

CITIZENS LEAGUE REPORT

No. 198

Metro Area Zoo

August 1966

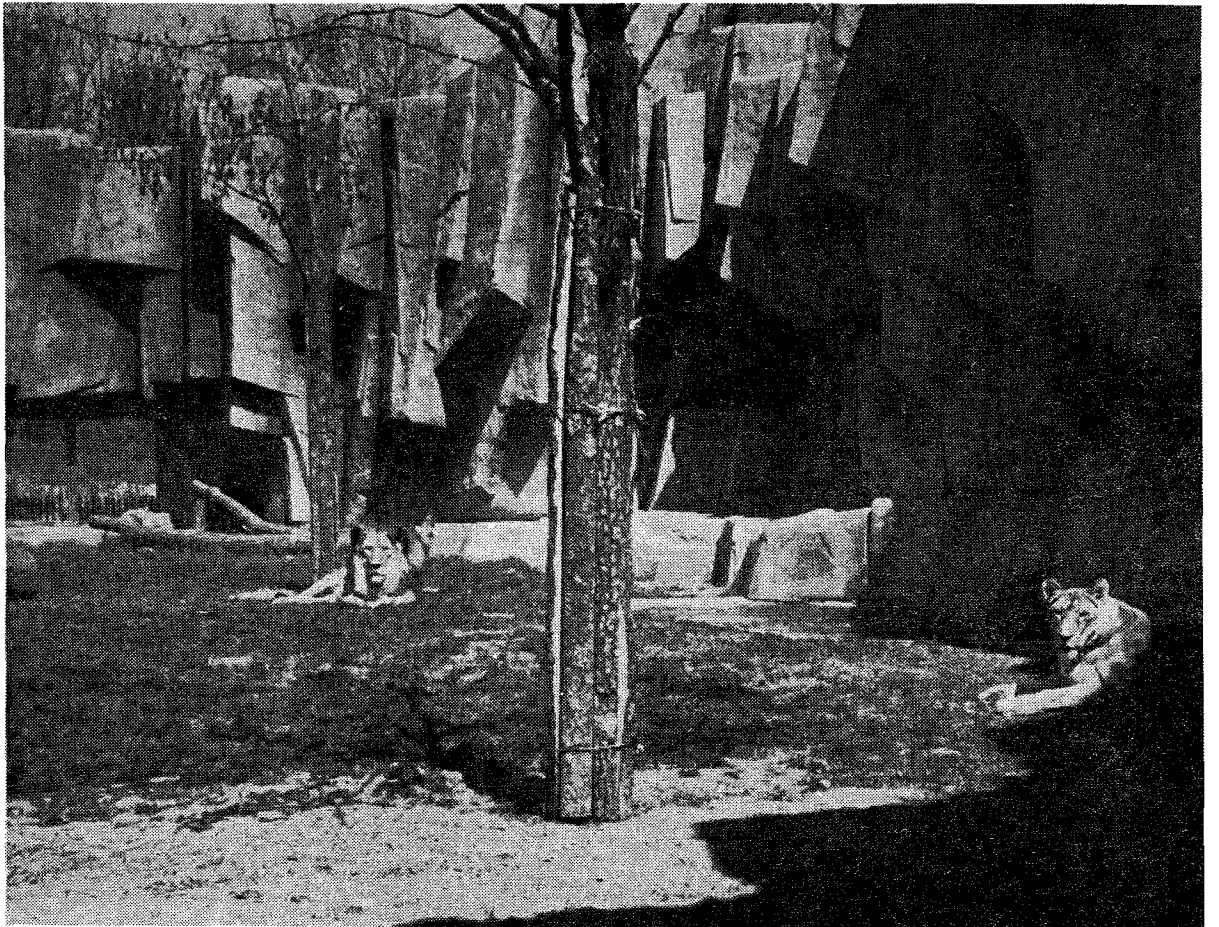


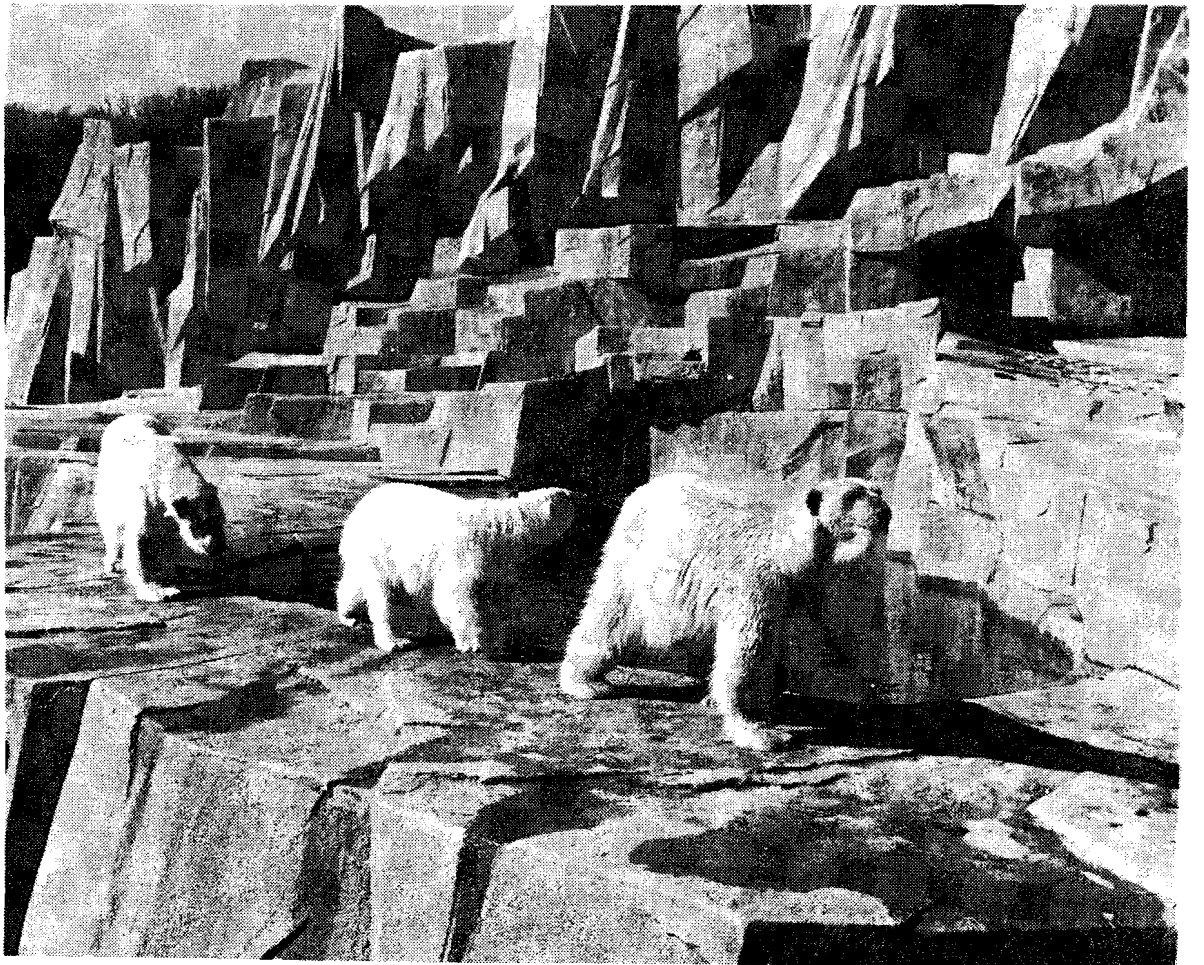
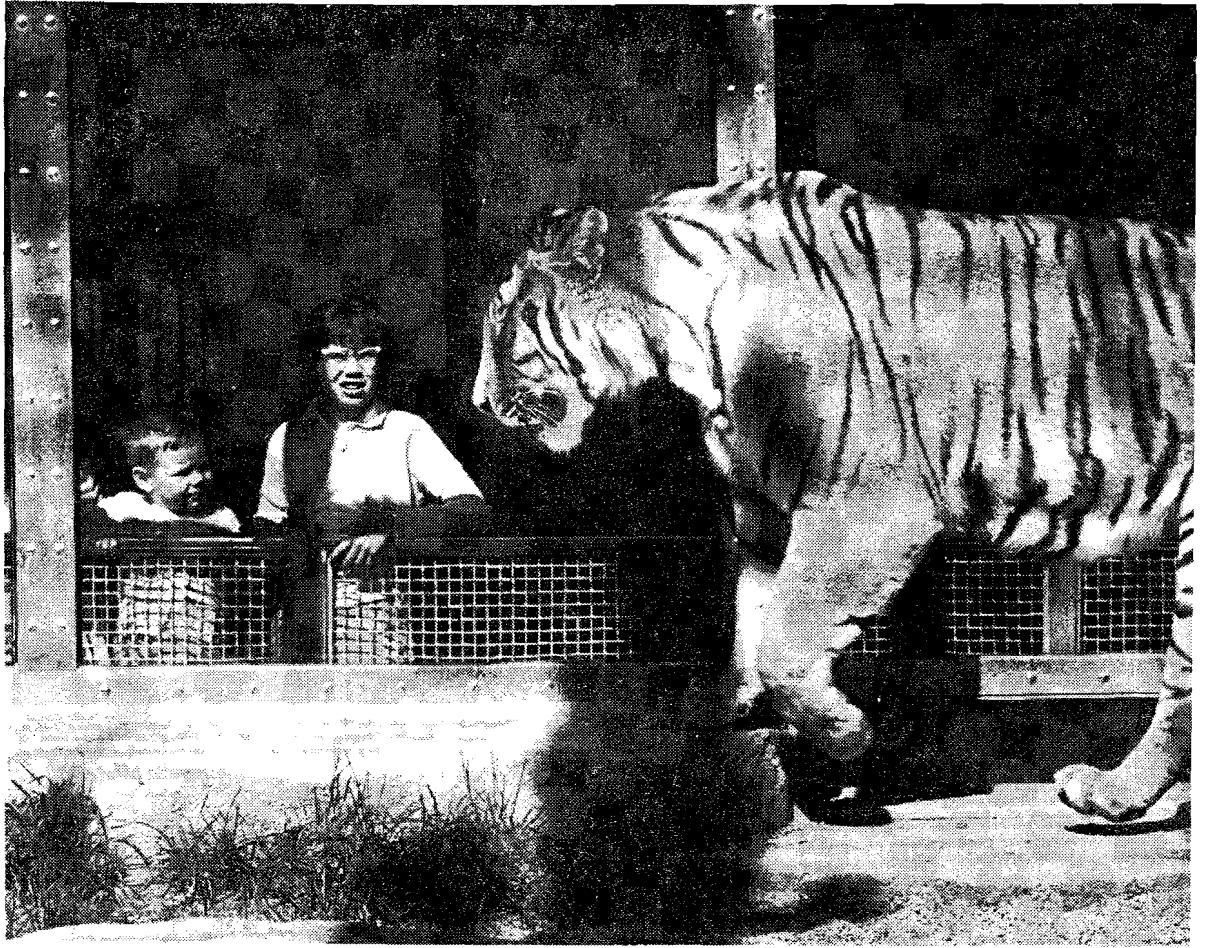
Citizens League Report

Metropolitan Zoo Report

August 10, 1966

*Public affairs
research and education
in the Twin Cities
metropolitan area*





CITIZENS LEAGUE
REPORT ON
A METROPOLITAN AREA ZOO

Approved by
Board of Directors
August 10, 1966

Citizens League
545 Mobil Oil Building
Minneapolis, Minnesota 55402
Phone: 338-0791

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Picture Credits:

All pictures in this report depict exhibits at the nationally outstanding new Milwaukee County Zoological Park. This \$16 million facility, to be completed in 1967, has been totally financed out of the year-to-year operating budget of Milwaukee County, which encompasses the City of Milwaukee and most of its suburbs (1960 U. S. standard metropolitan area population - 1,194,000). The facility now draws about 1½ million persons yearly and has an operating budget approaching \$1 million.

Cover - Malayan tapir, Great Indian Rhinoceros, and Indian elephant
 -- part of the Asiatic zoographic grouping of mammals
 (Milwaukee Journal)

Photographs - (1) Part of aquatic hall of new birdhouse (Milwaukee Journal). (2) African lions in outside yard (Robert Bullermann). (3) Male Siberian tiger separated by plate glass from viewers (Milwaukee Journal). (4) Polar bears in display area made of "gunnite" (Warren Bertram).

(Cost of reproducing and printing pictures for the report contributed by committee members.)

Citizens League
545 Mobil Oil Building
Minneapolis, Minnesota 55402

TO: Board of Directors

FROM: Metropolitan Zoo Committee, John Mooty, Chairman

SUBJECT: Findings and Recommendations on a Metropolitan Area Zoological Garden

INTRODUCTION

United States zoos in 1964 drew over twice the combined attendance of major league professional baseball and football. Reliable statistics show about 60,000,000 zoo visits that year, and estimates are that the figure will be closer to 70,000,000 in 1966. Even the small and inadequate St. Paul Como Zoo is drawing yearly about 1,000,000 visits, with well over half of the visitors from outside the City of St. Paul.

Of the major metropolitan areas in the United States, the Twin Cities stands alone without an existing or building major zoological garden facility to serve the area. By any criterion - size and scope of animal collection, budget, staff size, physical plant - the existing facility at Como Park ranks poorly as compared to zoos in such cities as Phoenix, Birmingham, Toledo, Denver, Tampa, Evansville (Indiana), Cincinnati, Portland, Columbus, Oklahoma City, Dallas, Houston, Seattle, Omaha, not to mention all major United States cities or metropolitan areas.

In the hard competition for local tax funds, why have new zoos and major modernization programs for older zoos fared so well in the metropolitan areas? Aren't good zoos a public luxury - something it would be nice to have but which we can do without?

1) An outstanding zoological garden is a major tourist draw and provides great economic benefit for the area and region in which it is located. H. F. Fench, Senior Vice President of the American National Bank of Denver, in a recent article* described the economic importance of the San Diego Zoo to its region:

"San Diego regards the zoological garden as an extremely important backdrop in setting the stage for the tourist industry that amounts to approximately \$200,000,000 per year. This industry is of such tremendous importance that it is given very high priority in the appraisal of the various factors that make the greatest economic contribution to the city. The zoo is classified with the three largest sources of income. The first two sources originate with the two outstanding defense-type industries, which generate huge payrolls and collateral benefits. The third largest source, which is classified as a 'consumer' type of industry, is traced directly to funds spent by visitors."

2) A top quality zoological garden facility provides an important part of the educational and cultural needs of the people in a metropolitan area and region. Extensive educational programs are conducted at the zoo, often in an education building, and in conjunction with local and state school systems and colleges and universities. The zoo conducts programs and tours yearly for thousands of school children,

* "The Dollars and Sense of Zoos", Parks and Recreation, January 1964

settlement house and park program groups. Educational television programs and zoo publications augment the efforts carried on at zoos and in the schools.

A major zoological garden also provides the opportunity for significant and needed biological research and study of wildlife. Conservation of rare species from all over the world has become an important factor for zoos, as exploitation and population explosion have threatened extinction to many forms of birds and wildlife.

Such facilities and programs become an integral part of the cultural-educational life of a metropolitan area. Their availability, along with good schools, theaters and museums, etc., has been demonstrated to be an important factor in the attractiveness of an area to new business and services and to people, especially in the professional and business groups. A good zoo adds distinction and uniqueness to an area and helps establish an area as a "good place to live and raise a family."

3) A zoo is a bargain in public recreation. Because of the almost universal interest in animals and wildlife, a zoo will draw heavy attendance not only from the metropolitan area but from a broader region. When capital and operating costs and the potential for zoo-generated income from admissions and concessions are calculated, a zoo compares favorably in terms of participant cost to other recreational and cultural-educational features, such as public auditoriums, stadia and arenas, public golf courses, public theaters and museums, and public boating, camping and swimming facilities. Investment in an outstanding zoological garden is, to a large extent, self-liquidating.

4) A good zoo makes good news and helps create a favorable image for a metropolitan community. Aside from professional sports, no other area program generates as much news, especially pictures, as a zoo does, nationally and especially regionally.

What is a good zoological garden? This is hard to describe to someone - to most people in this area who have not had the opportunity to visit San Diego, St. Louis, Colorado Springs, Milwaukee, Brookfield Zoo in Chicago, the new Tampa or Atlanta Zoos, the Bronx Zoo in New York, or some of the other nationally outstanding facilities.

A good zoo is not a crowded, close, noisy building with caged animals on display. It is not a place where children can observe a few animals between taking 10¢ kiddie rides.

It is a place where wildlife can be displayed in an attractive and natural setting - where it is possible to interpret to patrons the versatility, variety and wonders of nature - to educate and entertain people at the same time. Perhaps this is done through use of "continental or regional groups" - displaying types of animals from the same area, whether it be moose and wolves from northern Minnesota, or zebras, lions and elephants from Africa. This type of display requires space, expert staff, imagination and money. Perhaps the "veldt system" is used, as in Tampa, the Bronx Zoo and in Omaha. Through use of hidden moats, predators and prey are displayed in a manner so that it appears they are together. The public can view the displays from a number of vantage points. People are separated from the animals by moats, not bars, outside - and by glass, not cages, inside. Instead of a cement and steel cage, tigers have a yard with perhaps several trees they can be seen climbing in.

Another aspect of a quality zoological garden is that the animals, birds or reptiles can be maintained or displayed in pairs or groups. This adds vastly to the

education and enjoyment for zoo patrons. Imagine, for example, if, instead of one baby elephant, which St. Paul's existing Como Zoo will have to relinquish when she outgrows Como's capacity (in about two years), a new zoo would have the space, the facilities and the money to display in a natural moated setting a pair of African elephants, perhaps, with luck, a family. Or, instead of having to display two of the major Como attractions, the gorilla and the orangutan, in small, close adjacent cages, it were possible to display these and other rare "great apes" in pairs and in suitable modern surroundings so that, instead of the public's viewing a caged animal, it could see these and other animals in a group and in a setting so that one might imagine how the animals live in their natural habitat.

Other key features of a quality zoo, in addition to a broad collection of species and the ability to display them tastefully and properly in an interpretive setting, include a children's zoo section, educational facilities, an animal infirmary and adequate food preparation and other areas necessary for the professional zoo staff.

But the zoo will not produce the desired results if it is too crowded or if the surroundings are not pleasant. The circulation of large numbers of people must be carefully provided for. Landscaping and planting must be well planned and executed. Utilities must be adequate. There must be enough parking (for thousands of cars) and access to the zoo by a good road system located near major highways accessible to the people in the metropolitan area to be served.

Among the major United States metropolitan areas, the Twin Cities metropolitan area ranks among the top 15 in population. In terms of publicly-supported cultural, recreational-educational facilities and opportunities open for our residents - theaters, concert halls, museums, arenas, public beaches, boating, day camping and overnight camping facilities - we believe that this area compares poorly to many other metropolitan areas. These are facilities and opportunities which offer pleasure and rich experiences and a relief from urban tensions for inhabitants of built-up areas. If well planned and developed, these features add distinction to a metropolitan area - a tone, a feeling, a uniqueness. In providing for a Twin Cities metropolitan area zoological garden, the Legislature and our governmental and business leaders can add a new dimension to our lives and a facility of which this whole region will be justly proud.

SUMMARY OF MAJOR FINDINGS

1. A top quality zoological garden facility is badly needed to provide for an important part of the educational, cultural and recreational needs of the people in the Twin Cities metropolitan area and region. Such a facility would also provide a major tourist attraction for the area and for the State of Minnesota, the opportunity for significant and needed biological research, and for conservation of rare animal species.

Of the major metropolitan areas in the United States, the Twin Cities region stands alone without a modern zoological garden facility capable of serving the entire area. Large numbers of people from all parts of the metropolitan area and beyond would patronize a new, larger, quality facility. Initial attendance at a new metropolitan area zoological garden would be at least 1,000,000 persons, increasing to at least 2,000,000 by 1980.

2. The zoo should be planned, sized, located and developed to serve the whole metropolitan area. It should be financially supported by the whole area. The major share of the cost of planning and building the zoo will have to be borne by taxes, but, once built, zoo admission and concession income should provide for at least two-thirds of the year-to-year operating costs of the zoo.

Over a period of years the zoo will cost in the range of \$15 million to build.

3. The zoo should contain buildings and outdoor display areas capable of providing for year-round operations and programs, geared to the best and most flexible means of exhibiting for the education and enjoyment of the public a rich, varied and changing collection of animals, birds and reptiles representative of the wild-life of all continents and parts of the world.

A first class metropolitan area zoo will require 100 or more acres of land, well located to serve the whole area, and containing the proper type of terrain for a zoo. Eventual parking for at least 4,000 automobiles must be provided. Although the committee has not acted as a site selection team, we visited and carefully studied the proposed Maplewood zoo site just outside of St. Paul. This site appears to us to meet all criteria and to be a superb site for an area zoo.

4. In order to achieve a first class zoological garden facility for the metropolitan area, there must be:

- (a) A strong, private, non-profit "zoological society" group representative of the whole metropolitan area.
- (b) An areawide government body or structure to protect the public interest and the large areawide public investment which will be necessary in the zoo.

The most desirable plan for this area would be an arrangement under which the area government contracts with the areawide society for the planning, construction and eventual operation of the zoo.

FINDINGS

1. Need: Of the major metropolitan areas in the United States, the Twin Cities region stands alone without a top quality modern zoological garden facility. Even most smaller and less significant regions have or are building superior facilities to those now available here at Como Park in St. Paul

2. Demand: Only in attendance does the small St. Paul zoo outrank many United States zoos, reflecting the desire of the people in this metropolitan area to use a zoo, even an admittedly inadequate one. Ninety-three per cent of the people in the metropolitan area have visited the Como Park Zoo, according to recent reliable polls. These and other national surveys show that large numbers of people from all parts of this metropolitan area and beyond would patronize a new, larger, quality facility.

We believe that the initial attendance at a new metropolitan area zoological garden upon the opening of the first phase of such a facility would be at least 1,000,000 persons, approximately the number which now yearly attend the St. Paul Como Park Zoo. If a superior facility is built, we believe approximately 2,000,000 attendance would be achieved in ten to fifteen years.

3. Benefits: A top quality zoological garden facility is badly needed and overdue to provide for an important part of the educational, cultural and recreational needs of the people in this metropolitan area and region. Such a facility would also provide a major tourist attraction for the Twin Cities area and for the State of Minnesota. This factor and the beneficial effect on the area's economy has been demonstrated in region after region which has developed a modern quality zoo during the past 20 years. A major zoological garden would also provide the opportunity for significant and needed biological research and study of wildlife, particularly of species indigenous to the Upper Midwest and the wilderness area. Conservation of rare species would also be possible at such a facility.

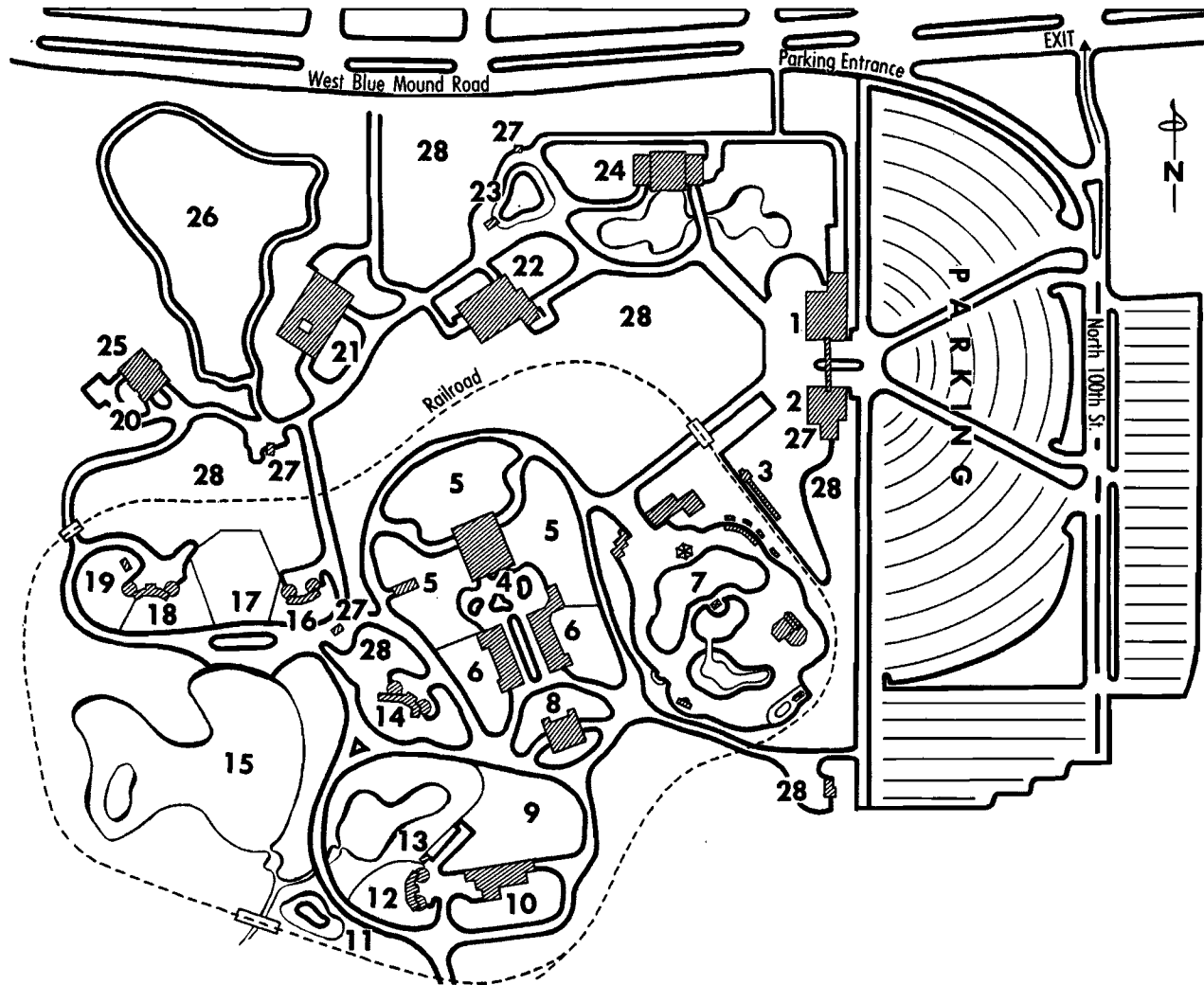
4. One Good Zoo to Serve Total Area: For the foreseeable future, there ought to be only one significant zoological garden for the metropolitan area. From the start, it should be planned, sized, located and developed to serve the whole metropolitan area, bearing in mind that, before the first phase could be completed, the zoo will be serving an area population of close to 2,000,000 people, as well as a broad region including all of Minnesota and parts of other states.

5. Some of the physical requirements for a first class zoological garden to serve this metropolitan area and region are:

. Acreage - At least 100 acres, well located to serve the whole area and with the terrain features and a setting capable of meeting the requirements for an attractive zoological garden. (See Findings No. 6). The zoo requires within the 100 or more acres:

- a buffer zone of trees and shrubs to separate the zoo area from adjacent land uses;
- a perimeter fence around the zoo, located inside of the buffer zone;
- a large and expandable parking area outside of the fence, capable initially of handling at least 2,000 cars (13 acres, with at least a like amount reserved for expansion);

LAYOUT OF A MODERN METROPOLITAN AREA ZOOLOGICAL GARDEN



Legend

1. Public Service Building and Restaurant*
2. Administration Building
3. Railroad and Depot
4. Lions, Tigers, Other Large Cats
5. Gazelle, Antelope, Zebra, Wilde Beeste, Greater Kudu, Land Birds
6. Elephants, Rhinoceros, Hippopotamus, Tapir, Himalayan Bears
7. Children's Zoo—Farm in the Zoo*
8. Giraffes*
9. Camel Yard
10. Kangaroo, Other Australian Animals
11. Mountain Sheep
12. Alaskan Brown Bears
13. Moose
14. Polar Bears, Sea Lions
15. North American Water Fowl—Lake Evinrude
16. Grizzly Bears
17. American Elk and Deer
18. Black Bears
19. Bison
20. Small Mammals
21. Aquarium and Reptile House*
22. Ape and Monkey House
23. Monkey Island
24. Bird House
25. Deer Woods
26. Nature Study Area
27. Concession
28. Picnic Area

*Public Toilets at These Locations

Milwaukee County's New Zoo

- an expansion area for future additions and changes in the zoo layout.

. Buildings and adjacent outdoor display areas capable of providing for year-round operations and programs, geared to the best and most flexible means of exhibiting for the education and enjoyment of the public a rich, varied and changing collection of animals, birds and reptiles representative of the wildlife of all continents and parts of the world. Some of the necessary buildings, facilities and areas include:

- A walk-through aviary with separate areas for different groupings of birds.
- A children's zoo, wherein children can be brought in close contact with small and baby animals, observe talking birds, etc.
- A reptile house.
- A monkey and ape house.
- Facilities for giraffes and other larger hoofed animals, which cannot now be displayed at Como Zoo.
- Facilities for elephants, hippos and rhinos which cannot now be displayed at Como Zoo.
- An amphitheater for seal and other animal shows.
- A penguin display.
- Pleasing display areas for exhibiting the whole range of the cat family and a wide variety of bears.
- A special display area to show animals indigenous to the Minnesota wilderness area - moose, wolves, fox, other and smaller animals.
- Outdoor areas for attractive summer display of waterfowl and of a rich variety of colorful tropical birds - peacocks, parrots, macaws and smaller birds.
- A restaurant and refectories planned and built as an integral part of the zoo and operated by the zoo, or under its close direction.
- Picnic areas suitable for use by zoo patrons, but well planned and located as a part of the total zoo scheme.
- Pleasant pathways, exhibit, observation and rest areas planned to prevent crowding and to promote free circulation of patrons.
- Zoo-provided conveyances, carefully planned, to move patrons between parts of the zoo, and which would provide opportunities for guided tours. Such conveyances include a perimeter train or mono-rail, trackless carriages and strollers for infants. These services are provided for a charge.

6. Location and Terrain Requirements: To the extent possible, the site for a major zoo should have varied, rolling topography, high, drainable land, stands of mature trees, and water features, if possible. Utilities, especially ample sewer and water, are necessary. The use of the land for zoo purposes should conflict as little as possible with surrounding land uses and for this reason a "buffer zone" to separate the zoo area from adjacent uses is highly desirable.

The most important criterion for locating a zoo in a metropolitan area is accessibility. The location should be close to major highways upon which people in the whole area can reach the zoo. In addition, the local road network from the major highways to the zoo must be adequate, as well as the parking area at the zoo. Provision for mass transit is desirable, but most people come to the zoo by car.

The committee has not purported to be a "site selection team." But we have studied carefully the criteria desirable for a zoological garden and the key criteria for locating a major zoo in the metropolitan area. The proposed 168-acre Maplewood site, located in Ramsey County, near Interstate #494, just south of the Minnesota Mining Co. Administration Building (on Highway #12) and close to downtown St. Paul, appears to be an excellent site for a metropolitan area zoo and one which seems to meet all criteria for a metropolitan area zoo site.

7. Financing the Development and operations of the Zoo:

. Support Area: Since the facility will serve the whole metropolitan area, it should be financially supported by the whole area. By this we mean at least the five largest counties, those now or about to be urban or suburban - Ramsey, Hennepin, Anoka, Dakota and Washington.

. Planning and Construction: The type of facility we recommend will take many years to plan and build completely, following the enactment of the special legislation required. Even if the 1967 legislative session passes a bill, the earliest the first phase of a zoo could be completed and opened to the public would be about 1970. A ten-year phased building program, commencing in 1968, would mean completion of the zoo about 1977.

We have not priced out in detail the type of facility we believe this area must have. The estimated capital cost to date of the outstanding San Diego Zoo is \$19,000,000, and the new Milwaukee County Zoo, when completed next year, will cost \$16,000,000, we have been informed. These facilities are located in smaller metropolitan areas than ours. Omaha's zoo being built in phases to serve a current area population of less than one-half million will ultimately cost at least \$10,000,000.

Each major U. S. zoo is and should be unique, taking into account the special interests and desires of the local area, climate conditions, special considerations related to construction, etc. We do not have in mind the largest or costliest new zoo in America. We do have in mind a zoological garden of distinction and of scope of exhibits to rival Milwaukee, St. Louis, Omaha, Chicago-Brookfield, and San Diego and suitable to serve an area population expected to reach 4,000,000 persons in less than 35 years. Perhaps a \$13-15,000,000 phased building program spanning a number of years would produce this facility. Certainly, nothing less than a capital outlay of this range would provide a quality facility capable of serving the present and immediately foreseeable needs of the whole Twin Cities metropolitan area.

. Public Role: The major share of the capital costs of planning, development and construction of the zoo will have to be borne by taxes, although significant private contributions also can be expected, if there is assurance to potential

EXCERPT FROM PART OF ZOO SURVEY, FEB. 26, 1966 'AMUSEMENT BUSINESS'

THE LARGER ZOOS
(Over 500,000 Annual Attendance)

(50% of the zoos in this category responded to the questionnaire)

Average Annual Attendance 1,122,600

Average Total Exhibits 1,800 of 355 Species
Mammals: 376 of 90 species Reptiles: 322 of 89 species
Birds: 527 of 147 species Fish & Amphibians: 3,283 of 221 species

Average Operating Season Year-round for 96% of those reporting
Summer Operation: 9 hours Winter Operation: 7½ hours

Admission to Main Zoo at 40%; Separate Buildings at 8%
Average fee: Adults...75 cents Juniors...60 cents Children...25 cents

Average Parking Fee: 50 cents at 24%, half of which also have admission.

Concessions Self-Operated at 50%; Leased at 50% for average 25% of gross.

Amusement Rides Operating at 52%; Average 6 rides at those reporting.
Trains.....100% Merry-Go-Rounds.....61% Boats.....38%

Average Annual (Zoo Generated) Revenue \$389,000
Per cent from: Concessions.....46.7% Parking..... 3.1%
Memberships..... 4.4% Other Income 28%
Admissions.....17.8%

Food & Drink Facilities Operated at 88% of those reporting.

Types of Items Sold (at those reporting):
Soft drinks.....100% Popcorn.....92% Cotton candy.....72%
Coffee.....100% Candy, gum.....92% Other Sandwiches.....63%
Hot Dogs..... 97% Cigarettes.....92% Soft Ice Cream.....39%
Peanuts..... 92% Hamburgers.....87% Beer.....24%
Sno-Cones..... 92% Ice Cream.....87% Lunches, Dinners.....15%
Specialty Foods.....10%

Live Talent Used at 50% - Average \$1,685 budgeted in 1966.
Building Improvements at 87% - Average \$517,470 budgeted in 1966.
New Equipment at 79% - Average \$8,890 budgeted in 1966.
Adding Animals at 92% - Average \$16,550 budgeted in 1966.

Operating Expenses (average figures for all reporting total 100%):
Wages & Salaries..... 51.8%
Maintenance (utilities, repairs)..... 11.5%
Supplies (expendables)..... 18.4%
Promotion (talent, ads)..... 2.5%
Depreciation 1.0%
All Taxes..... 1.0%
Insurance..... 1.0%
Other (capital improvements, travel,
administrative)..... 12.8%

private donors that development and operations will be soundly directed. For example, the Minnesota Zoological Society has initially pledged \$500,000 toward a Ramsey County Zoo, provided Ramsey County would provide the Maplewood site and issue \$3,500,000 of county bonds. It is not unreasonable to speculate that, if five counties pledged, say, \$12,000,000 toward a 10-year building program, firms, foundations and individuals might contribute \$3,000,000-\$4,000,000 or more over a like period.

The public share of the capital cost for planning and building the zoological garden could be met on a "pay-as-you-go" basis through a tax levy on the five counties or through issuance of bonds. In either case, legislation will be required and provision for the necessary governmental control elements will have to be provided as more fully set out in Finding No. 8 and in the Discussion Section of this report.

. Cooperating Costs: Despite the fact that zoos have historically been government built and operated by government as a "free" public service, a strong trend toward user fees has taken place in recent years, due to the increased cost of operating zoos and the desire in many forward-looking communities to improve the quality of zoo programs. Thus, as can be seen in the "Amusement Business Survey" about half of the larger zoos now charge admission and/or parking fees, which produce significant portions of the zoos' operating costs. The most significant information in the survey containing a composite of information for 1965 is the fact that nearly half of the zoo-generated revenue (i.e., not public tax support) comes from income from concessions, which would include income from all types of food operations, as well as income from all types of rides, particularly the miniature trains or other types of conveyances which transport people in and around the zoo proper, as well as the income from strictly amusement rides, such as merry-go-rounds or other types of rides normally found at a carnival, fair or amusement park.

. Admission and Concession Income: Reasonable user fees in the form of admission charges provide for a better zoo, reflect the fact that the zoo is not really "free" at all, and produce other now generally recognized benefits. The user fee concept has now gained general acceptance, not only in connection with zoos, but also for other public facilities, such as national, state and county parks, county and municipal golf courses, and a wide variety of heavy-demand special public facilities, such as sports arenas, boat marinas, auditoriums, museums, etc. We believe that admission fees should provide for a significant portion of the operating expense of the zoological garden. In fact, between admissions and concession income, we believe that at least two-thirds of the operating expense of the zoo can and should be realized.

The importance of the zoo as an educational and recreational, and, eventually, as a research and conservational facility, however, leads us to believe that a fetish should not be made of making the zoo "pay its own way." Maximum attendance should be encouraged through developing a quality zoo and properly publicizing it, not through the operating agency's being forced to run a carnival with a large number of income-producing kiddie rides. Minnesotans and outstate visitors will come to the zoo and come again and again, if the zoo is well planned and constructed, if the displays are varied and well conceived, if the atmosphere, setting and control of crowds are such that people will want to return.

This is not to say that there is no room for concessions at the zoo. A restaurant and other food service is needed. A large zoological garden (100+ acres) must provide means for the public to move between parts of the zoo. This usually takes

the form of a miniature train circling the perimeter of the zoo and stopping at certain set places near major exhibits. Trackless conveyances and rental of strollers for children are also needed and appropriate. These features are good revenue producers. Other appropriate entertainment, for which admission may or may not be charged, are such things as the "Sparky, the Seal" Act, which has proved so popular at Como. To the extent a merry-go-round, ferris wheel or pony rides might be incorporated at a zoo, such attractions should be separately located, well away from the zoological displays, perhaps adjacent to picnic areas. Such features, if utilized, should be incidental to the zoo itself. Their operation should be under the close control of the agency responsible for operating the zoo.

The zoo should make special admission arrangements for visits to the zoo by school classes, parks, "Y" and settlement house groups. In addition, the zoo might provide some "free days," especially during the winter. A lower winter admission rate and special programs and displays will be desirable to attract patrons in large numbers the year around.

It is likely that, by the time the whole zoo building program has been completed - by 1977 if a 10-year program is undertaken - there will be well over two million visits yearly. More than one million already see the Milwaukee Zoo. At that point, it is also likely that the zoo operating budget will run at least \$1 million annually, the figure Milwaukee is now approaching. We do not anticipate that the zoo will break even as is planned for Omaha after five years, or that it will run in the black as in San Diego, although this could occur. We believe, however, based on study of other zoos, surveys and population trends, that our estimate of need for a public subsidy of no more than one-third of operating cost is accurate. This would indicate a total yearly cost to the 5-county area of \$333,000, once the building program has been completed, in the late 1970's. The operating subsidy at the opening of the zoo in 1970 or 1971 would be likely to be in the range of \$200,000 yearly (at one-third of budget), gradually rising to the \$333,000 figure. Such subsidy could be met through a small yearly tax levy on the 5-county area.

. Federal or State Involvement: Because the question came up again and again, we carefully investigated the question of availability of federal funds in connection with the zoo. They are available for land acquisition by a public body on a 50-50 basis under certain circumstances. For example, Ramsey County utilized federal funds to acquire the proposed Maplewood zoo site. Also, to the extent a public body expends funds to develop a park site purchased with the aid of federal funds, development funds might be available up to 50% of the cost. But this would not include cost of zoo buildings. It might include the cost of planting a buffer zone, developing parking areas, landscaping, etc. Recent examples we have found of federal subsidy for a zoo involved: (1) a grant to the Cleveland Board of Education of NDEA funds for special equipment (projectors, microscopes, cages, books, charts and biological materials) for the educational building at the Cleveland zoo, used for supplementary education by the Cleveland schools; (2) a recent HUD grant of \$278,000 for a new Louisville zoo, and (3) a somewhat smaller grant to Toledo.

There might be a possibility of state involvement in or with the construction or programs of an area zoo. On May 27, 1966, the then State Commissioner of Conservation, Wayne H. Olson, in a letter to Senator Walter F. Mondale, wrote in part: "The metropolitan approach / to the zoo / seems to have considerable merit. In addition, however, I have discussed with members of my staff the possible statewide significance of this zoo. If the proposed site were suitable for additional things, such as the Conservation Hall of Fame and possibly a building for the Department of Conservation, it could provide an outstanding natural resource educational complex."

8. Development and Operation of the Zoo (Government-Non-Profit Societies):

The three methods or types of zoo operation and direction are set out in the Background Section of this report. We have carefully studied experiences in other parts of the country, particularly those with outstanding zoos or which have recently built or are building major zoological gardens. We are impressed that in many of the outstanding situations - San Diego, Chicago-Brookfield, Philadelphia and the Bronx Zoo in New York, the new Omaha zoo, to name a few - development and operation of the zoos involves a major role for strong, private, non-profit zoological societies.

In the outstanding case of governmental operation of a quality new zoo - Milwaukee (from which the pictures in this report come) - there has been a well-established governmental structure into which the operation of a zoological garden could be integrated. For example, in Milwaukee there is a viable metropolitan (county) governmental structure, reformed in recent years to provide for home rule powers and a strong executive. There is an established advisory areawide park board with a competent, well-staffed and well-financed park program providing a gamut of recreational and cultural needs for the Milwaukee metropolitan area, all the way from neighborhood parks and swimming pools to open space park reserves, to special facilities, such as the new zoo, marinas, a nationally significant new \$4 million horticultural conservatory, etc. Nothing of this sort exists or is likely to exist for a long time, if ever, in this metropolitan area.

A major impediment to achieving a metropolitan area zoo is the lack of any governmental structure at the metropolitan or multi-county level. There is no body of general or special purpose government at the metropolitan level to aid in planning or the development of a zoo, or even to consider specific proposals for a metropolitan zoo. There is no existing body at the metropolitan level which could provide the areawide tax support such a facility would need, or which could issue bonds to finance the development and construction of a zoo.

The lack of a governmental structure is the key element distinguishing our area from other metropolitan areas which have recently built or are planning major new or expanded zoological garden facilities. The problem comes down to this - regardless of how broad an area one might believe should support this facility (seven counties, five counties, two counties, major municipalities or the two core cities), there is no governmental means to bring these entities together. There is not even legal power in a Minnesota county, without special legislation, to provide for planning, construction and operation of a zoo in the manner our committee believes it should be done.

Unless the facility or need is one which can be met within the powers and resources of a single municipality, there is no recourse except to the State Legislature for a special bill. This in almost every case means the creation of a whole new special government structure in order to provide for each new facility or enterprise involving any element of public support from several units of government. The minute several units of government are involved, there is the "local consent" problem. This means that each governmental unit affected by the special bill must consent to the bill, and, if even one unit fails to approve the bill, it cannot become law.

In addition to these legal and governmental problems, there is little tradition in this area of government's taking the lead in seeking to meet the cultural or recreational needs of the people. On the contrary, progress in meeting these needs has always been spearheaded by private citizens, and provision for needed governmental support has developed on a piecemeal, ad hoc basis, need by need or facility by facility. This has been true historically, in such instances as development of the

Minneapolis Park and Hennepin County Park Reserve systems, the Metropolitan Sports Area Commission which built and operates Metropolitan Stadium, the Minneapolis Institute of Arts, partially supported by a small countywide tax levy, Fort Snelling State Park, the Minnesota Horticultural Society, and the development of the Arboretum, to give some examples.

We believe that the development of a first class zoological garden facility to serve the whole metropolitan area, state and region will not be realized without: (1) A strong, private non-profit sponsoring "zoological society" representative of the whole metropolitan area, with a major role in the planning, promotion and eventual operation of the facilities, and (2) development of a governmental structure or body to protect the public interest, and the large, areawide public expenditure which will be necessary for planning and construction of the garden. We see as the most workable and most desirable plan for this area an arrangement whereby government contracts with the areawide society for the planning, construction and eventual operation of the zoo.

It would be premature to suggest here the terms of such a contract. They will have to be worked out by the government and the society once legislation has been passed creating or defining the government body, granting it the necessary powers to develop, build and operate a zoo, and granting it at its discretion the power to contract with a non-profit areawide society for the development and operation of the zoo under whatever terms the public and private parties can agree on. The contract, if made, will have to take into account the key factor of the relative public and private contributions in planning, construction and operating funds, and in land, services and animals. Other elements of the contract may involve public voting or non-voting representation on the Society Board of Directors, and such matters as bids and purchasing controls, security bonds, depositories, audits, guarantees against non-performance, reversions, etc.

This committee has not been constituted to consider metropolitan area structure of government problems, but we are aware that the Citizens League has these problems under intense study. It is our finding that no government body at the five-county or metropolitan level exists which has the power to consider or help finance a needed metropolitan area zoo; that such a body is needed and ought to be created at the next session of the Legislature. As to the nature of such a body - whether it should be a multi-county unit, a "federation" with the needed powers to deal with the area zoo or a "multi-purpose" district, etc. - this question we believe the Citizens League Board of Directors should refer to the special League committee which will make recommendations on metropolitan structure questions.

9. Essentials of a Strong Non-Profit Zoological Society: There is presently no plan for a zoological garden of the size, scope, cost or significance we believe should be developed and constructed to serve this metropolitan area and region. These have been extensive discussions concerning a possible Ramsey County-financed zoo augmented by contributions from the existing zoological society, built by the County and the Society through a cooperative arrangement and run by the Society under contract with the Ramsey County Board. Special legislation next session would be needed for such a plan, and, indeed, for any zoo plan. We have confidence that the metropolitan approach will stand as good a change, or better, in the Legislature than the approach envisioning essentially a Ramsey County sized and financed zoo. We have confidence that the metropolitan approach envisioning a metropolitan area zoological garden facility of national significance will be well received in Hennepin County and other areas of government officials, legislators and civic and business leaders.

There must be a plan on the basis of which public and governmental support can be engendered, leading to legislation at the 1967 session. A strong private group truly representative of the whole metropolitan area is required to develop a specific plan for a metropolitan zoo and engender the necessary support needed for legislation and implementation of the plan. The existing society can form the nucleus of the areawide group, and has indicated a desire to do so through expanding its Board to include substantial representation from outside of St. Paul.

We believe the necessary elements for a strong society capable of promoting selling and carrying through a plan for an area zoo include:

- . Representation on the Society's Board roughly proportionate to the degree of public and private financial support the zoo might expect to receive from the various parts of the Twin Cities area.

- . Representation by key elected public officials, or their designees, again bearing a relationship to the degree of expected financial support from the various counties and areas.

- . Involvement of persons from key media, possibly through Board representation or otherwise.

- . Education and scientific community representation on the Board.

- . Professional public relations assistance.

- . Development of a "Friends of the Metropolitan Zoo" group through an intense membership drive, or consisting a general membership drive for the Society itself.

- . Publication of an attractive "Preliminary Master Plan and Prospectus" for the zoo, including layouts, sketches, lists of facilities and exhibits, etc., once the plan has been perfected in collaboration with professional architects and consultants.

- . A concerted campaign to acquaint the public and elected officials with the plan and the potentials of a truly fine zoo for this region.

10. Development of the Plan: Development of the overall metropolitan zoo plan should:

- . Assume needed areawide public tax support for planning, construction and part of the operating costs of the zoo.

- . Include estimates of the degree of private support through capital gifts, contributions for animal acquisition, and society membership income from foundations, business and individuals which might be expected during the planning and building period and once the zoo goes into operation.

- . Indicate the scope of exhibits as anticipated at the new zoo.

- . Set out estimated total cost of the long-range zoo construction program and more specific cost estimates for the first phase of construction, after the completion of which the zoo would be open to the public.

- . Set out estimates of the zoo's operating budget, both for the initial period and once the long-range plan has been completed. This should include attendance estimates, proposed admission charges, and expected income from admissions and concessions.

. Evolve a specific first phase building program which will assume that, with the opening of the zoo, the public will enjoy facilities and exhibit areas capable of presenting a broad range of interesting and varied displays. To accomplish this objective, the first phase plan, we believe, should include about half of the total anticipated long-range construction cost.

. Form the basis upon which the "Preliminary Master Plan and Prospectus" can be developed by the areawide society in consultation with its architects and consultants.

11. The Future of Como Park Zoo: Como Zoo, which the citizens of St. Paul have maintained for so long for the benefit of the whole metropolitan area, is clearly inadequate, even if modernized or expanded, to serve as a metropolitan area zoological garden. For example, an expanded zoo at Como would not provide even the 26 acres of parking now available at the new Milwaukee County Zoo.

Como Zoo is clearly in need of modernization and structural improvements, even if it is not expanded; however, the committee concurs with the zoo consultants' recommendation cited in the Background Section of this report that, whatever changes are made at Como should be consistent with the early development of a major metropolitan zoological garden facility at a metropolitan area location other than Como Park.

RECOMMENDATIONS

To the Minnesota Zoological Society and the Ramsey County Board of Commissioners:

1. In order that the society might be in the best position to develop a plan for a metropolitan area zoo and gain wide public and governmental support for such a plan and the necessary enabling legislation under which such a plan can be realized, we recommend that the society adopt the necessary changes in its Articles and ByLaws so as to provide for substantial representation on its Board of Directors from the various parts of the metropolitan area consistent with the areawide public and private financial support which will be necessary for the new area zoo. Such representation should also include persons from the education and scientific communities, as well as some key elected officials from throughout the area, or their designees.

2. We recommend that the Minnesota Zoological Society and the Ramsey County Board of Commissioners should immediately request a short-term staff study by the Metropolitan Planning Commission of the feasibility of the proposed Maplewood site as the location for the metropolitan zoo. We understand that the Commission already has, in connection with its major studies, meaningful data on site size, access, public mobility, public attitudes, major transportation patterns and other key factors in connection with locating large metropolitan area cultural, educational or recreational facilities. The Commission staff should also be asked to present its best judgment on the attendance which might be anticipated at a major zoological garden located at the proposed Maplewood site, assuming that reasonable admissions charges will be made at the proposed facilities.

3. Assuming that the proposed zoo will be constructed at Maplewood, we believe the society should proceed in collaboration with the Zoo Director, the Ramsey County Board, the society's architects and, possibly, with a consultant experienced in zoo development, to prepare an overall metropolitan zoo plan, including an outline of the scope and manner of exhibits, cost estimates, anticipated operating budgets, zoo revenue projections, parking and utilities needs, and a "Preliminary Master Plan and Prospectus" suitable to demonstrate with words and pictures and with accompanying slides to public, business, labor, educational and governmental groups and leaders the potential for this area and region of an outstanding zoological garden.

4. The society should undertake a broad areawide membership drive or create and stimulate a broadly based "Friends of the Metropolitan Zoo Committee" to support the efforts for enabling legislation and implementation of the metropolitan zoo plan.

5. The society should hire professional public relations assistance and make the utmost effort to gain acceptance and publicity for the metropolitan zoo plan from newspaper, TV and radio media throughout the area and state.

6. The expanded society Board should attempt to ascertain prior to the 1967 legislative session what degree of private financial support for the zoo might be forthcoming from area business and foundations and from private individuals through gifts, pledges, society memberships, etc., assuming the implementation of the metropolitan area zoo plans. It should be in a position to indicate the scope of such anticipated private support to the Legislature. The Ramsey County Board should clarify what commitments it will make in land, work and services at the proposed site, assuming adoption of the metropolitan zoo plan. In addition, the extent of possible federal and/or state assistance through funds, construction or equipping of special buildings, etc. should be ascertained, if possible.

To the 1967 Minnesota State Legislature:

There is an urgent need in the Twin Cities metropolitan area and region for a publicly supported, top quality zoological garden facility comparable to the nationally recognized zoological facilities recently built or modernized in many U. S. cities and metropolitan areas. Legislative action will be necessary in order that such a facility can be realized here. No existing governmental unit exists at the metropolitan or multi-county level which must provide support for such a facility and protect the public interest and investment in an area zoo. A new unit of government, or a combination of existing local units, must be empowered to act in this instance. Included in the powers which should be granted is the power in the discretion of the government to contract with a private non-profit organization representative of the metropolitan area for the planning, development and operation of a zoological garden, subject to requisite safeguards for the public's interest and investment. The government should be granted the power to levy taxes in Hennepin, Ramsey, Anoka, Dakota and Washington Counties to support the zoo and to issue bonds to provide the public's share of the cost of planning and constructing an area zoo.

To the St. Paul City Council:

In considering the future of the St. Paul Como Park Zoo and modernization and improvement of the zoo, we recommend that whatever actions are taken be consistent with the development at an early date of a metropolitan area zoological garden facility at a location other than Como Park.

To the Citizens League Board of Directors:

We recommend the transmittal of this report, if approved, to the Citizens League Metropolitan Affairs Committee, with direction to that committee to evolve recommendations to the Legislature on the question of what type of governmental structure at the metropolitan level would best provide the means for attaining a metropolitan area zoo.

SCOPE OF REPORT AND COMMITTEE ACTIVITY

In the fall of 1965 the Citizens League Board of Directors authorized the creation of the Metropolitan Zoo Committee, with the following assignment:

"Assess the need for a first-class zoo facility to serve the metropolitan area, and, if so, how such a facility should be financed and under what type of authority its direction should be placed."

Twenty-six persons participated in the deliberations of the committee. The committee was headed by John Mooty, a Minneapolis lawyer, and included a number of active participants who are residents of St. Paul. Other committee members were Robert Beaudry, Jerrold Bergfalk, Donald Brauer, Mayor Thomas Byrne, Fred Cady, Mrs. Fred Cady, Norman Carpenter, Mrs. John Fletcher, Clifton French, Norris Dean Jackson, Dr. Stanley King, Mrs. Florence T. Kline, Kenneth Lee, Alan C. Mingo, Howard Moore, Jonathan Morgan, Mrs. Joseph Nathanson, David Pratt, Joseph E. Richardson, Mrs. A. L. Schoeller, Robert Stein, Michael P. Sullivan, James H. Treanor, Mrs. Paul Van Valkenburg, and Donald Weesner. The committee was assisted by Arne Schoeller, Citizens League Associate Director.

The committee held ten meetings between January 24, 1966, and July 21, 1966, all evening meetings of approximately three hours' duration. Committee members spent several hours on Saturday, April 9, 1966, touring the Como Park Zoo in St. Paul and the proposed Maplewood site for a new zoo. In addition, the committee staff spent countless hours with the Como Zoo Director and in reviewing for the committee information on Como Zoo, on other United States zoos, and in reviewing professional zoo literature.

A number of persons appeared before the committee, several on more than one occasion, and were most cooperative and helpful to the committee. These included John Fletcher, Director of the Como Zoo; Robert Duerr of the Como Zoo staff; Joseph G. Mayo, Director of the Duluth Zoo; Frank L. Loss, until recently St. Paul Parks Commissioner; Victor J. Tedesco, the new St. Paul Parks Commissioner; Phillip Leier, John L. Ricci, the old and new Deputy Commissioners, and John Rutford of the St. Paul Parks Department; Ramsey County Commissioners Harold Goodrich, Roy P. Nadeau, and Ed Salverda; Dean R. Anklan, Ramsey County Engineer; Tom Quayle, Ramsey County Attorney's office; David Forester of the Metropolitan Planning Commission staff; Reuel Harmon, President of the Minnesota Zoological Society; Adolf T. Tobler of the Society Board; Ray M. Schneider, Secretary of the Society; Fred P. Memmer, the Society's attorney; J. D. Voigt of the architectural firm assisting the Society; Representative John Wingard; U. W. Hella, Director of the Minnesota State Parks; Samuel H. Morgan, President of the State Park Association. In addition, two committee members, retired Minneapolis Park Superintendent Howard Moore, and Clifton French, Superintendent of the Hennepin County Park Reserve District, with their long background in parks administration, were particularly helpful in providing information to the committee.

Several members of the committee and the committee staff visited outstanding zoological garden facilities in other parts of the country and reported their observations during the committee's deliberations. The committee reviewed extensive written information and professional zoo literature, including the proceedings of recent annual conferences of the American Association of Zoological Parks and Aquariums, legislation and contracts, and budgets and plans relating to zoological gardens in other locations, particularly those in Omaha and Milwaukee. The committee

requested and received specific information from a number of other zoos and information from Senator Walter F. Mondale on the question of availability of federal funds in connection with land acquisition or zoo construction or operation costs.

BACKGROUND

Government and Zoological Societies in Zoo Operations

Traditionally, zoos have been publicly built and operated as a "free" attraction or public service. With soaring governmental costs and with the development of the zoological garden concept of maintenance and display of animals in simulated natural habitats and separated from the public by hidden moats and glass rather than by bars wherever possible, many of the finest and best operated new or modernized zoos now charge admission to augment concession income and public tax support for operations.

Concerning the various possible methods of zoo operation, there are three basic types: 1) Governmental operation, 2) zoological society operation, or 3) a combination of governmental and zoological society operation. Under total governmental operation, many zoos are still operated by park departments and as part of the park operation. Zoo directors operating under such an arrangement often complain that they are short-changed in the allocation of funds as between the zoo and competing functions such as parks, swimming pools and beaches, golf courses, recreational areas, marinas, maintenance of parkways, etc. They also complain that the atmosphere under this type of governmental operation may not be sympathetic to the zoo's educational, research, conservation and scientific obligations. Nevertheless, there still remain several outstanding zoos operated in this manner, including the Dallas zoo and the new Milwaukee County zoo.

Many of the outstanding zoos under governmental operation enjoy separate department status and a separate commission or board, either appointed or elected, with the zoo as its primary responsibility. Outstanding examples of this type of arrangement are Detroit and St. Louis. Under this type of operation, the role played by the zoological society under other types of operations is often played by the separate board or commission. For example, in St. Louis, which has one of the best zoos in the country, the separate board is called the "Zoological Board of Control", and then there is another supporting citizens organization called the "St. Louis Zoo Association", which sells annual memberships of different types ranging from \$10 memberships for individuals up to memberships for corporations and other groups as high as \$2,500 per year. The St. Louis Association is currently raising the capital funds for a new children's zoo, which is part of the master plan for the overall development and modernization of the St. Louis zoo adopted by the Zoological Board of Control. In 1962-63, the St. Louis zoo had a total income of approximately \$950,000, with nearly \$300,000 from concessions and the rest from taxes.

Zoological society operation of zoos is occurring in an increasing number of major United States metropolitan areas, and is the method under which the two best known zoos in the country - the Bronx Zoo in New York and the San Diego Zoo - operate. The degree of public tax support associated with society-run zoos differs from situation to situation, but, in general, these zoos, like most others, are operated on public-owned land with the public providing all or most of the capital funds for construction or improvement of the zoo. The government in many cases

City	1960		Total Staff(1)	Adult Charge(2)	Attendance (1963)	Total Number	
	Metro Area Population	Acreage				Species	Specimens
Birmingham, Ala.	635,000	54	25	\$.50	222,289	214	624
Phoenix	664,000	118	23	1.00	346,251	267	805
Fresno	366,000	8½	21	.25	400,000 ca.	164	452
San Diego	1,033,000	91.3	225	1.00	2,485,959	1193	4527
San Francisco	2,783,000	65	41	free	2,120,000	190	1100
San Francisco (Aquarium)	"	-	-	free	2,143,878	534	8513
Denver	929,000	70	33	free	1,000,000 ca.	163	693
Washington, D. C.	2,002,000	176	210	free	3,200,000 ca.	826	2693
Tampa	773,000	200	50	free	1,452,854	350	1633
Chicago - Brookfield	6,221,000	215	274	.50	2,280,292	597	1994
Chicago - Lincoln	"	25	57	free	3,800,000	552	2011
Evansville, Ind.	199,000	67	19	free	500,000 ca.	146	796
Boston	2,589,000	51	40	free	400,000 ca.	178	647
Detroit	3,762,000	122	105	free	2,200,000	672	4357
St. Paul	1,482,000	10	10	free	950,000	115	255
Kansas City	1,040,000	65	40	free	2,500,000	...	664
St. Louis	2,060,000	83	94	free	2,500,000 ca.	640	2010
Lincoln, Neb.	155,000	35	9	free	150,000 ca.	121	457
Buffalo	1,307,000	23	39	free	750,000 ca.	369	957
New York City - Bronx	10,695,000	252	238	.25	2,574,858	1076	2737
Cincinnati	1,077,000	54	50	.75	760,000	476	2701
Columbus	683,000	20	70	.35	500,000 ca.	462	1378
Cleveland	1,797,000	110	58	.50	696,391	406	1260
Toledo	457,000	43	120	.50	850,000	512	1724
Oklahoma City	512,000	180	20	free	885,623	238	1173
Portland	822,000	40	44	.35	1,522,732	...	560
Philadelphia	4,343,000	42	184	.75	894,031	530	1591
Pittsburgh	2,405,000	45	34	free	1,200,000	368	1105
Dallas	1,084,000	50	43	free	1,000,000 ca.	199	1299
Salt Lake City	383,000	43	35	.25	346,886	103	366
Seattle	1,107,000	90	32	free	1,650,000 ca.	383	1858
Milwaukee (under const.)	1,194,000	162	60	free	779,826 ca.	175	639

Control - Financial Support

Mun. Zoo
 Ariz. Zool. Soc. + pvt. donations
 Fresno Zool. Soc.
 San Diego Zool Soc.
 (dues, subscription, gross inc. tax
 S.F. Zool. Soc.
 (\$400,000 City and Co.;
 \$200,000 S.F. Z. S.)
 City and Co. of S.F.
 Mun. Zoo w. D. Zool. Found. (Zool.
 Soc. Foundation animals and buildings)
 Smithsonian Inst.-Fed. Appropriation
 Anheuser-Busch, Inc.
 C. Zool. Soc. w. City
 (\$697,369 taxes, \$15,000 dues & contrib
 Mun. Zoo w. Lincoln Pk. Zool. Soc.
 Mun. Zoo w. Zool Soc. -
 dual support
 Admin. by Met. Dist. Commission and
 soc. w. Mass. Zool. Soc.
 Mun. Zoo w. Det. Zool. Soc.
 Mun. Zoo w. Minn. Zool Soc.
 (\$114,000 from St. Paul taxes)
 Mun. Zoo
 St.L. Zool. Soc. w. City-heavy tax supp
 Mun. Zoo w. Children's Zoo Assoc.
 Mun. Zoo
 N.Y. Zool. Soc. w. support from city
 and Soc. endowments
 Owned by city; op. by Zool. Soc.
 (city pays for all cap. expenditures)
 Mun. Zoo w. Zool. Soc.
 (\$482,000 taxes)
 Owned by city; op. by Zool. Soc.
 (\$240,000 taxes; donations, dues from
 "Friends" group plus Soc.)
 Owned and maintained by Mun.; op. by
 city and Zool. Soc.
 (\$350,000 taxes; \$150,000 Soc.)
 Mun. Zoo w. Zool. Soc.
 Mun. Zoo w. Zool. Soc.
 Zoo controlled by Phil. Zool. Soc.
 w. city tax support
 Zool. Soc. with city
 (\$300,000 taxes; \$100,000 Soc.)
 Zool. Soc. w. City
 Mun. Zoo w. Utah Zool. Soc.
 Mun. Zoo
 County Zoo. Cap. and op. costs pd.
 by Co. taxes; rev. from parking and
 facilities to Co., Zool. Soc. buys
 most animals.

commits itself to providing a given amount of operating funds from public revenue, and then it is up to the society through admissions charges, concession income and other sources to provide the balance of the funds needed to operate the zoo.

Under combined operations, the government normally owns the land, pays salaries, purchases animal food and equipment, provides utilities, and more or less provides the operating budget. The zoological society solicits donations, operates concessions and receives income from admission fees. In return the society provides capital improvements, purchases animals, and provides other types of support.

National Zoo Data

The statistical and survey data on United States zoos has been of particular importance to us in developing our report. Of necessity, the selection between cities and metropolitan areas was made from the information contained in the International Zoo Yearbook. We attempted to include a variety of different cities and metropolitan areas in the United States of differing size and location, and containing zoological gardens of different types and kinds of operation. Lest we be accused of selecting data from the cities which would point up the relative inadequacy of the St. Paul zoo, we should point out that there are many other zoological gardens not listed on the prior page which are first rate in terms of quality and size of collection and the other criteria by which zoos are judged. For example, in Texas the Houston or Fort Worth zoos might have been selected, or the smaller zoos in such cities as Abilene. In Ohio, virtually every major city has a good zoo based on the criteria contained in the chart, and on information received by our committee. A number of zoos of outstanding national reputation are not included in the chart inasmuch as the attempt in selecting the zoos was to try to give an accurate picture of the situation around the country, and to particularly list some of the metropolitan areas which are comparable to ours in size.

The information in the chart on admission charges is quite out of date, with such cities as Denver and Dallas having gone to an admission policy since 1963. In addition, a number of the other cities listed, and some not listed, have gone to an admission or are considering charging admission to partially defray rapidly increasing costs of their zoos. Such cities include Pittsburg, Milwaukee and Oklahoma City. The November 6, 1965, edition of "Amusement Business" reported: "Directors

Explanatory Notes for "Selected U. S. Zoo Data - 1963":

- 1) Some staff figures include grounds and landscape employees; others do not.
- 2) Several of the zoos listed have gone to admissions since 1963 and most of those still "free", including Milwaukee, are considering imposing admissions charges shortly.

Major new zoos usually replacing existing facilities are being constructed in a number of areas including Los Angeles, Oakland, Atlanta, Omaha, Tulsa and Boston.

Many major cities in addition to San Francisco have separate aquariums.

Most major zoos have or are building children's zoos and often, even if the main zoo charges no admission, there is a charge for the children's or other special facilities.

at three major metropolitan zoos told Amusement Business they are about to ask their societies for an admission fee. And one director of a 'free' zoo predicts, 'every zoo of consequence' will have a paid gate within a few years."

Attendance figures are often calculated at "free" zoos; however, it is quite possible to get accurate attendance figures even when there is no admission by finding a constant factor, such as food sales. As the chart makes clear, attendance is the only factor listed in the chart by which zoos can be judged in which the St. Paul Como Zoo does not rank at or near the bottom. In acreage, size of staff, and variety of exhibits (both in terms of different species and numbers of specimens) Como compares unfavorably with all or almost all other zoos listed as well as with many other United States zoos not listed in this report.

St. Paul's Como Zoo, Outline of Facilities and Operation

Present exhibit facilities at Como Zoo include:

1. The main zoo building was built by the WPA in 1936 for approximately \$60,000. It is approximately 100' x 75' in size, and has indoor and outdoor cages of steel and ceramic brick and cement floors. The basement area, impossible to use as a display area, is used for a work area and storage for animals and equipment. A small office serves the zoo staff, and there are public rest rooms in the same building. Three cages have been modified, one for the large snake, and two for the gorilla and orangutan. Power for the building comes from the nearby greenhouse steam plant. Sanitary and storm sewers are combined, and inadequate for the operation which requires use of large amounts of water.
2. The bird yard consists of one stone shelter, a cement-surfaced waterfowl pool, and wooden and wire cages for birds of prey. The fenced area, enclosed by a low fence, is about $\frac{1}{2}$ acre.
3. The kiddie zoo is 60' x 60' and has a central garage-type building which was used last year to exhibit the baby elephant. The rest of the area is divided into pens and shelters, with a U-shaped walk-through.
4. The prairie dog pit is of concrete, silo like, with a mound of dirt for the digging rodents, such as prairie dogs.
5. The monkey island is a circular moated area, and one of the first major construction features of the park, built in 1932. It is 100 feet in diameter, with 6' cement walls, and a cement bottom sloping to the outside, which area is kept covered with about 3' of water to prevent the animals from escaping. The center is a large pile of shale limestone over a concrete den. In addition to monkeys, it houses sea lions and alligators, and miscellaneous small specimens. In the winter it is drained, and bears and wolves are displayed there.
6. In connection with monkey island is a small concession stand for the feeding of fish to the seals. The seal show is given before bleachers on the south end of the main zoo building.
7. The zoo barn is a circular building enclosed by a circular perimeter wall and fence, total diameter about 300 feet. Seven stable divisions in the building

surround a circular center work area. There now is a steam plant in this building, and four stables are heated. The hoofed animals are kept here.

8. The bear grottos consist of three grottos, a tunnel to service them, and four dens for the bears. Limestone shale rock was used in the construction. A well traveled street goes by the front of the bear grottos. The grottos face north, giving some degree of shade for the summer.

9. The antelope yard is a fenced area with a geodisic dome feeding shelter and is about two acres in size.

10. The zoo parking lot, shared by the rides facilities, has room for about 350 cars. It is adjacent to the antelope yard and the zoo barn.

Como Park, in which the zoo is located, is a heavily used city park, and one which hosts a great number of activities, including swimming, golf, organized sports, bicycling, boating and canoeing, the conservatory, picknicking facilities, the Como Lake pavilion used for band concerts, community sings and dancing plus winter skating, in addition to the zoo.

The total acreage in zoo buildings and yards is about eight. The general area is enclosed by a street system that surrounds about 22-24 acres, and within which are expanses of lawn, walks, the greenhouse, formal gardens, and kiddie rides and concessions as well as the zoo. The greenhouse and floral display building complex is immediately adjacent to the zoo. In connection with this, there has recently been constructed a 275-car parking lot. The kiddie ride area covers about one-sixth of the available acreage. There are about three or four food stands and ten rides, although this varies with the season.

The zoo is open all year, but the main season, when the concessions are operating, starts early in May and goes through September. The zoo attempts to have all its outside exhibits going by the 30th of May.

Since there are no fences, all zoo attendance figures are estimates. About 900,000 visitors looked over zoo exhibits during 1965. The majority of them came in June, July and August. They spent about \$400,000 with the various concessions in the zoo area. The majority of them came from the Twin Cities area. About 40% of the attendance was from the St. Paul area. About the same percentage were adults.

The total budgeted for 1965 for zoo operation was \$117,300. Major expenditures were approximately:

Salaries, staff of 11	\$75,500
Utilities	8,000
Food and forage	18,000
Seal Act	5,000

Concessions are contracted out, and the income from the contracts goes into the Parks Department budget. It has been used primarily in the past for development costs at the St. Paul public golf courses and beaches operated by the St. Paul Parks Department.

The present zoo staff consists of one zoo director, one zoo foreman, three zoo keepers grade II, five zoo keepers grade I, and one park guide.

The present inventory of the collection is: Mammals, 58 species, 129 specimens; birds, 51 species, 135 specimens; reptiles, 9 species, 13 specimens. Most valuable exhibits are the Siberian tigers, gorilla, orangutan, snow leopard, and the baby elephant. The zoo director conservatively estimates the current replacement value of the collection at \$75,000.

The St. Paul zoo is a "free" municipal zoo totally financed through St. Paul property taxes. St. Paul has a commissioner form of government. The mayor appoints from the elected commissioners a commissioner responsible for the parks and recreation functions of the city including golf courses, beaches, the conservatory, and other special parks facilities including the zoo. The commissioner appoints his own deputy. Below that level, civil service generally applies. The zoo director is responsible to the commissioner and his deputy through the top civil servants in the parks and recreation department.

Other Zoos in Minnesota

In Duluth the zoo is run cooperatively by the Arrowhead Zoological Society in conjunction with the City of Duluth. The Society appoints the board and the city government appoints individuals to sit as ex officio officers with the board, and these persons must approve the expenditures at least insofar as they relate to the public revenues which go towards operation of the Duluth zoo. The Society maintains the grounds and the city building department maintains and repairs the zoo buildings. This new arrangement was brought about as a result of special legislation for Duluth which passed the 1961 Minnesota Legislature. Previously the zoo had been entirely a municipal operation.

The zoo has a collection of about 50 species and 250 specimens, including a full-grown elephant, hippo and rhino, none of which can be displayed at Como due to lack of facilities.

The zoo is newly fenced and encloses 20 acres, and there will be 12 more acres fenced shortly. Parking areas and the children's rides are located outside of the fence. The concessions, contracted, produce over two thousand dollars, used only for the zoo.

The staff includes the director and five full-time keepers. The 1965 budget included \$60,745 from city funds.

The zoo charges admission from May 1 through September 15 of 35¢ for persons above 15 years of age, and 10¢ for children 6 years or above, with younger children being admitted free. However, there is one free day per week. The admission charge was commenced late in 1963. In 1964 gate receipts amounted to about \$22,000, and the figures revealed that there was a ratio of adults to children admitted to the zoo that year of about two to one. Admissions run in the quarter million range yearly.

In addition to the Duluth zoo there is a small municipal zoo in Mankato and a private otter sanctuary charging admission at Homer, Minnesota.

RECENT DEVELOPMENTS

The Como Zoo Controversy in St. Paul

There has been a history of serious differences in the St. Paul community over the future of Como Park Zoo and the related question of whether a zoological garden ought to be developed on the outskirts of St. Paul. The issues as they relate to Como have included such questions as:

- . How big a zoo should St. Paul support?
- . Should the zoo area be expanded, and, if so, where?
- . Who should operate the zoo, the city or a zoological society, or should there be a cooperative arrangement?
- . Is a zoo fence appropriate in a multi-use free public park, even though it appears desirable for protection against vandalism?
- . Should admissions be charged at the zoo?
- . Are the large number of kiddie rides located in the midst of the zoo conducive to operation of a good zoo?
- . Are there too many rides, or should there be more?
- . Should the city be realizing more income from the contracts under which the rides and the food concessions are operated?
- . Shouldn't the city's income from contracted concessions go to improve the zoo rather than to other parts of the city park program such as developing golf courses and beaches?
- . Has the city neglected the zoo?
- . Is the facility a "menagerie" rather than a real zoo?
- . Are the buildings, display areas, and basement winter animal storage areas so inadequate that some of the larger or more rare animals should not be displayed at Como at all?
- . Can the existing facilities be sufficiently remodeled and augmented so as to produce a better small zoo, and, if so, what would be the cost, and would it be a worthwhile investment?
- . If a new zoological garden is built, would there be any future for Como Zoo?
- . Should St. Paul proceed to upgrade Como Zoo without regard to plans for a metropolitan area zoological garden?

It is not necessary here to relate each step of the debate and controversy on these questions in St. Paul except to note that there did develop substantial differences between the then St. Paul Parks and Recreation Commissioner and the primarily St. Paul composed Minnesota Zoological Society, discussed extensively elsewhere in this report. In November, 1963, Parks Commissioner Frank Loss first announced a "Phase I Long Range Zoo Modernization Plan" to cost \$433,419 and to be financed from revenue bonds to be retired from the proceeds of the ride and food concessions located at Como Zoo, which proceeds have been utilized over the years not at the zoo but for improvement of city bathing beaches and golf courses.

This plan called for road realignment, new parking, gardens, walks and landscaping, rehabilitation of existing buildings, the bear grotto and monkey island and construction of a small monkey house and of a new reptile house-bird aviary-zoo headquarters building.

Although the Commissioner continued to support this plan until his recent defeat at the polls, the City Council never undertook the plan and it has not been endorsed by the new St. Paul Parks Commissioner, Victor J. Tedesco. Commissioner Tedesco has said, however, that Como should be modernized. He has recently stated that such modernization and continued operation of Como as a "free" municipal zoo is not incompatible with plans for development of a metropolitan area supported zoological garden.

Professional Studies of Como Zoo

In February, 1964, Mr. George Speidel, director of the new Milwaukee County Zoo, who had been hired by the Minnesota Zoological Society to study Como Park as well as several suburban Ramsey County sites as possible locations for a new zoo, reported on Como Park in part as follows:

". . . Careful study has been made of all parcels of land in Como Park and the various zoo studies that have been made through the years by the office of the City Architect; they seem to take advantage of all available possibilities.

"It does not appear that a segment of land necessary to the unique caliber of a ranking zoo the Twin Cities metropolitan area should have is available in Como Park. The municipal golf course, together with additional adjacent segments affords a unit of land suitable for the construction of a proper zoo. It was not discussed, instead, it is assumed that the recreation authorities would under no circumstances sacrifice this land devoted to the game of golf.

"The beautiful general park area cannot be encroached upon either without destroying the general concept so necessary to a public park. This would also result in a major revision of the road structure and no doubt lead to undesirable alterations. . . .

"It is recognized that the zoo attracts a large number of visitors to the park, however, it must also be recognized that the above-mentioned (other park and recreation activities at Como Park) cannot function harmoniously with one another in such a congested area. Parking is not adequate and a practical manner in which to produce sufficient space does not seem to present itself.

"If the zoo in Como Park is improved in any way, it will promote more attendance and greatly add to the difficulties. . . .

"In order to modernize the Como Park Zoo, it will become necessary to use moated enclosures - this is a pleasing manner in which to exhibit animals, without bars, and it takes liberal space requirements. It must be recognized that such an arrangement also necessitates careful security procedures. The Park for safety reasons must then be fenced and regular zoo hours initiated, coinciding with the work day of the greater part of the zoo staff.

"Fencing does not seem conducive to a park of Como's character, and would in turn greatly interfere with other activities.

"The existing buildings are in need of considerable repair; remodeling would prove costly. Renovation was considered at one time for the Milwaukee zoo. It was soon determined to be a costly project, with the added disadvantage that we would still have an old zoo. Remodeling often is as costly as new construction, at times more, with the disadvantage of working with static conditions. . . ."

He concluded that Como Park was unsuitable as a site for a new zoological garden.

On May 11, 1965, McFadzean and Everly, Limited, zoo planning consultants from Winnetka, Illinois, who had been asked by Commissioner Loss to study Como with the possibility that they might be hired to help develop a modernization plan, wrote the Commissioner in part as follows:

". . . It would appear to me that a reappraisal of the animal collection would be one of the starting points in rehabilitating this zoo. In other words a survey of the collection might reveal that the size of the areas involved precludes the exhibiting of some of the larger hoofed stock. This area might better be used for smaller animals that would be more popular with zoo patrons. Another example might be with the bears. It is conceivable that because of the space requirements and the nature of the bear that they should be excluded from your future plans. Every Zoo man worth his salt aspires towards a truly representative collection of the animals of the world and the more scientific the Director, the more important is the number of species in his Zoo but when we are faced with the realities of space, then we must eliminate those animals requiring large areas and substitute smaller mammals. While I do not wish to get involved in operational costs at this juncture, some animals require more money for annual up-keep than do others and this, too, must be considered in the animal collection of a small, free Zoo. . . .

"The so called amusement area at first glance appears to be disproportionate to the rest of the Zoo. I know that you need the income from this area to use for your revenue bonds, but I think that it requires careful study and even more careful evaluation of the rides which are permitted in the area. Again at first glance and without first hand information, the miniature train as shown in this area is inadequate in length. There is a formula for such matters that seems to be violated in this instance.

"As I understand it, the present Zoo is not fenced, that is, with perimeter fencing. My off the cuff reaction to this is there should be fencing with perhaps several control points for entrances and exits. There are many reasons for this. For instance, safety particularly at night and also the psychological factor of people feeling that the Zoo is enclosed because it is something that is worth while. I suspect that this is contrary to the policy of your community but never-the-less I must say it even if it is not accepted by you. We are opposed to free Zoos in most instances. We feel that some charge should be made even if it is only a nickel or a dime, because we have found, and I think I can prove without much trouble, that public facilities for which nominal charges are made are more respected. There is less vandalism and, of course, there is the matter of income by the users which helps to support the operation. The trend is definitely towards fees and charges for public facilities today. I won't belabor this point but in a situation like Como Park which attracts people from the entire area, it would seem that those people outside of St. Paul should contribute to its support. I know that they do this to a degree through your amusement concessions but perhaps that is not enough. I am also aware of the political implications of changing from a free to a charge Zoo but there must be some way of indoctrinating your people with this charge philosophy - whether it be parking fees, admissions or concessions.

"When our Mr. Weis was in St. Paul, he was concerned about some of the engineering problems involved. We usually say in starting a new Zoo that our prime consideration is the availability of water and of adequate sewerage disposal facilities. Some portion of your rehabilitation funds will of necessity have to go into correcting these engineering deficiencies. . . .

"I am aware of the conflict that has engulfed the entire zoological problem in your community. I think that it is possible to achieve the goals advanced by the Zoological Society and at the same time retain the Como Park Zoo. They would serve entirely different purposes. If within the foreseeable future, that is ten or fifteen years, a major Zoo of the magnitude of the Zoo in Milwaukee or Brookfield could be constructed and supported by the people of Metropolitan St. Paul and Minneapolis, it would be possible to have a truly great Zoo, one costing somewhere between ten and fifteen million dollars. This is a worthy objective for the future. If such a Zoo were constructed and operated, Como Park could then serve as a satellite zoo with animals being supplied regularly from the large Zoo. We have many such examples of Zoos operated around the world and I see no reason why it can not operate in St. Paul. But I think that at the present time Como Park should be re-designed and operated with this future plan in mind. . . ."

INFORMATION ON THE MINNESOTA ZOOLOGICAL SOCIETY

A non-profit corporation created in 1961.

General purposes:

1. To establish, develop, care for, maintain, and aid in the establishment, development, operation, care and maintenance within the City of St. Paul of a zoological garden containing a zoo adequate to serve the needs of Minnesota.
2. To enter into understandings and agreements with the City of St. Paul and other municipal, county, state or federal authorities with respect to the establishment, development, operation, care and/or maintenance of said zoological garden.
3. To encourage public interest in the science of zoology; to conduct places of recreation and education for the benefit, advantage, and amusement of the public so that it may acquire a better understanding of the science of zoology; to engage in research in and to prepare, publish, and disseminate information to the public concerning the science of zoology.
4. To acquire, exchange and dispose of animals, birds, fowl, reptiles, fish, insects, invertebrae, plants and specimens of all kinds appropriate to the objectives to which this corporation is formed.

Officers and directors as of February 9, 1965 included:

- President -Reuel D. Harmon,
President, Webb Publishing Co., St. Paul.
- Vice-
Presidents -W. H. Oppenheimer, St. Paul lawyer.
-Adolph Tobler, business representative of St. Paul Trades
and Labor Assembly.
- Treasurer -Harry L. Holtz, president of First Trust Co., St. Paul.
- Secretary -R. M. Schneider, business manager of The Catholic Bulletin.
- Directors -B. H. Ridder, Sr., president, Northwest Publications, Inc.
-Stanley E. Hubbard, president, Hubbard Broadcasting, Inc.
-Donald C. Dayton, board chairman, Daytons.
-Oliver T. Skellet, board chairman, Ballard & Skellet Transfer Co.
-Paul A. Schilling, board chairman, Waldorf Paper Products.
-Norris K. Carnes, general manager, Central Livestock Assn. and
first vice-president, Minnesota State Fair Board.
-Richard Ordway, president, Crane & Ordway.
-Jerome J. Bilder, chairman, civic committee, St. Paul Trades
and Labor Assembly.
-Lewis Paper, president, Paper-Calmenson Co.
-Cecil C. March, group vice-president, 3 M Co.
-Fred P. Memmer, lawyer and former state representative.
-F. John Ward, financial consultant and former Minnesota
chairman, Ducks Unlimited.
-Russell M. Johnson, vice-president, Twin City Federal Savings
and Loan Assn. and 1964 St. Paul Winter Carnival king.
-Harold B. Shapira, president, Highland Drug Center.
-Joseph T. O'Neill, attorney and ex-president, St. Paul Jaycees
-Phil Troy, vice-president, Donaldson's-Golden Rule
-William O. Clapp, president, Clapp-Thomssen Co.

The Proposal for a Zoo in Maplewood

The proposal to construct a new zoo just to the east of the St. Paul city limits and just south of the Minnesota Mining and Manufacturing Administration Building on Highway 12 close to the new "outer beltline", Highway 494, grew out of the realization by the directors of the Minnesota Zoological Society, Ramsey County Commissioners and others that a modern zoological garden could not be built at Como Park, and that a far larger and different type of location would be needed. The Maplewood site containing approximately 168 acres including sufficient land for parking, buffer zone, picnic area and expansion room, is part of a 566-acre area most of which has been acquired by the Ramsey County Board of Commissioners and the remaining portion of which is being acquired by the County. The total proposed zoo site is already county owned. This 168-acre tract, most of which used to be known as "Jordan Farm", was recently acquired following the study by Mr. George Speidel, in which he highly recommended the Jordan Farm site as a suitable location for a zoological garden.

The concept of building a new zoological garden at the Maplewood site has had verbal support of several individual Ramsey County Commissioners, as well as the Minnesota Zoological Society, a non-profit corporation formed in 1961 which grew out of an earlier St. Paul-based group formed in the late 50's which raised funds and donated animals for the Como Park Zoo in an attempt to upgrade that facility. The Society was instrumental in obtaining the services of the current St. Paul zoo director, half of whose salary it supports. In addition, the Society financed the Speidel study and has retained a firm of architects which has developed preliminary conceptual plans for utilization of the Maplewood site for a new zoological garden. A Society plan and a proposed bill to implement the plan were widely discussed in the spring of 1965, but the proposed legislation was withdrawn from consideration at that time due to uncertainty in Ramsey County and in St. Paul as to the best method to proceed. The Society was also actively opposed by the then St. Paul Parks Commissioner, under whose jurisdiction the Como Park Zoo falls.

More recently there has been active consideration by the Society and the Ramsey County Board of Commissioners of a Society proposal calling for a contract arrangement between Ramsey County and the Society under which the Legislature would be asked to amend the powers of Ramsey County to provide for a cooperative arrangement between the County and the Society in connection with the planning, construction and operation of a zoo, a County bond issue to pay for construction of the zoo, operation of the zoo by the Society with County Board representation on the Society Board, employment of County civil service employees at the zoo, and provision for County Board approval of all plans and specifications, rules and regulations, and all admissions charges.

The plan is reportedly based on a Society estimate of initial yearly attendance of 540,000 persons. The first-phase building program would be in the range of \$3.5 million excluding the cost of land acquisition, because the land is already county owned, but including the cost of providing for parking facilities, roadways, sidewalks, initial buildings, landscaping, utilities, and the cost of a perimeter fence. The county would undertake at its own expense the development of the perimeter buffer zone involving tree planting, planning and installing some suitable initial picnic areas, and some initial rough grading work. It has been reported that the plan estimates the yearly cost of maintenance, operation and salaries, once the zoo is open, of approximately \$350,000, the responsibility for which would rest with

the Society, although the County might contribute some funds from its County recreation budget. The Society in 1965 had estimated an initial cost for the acquisition of animals for the first phase of \$350,000. This cost is not included in the proposed first phase building plan of \$3.5 million, all or most of which would be realized from the County bond issue. The Society has pledged at least \$500,000 in private donations toward the overall project.

However, both the representatives of the Society and of the Ramsey County Board of Commissioners who have appeared on several occasions before our committee have been most receptive towards the idea of metropolitan area support for a new zoological garden. Both of these groups realize that a larger and more suitable facility in terms of providing for the needs of the total metropolitan area could be developed sooner assuming there could be agreement in the metropolitan area for area-wide support of a new zoological garden, and legislation passed to provide for such support.

Although there appears to be much interest throughout the area in the idea of developing a new zoo, there is no other group besides the Minnesota Zoological Society which has been actively promoting a new zoo. Similarly, there have been no specific proposals made to or by any public agencies in the Twin City area for locating a new zoo at any other place than the proposed Maplewood site. The committee has been informed by a representative of the staff of the Metropolitan Planning Commission that the number of possible sites which would meet the criteria for the location of a major metropolitan area recreational facility containing 100 or more acres is quite limited. Aside from the important criteria in connection with locating a metropolitan area zoological garden, are the criteria to be considered in connection with the site itself -- desirability of rolling topography, wooded areas, water, proximity to utilities, and soil condition and drainage. Mr. George Speidel in his report to the Society found the proposed site to measure up well against these needs, as well as against the criteria to be considered in connection with locating a facility within a metropolitan area.

DISCUSSION

The Zoo as a Tourist Attraction

The San Diego Zoo is perhaps the best known in the country. It is the outstanding example of a zoo which has become so intimately acquainted with the city in which it is located that it has become almost automatic - if you go to San Diego - that you visit the zoo. Business and Chamber of Commerce people in San Diego rate the zoo ahead of San Diego's position as a "Gateway to Mexico" as a factor in drawing tourists. There are more than 20,000 hotel and motel rooms in the San Diego area, and surveys by the San Diego Zoo and the San Diego Chamber of Commerce show that substantial numbers of out-of-town visitors stay over one or more days than expected for purposes of visiting the zoo. On the generally accepted assumption that a visitor spends \$10.00 or more per day, it can be seen that the zoo, at least in San Diego, provides a great economic benefit to the San Diego area. In fact, with an attendance now approaching three million, and with a \$1.00 admission charge, the San Diego Zoo has become self-supporting.

EXCERPTS FROM SAN DIEGO ZOO ATTENDANCE SURVEY (1965)
(Prepared by Southwest Surveys)

Table I: "What led you to come to the zoo today?"

(1) Heard about zoo from others; encouraged to come to zoo by friends, relatives, etc.	30%
(2) Impulse; driving by, beautiful day, day off	23%
(3) Came to bring out-of-town guests	18%
(4) Came to bring children	18%
(5) Inspired by ZOORAMA (TV program)	11%
(6) Here before, wanted to come again; wanted to see parts of zoo not seen before	10%
(7) Members of Zoological Society, come regularly	6%
(8) Read about it in San Diego papers	3%
(9) Read about it in other papers/magazines	4%
(10) Read about it in brochure; tourist bureau, automobile club, travel guide, etc.	3%
(11) Brought as guests	2%

The following reasons were stated by fewer than 2% of respondents: Hotel clerk urged us to come; San Diego Chamber of Commerce told us about it; saw billboards.

(Percentages total more than 100 because of multiple answers)

* * * * *

Who Goes to the Zoo and Why - Survey Findings

San Diego has also been one of the first zoos to order very extensive professional surveys on who goes to the zoo and why. San Diego zoo experts were the first to document the fact that, contrary to the popularly held assumption, adults, particularly parents, not children, take the lead in suggesting a zoo visit. The San Diego information has documented the fact that parents regard zoos more as educational than as recreational institutions. Also, apparently, according to San Diego survey data, most adults enjoy visiting a zoo.

EXCERPTS FROM LINCOLN PARK (CHICAGO) ZOO SURVEY (1965)

(Special Research Div., A. C. Nielsen Co.)

1. How much time did you spend at the zoo today? Average time, 1 hour-47 minutes.

2. Which buildings were visited today? Which single building did you enjoy the most?

	<u>Number of visits</u>	<u>% of total surveys</u>	<u># preferring building</u>	<u>% preference for building</u>
Bird House	89	29.7%	21	23.6%
Children's Zoo	200	66.6%	95	47.5%
Farm in the Zoo	81	27.0%	13	15.8%
Lion House	227	75.7%	55	24.2%
Monkey House	185	61.7%	52	28.1%
Reptile House	90	30.0%	12	13.3%
Small Mammal House	157	52.3%	12	7.6%
No preference			39	

Average number of buildings visited, 3.4

3. Which of the following public facilities have you visited in the last two years and the last six months?

	<u># of visits in past two years</u>	<u>% of total surveys</u>	<u># of visits in past six months</u>	<u>% of total visits</u>
Brookfield Zoo (Chicago)	173	57.7%	104	61.1%
Chicago Museum of Natural History	140	46.6%	85	60.7%
Chicago Museum of Science & Industry	187	67.3%	110	58.8%
Hawthorne Melody Farm Zoo	50	16.7%	32	64.0%
Milwaukee Zoo	10	3.3%	5	50.0%
Riverview Amusement Park	76	25.3%	48	63.1%
Shedd Aquarium	119	39.7%	71	59.7%

4. Do you visit zoos when traveling in other parts of the country?
Yes, 60% No, 40%

5. If there were a number of zoos in the Chicago area, would you plan to visit all of them? Yes, 71.7%. No, 28.3%.

6. If the Lincoln Park Zoo charged 25¢ admission fee to aid in improving and developing the zoo facilities, do you feel it would be a worthwhile investment?
Yes, 88.7%. No, 11.3%.

7. Have you visited Lincoln Park Zoo previously? Yes, 84.0%. No, 16.0%.

8. Approximately how long ago did you last visit this zoo? One day, 3.7%. One week, 12.3%. One month, 19.3%. One year, 29.3%. One-two years, 10.0%. Two-five years, 4.7%. Five years or more, 4.7%.

9. What method of transportation did you use to get to the zoo today?
Auto, 84.0%. Bus, 3.3%. Walk, 9.3%. Other, 1.6%.
10. How many people, including yourself, are in your party visiting the zoo today?
One, 16.7%. Two, 24.7%. Three, 20.7%. Four, 19.7%. Five, 11.0%.
More than five, 7.7%.
11. How many children under 15 years of age are in your party? One, 19.3%.
Two, 24.0%. Three, 13.3%. Four, 4.0%. Five, 1.0%.
12. Which member of today's party suggested today's trip? Parent, 46.3%.
Grandparent, 3.0%. Child under 15 years, 7.0%. Child over 15 years, 2.7%.
Adult other than parent, 35.0%.
13. What percent of adults have children with them? 58.7%
14. Where do you live? Chicago, 66.3%. Suburb, 15.3%. Illinois, 2.0%.
Out of state, 15.7%.
15. Which age group best identifies you? 20-30 years, 43.7%. 30-40 years, 27.3%.
40-50 years, 13.0%. 50-60 years, 8.0%. 60 years and over, 8.0%.
16. Which best describes your school background? Grade school, 9.3%. High school,
34.0%. College training, 25.3%. College degree, 31.6%.
17. Which category best describes your situation financially? \$3,000-5,000, 12.7%.
\$5,000-8,000, 20.7%. \$8,000-12,000, 25.0%. \$12,000 and up, 20.3%.
Refused information, 2.7%. Retired, no income, etc., 7.3%.

* * * * *

Another finding of studies on San Diego zoo attendance was that 10% of the heads of households visiting the zoo were possessed of master's degrees or higher levels of education. These findings correspond closely to the findings of the Chicago Lincoln Park Zoo survey, partially reproduced here, which show that about 57% of the visitors at Lincoln Park Zoo possess college degrees or have had college training, and that nearly half of the visitors come from families with incomes of \$8,000 or more.

As can be seen from the Lincoln Park survey and as was also shown in parts of the San Diego survey not reproduced here, about 60% of the people interviewed said they came with children. 84% at Lincoln Park and 65% in the most recent San Diego survey were repeat visitors to the respective zoos.

One of the facts which comes through clearly in these and other surveys of who comes to zoos and why is that the zoo is not patronized heavily by low-income persons or persons of little education. Thus, it can be seen that, even in those areas where good zoos exist which are heavily attended, there is a potential for much greater zoo attendance as the income level continues to increase, as more people receive more education, and as there is more time for leisure. To the extent federally and locally financed and stimulated programs to motivate low income persons, to increase educational levels, etc. increase, there will be an ever-increasing percentage of the total population in a given area which will be inclined to patronize the zoo. We believe this factor is and will increasingly operate to increase zoo attendance, in addition to the fact that overall metropolitan area populations are increasing very fast in all portions of the country, including the Twin Cities metropolitan area.

Attendance Potential:

Percentage of Metropolitan Area Annual Attendance

(Source: Omaha Zoo Architects)

<u>Category 1</u> <u>(1,000,000 or more)</u>	<u>Attendance</u>	<u>Population</u>	<u>Percentage</u>
Chicago			
Brookfield	1,700,000	6,220,000	27.3
Lincoln	4,000,000	6,220,000	64.3
Detroit	2,000,000	4,342,000	46.0
Washington	3,500,000	2,001,000	*175.0
New York	2,500,000	10,694,623	23.0
Philadelphia	684,000	4,342,000	15.7
Boston	500,000	2,589,301	19.3
St. Louis	2,500,000	2,060,103	<u>122.0</u>
			**45.4
*50% of D.C. and suburbs			
** D.C. <u>not</u> included			
<u>Category 2</u> <u>(500,000 - 1,000,000)</u>			
Denver	1,000,000	929,383	107.0
Columbus	650,000	682,962	95.3
Dallas	1,500,000	1,083,000	139.0
Memphis	1,000,000	627,019	159.0
San Diego	1,500,000	1,033,011	145.0
Seattle	1,500,000	1,107,213	<u>135.0</u>
			130.1

We believe that our estimates of initial attendance (1970-71) of 1,000,000 are conservative. There are already about that many visits yearly at Como Zoo. Polls indicate that most persons will not be deterred by reasonable admission charges. Also, we anticipate and recommend that the zoo provide some "free" days, possibly reduced rates or free attendance to school, "Y" and settlement house groups. With regard to data printed above on attendance in other areas, we believe that, despite the fact that this area will have a population of 2,000,000 by 1970, our experience is more likely to approach that of the "Category 2" areas, in which yearly attendance is at or above area population than the "Category 1" areas, where zoo attendance averages 45% of area population. In Milwaukee, attendance is running at about 100% of area population already. Omaha anticipates a figure over 100%. We would be most surprised if, by the time the zoo is completed by 1977-80 and area population has risen to the 2½ million range, attendance would not be running at least 2,000,000 yearly.

Parking Facilities Needed

A word here on parking, because it relates to attendance - Milwaukee has provided 26 acres, and George Speidel recommended that 30 acres for this purpose be set aside here, because the Twin Cities area is larger than Milwaukee and is expected to be proportionately even larger. Omaha plans for 15½ acres to serve anticipated 1980 needs in an area currently approximately one-third the size of our area.

We cannot emphasize too greatly the importance of availability of convenient parking and the related factor of an adequate local road network. These two factors

along with the proximity of the zoo location to major area highways are the most important for locating the zoo in the metropolitan area. By these key standards the proposed Maplewood site is superb.

Maplewood Site

This site was inspected on the ground and through use of aerial maps and surveys by committee members. It is located just east of the St. Paul city line and just west of Interstate #494 interchange at Lower Afton Road, a major new county highway which creates the southern border of the proposed zoo area. Just to the east of the site is Highway #100 passing the Ramsey County-St. Paul Workhouse area, which forms the easterly buffer to the proposed zoo. The site is bounded on the north by Upper Afton Road. This site is also just south of Highway #12, the major highway east from St. Paul. The Minnesota Mining and Manufacturing Co. Administration Building on Highway #12 can be seen from parts of the zoo site. The parking area (ample flat land available) and main zoo entrance would be on the new Lower Afton Road.

The basic professional park guide to development of a zoological garden, Park Management Bulletin No. 3, lists the following "Factors in Site Selection":

"Size of the Zoological Park. The size of the park depends on several factors: 1. Type of collection. 2. Availability of land. 3. Source and amount of funds for construction and maintenance.

"The site should provide space for ample parking, scenic buffer and expansion areas, and room for efficient circulation of both visitors and park maintenance staff. A national survey of zoological parks has indicated a desirable minimum of 75 acres and a practicable maximum of 200 acres.

"Location. A location which is easily reached from centers of population is desirable for a new zoological park. Adequate public and private transportation facilities, including ample parking areas, are essential. Multiple road access which will avoid traffic congestion during peak periods is very important.

"A buffer zone around the zoological park is important. This landscaped zone will vary in width, but should be wide enough to provide for future expansion, protect surrounding areas from excessive noise and objectionable sights, and provide adequate seclusion for animal exhibits. Locations near ballparks and stadiums that attract large concentrations of people should be avoided.

"Natural Features. Rolling topography, used intelligently, is ideal for zoological park development because it is both economical and interesting. The high cost of altering steep slopes or flat areas to make an attractive park may be prohibitive. Erosion and drainage problems are also more difficult on such sites.

" Many soil conditions are unsuitable for zoological park construction. Soil and water table conditions should be carefully examined in order to avoid sand, peat, swamps or other undesirable areas.

"Good natural drainage is important. Surface and subsurface drainage are major problems in development. Surface water should run off rapidly without soil erosion. Subsurface drainage and control of ground water table

may be very important problems where deep dry moats are planned.

"Proper sanitation requires adequate sanitary sewers to carry off animal wastes. Sewer mains and sewage disposal plants are costly. Therefore, it is advantageous to select a site near an existing sanitary system of adequate capacity.

"Adequate supplies of good drinking water must be available, because the water requirements of a modern zoological park are large.

"Rivers, streams, springs and lakes add greatly to the beauty of the zoological park. Every effort should be made to make use of open water areas. Water is an important feature in any recreation area.

"All desirable vegetation should be preserved and incorporated into the master plan. The planting of large trees is costly and young trees require many years to reach maturity. A wooded or partially wooded site is desirable for a new area."

By all of these standards, as well as the highway and road pattern standards, we believe the Maplewood site is excellent. The area contains 168 acres, possesses natural buffer areas, is rolling and varied in terrain, is mostly heavily wooded, contains water, is mostly high and well drained, and has new sewer and water already installed. The closeness to downtown St. Paul leads us to believe that, once the zoo opens, the chances to obtain bus service to the site will be good.

The area can be well identified, particularly with relation to the familiar Minnesota Mining Administration Tower.

Auto Travel Time from Critical Points to Maplewood Site

The following data from the Department of Public Works of the City of St. Paul is a summary of estimated travel times from various points throughout the Twin Cities area to the proposed new location:

The following operating speeds were assumed:

- 50 mph on the Belt Line Freeways of 494 and 694.
- 45 mph on Highways 94 and 35 through the two major cities.
- 30 mph on Highway 12 west of Minneapolis and on Larpenteur.
- 25 mph on all other city streets.

ESTIMATED TRAVEL TIME TO THE PROPOSED ZOO LOCATION

<u>From:</u>	<u>To Battle Creek (minutes)</u>
35W & 494 (Richfield)	24
12 & 494 (West Junction)	38
94 & 694 (Brooklyn Center)	31
35W & 94 (Minneapolis)	19
35E & 494 (Mendota Heights)	15
94 & 494 (Washington County)	4
35E & 694 (Little Canada)	18
Downtown St. Paul	8
Snelling & Summit	15
Maryland & White Bear	8

* Based on completed interstate system.

As can be seen from the above chart, upon the completion of the federal interstate road building program in this area, all parts of the area within the "outer belt line" with the exception of the Maple Grove-Plymouth-Minnetonka-Eden Prairie and west areas, will be within approximately one-half hour's driving time of the proposed site. Even if, as we believe, the projected highway speeds in this survey are optimistic, it will not take unduly long for the vast majority of the people in this area to reach the zoo.

We should emphasize, however, that to our knowledge no other zoo sites have been seriously proposed, and we have not inspected any other areas besides Maplewood and the existing Como Zoo. The MPC informed us that the number of 100+ acre sites which would meet the above-listed criteria are very limited. We believe that, because of its expertise and information on these matters, the MPC staff should be asked to review the suitability for an area zoo of the proposed Maplewood site.

The Zoo as an Educational Resource

The zoological park offers an important opportunity for formal and informal education. Elementary and secondary schools, colleges, youth organizations, and adult groups will take advantage of the facilities made available. The extent of the educational program which may be carried on in the zoological park is limited only by imagination and finances.

With few exceptions, schools use existing zoological parks as a valuable supplement to their classroom work. The children's section of the zoological park is becoming increasingly important as a place to dramatize childhood stories and interest children in animal life. Wild west themes, nursery rhymes, farmyard and circus themes have been used successfully for children's enjoyment and education. These exhibits are relatively inexpensive and easily managed. They offer a special appeal to the public because of the close personal contact made with the exhibits.

The audio visual techniques involved in children's zoo operation greatly enhances parent-child and teacher-child relationships and stimulates further interest in animals and an understanding of the "chain of life." The painless education absorbed by visitors in a well-developed park is an important community value; and knowledge of animal behavior, as a part of biological education, becomes an important public service.

Perhaps the most thoughtful expression of educational-interpretive importance of a good zoo appears in a recent article by William G. Conway, Director of the New York Zoological Society, which runs the Bronx Zoo, writing on the new "Department of Exhibition" at the Bronx Zoo:

"Today, the increasing expansion of urban as opposed to rural populations presents zoo people with new obligations. Generations are growing up without any natural contact with wild creatures; a new public opinion concerning wildlife and wild environments is arising, unfettered and unguided by fact or experience. Except at the zoo, the opportunities to know or even become interested in wild creatures are largely vicarious ones for city dwellers. Inevitably, the opinion of these people will shape the future of wild lands and wild creatures. Zoo educators have, for a long time, depended upon the allegedly "innate" interest man shows in other animals; upon his "basic need" for the recreation offered by wild areas and open spaces. But today we find large segments of our city populations who feel uneasy when out of sight of their own kind and uncomfortable in the "wide open spaces." And now zoos find that they are dealing with a sophisticated public whose horizons have been broadened by

television and whose senses have been blunted by advertising.

"It is no longer sufficient to show a healthy animal in a cage physiologically adequate for it. It is, after all, not simply the amassing of a thousand species of animals which makes a zoological park of value, but the way the collection is interpreted to the zoo visitor. This interpretation is one of the most important distinctions between a good zoological park and a menagerie, a circus or a freak show. . .

"The new Department's most challenging field lies in the development of special animal exhibits. So far the highly successful creation, in fibre glass, of artificial rock cliffs, has led us to hope that such materials may offer a solution to the problem of exhibiting large primates and other potentially destructive animals in simulated habitats. Future problems for the Exhibition Department will include activity and adaptive behaviour exhibits, for the development of new types of animal barriers and new methods of providing public viewing. Colour schemes and sign types will be better coordinated and, in short, we expect this Department to make the zoo more beautiful and more meaningful. After all, the justification for removing an animal from the wild for exhibition must be judged by the value of that exhibition in terms of human education and appreciation, and the effectiveness of the exhibition in terms of each wild species and its zoo representative's continued welfare."

Financing

The facility should be financially supported by the whole metropolitan area. There are a number of ways in which the construction and/or operation of the zoo could be financed. An example of one of the ways the public's portion of the capital and operating costs of a zoo of the type we recommend might be financed - on a pay-as-you-go basis - appears below. Obviously, financing construction costs through one or more bond issues to be paid for by the whole area would result in a lesser short-term area tax burden, but a greater overall cost.

A levy based on* 90¢ per capita on five counties would produce as follows: 1968 (assuming levy made in 1967 by the counties) through 1971 (basis, 1960 census) per year:

Anoka	\$77,325
Dakota	70,425
Hennepin	758,569
Ramsey	380,272
Washington	<u>47,189</u>

\$1,333,780 - or for four years, a total of \$5,335,120, available public money toward the first phase building program and the subsidy for the first year of operations - 1971.

If, at most, public should support one-third of operations, with the rest of the revenue coming from admissions and concessions, and if first year's total operating costs were arbitrarily assumed to be \$550,000, our figure would be reduced to about \$5,150,000 in public money available for the first phase building program.

Presumably, Ramsey County will provide the land and will complete the parking lot, buffer trees, some grading, picnic sites, and maybe even the perimeter fence, with some federal support.

* In each of the five counties a tax would be levied in mills equal to the dollar amount 90¢ times the county population (per 1960 census) would produce.

It would not be unreasonable to assume over the initial ten-year period that the areawide Society might produce \$3 million.

Thus, adding, say, \$1½ million (half of \$3 million), plus the County's contribution, to the \$5+ million from four years of taxes, you would have about a \$7 million first phase construction fund.

During the remaining six years of the 10-year pay-as-you-go building program (1972 through 1977), 1970 U.S. census figures would apply and the yearly tax take from the five counties would be as follows from a levy based on 90¢ per capita:

Anoka	\$ 112,500	
Dakota	94,140	
Hennepin	903,780	
Ramsey	439,470	
Washington	<u>65,610</u>	
	\$1,615,500	- or, for six years, a total of \$9,693,000.

From this figure we would take the operating subsidy which has been arbitrarily figured at \$1,750,000 for the last six years (3 years at \$250,000, 3 years at \$333,333), leaving a net of \$7,943,000 for the final two phases of the building program, to which is added another \$1½ million private contribution, for a total of \$9,443,000 possibly available to build the second and third phases.

Recap:

10 years of taxes	\$15,028,120
Plus private donations	<u>3,000,000</u>
	\$18,028,120

Less: \$1,933,333 - 7 years' operating subsidy new zoo, for a

Net for construction of \$16,094,787 -- approximately \$13 million public, and \$3 million private, funds.

Of course, in 1978 and thereafter, once the zoo is built, the tax levy would be reduced to a modest sum - only enough to provide the \$333,333 yearly zoo operating subsidy we have arbitrarily assumed on the basis of one-third of an operating budget of \$1 million yearly.

Comparative Information on the Omaha Zoo

Because of the fact that both areas are building major new zoos and both are located in northern climates where building conditions are roughly comparable to those here, we have studied quite closely all aspects of the Milwaukee and Omaha zoo situations. These areas also offer a contrast in the roles of the government and zoological societies. While in Milwaukee there is a strong promotional society, the areawide (county) government has built and operates the zoo, with society donations mainly in the form of animals. In Omaha, the society under contract with the city has almost complete authority and responsibility for the planning, development and operation of the zoo. Information on Milwaukee appears throughout this report. Some information on Omaha follows:

Construction in Omaha started last year in Riverview Park, site of the present small zoo. The plan is to use the whole 112 acres of the park for the Henry Doorly Zoo and adjoining Children's Zoo. The City Council has voted to help pay operating expenses, at \$100,000 a year for a maximum of five years, at which time the zoo is expected to be self-supporting. Estimated attendance the first full year of operation is expected to be 400,000-600,000, with annual attendance of 800,000 when the zoo is completed by 1980.

The Omaha Zoological Society, long established, is the private body operating the zoo under contract with the City of Omaha. Some 22 architects are currently at work. Dr. Warren Thomas, formerly head of Oklahoma City's zoo has been active for 28 months as Director of the Henry Doorly Zoo and several dozen rare animals have already been bought and housed in temporary quarters at the old zoo. The Children's Zoo has a \$140,000 fund with which to start and will be built gradually, as in the case of the main zoo.

Funds are expected to come from individuals and foundations, including several locally-based foundations. But an eventual appeal for city funds has not been ruled out. Initial construction now under way is to come from the \$1 million on hand and another million believed to be available from the above-named sources. Revenue bonds are a possibility for later construction. The plan is for three five-year stages, rather than the original five three-year stages. The first stage will build most of the zoo, as follows:

- a. First is the pachyderm building, now under construction.
Cost: \$1 million.
- b. Facilities for other mammals.
- c. Facilities for birds.
- d. Children's zoo, at a total cost of \$280,000.
- e. The total cost of the first five-year stage is expected to be at least \$6,200,000.

There is a master plan. The second stage, expected to cost \$1-2 million will include an aquatic building. The third phase of like amount will include a reptile building.

The park land is city owned and there is enough land for the display zoo. However, Thomas says that long term plans - 10-15 years - call for acquiring land outside the city for a breeding zoo. The reason may be of interest: Animals are becoming so scarce and the world situation is so uncertain that zoo men almost everywhere are deciding to "grow their own." The Henry Doorly Zoo is right now buying a half-million dollars worth of animals it feels it may not be able to find later. Animal acquisition is the No. 1 project in Omaha, even ahead of building.

The Future of Como Park Zoo

It seems futile for purposes of this report to relate the history of differences within the St. Paul community concerning the Como Park Zoo and its future. A number of issues have been involved, only some of which have bearing on the recommendations of our report. Our first conclusion is that this metropolitan area badly needs

a modern zoological garden facility. The size of this facility should be such to provide for the present and foreseeable population of the whole Twin Cities metropolitan area. A zoological garden involves the display of wild life in a setting most nearly approximating the natural habitat of the various species to be displayed in the garden. It involves, to the extent possible, the use of moats and plate glass to separate the public from the exhibits, rather than the traditional method of display involving cages and iron fences. Almost all modern zoo construction and major rehabilitation of existing zoos involves maximum use of these concepts. Among other things, a large amount of space is required, both in connection with the display of animals and in connection with planning for accommodation of the large crowds which patronize zoos.

It might be arguable exactly how much land might be required for a modern metropolitan area zoological garden facility. Milwaukee has 165 acres. The new Omaha zoo is planned for 112 acres. The San Diego zoo occupies over 90 acres. But there is no doubt in our minds that nothing like the type of acreage which would be required is available at or adjacent to the Como Zoo, unless other major park uses, including the city golf course, were to be eliminated in favor of the zoo. No one has seriously recommended this.

There is also no serious quarrel that the current condition of the St. Paul Como Zoo is inadequate, even for purposes of a small or moderate size city zoo. This has been recognized by the previous and present St. Paul Parks Commissioners.

There is also no quarrel that the existing zoo, even if markedly expanded and rebuilt, would not be able to offer anything approaching a full range of varied exhibits. A number of the larger mammals, including elephants, rhinoceroses, hippopotamuses, giraffes, some of the larger cats, great apes and larger hoofed animals, require considerable space and/or special facilities, and it is just not feasible to plan for the display of such exhibits, even in a modernized and expanded Como Zoo. In addition, U. S. quarantine laws do not allow many animals to be displayed at an unfenced zoo, such as Como.

Our committee has not gone into the question of the health of the animals at Como, as it relates to the adequacy or inadequacy of the existing facilities. However, there is no doubt in our minds that the basement of the existing main zoo building was never designed for and should not be used for a place to keep any birds or animals, as is now necessary in the winter or any other time.

Another issue has been whether or not there should be a fence around Como Zoo. Based on our study of professional literature and other information brought to us, there is little doubt in our minds that any zoo should be fenced, totally apart from the sometimes related question of whether or not the zoo should be a "free" attraction. We believe that a fence is necessary for control of crowds, vandalism control, protection of the public, as well as of the animals, and so that the zoo can be locked up after hours and at other times when it is not open to the public.

Having concluded that Como Park is not suitable for a metropolitan area zoo, primarily because of unavailability of space which could be used for a modern zoological garden, we have not necessarily concluded that Como should be closed, once the new zoo opens. There may well be a function for Como as a small city zoo or a satellite zoo. Such an arrangement is taking place in Boston and in other cities where the old city zoo is or has been supplanted by a large garden located outside of the core city, but the old zoo has been rebuilt to serve as a small animal or children's zoo in

conjunction with the larger zoological garden. It is entirely conceivable that this should occur at Como, and that small animals might be brought to a new Como Zoo and/or to a small facility at Powderhorn or Minnehaha Parks in Minneapolis for summer display especially for children.

The important thing to our mind is that Como, if modernized or changed, should become a complementary adjunct to the area zoo and be planned with this in mind.

Local Interest in the Zoo

Both of the local opinion surveys reproduced on the following pages correlate very closely on showing an overwhelming percentage of the people in this metropolitan area as having visited the one available zoo facility - Como Park Zoo in St. Paul. The surveys also show that most people believe a zoo is important, and most people say they would visit a new zoo here. It is interesting to note that nearly twice the percentage of people in Minneapolis as compared with St. Paul believe that the existing zoo is too small. Similarly, the receptivity to the idea of a new zoo is greater in Minneapolis, where there is no zoo, than in St. Paul, where the taxpayers are already paying for an existing zoo. Although there has been no local experience with anything but a "free" zoo, the area seems receptive to the idea of paying admission to visit a zoo.

EXCERPTS FROM TWIN CITY AREA PUBLIC OPINION POLLS ON THE ZOO

* * * * *

FROM "THE MINNEAPOLIS STAR" - METRO-POLL - October 19, 1965:

I: "How important is it that the Twin Cities and suburbs have a zoo---Very important, fairly important or not important at all, in your opinion?"

	<u>Very imp.</u>	<u>Fairly imp.</u>	<u>Not imp.</u>	<u>Other and no opinion</u>
All adults	48%	36%	15%	1%
Men	43	38	18	1
Women	53	35	11	1
Minneapolis residents	50	33	16	1
Other Hennepin County	41	46	13	--
St. Paul residents	53	33	14	--
Ramsey suburbs, Anoka, Dakota and Washington Counties	48	35	15	2

II: "Have you ever visited Como Park Zoo in St. Paul?"

	<u>Yes</u>	<u>No</u>
All adults	94%	6%
Age: 21-29	93	7
30-39	97	3
40-49	93	4
50-59	96	4
60 and over	89	11

III: "It's been suggested that the present Como Park Zoo be replaced with a new, modern zoo in the Battle Creek area of St. Paul---about 10 miles southeast of the zoo's present location. Do you think people in the Twin Cities area would or would not be willing to travel to that location to visit a new zoo?"

	<u>Would be willing</u>	<u>Would not</u>	<u>Leave zoo where it is</u>	<u>Other and no opinion</u>
All adults	57%	33%	2%	8%
Men	59	31	2	8
Women	56	35	2	7
Minneapolis residents	55	35	1	9
Other Hennepin County	65	30	2	3
St. Paul residents	45	43	2	10
Ramsey suburbs, Anoka, Dakota and Washington Counties	60	28	3	9

* * * * *

FROM "WCCO TELEVISION POLL" - May 31, 1966:

(Survey Conducted by Mid-Continent Surveys, Inc.)

I: Have you ever been to Como Park Zoo, or not?

	<u>All respondents</u>	<u>Minneapolis</u>	<u>St. Paul</u>	<u>Suburbs</u>	<u>Male</u>	<u>Female</u>
YES	93%	89%	98%	92%	88%	95%
NO	<u>7</u>	<u>11</u>	<u>2</u>	<u>8</u>	<u>12</u>	<u>5</u>
	100%	100%	100%	100%	100%	100%

II: When was the last time you were at Como Park Zoo....This year, last year, the year before, or when?

	<u>All respondents</u>	<u>Minneapolis</u>	<u>St. Paul</u>	<u>Suburbs</u>	<u>Male</u>	<u>Female</u>
This year-1966	14%	11%	25%	11%	12%	15%
Last year-1965	43	31	51	49	46	41
Year before-1964	13	17	10	12	11	15
Prior to 1964	19	24	10	18	18	19
Don't remember	4	6	2	2	1	5
Never been there	<u>7</u>	<u>11</u>	<u>2</u>	<u>8</u>	<u>12</u>	<u>5</u>
	100%	100%	100%	100%	100%	100%

III: Would you say that the Como Park Zoo is too small, about right, or too big to serve the needs of the Twin Cities area?

	<u>All respondents</u>	<u>Minneapolis</u>	<u>St. Paul</u>	<u>Suburbs</u>	<u>Male</u>	<u>Female</u>
Too small	35%	46%	25%	31%	36%	34%
About right	41	29	61	41	44	40
Too big	2	3	2	2	-	3
Don't know/ no opinion	14	12	10	18	8	18
Never been there	<u>8</u>	<u>10</u>	<u>2</u>	<u>8</u>	<u>12</u>	<u>5</u>
	100%	100%	100%	100%	100%	100%

IV: As you may know, there has been some talk about building a new zoo in the Twin Cities area. Would you be in favor, or against building a new zoo?

	<u>All respondents</u>	<u>Minneapolis</u>	<u>St. Paul</u>	<u>Suburbs</u>	<u>Male</u>	<u>Female</u>
In favor	41%	52%	28%	39%	40%	42%
Against	35	25	57	33	30	39
Don't know/ no opinion	<u>24</u>	<u>23</u>	<u>15</u>	<u>28</u>	<u>30</u>	<u>19</u>
	100%	100%	100%	100%	100%	100%

V: Well, if a new zoo were to be built and you had to pay to get in, would you visit the zoo, or not?

	<u>All respondents</u>	<u>Minneapolis</u>	<u>St. Paul</u>	<u>Suburbs.</u>	<u>Male</u>	<u>Female</u>
Yes - would visit	65%	69%	62%	63%	70%	61%
Would depend on price	12	15	-	15	10	13
No - would not visit	19	11	35	18	15	22
Don't know/ no opinion	<u>4</u>	<u>5</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>4</u>
	100%	100%	100%	100%	100%	100%

VI: How much do you think would be a fair price to charge an adult?

	<u>All respondents</u>	<u>Minneapolis</u>	<u>St. Paul</u>	<u>Suburbs</u>	<u>Male</u>	<u>Female</u>
Less than 25¢	1%	1%	-	2%	1%	2%
25¢	15	10	18%	17	18	12
35¢	1	1	-	1	1	1
50¢	32	35	25	33	28	35
75¢	6	9	2	6	8	5
\$1.00 or more	10	15	5	10	13	9
Don't know	11	13	12	9	11	10
Would not visit	<u>24</u>	<u>16</u>	<u>38</u>	<u>22</u>	<u>20</u>	<u>26</u>
	100%	100%	100%	100%	100%	100%

Median price (of those mentioning price)	50¢	50¢	50¢	50¢	50¢	50¢
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VII: How much for a child?

Median price (of those mentioning price)	25¢	25¢	15¢	25¢	25¢	25¢
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CITIZENS LEAGUE
Board, Officers, and Staff
1966-67

This report, *Metropolitan Zoo Report*, was originally approved and published in 1966 and was reprinted in 1991.

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The Citizens League has been an active and effective public affairs research and education organization in the Twin Cities metropolitan area since 1952.

Volunteer research committees of League members study policy issues in depth and develop informational reports that propose specific workable solutions to public issues. Recommendations in these reports often become law.

Over the years, League reports have been a reliable source of information for governmental officials, community leaders, and citizens concerned with public policy issues of our area.

The League depends upon the support of individual members and contributions from businesses, foundations, and other organizations throughout the metropolitan area. *For membership information, please call 612/338-0791.*

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The School Book also includes information about what to consider when choosing a school, an explanation of Minnesota's school choice law, an application for the open enrollment program, and a Metropolitan Council map of public schools and districts in the region.

You can get a copy of *The School Book* by calling the Citizens League at 612/338-0791 or by using the enclosed order form. League members can buy the book for \$10.00; the nonmember price is \$12.95.

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