest Preserves' current land remains in the Forest Preserves and is maintained in accordance with its mission, including recreation that is compatible with nature.**

- 3.1. Place a moratorium on disposition of land and empower a body led by the Conservation and Policy Council to review and develop a final disposition policy that make land disposition possible only in rare and extreme instances.
- 3.2. Clarify, rewrite, and improve both the current Land Use Policy of the Forest Preserves and the corresponding State Code provisions for consistency and clarity, including the creation of a comprehensive executive summary that reflects the material operative provisions.
- 3.3. Use existing knowledge of encroachment and misuse to design an aggressive plan to reclaim public land for the public good.
- 3.4. Coordinate approaches that are in line with the Council's Compatible Recreation Paper.

### **4 Continue to consider equity and access among the key factors when determining where to acquire land.**

Because the preserves are not distributed evenly or equitably throughout the county, more emphasis should be placed on equity in the land acquisition prioritization process.

- 4.1. Coordinate approaches that are in line with the Council's Racial Equity, Diversity and Inclusion (REDI) position paper.

### **5 Build public support for robust successful land conservation.**

- 5.1. Clarify the Forest Preserves' intentions as part of acquisition process and clearly communicate the possibilities and timeframe for investment in each acquired parcel.
- 5.2. Create a Community of Support for the forest preserves by building awareness of the value of the preserves to the quality of life of our region. The success of all recommendations above depends on this.

# Position Paper

This position paper is one of four published in 2020 by the Conservation and Policy Council of the Forest Preserves of Cook County (Forest Preserves). Each of these documents outlines a set of principles and recommendations about key issues that face the Forest Preserves today and in the foreseeable future. It is our intention that these papers will set clear guidelines for the actions and direction of the Forest Preserves staff, its Board of Commissioners, and its partners and supporters.

These position papers continue an important legacy of civic leadership related to the Forest Preserves. While natural areas no longer remain in many Midwestern counties, in Cook County, natural communities have survived because of the vision of civic leaders.

From the beginning, the Forest Preserves has struggled to uphold its mission and protect its land. Earlier Advisory Committees provided published reports in 1929, 1952 and 1959 to guide land acquisition, development plans, protection, operation and public use of lands, and methods of finance. These early advisory reports provide an important foundation to build on. The 1959 Advisory Committee, for example, wrote, “The Board has kept in mind the fact that the great holdings of the District are the property of all the citizens of Cook County and has refused to dissipate them for community, municipal or other purposes not in the interest of the general public,” and that it takes “vigilance, effort and courage” to sustain and enforce these policies with firmness and resolution.

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APPENDIX

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# Acquisition and Disposition of Land Appendix

During the past one hundred years, many important and thorough documents have been produced about land acquisition in the Forest Preserves of Cook County. A large amount of material is archived and available in a searchable database at the University of Illinois at Chicago Special Collections Library:

[Researchguides.uic.edu/fpdcc](https://researchguides.uic.edu/fpdcc). The archive includes maps, legal documents, newspaper articles, policies, reports, correspondence, photos and plans.

## WORKS REFERENCED IN THIS PAPER INCLUDE:

Chicago Metropolitan Agency for Planning - GOTO 2040 Plan  
[cmap.illinois.gov/programs/sustainability/open-space/green-infrastructure-vision](https://cmap.illinois.gov/programs/sustainability/open-space/green-infrastructure-vision)

Chicago Wilderness Green Infrastructure Vision  
[maps.fieldmuseum.org/GIV/](https://maps.fieldmuseum.org/GIV/)

Forest Preserves of Cook County Land Acquisition Plan, 2012  
[fpdcc.com/about/plans-projects/land-acquisition-plan/](https://fpdcc.com/about/plans-projects/land-acquisition-plan/)

Southeast Cook County Land Acquisition Plan, 2019  
[fpdcc.com/about/plans-projects/land-acquisition-plan/](https://fpdcc.com/about/plans-projects/land-acquisition-plan/)