

CITIZENS LEAGUE REPORT

No. 35

**Statement:
Metropolitan Area Park Needs**

December 1954

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Citizens League
601 Syndicate Building
Minneapolis 2, Minnesota
Lincoln 0791

STATEMENT OF METROPOLITAN AREA PARK NEEDS

Prepared by the Metropolitan Area Parks Committee of the Citizens League

SUMMARY

1. Needs. The committee has studied the question of need for metropolitan parks and believes that there does exist a real need for large wooded, scenic park facilities and for access to natural facilities such as lakes and rivers within an hour's driving range of the Twin Cities.

This requirement arises from man's basic desire to get out into the open, away from the congestion and bustle of city life, combined with the present lack of facilities to meet this desire.

With 5,115 acres of parks and seven lakes in Minneapolis alone, it may appear at first glance that outdoor picnic and play facilities should be adequate. This impression is incorrect, for these reasons:

- a) The recognized national standard for urban communities is one acre of park for every 100 people. While Minneapolis just hits this mark, with 5,115 acres and 521,718 population, the outlying suburban areas of St. Louis Park, Richfield, Robbinsdale, Edina, etc., had a population of 83,000 in 1950, with less than 250 acres of parks in total. Since 1950 this population has grown even further. Not only do residents of the suburban areas need park space, but their natural tendency to use the city parks of Minneapolis results in a net deficiency of park facilities for the Minneapolis metropolitan area. Evidence of this condition is apparent to those who attempt to find a picnic spot on a summer Sunday afternoon in Minnehaha Park, Nokomis Park or other city parks.

Charles Doell, Superintendent of Minneapolis Parks, states that the city's park facilities are becoming more overtaxed yearly. From 1940 to 1950, population in the Twin Cities area has increased 17% with very little park acreage increase in the same period. Large metropolitan park areas outside of the city are needed to relieve city park congestion.

- b) The city parks, even if sufficient for their purpose of providing for the organized recreation needs of the population, are not intended for and cannot meet the need of providing large, scenic, natural outdoor areas for hiking, picknicking, nature study, with the creation of a feeling of seclusion and complete removal from the city pattern.

The lakes in Minneapolis are relatively small and contain regular shore lines. They are of limited use for boating, fishing and swimming and are very heavily used at present. Public access for boating, swimming and fishing on many of the other lakes and rivers in the area should be provided.

It is these needs in particular that are not being met today. The city dweller or suburbanite has almost no place to take his family for a picnic away from the city other than a few scattered and often overcrowded picnic tables along the highways or distant state parks.

It might be argued that state parks provide for these needs, but the remoteness of most of the state parks from the Twin Cities prevents their practical use for the purposes mentioned without undertaking major auto trips. Further, it is not the purpose of the state park program to serve local needs, but rather to set aside historical or virgin natural areas reflecting unusual scenic qualities wherever such areas may be.

The efforts and results of other cities in setting up metropolitan park areas outside of their congested areas is significant of the universality of this problem and suggests that we in the Twin Cities may be backward in this respect. Chicago, Milwaukee, Detroit, Cincinnati and Union, Essex and Bergen Counties in New Jersey are outstanding examples of groups which have taken action on the problem and set aside outlying wooded areas for the use of the people. In the Detroit area, for instance, 7500 acres have been set up in a metropolitan authority and in Milwaukee 7300 acres.

Our growing population and increased leisure time provide steady pressures which will further expand the existing needs for metropolitan park areas. The committee believes that meeting these needs is important to maintain and improve the Twin Cities as a place to live.

2. Type and Location of Areas Needed. As stated above, the committee feels that the basic requirement is for wooded, scenic areas for picknicking, camping, hiking, nature study and the general enjoyment of the out of doors, with the aspects of seclusion and removal from the city and for access to natural facilities such as lakes and rivers. Further, it is our opinion that these park areas should be within an hour's drive from downtown Minneapolis or St. Paul so as to be readily accessible while yet outside of the congested areas of the city.

It is not within the scope of this sub-committee to suggest specific areas which qualify under the above description. It should be stated, however, that such areas do exist (such as the Minnesota River Valley) and that early action is needed to reserve them for public use before values are further increased through additional residential, agricultural or industrial development.

3. Need for Immediate Action. As suggested above, as our population continues to expand the problem becomes more acute. For our needs for park facilities are growing with population and the available areas of land become more expensive.

The following table shows our population increases in the Twin Cities Metropolitan area in the years 1940 to 1950:

<u>Area</u>	<u>Population Increase</u>
Minneapolis	6%
Minneapolis Suburbs	111%
St. Paul	8%
St. Paul Suburbs	93%
Total	17%

Note that with the trend toward decentralized living the suburban areas are growing the most rapidly. Thus the very tracts of land which are desirable for parks are in danger of becoming the building sites for the expanding population. Action must be taken soon if we are to reserve large areas which can provide the feeling of seclusion from the city without being too far distant from the city.

4. Legislative Recommendations. In considering the needs for metropolitan parks and the types and locations of areas needed, the committee was inevitably drawn into the legislative area to make recommendations regarding the organization and operation of the parks desired.

Because metropolitan parks must be laid out on the basis of natural wooded and scenic park-sites, lakes and rivers rather than along the boundary lines of political divisions, it is recommended that a Metropolitan Parks Authority be established to plan, purchase, build and operate these parks. The limits of the Authority would be approximately 25 miles from the Court House of Minneapolis and St. Paul.

An overall Park Authority is also recommended as the best means of financing the parks, for the purpose of the park system would be to serve all of the Twin Cities and suburban areas and in this manner the financial load could be spread over the entire population of this area.

It is not intended for the metropolitan park system to interfere with the parks of the local communities. These cities and villages would continue to develop parks and playgrounds for their own local needs in the manner to the extent desired locally. Wherever a local unit has developed a park area suitable for use by the Metropolitan Authority, it could be transferred to the Authority if the town or village desired to do so.

These points summarized above are taken up in further detail in the committee's full report, together with an appendix covering some of the problems and results in other communities and some pertinent quotations from various sources.



Citizens League of Greater Minneapolis
601 Syndicate Building
84 South Sixth Street
Minneapolis 2, Minnesota

Citizens League

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December, 1954

METROPOLITAN AREA LEGISLATION STUDIED BY LEAGUE COMMITTEES

Metropolitan area parks and metropolitan area transit commission legislation, under study by two League committees for almost a year, are nearing the recommendation stage. These proposals are being discussed with interested public officials in the Twin Cities area before final action is taken by the committees. League members interested in these proposals are urged to express their views either at the committees' meetings or by phone call or letter to the League Office.

First reports of the committees on these two items of legislation may be summarized as follows:

Metropolitan Area Parks

This committee, first under Lloyd Hale and now under Edwin P. Chapman, reviewed the park deficiencies in Hennepin County and concluded there are two. The first deficiency is the lack of neighborhood parks and playgrounds in most of the suburbs of Minneapolis and other communities in Hennepin County. This is the local problem of the separate communities. Some steps are being taken to correct this deficiency. Until it is corrected Minneapolis parks will get undue use by suburbanites.

The second deficiency is area-wide in nature. It is the lack of large, wooded scenic areas kept in a natural state for picnicking, camping, hiking, nature study and the general enjoyment of the out-of-doors. In particular, the public has almost no means of access to the rivers and lakes in the area outside of the lakes in Minneapolis. No tracts of land are being reserved for this use and the opportunities for setting aside such tracts at reasonable costs are disappearing rapidly.

The committee has drafted and is studying enabling legislation which would permit the creation of park districts to provide facilities of this kind.

(Continued on page 2)

Metropolitan Transit Commission

The need for up-to-date local regulation of our transit problems was pointed out by the League's Board of Directors during the 1953 legislative session. Contrary legislation in that session was killed by the Governor's veto. The League's Transit and Traffic Committee, Desmond Pratt, chairman, picked up the problem in December, 1953, and reaffirmed the League's earlier conclusions.

A proposed bill has been submitted to legislators and most of the governing bodies and bus companies within the area shown on the map, and a meeting of the League's committee and interested parties has been called for Saturday, December 18, at the University YMCA at 9:30 a.m. The proposed bill was discussed by Minneapolis and St. Paul council representatives at meetings on December 13 and 14.

(Continued on page 2)

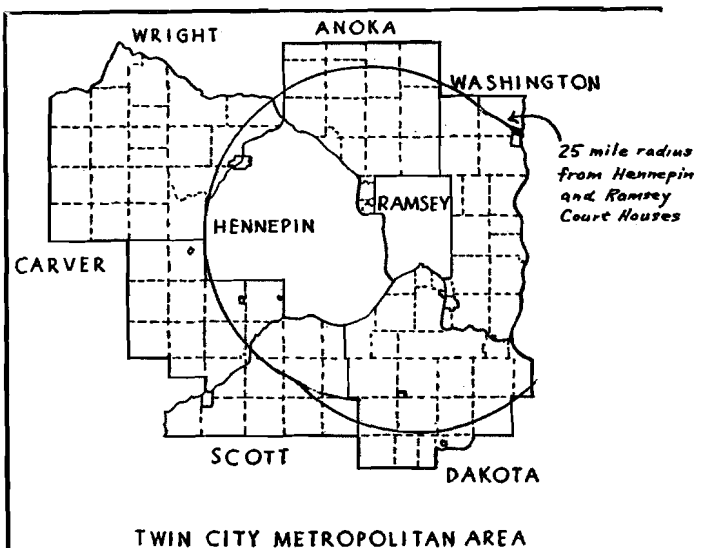
New Officers Take Over

(Pictures on page 2)

The 1954-55 officers of the League took over their duties at the League's annual meeting on November 16. Newly elected are Charles T. Silverson, president; Walter S. Harris, Jr., first vice-president; Sander Genis, A. P. Eberl and Mrs. Hayle Cavanaugh, vice-presidents; Thomas C. Myers, secretary; and William Chapman, treasurer.

The other Board members are Paul Albrecht, Charles S. Bellows, James Bormann, E. C. Brown, Jr., John Bystrom, Clarence R. Chaney, Bruce B. Dayton, Harry Fiterman, Lloyd Hale, Rev. E. S. Hjortland, Stuart W. Leck, Mrs. Irvine McQuarrie, Gordon Mikkelsen, Winston L. Molander, Arthur Naftalin, Norman L. Newhall, Jr., Lloyd Short, Otto A. Silha, John Windhorst and Brison Wood.

Charles S. Bellows, last year's president, is the new chairman of the executive committee.



Your Officers for 1954-55



Silverson
President



Harris
First Vice-Pres.



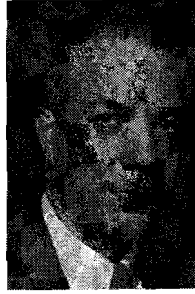
Genis
Vice-President



Eberl
Vice-President



Mrs. Cavanor
Vice-President



Chapman
Treasurer



Myers
Secretary

Parks—

(Continued from page 1)

Before progressing to this point the committee convinced itself that there is little prospect of this need being met by either existing state or local governmental units. It, therefore, concluded that authority for a new governmental unit, presumably at the metropolitan area level, is needed.

Discussions with the Chamber of Commerce and public officials of St. Paul revealed a similar feeling of need for large area park development there, so the boundaries and governmental units included are made sufficiently flexible to permit a Twin City area development, such as Theodore Wirth, Minneapolis Park Superintendent emeritus, envisioned in a report back in 1939.

State and local park officials and legislators told the committee that other areas in the state have need for park facilities on a regional basis, so the proposed enabling act has been patterned after the Ohio act. It authorizes the creation of single or multi-county park districts by the county board or boards on the petition of 5 per cent of the voters or a majority of the village councils in the area. The creation of a park district must be submitted to a referendum if 5 per cent of the voters request it.

Park district boards are appointed in the first instance and then elected. They are given the broad powers customarily given a park board except that their power to levy taxes and to borrow money is closely prescribed. A small property tax levy on the district is contemplated as the best source of operating funds. The boards are given considerable police power over lakes within the district which

are not otherwise subject to regulation. The boards are given the power to adopt and enforce ordinances.

Each board is required to hire a superintendent and minimum qualifications for appointment are set out. The boards can assess benefited property owners for 50 per cent of the cost of improvements, or more with their consent. Additional tax levies can be authorized by referendum vote.

Transit—

(Continued from page 1)

At these meetings, as reported in the press, representatives of the two big city councils expressed their belief that the so-called Arthur-Hannula bill should be used as the basic framework, since the two cities had agreed on this before and the legislators already have some familiarity with it. The aldermen were most appreciative of the League's work and indicated an intention to incorporate the most important parts of the League's proposal in the bill they recommend.

The principal point of disagreement is the size and method of appointment of the commission. A full airing of this part of the legislation is expected at the meeting on the 18th.

St. Louis Park has already voiced unofficial disapproval of the proposal. Others seem to favor it. It is quite clear that some new legislation in this field will be passed at the 1955 session.

The draft of the bill presently under consideration would create a Twin Cities Area Commission with jurisdiction over the area shown on the map. The Commission would control rates, routes, fares and service except as the power to control speed,

parking, traffic flow and safety remains with the municipalities.

Three commissioners appointed by the governor would comprise the commission with one each required to be from St. Paul, Minneapolis and outside the two cities. The commissioners cannot hold other public office. They can pay themselves up to \$50.00 per meeting but cannot exceed \$5,000 for the first year and \$2,500 per year thereafter apiece.

The expenses of the commission are divided equally between the municipalities (on basis of assessed valuation) and transit companies (on basis of gross operating revenues).

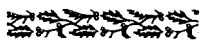
A professionally trained director is to be hired and he will conduct hearings and recommend findings of fact and conclusions of law. These are reviewed and adopted by the commission with or without the hearing of additional evidence. Commission decisions are appealed directly to the Supreme Court, which reviews essentially the conclusions of law only.

The rights of all parties to be heard are protected, but municipalities maintain only police power rights as to the regulation of transit.

In determining rates needed to provide adequate service at a reasonable cost to transit users and a reasonable profit to the companies, the commission is to give due consideration to the operating ratio (ratio of operating expenses to operating revenues) among other factors.

No provision is made for municipal ownership.

Ridgway Baker is the new chairman of the Transit and Traffic Committee and Myron Powell was chairman of the sub-committee which prepared the report and the proposed bill.



SEASONS GREETINGS — FROM THE

C I T I Z E N S L E A G U E O F G R E A T E R M I N N E A P O L I S

METROPOLITAN PARK PLANNING COMMITTEE

Report of Sub-committees on Metropolitan Park Needs

SUMMARY

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This requirement arises from man's basic desire to get out into the open, away from the congestion and bustle of city life, combined with the present lack of facilities to meet this desire.

With 5,115 acres of parks and seven lakes in Minneapolis alone, it may appear at first glance that outdoor picnic and play facilities should be adequate. This impression is incorrect, for these reasons:

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These points summarized above are taken up in further detail in the main body of the report which is attached, together with an appendix covering some of the problems and results in other communities and some pertinent quotations from various sources.

Minneapolis, Minnesota
March 23, 1954

STATEMENT ON THE NEED FOR METROPOLITAN PARKS
TWIN CITY METROPOLITAN AREA

REPORT SUBMITTED BY THE SUB-COMMITTEE ON "NEEDS"
CITIZENS LEAGUE OF GREATER MINNEAPOLIS

After several conferences and some research, your committee is now pleased to report that

WE BELIEVE:

Needs for Metropolitan Parks

I That metropolitan parks (separate from local park and recreation authorities) ought to be established because:

- A. Man is basically dependent upon land for his living and well being. Even though he may come to the large metropolitan areas to live and be engulfed in the turmoil and humdrum of everyday city living, he still has the natural instincts related to the land and its resources. He still has the basic urge and desire to get out into the open and be able to partake of the scenic beauties and recreation by getting out into the out-of-doors.

With our increase in densities in urban areas, it is important that our population have places to go, where they can get away from the noise, congestion, and bustle of city life. Here would be the opportunity to relax, enjoy the open areas, picnic, study the various aspects of nature, and rehabilitate both the body and the mind. Present limited facilities in our metropolitan areas attest to this basic urge of a population to get out into the open. People connected with social and welfare work indicate that there is a great deal of benefit to be secured from these contacts with nature.

It is all important, therefore, that if we are to keep our large metropolitan area healthy and our population satisfied and if we are to help them adjust and live in a congested city environment, this basic need and human desire must be provided for.

- B. Large reservation areas are no longer obtainable within the intensely populated areas. Some agency must be in a position to go outside the congested areas and acquire these large areas where they are available. An agency is needed that will not be hemmed in or be limited by boundaries of various local governmental agencies.
- C. Increase in leisure time is a national phenomenon. There is no doubt that the United States will continue this pattern because it is only by the industrialization and mechanization of our country that we can remain strong and provide for full production and a high standard of living for our population. We have now reached the point where a forty-hour week is accepted; and there is no reason to believe that with the latest modern trend of self-

Statement on the Need for Metropolitan Parks (Continued)

operating factories which are now being talked about, the prediction made a few years ago of a thirty-hour week may not be too far in the offing. There may be a question as to whether such a large amount of leisure time is actually desirable from the individual's standpoint, but nevertheless it will be with us. Public agencies will be called upon to provide some of the services to absorb this leisure time. From the foregoing, it is quite apparent that the large metropolitan areas will require more space in which this leisure time can be used constructively.

- D. All metropolitan areas are becoming more unified, and our Twin City area is no exception. We are becoming more closely coordinated and some functions have already been developed to serve the whole community, such as a sewage system, Metropolitan Airports Commission etc. There is no doubt that the wisdom and necessity of such programs will continue as our population increases. There is no reason why an overall system of large reservation areas would not be to the best interests of all people, regardless of what community they live in.
- E. The immediate great need is the actual acquisition and conservation of large reserve areas. As our population increases, the possibility of securing such areas decreases. The great need, therefore, would be the acquisition of these areas rather than their development at this time. Those areas must be large enough so that they will create the feeling of complete seclusion from the city pattern. This does not imply, however, that smaller areas which have scenic or historical value cannot be incorporated in the overall program.
- F. The uses to which the reservation areas could be placed are unlimited. Generally speaking, the development would be relatively simple as the primary objective would be to return them to their natural state. They could be used for camping programs, picnicking, family outings, etc. There could be areas for hiking, horsback riding, fishing, education, conservation use possibilities, preservation of areas for sportsmen's groups such as fishing and shooting, historical areas, and unlimited other categories. As will be noted by the above description, these areas would appeal to and service practically all groups in a metropolitan area.
- G. Our population is being educated to the use of park and recreational areas and is realizing the value and the importance of these facilities. There is no doubt that this demand will continue and increase.
- H. The suburban areas have shown faith in the need for providing for the leisure time of the people, and several of them have already established park and recreation areas and programs. It is anticipated that each local community would provide its own local neighborhood services.
- I. The Mississippi River Parkway Project, which is becoming a reality, is evidence of the need for Minneapolis and St. Paul to organize parks together.

Statement on the Need for Metropolitan Parks (Continued)

- J. Public ownership of streams, lake frontage, and other natural resources must be acquired so that these areas will not become nuisances through flooding, public dumping, misuse, etc. Enough land should be acquired in these areas to control various aspects such as flooding, areas for storage basins, stream flow, land use control, etc.
- K. On April 1, 1950, the United States had a population of 150,697,361. Between 1940 and 1950 the increase was a total of 19,023,026 or 14.5 per cent. The rise promises to hold up fairly well--the projection being 163 or 169 million people by 1960. With this same rapid increase in total population, there is the other national phenomenon that the large metropolitan areas are growing larger and the rural areas are decreasing in population. Where it used to be that sixty per cent of the people lived in rural areas and forty per cent in urban areas, it is now just the reverse, with about sixty per cent of the people living in the urban areas or metropolitan areas, and forty per cent living in the rural areas. This indicates a continual increase of pressure and densities in our large metropolitan areas. The Twin Cities, of course, are no exception, and a review of the population increases will indicate what has happened within the Twin City area. (See tabulation in the Appendix--"Population Changes, 1940 to 1950".)

II AREAS INCLUDED

That a park authority ought to have boundaries determined by topographic and park-like natural features rather than by corporate limits of political subdivisions because: inconsistent with the necessary supporting population,

- A. Lands and waters suitable for metropolitan or regional parks do not follow or are enclosed by corporate boundaries; e.g., both banks of a stream which forms a political boundary may be equally suitable for park purposes.
- B. Population itself does not necessarily follow political boundaries, and we find that as our metropolitan area grown in population, what were formerly apparently separate political areas become more and more difficult to discern from the public standpoint.

III SIZE AND BOUNDARIES

Since some limits must be set, we suggest that the limits^{approximately} of the Minneapolis-St. Paul Metropolitan Airports Commission (25 miles from the City Halls of Minneapolis and St. Paul) be named, with some provision for subsequent amendment of such boundaries, because:

- A. This is substantially the territory recommended by the National Park Survey of 1941, in which they enumerated all the districts needs for metropolitan parks in the Twin City area. (All or parts of Washington, Anoka, Ramsey, Hennepin, Wright, Carver, Scott, and Dakota Counties.)
- B. Although the indications are that the above-described boundaries would encompass an area of a size to take care of the foreseeable future of our Twin City expansion, some flexibility should be

Statement on the Need for Metropolitan Parks (Continued)

provided for future changes that may take place or for making it possible to encompass any special features that might lie outside the above district.

IV NEED FOR EARLY ACTION

That should the foregoing objectives II and III prove unattainable, it is better to accept other boundaries of lesser scope, even to the extent of accepting boundaries coinciding with those of political subdivisions, rather than lose further time in preserving likely park areas now. All this because:

- A. The Twin Cities are among the most backward in this respect of practically all metropolitan cities of their size. (See chart in Appendix--"Park Systems in Other Metropolitan Areas".)
- B. Sizable attractive areas are even now in short supply, and prices will rapidly rise as the supply diminishes. In 1953 the total valuation of building in the Twin Cities and their suburbs was estimated to be between 175 and 200 million dollars. The United States Census Bureau indicates that in 1950 for the Twin City metropolitan area there was a population of 1,135,694. The State Health Department estimates the 1953 population to be 1,258,225. (Counties of Hennepin, Ramsey, Washington, Anoka, Dakota, Scott, and Carver.) The foregoing figures indicate the rapidity with which our Twin City area is expanding from both population and building standpoints. The urgency is apparent of the need for securing the sizable areas that are required, while they are still available.
- C. There is at the present time favorable sentiment for this movement.
- D. Since such parks tend to improve and stabilize real estate values and since their presence improves the well-being of the citizens, these values should not be further kept from realization.

V LEGISLATIVE ASPECTS

The authority of the governing body should be exercised throughout the district as bounded, exempting therefrom all political subdivisions within the district which have locally constituted departments for the administration of parks and recreation but with provisions (a) that under proper conditions such exempted political subdivisions may transfer the responsibility for parks and recreation to the metropolitan authority and (b) that with the consent of such exempted political subdivisions, the metropolitan authority may exercise its powers within such political subdivisions on certain specified areas or activities. All this because:

- A. The prime objective of the metropolitan authority would be to obtain fairly large tracts of rural scenery that cannot practically be acquired by any one of the individual cities, towns, and villages, but which are needed by the inhabitants of all. In this respect, it is well to note the functions and definitions of national, state, metropolitan or county, and local parks as professionals in these matters view them.
 1. National Parks. A definition of a national park as defined

Statement on the Need for Metropolitan Parks (Continued)

in enabling legislation is as follows:

In establishing the National Park Service in 1916, Congress enjoined it "To conserve the scenery, the natural and historic objects, and the wild life," in the national parks and monuments, "and to provide for enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." This has been the objective of most acts of Congress relating to the National Park Service, even in the establishment of the first national park at Yellowstone in 1872. The Antiquities Act, which antedated the establishment of the National Park Service by eleven years, gave the President authority to designate as national monuments "historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest" situated on lands owned or controlled by the United States. This idea was enlarged by the Historic Sites Act of 1935 which declared "that it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States." In 1936 the Park, Parkway, and Recreational Area Study Act was passed which placed in the National Park Service responsibility for cooperation with other Federal agencies, and with the various states and their political subdivisions, in the planning of their parks, parkways, and recreational areas. Prior to that time (1933) the Reorganization Act authorized the President to transfer jurisdiction of all parks and monuments, previously administered by other departments, to the National Park Service.

2. State Parks. A State Park is a virgin natural area reflecting unusual scenic qualities or a typical section of the state's original domain-- of considerable size so that a small portion can be set aside for concentrated use and the remainder preserved in its original form, or an area which authentically reflects individuals or events distinguishing the history of the state. It offers opportunity for activities such as nature study, hiking, swimming, picnicking, camping, boating, etc.
3. Metropolitan or County Parks. The county, metropolitan, or regional park areas would be rather extensive in nature and could more or less be used to serve the immediate needs of the whole metropolitan area. They would be used for picnicking, camping, nature trails, scenic factors, conservation, outdoor education, sportsmen, historical and geological features, etc. In conjunction with the above uses, facilities such as buildings, sports areas, and other services may be required.

In time, as the metropolitan area encroaches, it can be anticipated that again some of these regional parks may become hemmed in by population and may lose some of their original native characteristics.

Statement on the Need for Metropolitan Parks (Continued)

It is in no way assumed that a regional or metropolitan system would usurp the privileges and responsibilities of the local communities as far as taking care of local leisure time problems is concerned. Likewise, it can be assumed that these regional areas will not be a substitute for large state park areas which take care of our whole state area and large tourist trade and which preserve, due to their large land areas, some of our basic scenic natural resources.

4. Municipal Parks. Municipal or village parks are developed to take care of the immediate needs of the local community. In large cities such as Minneapolis, some park areas may necessarily be rather extensive for purposes of picnicking, creating a feeling of the out-of-doors, etc. In general, however, municipal systems, especially in this metropolitan area, are designed to take care of the organized recreation needs of the population.

- B. Some of the communities or towns have a good start in providing for local parks and recreation and likely would favor exercising their own judgment as to how much or how little they wish to develop and pay for. These units of course are primarily local in nature, and it is expected that this pattern would continue.
- C. Other towns may feel entirely unable to cope with the situation and so should have the opportunity of accepting an alternative or a helping hand in solving their problem.
- D. Future experience may be so favorable as to encourage complete unification of all park and recreation affairs in the metropolitan authority, and the way should be left open for such an opportunity. The experience of the Milwaukee County Park Commission is a good example of the success of such an approach, whereby the local communities have joined with the authority. In recent years the City of Milwaukee park system has also been within the operation of the Milwaukee County system. ✓
- E. Even though potential park land (say along a stream bed) should traverse the confines of a town or village exempted from the metropolitan authority, the authority should not have the power to acquire such properties without the consent of the local governing body. The autonomous rights of local self rule ought to be respected. On the other hand, should any local governing body wish to transfer certain of its park and recreation functions to the metropolitan authority, this way too should be left open. At this point it may be well to indicate that the absorbing of local town facilities may change some of the aspects of our original definition of a county or metropolitan system as it is apparent that if the facilities of the local communities or towns were taken over, the programming and operation would also possibly have to be assumed.

Statement on the Need for Metropolitan Parks (Continued)

PARK OBJECTIVES AND PROGRAMS

Even though the main objective herein is to provide fairly large areas of natural scenery, if other (and in their proper emphasis) equally important objectives are present, they should be provided for in writing any enabling legislation. These include:

- A. The right to construct, provide, maintain, and operate facilities for public recreation and to conduct and promote recreation programs because:
 - 1. The more important and larger of the park holdings will have a 5-10 acre area rather intensively developed with ball diamonds, horseshoe courts, etc., adjacent to picnic areas.
 - 2. The conduct of nature programs is an essential part of recreation. Singing, horseback riding, hiking, winter activities, and many other forms of recreation are properly a part of metropolitan parks.
 - 3. Incorporated towns may want the authority to conduct certain of its recreation programs in the metropolitan system.
 - 4. Any ultimate unification of parks and recreation within this metropolitan area will require such powers.
- B. The right to engage in certain business enterprises such as:
 - 1. The operation of concessions
 - 2. The operation of boat livery service
 - 3. The maintenance of facilities such as horses, bicycles, etc., for public use.

In conclusion, let it be noted that this committee was not called upon to comment on the other phases of park study such as:

- a. Representation or make-up of the governing or legal body
- b. Financing of the authority
- c. Legal phases and problems
- d. Other powers and duties not enumerated above.

It is the opinion of this committee that with the information in this report, the committees assigned to cover the other specific problems should have a guide that will help them produce and solve the other problems. This committee, however, stands ready to give whatever other assistance is needed.

As an indication of some of the problems, results, and reasons used by other communities, there are appended some quotations from other sources.

APPENDIX

In the book, "Landscape Architect," by Charles Eliot, there are the following quotations in reference to the establishment of a metropolitan park system in the Boston area. A discussion in the book explains some of the immediate problems related to the establishment of a metropolitan system in the environs of Boston. Following is a petition of a meeting of December 16, 1891, sent to the General Court:

"The undersigned petitioners respectfully represent that the sea-shores, the river-banks, the mountain-tops, and almost all the finest parts of the natural scenery of Massachusetts are possessed by private persons, whose private interests often dictate the destruction of said scenery or the exclusion of the public from the enjoyment thereof. In the opinion of the undersigned, the scenes of natural beauty to which the people of the Commonwealth are to-day of right entitled to resort for pleasure and refreshment are both too few in number and too small in area....."

"It has been pointed out that the location of large public reserves should be determined chiefly with reference to the inclusion therein of the finest scenery of each region or district. Now, the park act limits the field of action of our park commissioners to the bounds of their respective towns and cities, while it is self-evident that these boundaries bear no relation to the scenery of the district they divide. Indeed, the boundaries of our towns are very apt to bisect the prettiest passages of scenery, as where the line follows the channel of a river or brook the banks of which are beautiful. In these cases it is at present practically certain that neither town would act to take the banks, for it would be senseless for one to act without the other, and one or the other is almost sure to feel that its burden of expense is out of proportion to the benefit to accrue to it. Under the park act, a board of park commissioners will seldom make open spaces near the boundary of their town or city, even though the best lands for the purpose are to be found there, and even though a dense population needs them there. Under the park act, no park board can take lands outside the arbitrary town boundary, even though a fine site for a park lies adjacent to the boundary near their own centre of population, and so remote from the population of the adjacent township that its park board will never want to buy or take the place."

Within a very few years after the Massachusetts Act, New Jersey passed its first regional park act, providing for county park systems. Pursuant to this act, Essex County became the first county park system in the United States. Regional park systems, however, increased in number very slowly until about the second decade of the twentieth century.

A letter from Frederick Law Olmsted, Landscape Architect, written on October 6, 1886, was directed to the Board of Park Commissioners of Minneapolis, Minnesota, relative to the general duties of park commissioners and incidental matters. From that letter comes the following quotation:

Appendix-(Continued)

"The essence of the duty of Park Commissions in respect to Parks may be come at in a similar manner. With respect to parks, that is to say, so called in distinction from all those classes of grounds with which cities were more or less furnished before Park Commissions were made a part of the machinery of city government. Thirty years ago there were no such parks in America, and the few in Europe did not originate in any popular demand; they were not the property of the cities that made use of them. They had been formed and held for private purposes and so far as they were adapted to serve any others had become so by accident. To realize how rapid and how distinct the demand for these parks has since come to be, it is only necessary to consider that already nearly every considerable city in the civilized world has become possessed of one. London has acquired six thousand acres of park lands; Paris about three thousand; Liverpool, Manchester, Birmingham, Leeds, Glasgow, Brussels, Amsterdam, Florence, each considerable areas. Let us look, however, more particularly at what has occurred in America.

"When, in 1858, New York set about making a park of 760 acres there was reason for the apprehension that the undertaking was not merely ahead of the times but that it would saddle the city with a piece of property much larger than it could ever be profitable for it to maintain. The manner in which the park soon came to be used, however, proved the existence of a popular want, the extent of which no one, even of those who had been most active in promoting the scheme, had suspected. And this first park was found to add so much to the value of the city as a place of residence, and indirectly as a place of business, and to its wealth and tax paying capacity that the government has since without serious opposition, acquired land for several additional parks, the entire area of her park land being now upwards of 4,000 acres. Philadelphia during the same period has acquired 3,000 acres of land for park purposes, and Brooklyn, Boston, Buffalo, Baltimore, Montreal, Chicago, St. Louis, San Francisco each from 500 to 2,000 acres.

"What is at the bottom of the popular want that is to be served by these large bodies of land? What is their distinctive essential purpose that could not be served on 'greens,' 'squares,' 'commons,' 'gardens,' and 'playgrounds,' of from five to fifty acres, that various cities had before possessed? Say it is an opportunity for recreation. But for what kind of recreation that could not be had upon the smaller grounds, or that could not be supplied by means that had been in use forty years ago?

"There is but one answer that will bear discussion. The kind of recreation that these large parks supply, and that nothing but these large parks supply, near a city, is that which a man insensibly obtains when he puts the city behind him and out of his sight and goes where he will be under the undisturbed influence of pleasing natural scenery. The more simple and purely

Appendix (Continued)

natural the scenery, consistently with reasonable convenience in the use of it; the more unsophisticated, the less adulterated with artificial objects of interest, the more valuable the park. Hence, the other things being equal, within reasonable limits, the larger the park the better, because the larger it is the smaller relatively; the less numerous and the less conspicuous will be the elements conteractive to the influence of scenery of a natural character. Yet, because the most important condition of permanent value in a park is that it shall be self-contained (that is, that the recreation of its natural scenery shall not be disturbed and neutralized by the mingling with its proper scenes of objects of a different character, such as houses situated on high ground about it, and that cannot be planted out), an area of a certain extent situated favorably to this purpose will be much more valuable than another much larger, the boundaries of which are less happy in this respect. For the same reason a small park may be more valuable than a comparatively large one if it happens that the small park has been better planted with reference to the object of excluding artificial or urban objects from view and disposing of its natural elements in a manner to bring about by their growth, broad, simple, ingenious, and unaffected passages of natural scenery.....

"There has been no case within my knowledge where, when the project of a large park has come to be discussed, there has not been lamentation that the want of it had not been recognized and provided for some years soober; and again and again I have been pointed to opportunities that had been lost for taking advantage of natural conditions of rare value for the purpose. Nor do I know a single case where a park has been well formed and brought into use that thinking people have not found reason afterwards to regret that its boundaries had not at the outset been determined more carefully and judiciously with reference to the distinctive object I have advised to be had in view.

"There is in the neighborhood of Minneapolis such a wealth of opportunities for finding ground for a park that would possess the supreme quality that I have termed self-containedness, and the city has taken up the question of a park so early in its career and with so much obvious enterprise, and has at its command, in Mr. Cleveland, so experienced and excellent a professional counselor, that it is reasonable to hope that it will not meet with a similar experience. Yet a caution against mistaken economy in the respect indicated may yet be timely....

In "County Parks, A Report of a Study of County Parks in the United States," 1930, by the Playground and Recreation Association of America, there are the following quotations alluding to the reasons for county parks:

Appendix (Continued)

"A number of reasons for county parks are set forth in a study prepared by C. B. Whitnall, former secretary of the Milwaukee County Park Commission. The following are excerpts from his report:

"With the tendencies toward extension and decentralization shown by most American cities, it is probable that at no distant day the county will become the city, as happened at Denver. It is only a matter of reasonable foresight that provision be made now for recreational areas throughout the county since such areas can only be provided adequately and economically before the people arrive in great numbers.

"It is not possible for individuals to provide their own outdoor recreational facilities. This is one of those public necessities which has to be created for common use. Yet tracts for the purpose must be so large and so widely distributed that they become in fact primary elements of the county plan.

"But as many people seek parks for passive, as for active, recreation. They may not consciously go to enjoy landscape beauty, but will state it in terms of picnics and the like. They want to get away from the harshness and crude lines and noises of the town, from the street poles and signs, from the creaking of car wheels, from the crowding and from too great individualism of street buildings, expressed in ugliness, lack of imagination and jarring sky lines. Cities are new things comparatively and city dwellers have had their roots only recently wrenched from the soil. To live in physical and mental health it is necessary for them to return frequently to the soil again for invigoration and refreshment. For most people the one opportunity for this comes through parks.

"Economically there is still another reason. In most settled localities there is a certain amount of either rugged or low land, little adapted to economic use but well adapted to park purposes. If left to economic use it is generally low priced and much abused, a harbor for rubbish and a plague spot to the locality. It is not only of little value in itself, but pulls down the values of other properties. Arranged as recreation grounds and planted and otherwise developed, it not only performs an invaluable function in the community, but created out of its vicinity the most valuable residential property a city possesses. It generally more than pays for itself in the increase in neighboring property values.

"While Milwaukee tends somewhat to decentralization, that may not always come in a way that tends to the best development and the most comfortable living. Parks and parkways both tend mightily to draw population to themselves when there is a source of livelihood within reasonable reach and at the same time tend to create a better type of living and development in their vicinities."

Appendix (Continued)

From the book, "Europe at Play, A Study of Recreation and Leisure Time Activities", by L. H. Weir, 1937, Chapter VI, "Forests and Recreation", we take the following quotations. These quotations will indicate the significance of forest preserves in European cities and significance in which they are held in those countries:

"The preservation, protection and propagation of forests in most European countries is a matter of great public concern and importance both for economic and recreational reasons. In some of the countries scientific forestry has been practiced for centuries. In Germany especially has scientific forestry attained a high degree of efficiency. Much of the original forest policy of the United States was based on the experiences and practices of the German forest system.....

"The great importance attached to the forests in Switzerland for the recreation of all the people is shown by the fact that according to the regulations of the Swiss Civil Law everyone is permitted to enter all forests, not only those belonging to the National Government, the cities and corporations, but also those belonging to private owners. It is therefore forbidden to fence private forests in such a manner as to close them to public walking.....

"Almost all the forests on the slopes and tops of the hills surrounding the city of Zurich are today the property of the city. These forests have for the most part been acquired since 1800 through the city systematically purchasing the forest properties of old timber corporations and private owners. The city today owns one-half of the total forest area within its boundaries. Of the remainder, one-third is divided among corporations; one-fourth is owned by the Canton of Zurich; one-sixth by the Federal Government (Lehrrevier der Forestschule der Eidg. Techn. Hochschule) and one-fourth by private owners.

"The forest ring has a great function which it is not possible to provide in the central parts of the city because of the lack of green spaces. The existing forest girdle is, therefore, to be preserved. It is on this basis that the city, as indicated above, has sought, as public means permitted, to bring into its ownership the forests lying in the environs of the dwelling quarters. In this way only is it possible to prevent speculation in forest lands....

"It is impossible to overestimate the importance of the forests in the life of a very large majority of the European people. This is especially true of Germany, Switzerland, Norway, Sweden, Finland, Czechoslovakia, Poland, Austria and some of the other eastern and southeastern European countries.

Appendix (Continued)

"The life of the people and the life of the forest is inextricably interwoven. Much of the folk lore, literature, art, music, handicrafts, etc., have their inspirations in the forests.

"In a land so densely populated as so much of Europe is the forests are a biologic factor of extraordinary importance in purifying the air and in providing beautiful, peaceful, quiet, restful places of retreat from too close living together.

"They are an important factor in maintaining the purity and average mean level of the waters of streams, rivers and lakes and thus contribute to good conditions for those widespread and favorite activities of swimming, canoeing, boating and fishing.

"Very few of the cities on the continent are far removed from extensive forests and by far the majority of the cities own forests either within or without the city boundaries or both within and without. These city-owned forests, and to some extent also the state owned and private forests, serve the people recreationally as do the forest parks or reservations in the vicinity of American cities. In fact, many of the municipally owned forests serve almost the same recreational purposes as do large parks in American cities. Thus in Frankfurt-on-the-Main in a large municipal forest is located an 18-hole golf course, a polo field, a racing track, and the great "stadion" one of those marvelous sports centers which represents one of the great contributions that Germany has made to recreational planning. In the Grunewald Forest at Berlin there are numerous sports fields and other active recreation facilities. Where the municipal forest areas comprise water forms as streams, rivers, lakes, etc., bathing, boating, canoeing, etc., are to be found. This is also true of water forms in state forests. Large open meadows in the forests may be used for free play, picnicking or sunbathing, or resting.

"Nearly all the forests both public and private are traversed by a network of trails. In the municipal forests and in some of the state forests in the vicinity of cities there are separate systems of trails for hikers, bicyclists and horseback riders. As a general rule, except where it is necessary to project a through road, automobiles are not permitted in the forests.

"Since most of the high elevations of the several countries are included in the forest areas it is quite natural that the principal sports centers for skiing, sliding, snowshoeing, should be located in them.

"The forests are the fundamental factor in the policies of the several countries relating to the protection and propagation

APPENDIX (Continued)

of game and hence are of tremendous importance in maintaining that condition, in an old land, where it is still possible to have good hunting."

From the book, "Forty Years of Landscape Architecture--Central Park 1853-1895--Professional Papers of Frederick Law Olmsted, St.," edited by Frederick Law Olmsted, Jr., and Theodora Kimball, Mr. Charles E. Doell has compiled the following information:

"In the descriptive report submitted by Olmsted and Vaux, they call attention to the central motive back of the design by asking the question, why was such a large area set aside in the area of Manhattan. Their analysis was that some day in the future, all of Manhattan would be laid out in streets and buildings would be placed on the intervening property, and that it would be impossible, except occasionally and at long intervals for the inhabitants to obtain any other sort of view or encounter any other surroundings than this, were it not for such a park. In other words, the park should not only be an exemption from urban conditions, but should provide the antithesis of urban conditions in the laying out of a landscape park.

"They point out that the hundreds of thousands of tired workers who have no opportunity to spend their summers in the country should be supplied with some semblance within the limits of the park. Their design, therefore, was based upon the fact that this bit of rural scenery ought to be provided within the park, and in the designs, they had provided for the general outline to be pretty well wooded so that one must get that effect from the inside. There being at least four crossings in the park for general purposes, it was convenient to vary the type of landscape within these four areas, so that in effect the park seemed larger than it otherwise would have been. They also introduced structures for traffic separation so that persons could walk, horseback ride, go in carriages, or escape the ordinary city traffic streets crosswise without coming together or crossing at grade or at the same elevation."

AN EXCERPT FROM THE 1890 ANNUAL REPORT OF THE BOARD OF PARK COMMISSIONERS

Letter from C. M. Loring to the Board

".....Other parks have been purchased, and now residents of every section of the city can reach a garden like park, the grand natural forests, the shores of beautiful lakes or the picturesque waterfalls and glens of Minnehaha, within a short

Appendix (Continued)

walking distance, or by electric cars for a fare of five cents. Thanks to the enterprise and generosity of the citizens of Minneapolis, her children now own some of the brightest jewels nature ever bestowed upon a favored people. They can roam through their own woods, sail and row on their own lakes, wander by the side of their own running brook, rest in their own beautiful gardens, ride or drive on their own roads for miles through picturesque and varied scenery, picnic in quiet glens within sound of the music of the beautiful waterfall made sacred by the song of our great poet, and in winter take in new life when skating on the well kept ice of their own skating ponds. This great property is theirs forever, it belongs to the rich and poor alike, it will be the most valuable heritage of their children and their children's children. They will, through their ownership, be better men and women, and through it be lifted to a higher plane of intellectual, moral and physical life.

"God help the boy who does not know
Where all the woodland berries grow,
Who never sees the forests glow
When leaves are red and yellow,
Whose childish feet can never stray,
Where nature does her charms display -
For such a helpless boy I say,
God help the little fellow."

Appendix (Continued)

POPULATION CHANGES - 1940 to 1950
MINNEAPOLIS AND SUBURBAN AREA

<u>City or Town</u>	<u>1940 Population</u>	<u>1950 Population</u>	<u>Increase</u>	<u>Per Cent of Increase</u>
Minneapolis	492,370	521,718	29,348	5.96%
<u>Suburban Areas:</u>				
Bloomington	3,647	9,902	6,255	171.51%
Brooklyn Center	1,870	4,284	2,414	129.09
Columbia Heights	6,035	8,75	2,140	35.46
Crystal	2,373	5,713	3,340	140.75
Edina	5,855	9,744	3,889	66.42
Fort Snelling	2,972	2,584	-388	-13.06
Golden Valley	2,048	5,551	3,503	171.04
Hopkins	4,100	7,595	3,495	85.24
Morningside	1,282	1,699	417	32.53
Richfield	6,750	17,502	10,752	159.29
Robbinsdale	6,018	11,289	5,271	87.59
St. Anthony	607	1,406	799	131.63
St. Louis Park	<u>7,737</u>	<u>22,644</u>	<u>14,907</u>	<u>192.67</u>
Total Suburban Areas	<u>51,294</u>	<u>108,088</u>	<u>56,794</u>	<u>110.72%</u>
Grand Total	<u>543,664</u>	<u>629,806</u>	<u>86,142</u>	<u>15.84%</u>

Suburban areas have increased about 57,000 since 1940, or a total of 111%. Minneapolis has increased about 6%. The whole metropolitan area has increased about 16%.
Source: United States Bureau of the Census-1950 Census of Population.

	<u>LAND AREA IN SQ. MILES</u>	<u>CENTRAL CITY (SQ. MILES)</u>	<u>URBAN FRINGE SQ. MILES)</u>	<u>LAND AREA OF CITY IN ACRES</u>
Minneapolis)		53.8)		34,432)
St. Paul)	231.0	52.2)	125.0	33,408)
		<u>106.0</u>		<u>67,840</u>

In the Twin Cities the total land area is 231 square miles, of which 125 square miles are in the suburban fringe area.

POPULATION CHANGES BY COUNTY*

<u>County</u>	<u>1950 Population</u>	<u>1953 Population</u>
Hennepin	676,579	713,846
Ramsey	355,332	372,262

*Source: Minnesota State Health Department, quoted in Minneapolis Sunday Tribune, March 21, 1954.

Appendix (Continued)

POPULATION CHANGES - 1940 TO 1950
ST. PAUL AND SUBURBAN AREA

<u>City or Town</u>	<u>1940 Population</u>	<u>1950 Population</u>	<u>Increase</u>	<u>Per Cent of Increase</u>
St. Paul	287,736	311,349	23,613	8.21%
<u>Suburban Areas:</u>				
Egan	915	1,185	270	29.51%
Falcon Heights	-	3,884	3,884	100.00
Inver Grove Township	1,385	1,752	367	26.50
Inver Grove Village	502	667	165	32.87
Lauderdale	-	1,033	1,033	100.00
Mendota Township	1,360	2,107	747	54.93
Mendota Village	228	243	15	6.58
Moundsview	1,924	6,182	4,258	221.31
New Brighton	658	2,218	1,560	237.08
New Canada	5,417	9,286	3,869	71.42
Newport	872	1,672	800	91.74
North St. Paul	3,135	4,248	1,113	35.50
Roseville	-	6,437	6,437	100.00
St. Paul Park	1,096	2,438	1,342	122.45
South St. Paul	11,844	15,909	4,065	34.32
West St. Paul	5,733	7,855	2,222	38.76
White Bear Township	3,430	7,049	3,619	105.51
Total Suburban Areas	<u>38,499</u>	<u>74,265</u>	<u>35,766</u>	<u>92.90%</u>
Grand Total	<u>326,235</u>	<u>385,614</u>	<u>59,379</u>	<u>18.20%</u>

Suburban areas have increased about 36,000 since 1940, or a total of 93%. St. Paul has increased more than 8%. The whole metropolitan area has increased more than 18%.

Source: United States Bureau of the Census.

	<u>LAND AREA IN SQ. MILES</u>	<u>CENTRAL CITY (SQ. MILES)</u>	<u>URBAN FRINGE (SQ. MILES)</u>	<u>LAND AREA OF CITY IN ACRES</u>
Minneapolis)	231.0	53.8)	125.0	34,432)
St. Paul)		<u>52.2</u>)		<u>33,408</u>)
		106.0		67,840

In the Twin Cities, the total land area is 231 square miles, of which 125 square miles are in the suburban fringe area.

Appendix (Continued)

PARK SYSTEMS IN OTHER METROPOLITAN AREAS

As an indication that other communities have recognized the need for county and metropolitan park developments, the following tabulation shows some of the metropolitan areas that have developed systems to serve their populations. This is not the entire list as compiled, but it has been selected to indicate typical examples. This list was prepared some years ago by the American Society of Landscape Architects, Committee on Metropolitan and County Parks:

<u>REGION</u>	<u>PARK ACREAGE</u>		<u>ESTIMATED POPULATION SERVED</u>
	<u>EXISTING</u>	<u>PROPOSED</u>	
<u>CALIFORNIA</u>			
East Bay Park District (San Francisco)	4,200		700,000
Los Angeles County	3,390		3,747,962 - 1847
<u>COLORADO</u>			
City and County of Denver (Mountain Parks)	13,448		
<u>FLORIDA</u>			
Dade County (Miami)	3,520		
<u>ILLINOIS</u>			
Forest Preserve District of Cook County (Chicago)	37,000		4,500,000 - 1948
<u>IOWA</u>			
Des Moines Area	1,600 - City		180,000
<u>MARYLAND-VIRGINIA</u>			
Washington, D. C. Metropolitan Area	5,284	9,343	
<u>MASSACHUSETTS</u>			
Boston	12,943		2,137,935

Appendix (Continued)

<u>REGION</u>	<u>PARK ACREAGE</u>		<u>ESTIMATED POPULATION SERVED</u>
	<u>EXISTING</u>	<u>PROPOSED</u>	
<u>MICHIGAN</u>			
Detroit Area (Wayne County)	3,102		2,500,000
Detroit Area Huron-Clinton Park Authority (5 counties)	5,118	10,000	3,500,000
Kent County (Grand Rapids)	1,062	County Parks 1,100 County Forests	
<u>NEW JERSEY</u>			
Essex County	3,384		858,000plus adjoining counties
Union County	4,470	300	350,000
<u>NEW YORK</u>			
Onondago County (Syrscuse)	3,150		400,000
Westchester County	17,000		4,000,000
<u>OHIO</u>			
Cleveland Metropolitan Park District	13,000		1,500,000
Franklin County (Columbus Metropolitan Park District)		6,500 in 10 to 20 years	600,000 - Central Ohio
<u>WASHINGTON</u>			
City of Spokane	2,800		
<u>WISCONSIN</u>			
Milwaukee County	5,506		1,000,000
Kenosha County	546		100,000

C I T I Z E N S L E A G U E O F G R E A T E R M I N N E A P O L I S

PROPOSED STATUTE FOR ENABLING LEGISLATION

TO ESTABLISH A METROPOLITAN PARK DISTRICT

Is Statewide Enabling Legislation

The proposed statute is of the enabling type authorizing the voters or their elected representatives to establish a Park District when and if they want to and with such boundaries as they want except that no district can be smaller than a county. It is applicable statewide.

Types of Districts and How Established

Park Districts may be single county (coterminous with a county) or multi-district (containing all of one county and parts or all of one or more other counties). Districts are established by action of the county board or boards or by referendum. Five percent of the voters in the proposed district or a majority of the cities and villages within the proposed district can initiate the proceedings before the county board or boards by petition. A public hearing is required.

Referendum

The County Commissioners can call for a referendum on the question or five percent of the voters can call for a referendum. If a referendum is held, its results are to be followed.

Governing Body

A Park Board governs the district. The members are appointed by the county board or boards in the first instance and elected thereafter for a six-year term. They are not paid and cannot hold other public office.

Primary Duty

The primary duty of the boards shall be the acquisition, development and maintenance of large parks, forest and other reservations and wild life sanctuaries, and of means for public access to historic sites and to lakes, rivers and streams and to natural phenomena.

Powers

The boards have the powers generally given to a park board, including:

- (a) The power of eminent domain
- (b) The power to pass ordinances
- (c) The power to regulate lakes within the district not otherwise regulated
- (d) The power to acquire property running up to one mile outside the district,

providing it is adjacent or contiguous to the borders of the district and to other real estate which the board has the use of for park purposes.

- (e) The Power to borrow money within certain limits.
- (f) The power to take over and operate park facilities for municipalities on request and pursuant to such agreement as may be worked out with the municipality.
- (g) The power to appoint police officers to police the parks within the district and to enforce the ordinances passed by the Board.
- (h) The power to hire a superintendent, who must be a man of experience in park administration, and other necessary employees.
- (i) The power to assess benefited property owners for a part of the cost of improvements, or, for all the cost if they request it

Tax Powers

The boards shall have power to levy a tax of _____ tenths of a mill on all taxable real and personal property within the district and up to an additional _____ tenths of a mill if approved by a referendum.

The board is to develop and keep up to date, a plan for the development of parks within the district.

Enlargement

Park Districts may be enlarged by following much the same procedure as is followed in first activating a district, but the Park District Board must approve of the enlargement.

C I T I Z E N S L E A G U E O F G R E A T E R M I N N E A P O L I S

Draft of January 28, 1955

A PROPOSED STATUTE FOR: PARK DISTRICTS

Preamble

Whereas there does exist a real need for large, wooded, scenic parks and for access to natural facilities such as lakes and rivers within the State, and

Whereas the growing population and increased leisure time are constantly increasing the need for more and better park facilities where man's basic desire to get out into the open, away from the congestion and bustle of city life, can be conveniently satisfied, and

Whereas in many areas neither city park systems nor the state park system are able to meet this need, and

Whereas prompt action is required if large desirable tracts of land suitable for park facilities are to be preserved in their natural state.

BE IT THEREFORE ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. PARK DISTRICTS; CREATION

There are hereby created, subject to activation by the Boards of County Commissioners as hereinafter provided, PARK DISTRICTS which are bodies corporate and politic and which, when activated, shall be deemed to be political subdivisions of the State of Minnesota and public corporations. Park Districts shall be of two kinds -- single county, which shall be coterminous with a county, and multi-county, which shall include one whole county and parts or all of one or more other counties.

Subsection 1. Park District Boards; Quorum.

Each Park District shall be governed by a Board of Park District Commissioners. The board for single county Park Districts shall consist of seven commissioners. The board for multi-county Park Districts shall be constituted as determined in accordance with Subsection 4 hereof. A majority of the Commissioners shall constitute a quorum for the transaction of business, although a smaller number may adjourn from

time to time.

Subsection 2. Park District Boards; Meetings.

Regular meetings of the Park District Boards shall be held at such times and places as may be prescribed by their rules. Special meetings may be called by the Chairman, or by any two members of a board, by writing filed with the secretary, who shall then mail a notice to all board members of the time and place of such meeting at least two days before such meeting.

Subsection 3. Park District Boards; Name, Organization.

Immediately after the Commissioners shall organize, they shall adopt an official name for the Park District. At the first meeting of the boards each calendar year, each board shall elect from its membership a chairman and a vice-chairman who shall serve in such capacity for the calendar year, and until their successors are elected and qualified. The chairman, or in his absence, the vice-chairman, shall preside at all meetings. All meetings shall be open to the public. The boards shall preserve order at their meetings, compel the attendance of members and punish non-attendance. The boards shall have power to regulate their own procedure and shall adopt from time to time written rules of procedure.

Subsection 4. Park District Boards; Appointment and Qualifications.

The first board of Park District Commissioners for each single county district shall be appointed by the Board of County Commissioners of the county in which the Park District is located with three Commissioners to be appointed for two-year terms, two for four-year terms and two for six-year terms. Due consideration shall be given to appointing commissioners who are representative of all areas in the ^{district} ~~county~~. Except in the first instance and when vacancies occur before the expiration of a term, Park District Commissioners shall be elected without party designation at the same time and in the same manner as County Commissioners. They shall be elected for six-year terms except where a Commissioner is being elected to finish out an unexpired term when election shall be for the balance of such term. Vacancies resulting from the death, resignation or removal of a Commissioner shall be filled by appointment by the Board of County Commissioners,

such appointment to be only until the first Monday in January following the next general election or until his successor has been elected and qualifies for office.

The number, qualifications and terms of Park District Commissioners for multi-county park districts and the method of their selection and replacement shall be determined by joint resolution adopted separately by the several boards of County Commissioners for the counties in which the Park District is located. Park Commissioners in such Park Districts shall be appointed in the first instance and when vacancies occur, but in all other cases they shall be elected. Certified copies of the joint resolution adopted by the several boards of County Commissioners and of any amendments thereto shall be filed with the Secretary of State for the State of Minnesota and shall take effect upon such filing.

No Commissioner shall hold other public office. Commissioners must reside within the Park District at the time they are appointed or file for office and while serving. Before entering upon the performance of his duties each Commissioner shall take an oath to perform faithfully the duties of his office, and shall give bond for the faithful performance of the duties of his office in the sum of \$ _____. This bond shall be approved by and filed with the _____. These Commissioners shall serve without compensation but shall be allowed their actual and necessary expenses incurred in the performance of their duties. No Commissioner shall be interested directly or indirectly in any contract entered into under the provisions of this chapter.

Subsection 5. Park District Boards; Duties.

Park District Boards shall have as their primary duty the acquisition, development and maintenance of large parks, forest and other reservations and wild life sanctuaries, and of means for public access to historic sites and to lakes, rivers and streams and to other natural phenomena.

Subsection 6. Park Districts and Park District Boards; General Powers

Park Districts shall have all the rights, powers, privileges and immunities

of a municipal corporation and they shall be subject to the duties of a municipal corporation at common law. They shall have perpetual succession, may sue and be sued, may use a corporate seal, may acquire by lease, purchase, gift, condemnation or otherwise such real and personal property as the purposes of a board may require and may hold, manage, control, sell, convey, lease or otherwise dispose of such property or its interest therein. The board shall have full authority to exercise all the powers of the District, to make all necessary or desirable contracts, to procure public liability and other insurance protection as may be necessary or desirable, to hire and employ help and assistance as its needs require, to exercise the power of eminent domain, to enact ordinances and to declare that the violation thereof shall be a penal offense and to prescribe the penalties thereof, not to exceed a fine of \$100, or imprisonment in a village or county jail for a period of not more than 90 days, or both, and in either case the cost of prosecution may be added to the penalties imposed. The board shall have full power and authority to acquire and establish parks and to operate, maintain, protect, improve and preserve a park system and to conduct a recreational program in its parks. The power to acquire real estate by lease, purchase or gift but not by condemnation, shall include the power to acquire real estate which extends one mile outside the borders of the Park District providing such real estate is adjacent or contiguous to the borders of the district and to other real estate which the board has the use of for park purposes.

Subsection 7. Park District Boards; Specific Powers.

Boards

Park District/ in addition to the foregoing general powers shall have these specific powers:

(a) The power to regulate by ordinance the use of the waters of all lakes within the Park District by all persons, including persons boating, swimming, fishing, skating or otherwise in, upon or about said lake, where such lake is not already subject to overall regulation by a municipal corporation or regulatory body of the State of Minnesota.

(b) The power to acquire lands either within or without the Park District for conversion into forest reserves and for the conservation of the natural resources of the state, including streams, lakes, submerged lands and swamplands, and to these ends may create parks, parkways, forest reservations and other reservations and afforest, develop, improve, protect and promote the use of the same in such manner as is conducive to the general welfare. These lands may be acquired by the board, on behalf of the district, by gift or devise, by purchase or by condemnation. In furtherance of the use and enjoyment of the lands controlled by it, the board may accept donations or money or other property, or may act as trustee of land, money or other property and use and administer the same as stipulated by the donor, or as provided in the trust agreement. The terms of each such donation or trust shall first be approved by the district court before acceptance by the board. If the Park District includes all or part of more than one court district, approval shall be by the district court of the court district having the largest area within the Park District. In case of condemnation the proceedings are to be instituted in the name of the board and conducted in the manner provided in MSA, Chapter 430. Either the fee or any lesser interest may be acquired as the board deems advisable. All awards not set aside as therein provided shall be a charge upon the district for which its credit shall be pledged. The duties specified to be performed in said sections by the city council, the city clerk and the city engineer, respectively, shall be performed by the commissioners, the secretary and the superintendent of the district. Appeals to the district court shall be taken to the district court of the county in which the land lies. The notices required to be published shall be published in every case in a newspaper of general circulation published in the county or counties wherein the land lies. All reports and papers required by said sections to be filed with the city clerk shall be filed with the secretary of the district. Unless a lesser estate be designated, an absolute estate in fee simple, unqualified in any way whatsoever, shall vest in the district in every case of taking by the exercise

of the power of eminent domain, and such estate shall not be limited or qualified in any way by construction.

Nothing herein contained shall authorize the board to acquire real estate by purchase or eminent domain which is located within the boundaries of an incorporated village or city unless the governing body of such village or city shall have consented thereto by resolution duly adopted.

of the power of eminent domain, and such estate shall not be limited or qualified in any way by construction.

(c) The power if the board finds that any lands which it has acquired are not necessary for the purposes for which acquired, to dispose of such lands upon such terms as are advisable, including the power to transfer such lands to other public corporations. Where lands which were acquired by condemnation, less than 20 years before are to be sold to private parties, the former owners, or their heirs, successors or assigns, shall be notified in writing of the board's intent to dispose of the properties and shall be given 20 days to purchase the property taken from them at such price as the board shall deem fair compensation to the district for such property. The board may lease any of its lands or permit their use for purposes consistent with the purposes for which the lands were acquired upon such terms as are advisable. No such lands shall be sold without the approval of the district court of the county in which the lands are situated.

(d) The power to fix, alter, charge and collect fees, tolls and charges for the use of facilities of the Park District, for services rendered by, or for any commodities furnished by, or for licenses issued by, the board pursuant to ordinances authorized hereunder. All fines collected for any violation of a board's ordinance shall be paid into the treasury of such Park District board.

(e) The power to borrow, make and issue negotiable bonds, notes and other evidences of indebtedness, subject to the provisions of Sections 7 and 8 hereof, and to pledge its full faith, credit and taxing power to the payment thereof, and/or to secure the payment of such obligations or any part thereof by mortgage, lien, pledge, deed of trust or otherwise, on all or any of its property, contracts, franchises or revenues and to make such agreements with the purchasers or holders of such notes, bonds or other evidences of indebtedness or with others in connection with the same, whether issued or to be issued.

(f) The power to cooperate with or borrow from any governmental organization, state or federal, or from any agency of the state or federal government for any purpose within the scope of the authority of this corporation.

(g) The power to cooperate with any public or municipal corporation, with the counties and with any private or public organization engaged in conservation, recreational activities, protection of the public health and safety, prevention of water pollution, and sanitation, for any constructive purpose, and the power, upon request, to assume control of all or a portion of any existing parks or park lands owned by any county or municipal corporation in the park district. Such control to be assumed only at the request of and by agreement with the public authority in control of such parks or park lands. Thereupon such parks or park lands may be developed, improved and protected as in case of lands otherwise acquired by the board. Such acquisition or assumption of control or operation of a municipal park system by a Park District shall in no way impair the authority and power of such municipality to levy and collect taxes for park, playground and recreational purposes, all or part of such tax funds to be transferred to the park district for such uses as may be agreed upon between the district and the municipality.

(h) The power to designate employees as police officers within the parks under the jurisdiction and control of the board and employees so designated may exercise all the powers of police officers within the park lands under the jurisdiction and control of the board. Before exercising these powers, each such employee shall take an oath and give a bond to the state in such sum as the board prescribes for the proper performance of his duties in such respect. The board may contract with municipalities or with the county or counties for the policing of park properties.

Subsection 8. Park District Board; Execution of Instruments.

Every contract, conveyance, license or other written instrument shall be executed on behalf of the board by the chairman and secretary with the corporate seal affixed

if the district has one, and only pursuant to authority from the board.

Subsection 9. Park District Board; Enactment of Ordinances.

The board may, after public hearing held upon two weeks published notice, enact such ordinances as it may deem necessary or convenient to carry out the general and special powers herein granted. It may also, without notice of hearing, adopt such resolutions as may be deemed necessary or convenient to carry out such powers, except where action is herein directed to be taken by ordinance. An ordinance or resolution shall be signed by the chairman, attested by the secretary and published once in one legal newspaper published within the district. Proof of the publication shall be attached to and be filed with the ordinance or resolution. Every ordinance shall be recorded in an ordinance book within 20 days after its publication. All ordinances shall be suitably entitled and shall be substantially in the style:

'The Board of the Park District of _____ Ordains: _____.'

Subsection 10. Park District Board; Enforcement of Ordinances.

The board shall have authority to enforce its ordinances and to employ police officers and attorneys for such purpose. Any police officer, constable, sheriff or other public enforcement official having jurisdiction in the county, in which all or a part of a Park District is located, shall have authority to arrest persons violating ordinances of the board and to serve warrants upon persons accused of violating an ordinance of the board, and to carry out the prosecution in any proper tribunal under such ordinance. Nothing herein contained shall prevent the enforcement within a Park District of any ordinance or regulation of a municipality or county within such Park District which is not inconsistent with the ordinances of the board.

Section 2. PARK DISTRICT BOARD; EMPLOYMENT OF A SUPERINTENDENT AND OTHER PERSONNEL

The board shall, by secret ballot, elect a Park Superintendent to serve as the chief administrative officer of the Park District. Such election shall be for terms of not to exceed two years and the Superintendent shall serve at the pleasure of the board. No person shall be elected Superintendent unless he has had at least ten years experience in business or in public administration, at least five years of

which shall have been in a responsible administrative capacity and at least three years in the administration of parks or recreation. The salary of the Superintendent shall be set by the board. The Superintendent or someone designated by him shall serve as Secretary to the Board.

The board shall have power to appoint such officers, agents and employees as it deems necessary for the proper administration of the district. The officers, agents and employees shall perform such duties and receive such compensation as the board may determine and shall be removable at the pleasure of the board.

Section 3. PARK DISTRICT BOARD; RECORDS

The boards shall keep accurate and permanent records of all their proceedings and shall compile and publish reports and information relating to their Park District and to their functions and proceedings.

Section 4. PARK DISTRICT BOARD; PUBLIC HIGHWAYS

When a public highway extends into or through a park area, or when a public highway forms all or part of a suitable connection between two or more park areas, and it is advisable to make alterations in the route or width of the highway or to grade, drain, pave or otherwise improve the highway, the board may enter into agreements with the public authorities in charge or control of so much of the highway as lies within the park area or which forms the whole or a part of a connecting link between two or more park areas, providing for the doing of such things, under the procedure authorized by law in case of such public authorities, and for the payment by the board of so much of the cost thereof as is agreed upon. This section does not affect the legal status of the highway.

Section 5. PARK DISTRICT BOARD; ASSESSMENT OF BENEFITED PROPERTY OWNERS

The board may assess such portion of the cost of the acquisition, development and/or improvement of land as is equitable upon lands within the Park District specially benefited thereby, in an amount not in excess of any in proportion to the special benefits conferred upon the lands by such acquisition, improvement or development. Such assessments shall be made payable in not to exceed twenty equal annual installments, and the board may borrow money in anticipation of the collection of these special assessments. The proceedings taken in the levy and collection of these special assessments, including the determination to make the improvement, the award of contracts therefor and the issue of bonds or warrants of the Park District in anticipation of the collection of deferred assessments, and of taxes for the district's share of the cost, if any, shall be as provided in Minnesota Statutes, Chapter 429, and acts now in effect and hereafter adopted amendatory thereof and supplemental thereto, subject to the limitations on the issuance of bonds which are provided in Section 8 of this act.

Section 6. APPEALS FROM ASSESSMENTS

Any owner of property to be assessed in accordance with Section 5, may appeal to the district court in the county in which the property is located from the action of the Park Board in the matter of the determination of the aggregate amount to be assessed for any given development or improvement or in the matter of the determination of the assessment against any specific property, or both, in the manner provided in Minnesota Statutes, Section 429.081.

Section 7. PARK DISTRICT BOARD; TAX LEVY

The Park District board may by resolution levy taxes upon all the taxable property within the Park District in an amount not in excess of twenty-five one hundredths (.25) of one mill upon each dollar of the assessed valuation of taxable property in the district in any one year, and may by resolution submit to the electors of the Park District at a general or primary state election the question of levying addi-

tional taxes for one or more years, provided that the aggregate of taxes levied by the district for any year shall not exceed five tenths (.5) of one mill on such assessed valuation except as otherwise expressly provided in this act. Any resolution providing for an election on the question of additional taxes shall specify the proposed additional annual rate and the number of consecutive years for which it will be levied, and shall be certified to the county auditor of each county wherein lies any part of the territory of the district, and the county auditor or auditors shall cause the same to be submitted to the electors residing within such territory at the next ensuing general or primary election on a ballot setting forth the proposed rate and number of years of the additional levy as provided in the resolution, and shall forward the official returns of the judges of election in the precincts voting on such ballot to the Park District board for canvass, and the additional levy shall be authorized if approved by a majority of the electors of the district voting on such ballot. All levies provided in this section shall be used to carry out the powers and duties imposed on the Park District board by this act and shall not be subject to review or reduction by other boards, commissioners or councils. The Park District board shall annually certify to the county auditor of each county in which territory of the district is located such amount of taxes as is deemed necessary for the purposes of the district in the following year, within the mill rate limitation effective for such year, and such amount shall be spread on the tax rolls of the respective counties in amounts proportionate to the assessed valuation of district lands located therein, for collection with and as a part of other taxes. The board may then borrow money in anticipation of the collection of the tax so certified and issue the negotiable notes of the district in an amount not in excess of 90% of the amount certified which has not been received by the district at the time of the borrowing. Such notes shall mature not later than March 1 of the year following the year in which the tax levy is to be collected and shall be payable primarily from the proceeds of the levy anticipated thereby, but the full faith and credit of the dis-

trict shall be pledged to the payment of the notes, and if such levy is not sufficient to pay all principal due and interest accrued thereon the Park District board shall levy for such purpose an additional tax in the next ensuing year and for so long thereafter as may be necessary, which levy may be made without limitation as to rate or amount and shall not be included in applying statutory limitations to other tax levies.

Section 8. PARK DISTRICT BOARD; BONDS

The Park District board may also by resolution provide for the issuance of negotiable general obligation bonds of the district in the manner specified in Minnesota Statutes, Chapters 429 and 475, except as herein otherwise provided, but only for the purpose of financing the acquisition and/or betterment of park properties and facilities or for refunding outstanding obligations of the district, and bonds shall at no time be issued in an amount such as to cause the net debt of the district to exceed 5% of the assessed valuation of all taxable property therein. "Net debt" for the purpose of this act is defined as in Section 475.51 except that tax anticipation notes shall be excluded therefrom, and there shall also be excluded all, but only, that proportion of the outstanding principal amount of any issue of bonds under Chapter 429 which the principal amount of special assessments levied or agreed to be levied for the payment thereof bears to the original principal amount of such issue. No bonds shall be issued in an amount which would cause the net debt to exceed one per cent (1%) of the assessed valuation without first obtaining the approval of a majority of the electors voting on the question at an election called in the manner provided in Section 7 of this act, except that no election shall be required for an issue of bonds under Chapter 429 if special assessments to be levied for the improvement financed thereby are appropriated to the bond sinking fund in a principal amount equal to at least 50% of the amount of the issue.

The ballot at any bond election shall state the maximum amount and purpose or purposes of the proposed issue, and no issue shall be invalidated by reason of the

inclusion in the ballot of more than one purpose. Taxes for the payment of principal and interest on bonds, whether levied before the issuance thereof or levied subsequently to restore deficiencies in the bond sinking fund, shall not be subject to any limitation as to rate or amount and shall not be included in determining the application of any statutory limitation to other tax levies.

Section 9. PARK DISTRICT BOARD; DEPOSITORIES

All funds under the control of the Park District board are to be kept in depositories selected in the manner provided for the deposit of county funds insofar as those proceedings are applicable. Deposits are to be secured as provided in the case of county funds. The County Treasurer shall serve as the treasurer of the board and in multi-county districts, the County Treasurer of the county containing the largest portion of the district shall so serve.

Section 10. PARK DISTRICT BOARD; DEVELOPMENT OF A PLAN

Within 18 months of the activation of a Park District, the board for such Park District shall develop and approve a written plan for development of parks within the

district. Certified copies of such plan shall be filed by the Secretary of the Board with the Registers of Deeds for the counties having land within the district and with the Department of Parks of the State of Minnesota. Such plans shall be revised and brought up to date at least every five years.

Sections 11 to 19 reserved.

Section 20. PARK DISTRICTS; DESIGNATION OF BOUNDARIES AND ACTIVATION

Boundaries of Park Districts as created by this statute shall be determined and Park Districts activated as follows:

Subsection 1. Application.

Application for the creation of a Park District shall be made to the county board or boards of the county or counties within which the district is to be located. The application shall either be signed by five percent of the electors residing within the proposed district as determined by the number of electors voting at the last preceding general election within such territory, or, in lieu thereof, shall be authorized by resolutions adopted by a majority of the councils of the cities and villages within the proposed district. The application shall state the name of the proposed district, shall contain an accurate description of the territory to be included and shall be accompanied by an accurate map or plat thereof. Where multi-county districts are proposed applications for the various portions of the district shall be presented to the respective boards of county commissioners in which the portions of the district lie.

Subsection 2. Notice and Hearing.

Upon the filing of the applications provided for in Section 1, the county board or boards shall fix a time for the hearing of the application which shall be not less than 20 nor more than 40 days after the date of such filing. Notice of such filing and the date of hearing shall be published in a newspaper of general circulation within the proposed district. If there is no newspaper of general circulation within the proposed district, then the notice shall be posted in five of the most public

places within the proposed district. The notice shall be published or posted for not less than 15 days prior to the date fixed for the hearing. The hearing may be adjourned from time to time upon good cause shown. At a hearing on an application for the creation of a Park District the county board or boards shall hear all arguments for and against the creation of the district. Joint hearings may be held pursuant to notice thereof where the activation of a multi-county district is applied for.

Subsection 3. Designation and Activation.

If a majority of the board of county commissioners in single county districts, or a majority of each board of county commissioners in multi-county districts find that the application is signed or authorized as provided in Section 1 and that the designation and activation of the district will be conducive to the general welfare, a resolution so stating shall be adopted designating and activating the district under the name specified in the application. Such resolution shall not be adopted sooner than 90 days after the first hearing is held. The board or boards may change the limits of the territory described in the application at the time of the hearing but may not increase the size of the district. Park Districts may include not less than all of one county and in addition thereto all or part of the territory within one or more other counties, but the boundary lines of the district as finally ordered by the board or boards shall not divide any existing town or municipal corporation.

Subsection 4. Referendum.

The boards of county commissioners on their own motion may, and if requested to do so by petition of five percent of the electors residing within the proposed district as determined in Subsection 1 of this section, shall submit to a referendum of the electors of the district at the next general or primary election the following question which shall be worded on the ballot in this way:

Shall a park district be activated encompassing the following territory: /here insert the designation of each county to be included in the district in its entirety, and of each city, village, borough or town to be included which is outside any such county, and a legal description of any unorganized territory to be included which is

outside any such county./?

If the territory included depends on maps posted at the polling places, it would seem that there might be more room for argument than if the ballot itself describes the territory in words. Also, might there not be discrepancies among the maps posted?

If a majority of the votes cast on this issue in single county districts are "yes" votes, the referendum shall be declared carried and the Park District shall be activated. In multi-county districts a majority of the votes cast on this issue in each county where a referendum is held must be "yes" votes for the referendum to carry. In all cases where referenda carry the county boards shall have 60 days to appoint Park District Commissioners. If they fail to appoint such commissioners within 60 days after the referendum, the governor shall make such appointments. Referenda need be held in only those counties where a petition bearing the required number of elector's signatures is filed or where the board of county commissioners orders a referendum.

Once a Park District is activated, referenda may be held on its enlargement or on additional tax levies as herein provided but not on its activation.

Section 21. PARK DISTRICTS; ENLARGEMENT OF PARK DISTRICT

When conducive to the general welfare any territory adjacent and contiguous to an existing Park District, whether located within any county in which the district was created or not, may be annexed to the district under the following procedure: A petition shall be filed with the board of Park District commissioners requesting such annexation, containing an accurate description of the territory proposed to be annexed, accompanied by an accurate map or plat of the territory, and signed either by a five percent of the electors residing within the territory or authorized by resolutions of a majority of the town boards, and councils of the cities and villages within the area to be annexed. The board shall determine whether the petition is sufficient and whether it is advisable that the annexation be made. If the board determines in favor of the annexation, it makes application to the county board of the county in which the territory is located.

setting forth the fact of the filing of the petition and the reasons why it is advisable that the territory be annexed to the district. The board may on its own motion file such petition with the county board. Upon the filing of such petition, like proceedings shall be had as are provided in Section 20 upon application for the creation of a Park District. The territory annexed may not include a part only of an existing town or municipal corporation.

In the event of the annexation to a Park District of territory located in a county other than the county or counties in which the district was created, the county board of the county in which the annexed territory is located shall exercise, with reference to the annexed territory, the powers conferred upon county boards by Section 20 and the auditor and the treasurer of the county in which the annexed territory is located shall exercise, with reference to taxes levied and collected by the board of Park District commissioners upon the annexed territory, the powers conferred upon auditors and treasurers by Sections 5 through 8.