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FEDERAL ASSISTANCE FOR ZOOS AND AQUARIUMS

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HEARING

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BEFORE THE

SUBCOMMITTEE ON

THE SMITHSONIAN INSTITUTION

OF THE

COMMITTEE ON

RULES AND ADMINISTRATION

UNITED STATES SENATE

NINETY-THIRD CONGRESS

SECOND SESSION

ON

S. 2042

TO PROVIDE ASSISTANCE IN IMPROVING ZOOS AND
AQUARIUMS BY CREATING A NATIONAL ZOOLOGICAL AND
AQUARIUM CORPORATION, AND FOR OTHER PURPOSES

AND

S. 2774

TO PROVIDE ASSISTANCE IN IMPROVING ZOOS AND
AQUARIUMS BY CREATING A NATIONAL ZOOLOGICAL AND
AQUARIUM BOARD, AND FOR OTHER PURPOSES

JANUARY 23, 1974

Printed for the use of the
Committee on Rules and Administration



U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1974

7 2 : 5 / 08 R . 7 Y 5 / 08 R .

DOCUMENTS
MAY 1908
U.S. DEPARTMENT OF AGRICULTURE
BUREAU OF PLANT INDUSTRY

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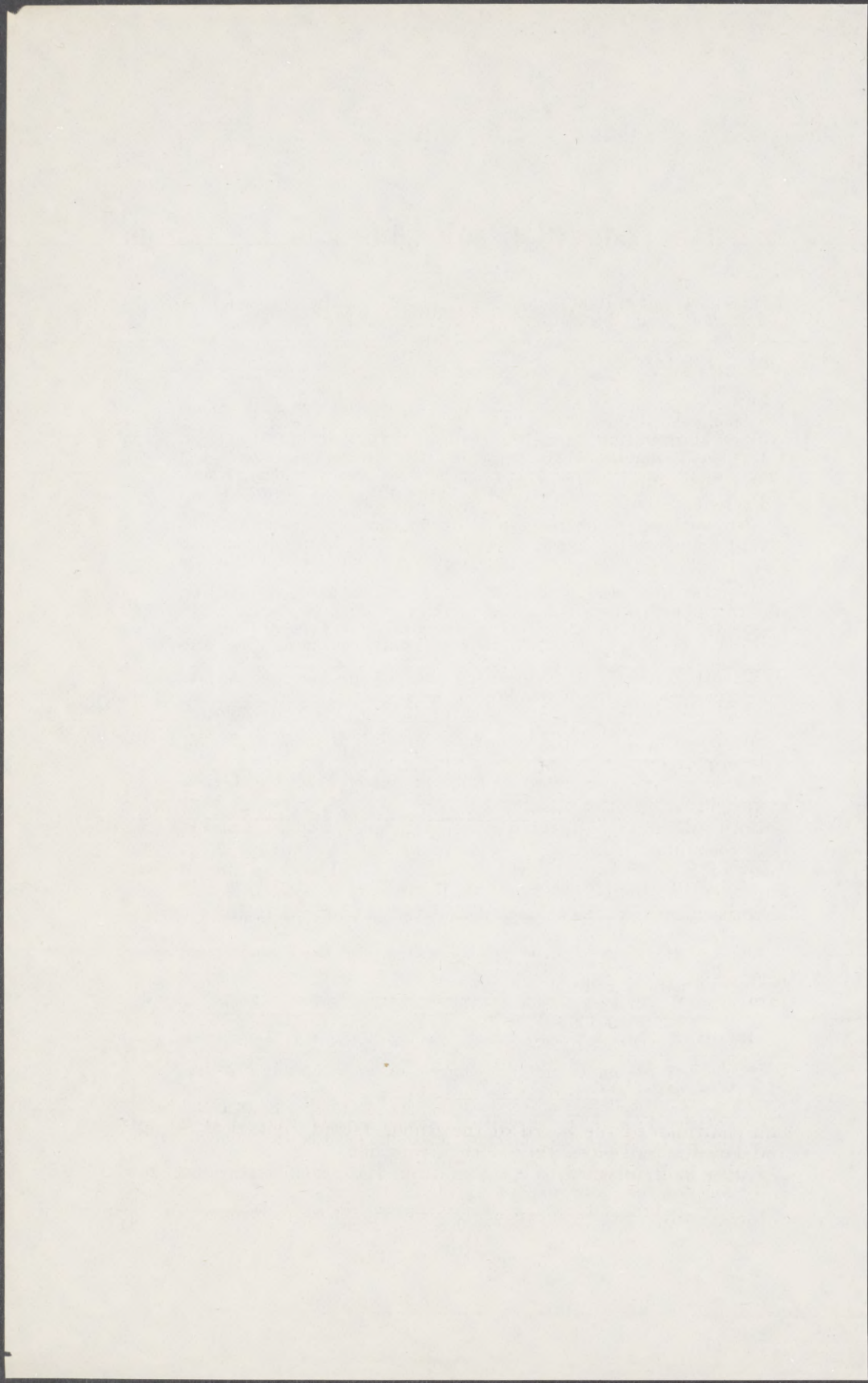
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FEDERAL ASSISTANCE FOR ZOOS AND AQUARIUMS

WEDNESDAY, JANUARY 23, 1974

U.S. SENATE,
SUBCOMMITTEE ON THE SMITHSONIAN INSTITUTION OF THE
COMMITTEE ON RULES AND ADMINISTRATION,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room 301, Russell Senate Office Building, Hon. Claiborne Pell (chairman of the subcommittee), presiding.

Present: Senators Pell, Williams, and Hatfield.

Also present: Congressman Whitehurst.

Committee staff present: William McWhorter Cochrane, staff director; John P. Coder, professional staff member; Livingston L. Biddle, Jr., professional staff member; Joseph E. O'Leary, professional staff member (minority); Peggy Parrish, staff assistant; and Jack L. Sapp, editorial assistant.

OPENING STATEMENT OF HON. CLAIBORNE PELL, CHAIRMAN OF THE SUBCOMMITTEE ON THE SMITHSONIAN INSTITUTION

Senator PELL. The Subcommittee on the Smithsonian Institution will come to order.

Today we begin hearings on S. 2042 and S. 2774, legislation aimed at providing assistance to improve our Nation's zoos and aquariums.

Both bills have been introduced by Senator Hatfield, and it is my understanding that S. 2774, introduced last December 4, is a refinement of S. 2042 introduced earlier in 1973. Thus, we should focus our attention on S. 2774, but I shall direct that both bills, since they have been referred to the subcommittee, be printed in the record at the conclusion of these opening remarks.

Senator Hatfield is to be commended for having introduced measures which have wide application to the revitalizing and to the welfare of zoos and aquariums throughout the United States.

In my own State of Rhode Island, I know of the needs experienced by the Rhode Island Zoological Society, both in terms of physical plant and in terms of trained staffing and personnel. These needs, I believe, reflect similar ones in many other parts of the country, and I look forward to hearing from both Mrs. Murray Danforth, founder and chairman of the board of the Rhode Island Zoological Society, and Dr. Richard Goss, the society's president.

I also look forward to hearing from the leadership of our zoos and aquariums represented by today's list of witnesses and from witnesses who have reservations concerning the legislation which has

been introduced. I believe we are fortunate in having the benefit of expert testimony.

I will ask the witnesses to be as brief as possible in their prepared statements so that we may have adequate time for pertinent questions.

Our first witness scheduled for today is Senator Hatfield, who serves as a distinguished member of the Rules Committee under which we sit today as a subcommittee.

[The texts of S. 2042 and S. 2774 follow:]

93^d CONGRESS
1st SESSION

S. 2042

IN THE SENATE OF THE UNITED STATES

JUNE 20 (legislative day, JUNE 18), 1973

Mr. HATFIELD introduced the following bill; which was read twice and referred to the Committee on Rules and Administration

A BILL

To provide assistance in improving zoos and aquariums by creating a National Zoological and Aquarium Corporation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That there is created as an agency of the United States of
4 America a body corporate to be known as the National Zoo-
5 logical and Aquarium Corporation (hereafter in this Act
6 referred to as the "Corporation").

7 SEC. 2. The Corporation shall have the following general
8 powers:

9 (1) To have perpetual duration and succession in its
10 corporate name.

- 1 (2) To sue and be sued in its corporate name.
- 2 (3) To adopt, alter, and use a corporate seal, which
3 shall be judicially noticed.
- 4 (4) To adopt, amend, and repeal such bylaws, rules,
5 and regulations as it deems necessary to carry out this Act.
- 6 (5) To enter into and perform contracts, execute instru-
7 ments, and determine the character of, and necessity for, its
8 expenditures.
- 9 (6) To determine and keep its own system of accounts
10 and the form and contents of its contracts and other business
11 documents, except as otherwise provided in this Act.
- 12 (7) To have the priority of the United States with
13 respect to the payment of debts out of bankrupt, insolvent,
14 and decedents' estates.
- 15 (8) To acquire in any lawful manner such personal or
16 real property, or any interest therein, as it deems necessary
17 or convenient in the transaction of its business, and to hold,
18 maintain, sell, lease, or otherwise dispose of such property or
19 any interest therein; and to provide services in connection
20 therewith and charge therefor.
- 21 (9) To accept gifts or donations of services or property,
22 real or personal, as it deems necessary or convenient in the
23 transaction of its business.
- 24 (10) To settle and compromise by or against it.
- 25 (11) To have all other powers incidental, necessary, or

1 appropriate to the carrying on of its functions or the exercise
2 of its specific powers.

3 SEC. 3. Upon termination of the corporate life of the
4 corporation all of its assets shall be liquidated and, unless
5 otherwise provided by law, shall be transferred to the United
6 States Treasury as the property of the United States.

7 SEC. 4. (a) The management of the Corporation shall
8 be vested in a Board of Directors (hereafter in this Act
9 referred to as the "Board") to be composed of seventeen
10 members as follows:

11 (1) The Director of the National Zoological Park,
12 ex officio.

13 (2) The Comptroller General of the United States, ex
14 officio.

15 (3) Fifteen individuals to be appointed by the Presi-
16 dent, by and with the advice and consent of the Senate, as
17 follows:

18 (A) two officers or employees from the Agricul-
19 tural Research Service of the Department of Agriculture;

20 (B) one officer or employee from the Department
21 of State;

22 (C) one officer or employee from the National
23 Oceanic and Atmospheric Administration;

24 (D) one officer or employee from the Department
25 of the Interior;

1 (E) two professors of zoological park management
2 from colleges or universities;

3 (F) four individuals from among representatives
4 of national humane associations; and

5 (G) four individuals from among directors of zoos.

6 (b) (1) The members described in subparagraphs (E),
7 (F), and (G) of subsection (a) shall each be appointed
8 for a term of six years, except that, in the case of the
9 members first appointed, one member described in each
10 such subparagraph shall be appointed for a term of two
11 years and one shall be appointed for a term of four years.
12 An individual appointed to fill a vacancy occurring prior
13 to the expiration of the term for which his predecessor was
14 appointed shall be appointed only for the remainder of such
15 term.

16 (2) No individual may serve for more than two terms
17 as a member described in subparagraph (E), (F), or (G)
18 of subsection (a). For purposes of this paragraph, an indi-
19 vidual who has served more than one-half of a term shall
20 be considered to have served all of such term.

21 (c) Members of the Board shall receive no compensa-
22 tion for their services but shall be entitled to reimbursement
23 in accordance with section 5703 of title 5, United States
24 Code, for travel and other expenses incurred by them in
25 the performance of their functions under this Act.

1 SEC. 5. (a) The Board is authorized to appoint an
2 Executive Director of the Corporation who shall receive
3 compensation at the rate provided for level IV of the Ex-
4 cutive Schedule (5 U.S.C. 5315) and who shall perform
5 such duties as the Board may prescribe.

6 (b) The Board is authorized, subject to the civil serv-
7 ice laws and regulations, to appoint and fix the compensation
8 of such additional personnel as may be necessary to carry
9 out this Act.

10 SEC. 6. (a) It shall be the duty of the Corporation to
11 establish, and from time to time revise, standards for the
12 national accreditation of zoos and/or aquariums in the
13 several States and the District of Columbia, including road-
14 side parks where animals are displayed in their natural
15 habitat.

16 (b) The Corporation is authorized to provide technical
17 assistance in the form of the services of Federal officers or
18 employees to assist any zoo and/or aquarium applying there-
19 for in complying with the accreditation standards established
20 under this Act.

21 SEC. 7. (a) The Corporation is authorized to make
22 grants of funds to any public nonprofit zoo and/or aquarium
23 which meets, or will meet, the accreditation standards estab-
24 lished under this Act, on such terms and conditions as it
25 deems appropriate, to provide for—

6

1 (1) the training of the professional staff which
2 meets, or will meet, the accreditation standards estab-
3 lished under this Act; and

4 (2) research by the professional staff which meets
5 the accreditation standards established under this Act.

6 No grant under this subsection shall exceed 75 per centum
7 of the aggregate cost of the training or research, as the case
8 may be, for which the grant is made.

9 (b) The Corporation is authorized to make grants of
10 funds to any public nonprofit zoo and/or aquarium which
11 meets the accreditation standards established under this Act
12 for the purpose of enabling such zoo and/or aquarium to
13 establish a pilot project for a model zoo and/or aquarium.
14 The Corporation is also authorized to make grants of funds to
15 any public nonprofit agency for the purpose of enabling such
16 agency to establish a pilot project for a model zoo and/or
17 aquarium which will meet the accreditation standards estab-
18 lished under this Act. No grant under this subsection shall
19 exceed 50 per centum of the aggregate cost of the pilot proj-
20 ect for which the grant is made.

21 SEC. 8. (a) The Corporation is authorized (1) to insure
22 mortgages (including advances on such mortgages during
23 construction), upon such terms and conditions as it may
24 prescribe in accordance with the provisions of this Act, and
25 (2) to make commitments for the insuring of such mort-

1 gages prior to the date of their execution or disbursement
2 thereon.

3 (b) To be eligible for insurance under this Act, the
4 mortgage shall (1) be executed by a zoo and or aquarium
5 which meets, or will meet, the accreditation standards estab-
6 lished under this Act, (2) be made to and held by a mort-
7 gagee approved by the Corporation as responsible and able
8 to service the mortgage properly, and (3) cover a property
9 or project which is approved for mortgage insurance prior
10 to the beginning of construction or rehabilitation and is de-
11 signed for use as a zoo and/or aquarium facility which the
12 corporation finds will be constructed in an economical
13 manner, will not be of elaborate or extravagant design or
14 materials, and will be adequate and suitable for the purposes
15 for which designed. No mortgage shall be insured under this
16 section unless it is shown to the satisfaction of the Corpora-
17 tion that the applicant would be unable to obtain the mort-
18 gage loan on reasonable terms without such insurance.

19 (c) The mortgage shall—

20 (1) not exceed 90 per centum of the amount which
21 the Corporation estimates will be the value of the prop-
22 erty or project when construction or rehabilitation is
23 completed;

24 (2) have a maturity satisfactory to the Corporation,
25 but not to exceed fifty years from the beginning of

1 amortization of the mortgage, and provide for complete
2 amortization of the principal obligation by periodic pay-
3 ments within such term as the Corporation shall pre-
4 scribe; and

5 (3) bear interest (exclusive of premium charges
6 for insurance, and service charges if any) at a rate not
7 to exceed such rate as the Corporation finds necessary
8 to meet the mortgage market.

9 (d) The Corporation shall fix premium charges for the
10 insurance of mortgages under this Act, which charges shall
11 be deposited in the revolving fund created by section 10
12 of this Act.

13 SEC. 9. (a) In order to assist zoos and/or aquariums
14 which (1) meet, or will meet, the accreditation standards
15 established under this Act, and (2) are unable to obtain a
16 mortgage loan with insurance provided under section 8 of
17 this Act, to carry out needed projects for the construction
18 or modernization of zoo and/or aquarium facilities, the Cor-
19 poration is authorized, subject to the limitations contained
20 in this section, to guarantee to non-Federal lenders making
21 loans to such zoos and/or aquariums for such projects, pay-
22 ment when due of principal and interest on loans approved
23 under this section.

24 (b) No loan guarantee under this section with respect
25 to any construction or modernization project may apply to so

1 much of the principal amount thereof as, when added to the
2 amount of any grant or loan under this Act with respect to
3 such project, exceeds 100 per centum of the cost of such
4 project.

5 (c) Guarantees under this section shall be subject to
6 such terms and conditions as the Corporation determines to
7 be necessary to carry out this Act and protect the financial
8 interest of the United States.

9 (d) The cumulative total of the principal of the loans
10 outstanding at any time with respect to which guarantees
11 have been issued under this section shall not exceed
12 \$

13 (e) The Corporation shall fix fees to be charged for
14 the guarantee of loans under this section, which fees shall be
15 deposited in the revolving fund created by section 10 of this
16 Act.

17 SEC. 10. (a) There is established in the Treasury of the
18 United States a revolving fund which shall be available to
19 the Corporation, without fiscal year limitation and as pro-
20 vided by appropriation Acts, to carry out the provisions of
21 this Act.

22 (b) The premiums charged for insurance under section 8
23 of this Act and the fees charged for guarantees under section
24 9 of this Act shall be credited to and form a part of the
25 revolving fund.

10

1 (c) There are authorized to be appropriated to the
2 revolving fund for the fiscal year 1974 such sums as may be
3 necessary to carry out the provisions of this Act.

4 SEC. 11. (a) The Corporation is authorized to borrow
5 money and to issue and sell such obligations as it determines
6 necessary to carry out the purposes of this Act. The aggre-
7 gate amount of any such obligations outstanding at any one
8 time shall not exceed \$10,000,000,000.

9 (b) The Corporation may pledge its assets and pledge
10 and use its revenues and receipts for the payment of the
11 principal of or interest on said obligations, for the purchase
12 or redemption thereof, and for other purposes incidental
13 thereto, including creation of reserve, sinking, and other
14 funds which may be similarly pledged and used, to such ex-
15 tent and in such manner as it may deem necessary or desir-
16 able. The Corporation is authorized to enter into binding
17 covenants with the holders of said obligations, and with the
18 trustee, if any, under any agreement entered into in con-
19 nection with the issuance thereof with respect to the estab-
20 lishment of reserve, sinking, and other funds, application
21 and use of revenues and receipts of the Corporation, stipula-
22 tions concerning the subsequent issuance of obligations or the
23 execution of leases or lease-purchases relating to properties
24 of the Corporation and such other matters, as the Corpora-
25 tion may deem necessary or desirable to enhance the market-

11

1 ability of said obligations. The issuance of obligations by the
2 Corporation shall be subject to the requirements of sections
3 102 through 104 of the Government Corporation Control
4 Act (31 U.S.C. 847-849) and of no other law.

5 (c) Obligations issued by the Corporation under this
6 section—

7 (1) shall be in such forms and denominations;

8 (2) shall be sold at such times and in such amounts;

9 (3) shall mature at such time or times;

10 (4) shall be sold at such prices;

11 (5) shall bear such rates of interest;

12 (6) may be redeemable before maturity at the
13 option of the Corporation in such manner and at such
14 times and redemption premiums;

15 (7) may be entitled to such relative priorities of
16 claim on the assets of the Corporation with respect to
17 principal and interest payments; and

18 (8) shall be subject to such other terms and
19 conditions;

20 as the Corporation determines.

21 (d) Obligations issued by the Corporation under this
22 section shall—

23 (1) be negotiable or nonnegotiable and bearer or

1 registered instruments, as specified therein and in any
2 indenture or covenant relating thereto;

3 (2) contain a recital that they are issued pursuant
4 to this section, and such recital shall be conclusive evi-
5 dence of the regularity of the issuance and sale of such
6 obligations and of their validity;

7 (3) be lawful investments and may be accepted as
8 security for all fiduciary, trust, and public funds, the
9 investment or deposit of which shall be under the author-
10 ity or control of any officer or agency of the United
11 States, and the Secretary of the Treasury or any other
12 officer or agency having authority over or control of any
13 such fiduciary, trust, or public funds, may at any time
14 sell any of the obligations of the Corporation acquired by
15 them under this section; and

16 (4) be exempt both as to principal and interest
17 from all taxation now or hereafter imposed by any State
18 or local taxing authority except estate, inheritance, and
19 gift taxes.

20 SEC. 12. (a) At least fifteen days before selling any
21 issue of obligations under section 11 of this Act the Corpora-
22 tion shall advise the Secretary of the Treasury as to the
23 amount, proposed date of sale, maturities, terms and con-
24 ditions, and expected maximum rates of interest of the pro-
25 posed issue in appropriate detail and shall consult with him
26 or his designee thereon. The Secretary may elect to pur-

1 chase such obligations under such terms, including rates of
2 interest, as he and the Corporation may agree, but at a rate
3 of yield no less than the prevailing yield on outstanding
4 marketable Treasury securities of comparable maturity, as
5 determined by the Secretary. If the Secretary does not pur-
6 chase such obligations, the Corporation may proceed to issue
7 and sell them to a party or parties other than the Secretary
8 upon notice to the Secretary and upon consultation as to
9 the date of issuance, maximum rates of interest, and other
10 terms and conditions.

11 (b) Subject to the conditions of subsection (a) of this
12 section the Corporation may require the Secretary of the
13 Treasury to purchase obligations of the Corporation in such
14 amounts as will not cause the holding by the Secretary of
15 the Treasury to exceed \$2,000,000,000. This subsection shall
16 not be construed as limiting the authority of the Secretary
17 to purchase obligations of the Corporation in excess of such
18 amount.

19 SEC. 13. For the purpose of any purchase of the Cor-
20 poration's obligations, the Secretary of the Treasury is au-
21 thorized to use as a public-debt transaction the proceeds from
22 the sale of any securities issued under the Second Liberty
23 Bond Act, as now or hereafter in force, and the purposes
24 for which securities may be issued under the Second Liberty
25 Bond Act, as now or hereafter in force, are extended to
26 include any purchases of the Corporation's obligations under

14

1 this Act. The Secretary of the Treasury may, at any time,
2 sell any of the obligations of the Corporation acquired by
3 him under this Act. All redemptions, purchases, and sales
4 by the Secretary of the obligations of the Corporation shall
5 be treated as public-debt transactions of the United States.

6 SEC. 14. (a) Notwithstanding the provisions of sections
7 105 and 106 of the Government Corporation Control Act
8 (31 U.S.C. 850 and 851), the Comptroller General of the
9 United States shall audit the transactions of the Corporation
10 at such times as he shall determine, but not less frequently
11 than once each Government fiscal year, with personnel of
12 his selection. In such connection he and his representatives
13 shall have free and open access to all papers, books, record,
14 files, accounts, plants, warehouses, offices, and all other
15 things, property, and places belonging to or under the control
16 of or used or employed by the Corporation, and shall be
17 afforded full facilities for counting all cash and verifying
18 transactions with balances in depositories. He shall make
19 report of each such audit in quadruplicate, one copy for the
20 President of the United States, one for the Corporation,
21 one for public inspection at the principal office of the Cor-
22 poration, and the other to be retained by him for the use
23 of the Congress.

24 (b) A report shall not be made under subsection (a)
25 of this section until the Corporation shall have had reason-

1 able opportunity to examine the exceptions and criticisms
2 of the Comptroller General. The expenses of the audit shall
3 be paid as provided in section 301 of the Government Cor-
4 poration Control Act (31 U.S.C. 866). Nothing in this
5 chapter shall be construed to relieve the treasurer or other
6 accountable officers or employees of the Corporation from
7 compliance with the provisions of existing law requiring
8 the rendition of accounts for adjustment and settlement pur-
9 suant to section 236 of the Revised Statutes of the United
10 States (31 U.S.C. 71), and accounts for all receipts and
11 disbursements by or for the Corporation shall be rendered
12 accordingly.

13 (c) Subject only to the provisions of this Act, the
14 Corporation is authorized to make such expenditures and
15 to enter into such contracts, agreements, and arrangements,
16 upon such terms and conditions and in such manner as it may
17 deem necessary, including the final settlement of all claims
18 and litigation by or against the Corporation; and, notwith-
19 standing the provisions of any other law, governing the
20 expenditure of public funds, the General Accounting Office,
21 in the settlement of the accounts of the treasurer or other
22 accountable officer of the Corporation, shall not disallow
23 credit for, nor withhold funds because of, any expenditure
24 which the Corporation shall determine to have been necessary
25 to carry out the provisions of this Act.

1 (d) Nothing in this section or in the Government Cor-
2 poration Control Act (31 U.S.C. 841 et seq.) shall be con-
3 strued as denying to the Corporation the power to obtain
4 audits of its accounts and reports concerning its financial
5 condition and operations by certified public accounting firms.
6 Such audits and reports shall be in addition to those required
7 by this section.

93^D CONGRESS
1ST SESSION

S. 2774

IN THE SENATE OF THE UNITED STATES

DECEMBER 4, 1973

Mr. HATFIELD introduced the following bill; which was read twice and referred to the Committee on Rules and Administration

A BILL

To provide assistance in improving zoos and aquariums by creating a National Zoological and Aquarium Board, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That there is created as an independent agency in the execu-
4 tive branch the National Zoological and Aquarium Board
5 (hereinafter in this Act referred to as the "Board").

6 SEC. 2. (a) The Board shall consist of—

7 (1) the Director of the National Zoological Park;

8 (2) the Comptroller General of the United States;

9 and

10 (3) fifteen individuals to be appointed by the Presi-

1 dent, by and with the advice and consent of the Senate,
2 as follows:

3 (A) two officers or employees from the Agri-
4 cultural Research Service of the Department of
5 Agriculture;

6 (B) one officer or employee from the Depart-
7 ment of State; and

8 (C) one officer or employee from the National
9 Oceanic and Atmospheric Administration of the
10 Department of Commerce;

11 (D) one officer or employee of the Bureau of
12 Sport Fisheries and Wildlife of the Department of
13 the Interior;

14 (E) two individuals from among representa-
15 tives of national humane associations;

16 (F) four individuals from among directors of
17 zoos;

18 (G) two individuals from among directors of
19 aquariums;

20 (H) one official representative of the American
21 Association of Zoological Parks and Aquariums;

22 (I) one official representative of the American
23 Association of Zoo Veterinarians.

24 (b) Each individual appointed to the Board under
25 paragraph (3) of subsection (a) shall serve not more than

1 two terms of six years each, except that the fifteen individ-
2 uals first appointed shall be divided into three classes of five
3 individuals each and serve as follows:

4 (1) The members of the first class shall serve for
5 a term of two years, and may be reappointed for one
6 additional term of six years.

7 (2) The members of the second class shall serve for
8 a term of four years, and may be reappointed for one
9 additional term of six years.

10 (3) The members of the third class shall serve for a
11 term of six years, and may be reappointed for one addi-
12 tional term of six years.

13 (c) Members of the Board shall receive no compensa-
14 tion for their services but shall be entitled to reimbursement
15 in accordance with section 5703 of title 5, United States
16 Code, for travel and other expenses incurred by them in the
17 performance of their functions under this Act.

18 (d) The Board is authorized to appoint an Executive
19 Director who shall receive compensation at the rate provided
20 for level IV of the Executive Schedule under section 5315
21 of title 5 of the United States Code and who shall perform
22 such duties as the Board may prescribe.

23 (e) The Board is authorized, subject to the civil service
24 laws and regulations, to appoint and fix the compensation of

1 such additional personnel as may be necessary to carry out
2 the provisions of this Act.

3 SEC. 3. (a) The Board shall establish, and from time
4 to time revise, standards for the national accreditation of zoos
5 (including roadside parks where animals are displayed in
6 their natural habitat) and aquariums in the several States
7 and the District of Columbia.

8 (b) The Board is authorized to provide technical assist-
9 ance in the form of the services of experts employed by the
10 Board to assist any zoo or aquarium in complying with the
11 standards for accreditation under this section.

12 SEC. 4. (a) The Board is authorized to make grants
13 of funds to nonprofit organizations to provide for-

14 (1) the training of professional and paraprofes-
15 sional staff of zoos and aquariums to meet the accredita-
16 tion standards established under this Act; and

17 (2) humane research into methods to improve the
18 welfare of animals at zoos and aquariums, and into meth-
19 ods to meet the accreditation standards established under
20 this Act.

21 No grant under this subsection shall exceed 75 per centum
22 of the aggregate cost of the training or research, as the case
23 may be, for which the grant is made.

24 (b) The Board is authorized to make grants of funds to
25 any nonprofit zoo or aquarium, or both, for projects to assist

1 in the attainment or maintenance of the accreditation stand-
2 ards established under this Act. No grant under this subsec-
3 tion shall exceed 50 per centum of the aggregate cost, as de-
4 termined by the Board, of the project for which the grant
5 is made.

6 (c) The Board is authorized to make grants of funds to
7 any nonprofit zoo or aquarium, or both, and to any nonprofit
8 agency for the purpose of enabling such zoo, aquarium, or
9 agency to establish pilot projects to serve as models for zoos
10 or aquariums, or both. Such pilot projects shall meet the
11 accreditation standards established under this Act. Grants
12 under this subsection may be up to 100 per centum of the
13 aggregate cost of the pilot project for which the grant is
14 made.

15 Sec. 5. The Board is authorized to guarantee loans, upon
16 such terms and conditions as it shall prescribe, to any zoo or
17 aquarium, or both, (for projects which assist in the attain-
18 ment or maintenance of the accreditation standards estab-
19 lished under this Act). The aggregate value of loans guar-
20 anteed under this section shall not exceed \$————.

Senator PELL. As Senator Hatfield has not yet arrived, we will call on our good friend and colleague from the other body, Hon. G. William Whitehurst, who has taken a leadership role with regard to this legislation in the House.

We welcome our colleague here.

STATEMENT OF HON. G. WILLIAM WHITEHURST, A U.S. CONGRESSMAN FROM THE COMMONWEALTH OF VIRGINIA

MR. WHITEHURST. Mr. Chairman and members of the subcommittee, I appreciate very much having this opportunity to testify in support of S. 2774, a bill which, as you point out, would provide badly needed financial assistance to our Nation's zoos and aquariums.

Senator Hatfield, as the author of this legislation, deserves the gratitude of the many millions of Americans who visit zoos and aquariums each year.

Senator Pell must also be commended for his leadership in promptly scheduling these hearings.

I have introduced legislation in the House which is substantially the same as S. 2774, and I am very hopeful that both the House and Senate will take positive action on these measures during this session of Congress.

As our society becomes increasingly urbanized, zoos and aquariums provide the only exposure to the world of nature for many children and their parents. The hundreds of thousands of citizens who visit our zoos each day demonstrate that people truly enjoy being able to view a wide range of animals.

While the zoos' primary purpose is to provide their visitors with a means of enjoyment and recreation, they also perform an important educational function. There can be no doubt that zoos and aquariums have enabled millions of children to satisfy their first glimmerings of scientific curiosity and acquire an appreciation for nature.

In addition to providing recreation and education, zoos also perform important services in conservation and research. Today, at least 120 mammals and 187 birds are in danger of extinction.

Zoos are not only attempting to educate the public to the need for conservation but, in many cases, are maintaining endangered species.

Perhaps the most famous case is that of Pere David's deer from China. A French missionary discovered the deer in China in the mid-19th century, and the deer specimens he secured have thrived in zoos in Europe and North America, while those in China had all been killed by 1900.

Zoos have also proved to be important centers for animal research. There, scientists study animal diseases, the maximum possible life span of animals, their memory and intelligence, and many other subjects which contribute to the animals' welfare.

Yet, despite the immense popularity of zoos and aquariums and the important contributions they make to our society, many of these institutions are struggling for survival due to a lack of funds.

Expansion, remodeling, and maintenance costs are soaring. Prices for animals have become prohibitive. In addition, increased knowledge of the behavioral and psychological needs of wild creatures in captivity, as well as increased governmental regulation of the conditions

in zoos, have caused zookeepers to adopt new and often costly concepts in zoo designs.

In view of these escalating costs, zoological parks and aquariums operated by local governments have had an increasingly difficult time competing for funds with higher priority social programs, whose costs have also been rising.

Consequently, it is my judgment that the Congress should establish a policy of support for the upgrading and improvement of our Nation's zoological parks and aquariums. I do not believe this would require an excessive commitment of Federal funds.

Although an annual authorization level is not specified in S. 2774, it is my understanding that Senator Hatfield would favor a yearly appropriation of approximately \$6 million. This amount would not unduly burden the Federal budget, but zoological and aquarium professionals have agreed that it is sufficient to make significant progress.

Finally, S. 2774 also provides for the establishment of national accreditation standards for our zoos and aquariums.

This is also an extremely important element in the effort to insure that zoo animals are well cared for and that the thousands of visitors receive the maximum possible benefit from their visits to zoological parks and aquariums.

Mr. Chairman, I thank you for the opportunity to lead off the discussion this morning and make these brief comments.

Senator PELL. I appreciate very much, Mr. Whitehurst, your being here.

I agree with your point that \$6 million is not a large amount of money in terms of relative budgets. That comes out to 3 cents per person per year in the United States. And as we all well know, there is a need for improvement in the zoo and aquarium fields.

On the other hand, as we hold this hearing this morning, I feel a little bit like Nero. I am not playing a musical instrument, but I am holding this hearing, while it could be said that much larger issues are involved around the world. Nevertheless, the functions of government must go on, and we must seek to carry out our responsibilities.

Mr. WHITEHURST. I could not agree with you more, Mr. Chairman.

I commend you for devoting the time of this subcommittee to what is, I think, an important subject, to many, many Americans.

In my district, the Norfolk Zoo has been upgraded as a result of a commitment of a few dedicated people. Tens of thousands of children take advantage of that zoo every year, and were it not for the dedication of these few people, they would not have that enjoyment and that education.

I think there is a government function here. I do not think it is overriding, but I think there is a role we can play.

Senator PELL. Are you introducing a companion bill in the House?

Mr. WHITEHURST. I am, yes.

Senator PELL. And will this bill be referred to the Rules and Administration Committee?

Mr. WHITEHURST. No, Mr. Chairman, it has been referred to the Committee on Merchant Marine and Fisheries.

Senator PELL. Thank you.

Senator WILLIAMS?

Senator WILLIAMS. No questions.

Mr. WHITEHURST. Thank you very much. I do appreciate this opportunity.

Senator PELL. Thank you again, Congressman Whitehurst. I see that our good friend and colleague, Senator Hatfield, has arrived.

Why not sit up here with us? I would rather have you join us here since it is your bill.

STATEMENT OF HON. MARK O. HATFIELD, A U.S. SENATOR FROM THE STATE OF OREGON

Senator HATFIELD. Mr. Chairman, I am grateful for this opportunity to express a few words on behalf of this particular bill and to be associated with Congressman Whitehurst, who has led the battle on the House side and has been originator of the bill that is very similar to our bill on the Senate side.

For many persons in our increasingly urbanized society the zoo serves as the only source of contact they may have with the animal kingdom. Moreover, as civilization continues to expand into wilderness areas, zoos may well become an important refuge for many vanishing and endangered species.

Although zoos have traditionally been and should remain largely a local concern, I would contend that the Federal Government has both a necessary and legitimate role in making zoos more humane and in increasing their utility as an educational instrument.

In my view, and in the view of many persons acquainted with the serious financial problems zoos and aquariums have encountered, S. 2774 provides the mechanism by which these dual concerns might be successfully addressed.

Unlike a number of Federal matching grant programs in which local money acts as a catalyst for Federal dollars, the intent behind this legislation is that Federal dollars act as a stimulus to bold and imaginative zoo development on the local level.

Many persons who have looked at the state of American zoos are coming to grips with the fact that zoos in general are antiquated and decrepit. These obsolete physical plants tend to create three principal problems: First, exhibiting animals in such a traditional and confined manner sharply diminishes the enormous educational potential which zoos hold for our people.

As my friends at the Portland Zoological Society have correctly stated, you cannot run a zoo like a menagerie and expect it to achieve its maximal educational impact.

In the traditional zoo setting, it is quite easy to miss at least half the picture. When an animal is caged, you can only guess at what he might really be like.

If no activity is provided, if no effort is necessary, if the animal can easily survive doing nothing, then that is precisely what he will learn to do—nothing.

The modern zoo must be not only a museum, but a living museum; a place not just to exhibit animals, but an integral part of our educational and cultural heritage, and a reminder of our commitment to the sanctity of life.

Second, an unfortunate, but seemingly inherent, consequence of archaic facilities at zoos is the inadequate treatment of animals. The

Humane Society of the United States is on public record as stating that these facilities may amount to nothing more than "concentration camps of cages."

In most instances, these conditions exist not because people approve of them but are, instead, attributable to an increasing tension between stagnant budgets and rising costs.

Third, taking animals out of their natural habitat and placing them in the kind of zoo facilities that now exist in many places has had a demonstrably bad effect on animal breeding.

I think Paul Maxwell, a zoologist at the San Francisco Zoo, said it best:

"You can't take an animal from a rain forest and stick him on a cement slab, and expect him to reproduce."

As a consequence of our breeding problems, we have had to continue to milk vanishing wildlife resources to obtain zoo exhibits.

Our goal, instead, should be to replace the concrete slab with exhibits that resemble the animal's natural habitat, to change zoos that were not built for breeding into places where breeding is both possible and abundant.

Mr. Chairman, the severity of the problems facing our zoos and aquariums is generally recognized and, by no means, is this legislation intended to act as a panacea.

But it seems to me that the Federal Government can serve an enormously useful function in helping local communities to approach the difficulties I have outlined.

I wish to thank the chairman for taking the time to schedule these hearings, and thank also those persons who will appear before this subcommittee to offer testimony on this important matter.

Senator PELL. Thank you very much, Senator Hatfield.

In connection with your revised bill, S. 2774, I was curious why you felt that the list of people who are proposed for the board are all necessary to be on it, such as the Comptroller General of the United States, 15 members appointed by the President, including various department representatives, et cetera.

What was the reason for such a large board?

Senator HATFIELD. Well, as we looked to the various Federal agencies which are now involved in some relevant manner to the purpose of this bill as it represents our interest in zoos and aquariums, I think it became very obvious. I will give you just a few examples: The State Department is involved in the International Convention for Endangered Species and should well be represented because of the fact that they are dealing with this particular subject matter on an international level.

The Department of the Interior is a natural representation because of its regulations and responsibility to promulgate and administer programs involving endangered species.

Take the Department of Agriculture, which has the responsibility for the administration of the Animal Welfare Act of 1970, and it has an obvious role.

Take the Department of Commerce which has the responsibility for the administration of the Ocean Mammals Protection Act as it relates to aquatic resources, and again represents what I consider to be a relevant and natural body to serve on this particular board.

Those are the reasons at least, for Government representation. We used the criteria of whether there is either an international convention, regulations, or laws which the agencies are involved with.

Senator PELL. I was curious as to the funding level you would consider appropriate. We discussed this with Mr. Whitehurst. What do you see as the adequate funding level?

Senator HATFIELD. Mr. Chairman, like any new program that we crank up in the Congress, we have to rely on outside agencies to a great extent, at least for their data and their evaluation.

I would say that if we approach the funding system under the new concept expressed in this bill as, say, opposed to the original bill that I introduced, Senate bill 2042, that for the first year grants for the administration of the agency and the programs, we would talk in terms of \$6 million.

For the loan guarantees, we would not exceed some \$25 million. And again I emphasize these are somewhat ballpark-type figures that are based on conversations that we have had and surveys with people in the field, such as the American Association of Zoological Parks and Aquariums and other such experts.

Senator PELL. Thank you.

Senator Williams?

Senator WILLIAMS. Thank you, Mr. Chairman.

Yes, I certainly applaud Senator Hatfield for introducing this legislation.

Mr. Chairman, I would like to put a statement in support for the need for this bill into the record at this point.

Senator PELL. We will insert it in full in the record at this point.

[The written statement of Senator Williams follows:]

STATEMENT OF HON. HARRISON A. WILLIAMS, A U.S. SENATOR FROM THE STATE OF
NEW JERSEY

Mr. Chairman, I welcome the opportunity today to take part in these hearings regarding the establishment of a national zoological and aquarium board.

It has been often said that the urban areas are the cultural meccas of the country. I think that this is really a misnomer, or at least only a half-truth. With regard to zoos and aquariums, the truth is that only the largest of the Nation's cities have such facilities. By and large, our smaller and medium-sized urban communities are suffering from a virtual cultural void not only in this area, but in other areas as well.

I think it tragic that our citizens who dwell in our urban communities are shut out of so many cultural and recreational opportunities. I think, particularly, of the children who are denied the pleasure and benefit from such facilities.

For many of us, a zoo or aquarium is merely a place to go with our families on a Sunday. But for others, especially those who never are able to take advantage of these facilities, it represents a last opportunity for cultural enrichment or educational enlightenment.

By further developing our resources in this area, who knows how many careers may be sparked by a child's first visit to a zoo or aquarium. We must be developing a new generation of zoologists, biologists, and veterinarians.

My State of New Jersey, with a population of 7.1 million people, is the most urbanized State in the country. Yet, unfortunately, we have only two public, non-profit zoos of any significance. Despite the fact that the State's entire eastern boundary is coastline, New Jersey has no public aquarium to display to its citizens the State's bountiful marine resources.

I am particularly interested in the aspect of S. 2774 which creates authority in the board to provide grants-in-aid and loan programs to develop new facilities and upgrade existing ones.

As the author of the Endangered Species Act (P.L. 205), it is also my deep concern that standards be developed to ensure that the health and welfare of all animals within these facilities are protected.

Senator WILLIAMS. Senator Hatfield, are you familiar with the visiting hours of your zoo in Portland?

I might say that this is not idle curiosity on my part.

I will be in Portland tomorrow.

Senator HATFIELD. The hours in the Portland zoo will be made very adaptive to your schedule. We will have a special tour if the public tours are not at that time scheduled.

I assure you, being a member of this committee, we will make every effort to adapt our schedule to your convenience.

Senator WILLIAMS. Where is the zoo?

Senator HATFIELD. The zoo is very close. It is not more than 10 minutes from downtown Portland. And we will have at your hotel an automobile if you need.

Senator WILLIAMS. I appreciate that, but I think I would rather walk.

Senator HATFIELD. Senator, you might be interested to know, talking about the Portland Zoo, I was talking about the breeding problems in the zoo.

We have a very amorous male elephant in our zoo, and as a result it is the first time an elephant was born in captivity in 50 years. The father's name is Thorn Claw. He has been very famous around the country because he has been evidently the only male willing to breed within captivity, as I say, for this period of 50 years.

We have characteristics of our zoo other than the breeding male elephant. It is a fine zoological garden, and I would like to offer its resources and its personnel to you when you are there.

Senator WILLIAMS. I hope there will be time. I have a hearing on Workmen's Compensation legislation, but if there should be the lunch break, I will go. At this time, I would like to acknowledge the presence of Gordon Harrison, a good friend and former staff director of this committee.

Senator PELL. I am also delighted to see Mr. Harrison here with us.

I also point out that we have Mr. Earl Baysinger of the Department of Interior present. He is an expert on endangered species. He is not here right now as a Government witness, but is prepared to offer his expertise. Mr. David Challinor, assistant secretary for science of the Smithsonian Institution, is also present to offer his advice. If he has any thoughts, he can just hold up his hand and make them known. We will be glad to hear from either of you two gentlemen.

I would like to call on them for the administration's position on this bill, but the administration is not, at this time, prepared to give its position on this legislation, but has offered these individuals for their expert advice.

Our next witness will be, I am very glad to say, from my own State of Rhode Island, Mrs. Sophie F. Danforth, chairman of the board, Rhode Island Zoological Society, who is accompanied by Dr. Richard J. Goss, president, Rhode Island Zoological Society, and Professor of Biology at Brown University, Providence, R.I.

**STATEMENT OF SOPHIE F. DANFORTH, CHAIRMAN OF THE BOARD,
RHODE ISLAND ZOOLOGICAL SOCIETY, ACCOMPANIED BY DR.
RICHARD J. GOSS, PRESIDENT, RHODE ISLAND ZOOLOGICAL
SOCIETY, AND PROFESSOR OF BIOLOGY, BROWN UNIVERSITY**

Mrs. DANFORTH. Thank you very much for having us here this morning.

I did not know that we were required to have separate opening statements, so if you would like for me to read what we have submitted, I will be happy to do so.

Senator PELL. Please proceed just as you wish.

Mrs. DANFORTH. A front page headline of the Wall Street Journal on November 26, 1973, was "The Zoo Story."

What followed was, in fact, a very sad story, for the article went on to say that—

many of the nation's 132 non-profit zoos are relegated to the care of city agencies, which are sinking under money troubles of their own. . . . Because zoos typically are run by such financially strapped agencies as Parks Departments, they wind up being shortchanged. . . . Zoos begin with a Z, the end of the alphabet. And that's where they are when it comes to a city budget.

Typical of many city-financed zoos in the United States is the one at Roger Williams Park in Providence, R.I.

Whether a zoo is small, such as this one, or is a large one in a big city, the problems facing them are basically the same. Our greater familiarity with the Roger Williams Park Zoo prompts us in this account to use it as an example of the problems confronting all zoos.

The Roger Williams Park Zoo had its origins in the 1890's when a menagerie was set up in the then new Roger Williams Park. This park was, and still is, a showplace, and its zoo was a source of pride to the citizens of Providence.

Over the years, the collection of animals grew as new enclosures were erected in different sections of the park. In the 1930's, an elephant house was constructed under the WPA.

Like many zoos throughout the country, however, this one was allowed to run itself with little or no professional direction. Consequently, the buildings fell into disrepair, and the animal exhibits became increasingly outmoded. Vandalism was a chronic problem.

Today, the Roger Williams Park Zoo serves virtually the entire State of Rhode Island, as well as eastern Connecticut and southeastern Massachusetts, an area with a population in excess of 1 million people.

Despite the wide geographical area from which it draws visitors, the Roger Williams Park Zoo is financed by the city of Providence under the department of parks on a budget of approximately \$100,000 a year.

About \$70,000 of this is allotted to salaries, including a director at \$10,000 a year, a curator at \$4.62 an hour, seven animal and bird handlers at \$3.45 an hour, and five laborers at \$3.30 an hour.

An additional \$24,000 is spent on food and hay, and about \$4,500 on maintenance and vehicles.

Any funds for the zoo over and above these expenses must be approved by the city council. In the past decade, an average of only \$10,000 per year has been spent by the city on capital improvements at the zoo, hardly enough to counteract depreciation of the buildings and exhibits.

In view of the need for additional support, the Rhode Island Zoological Society was founded in 1962 by a group of interested citizens who were appalled by the conditions at the zoo.

Over the past decade, the society has raised and spent over \$100,000 at the zoo. It has built several new small exhibits and has upgraded old ones. It has paid all veterinarian fees, defrayed the travel expenses of the zoo director, provided all signs, hired specially trained teachers to guide school children through the zoo, and purchased most of the animals now on exhibit.

In general, the society, and I think this is true of most societies, has provided all of the services essential to the zoo not covered by the city budget.

Unfortunately, the resources of the Rhode Island Zoological Society are very limited. Only a small percentage of the population in Rhode Island can give money in substantial amounts, yet these same people are called upon again and again to support virtually every other worthy cause in the State. The generosity of even the most wealthy must have its limits.

To make matters worse, the overall economy of our State has suffered more than most others. Rhode Island has been hard hit by the loss of its naval base at Quonset, and its once flourishing textile industry has long since moved South.

Clearly, the private sector can no longer be counted upon to provide the money so vital to the survival of our zoo.

Nor will the city of Providence, we fear, be able to continue to support the zoo in view of the loss during the past decade of its three major taxpayers—Nicholson File Co., Brown & Sharp Manufacturing Co., and the New Haven Railroad. Only when improvements are required by law are the necessary funds forthcoming.

During the past year, for example, \$17,000 was spent for drainage construction and \$2,000 on essential fencing in order for the zoo to qualify for an exhibitor's license issued by the USDA as required by the Animal Welfare Act.

Nevertheless, our mayor still refuses to sign the required license without a written guarantee that the Government will not require that the city spend any more money at the zoo, something the Federal Government has refused to do.

This impasse, which could result in closing down the zoo, testifies to the reluctance of our municipal government to commit itself to a better zoo. With so many more urgent demands on city budgets, it is almost inevitable that zoos should be assigned a low priority.

The remedy for this state of affairs is twofold. An effective accreditation system has been established by the AAZPA and should be recognized, and the funds needed to implement the required improvements must be made available.

The present system of licensing zoos under the Animal Welfare Act leaves much to be desired. It varies from one location to another, depending on the official in charge, and the guidelines are not clearly defined.

The accreditation standards to be established under Senator Hatfield's bill could compel all communities to improve their zoos and aquaria.

The AAZPA program is suitable for this purpose. Hopefully, such standards will be based upon the recommendations of zoo professionals themselves instead of local veterinarians or political appointees, which is the basis of the AAZPA program.

Years of training are required for a zoo director to understand his animals.

It is altogether fitting that, in keeping with the American tradition of peer review, experienced zoo personnel should pass judgment on the Nation's zoos and aquaria. And just as the physical facilities of a zoo should be approved, so also should its personnel.

Although the more prestigious zoos can attract keepers and curators of high caliber, smaller ones often make do with untrained workers. Inadequate salaries create a vicious cycle of low morale, poor working conditions, and neglect of the animals. The latter can be and often is fatal.

We can no longer tolerate purely political appointments in our public institutions, and only by setting up and funding training programs, as recommended in Senator Hatfield's bill, can the quality of zoo personnel be elevated.

None of the above improvements will be possible without substantial Federal aid. Municipal governments have too many other obligations to provide all the necessary funds to support their zoos.

The private sector is equally limited in its financial resources. Many zoos raise some money by charging admissions, but others cannot do so. For example, Roger Williams Park Zoo, by law, must remain free to the citizens of Providence.

The creation of a National Zoological and Aquarium Board to award grants and guarantee loans is the only way most zoos can be saved.

The vast majority of public zoos in this country are small ones located in cities of moderate size and operated by local municipal governments. Their combined animal populations make up the lion's share of all zoo animals in the United States, far exceeding those in the relatively few larger and more famous zoos. We need the larger zoos to set the pace. Even more, the people of this country need their own local zoos.

At the Roger Williams Park Zoo, there are an estimated 80,000 visitors per year. This is a substantial percentage of our population and each year the figure is growing.

In closing, we would like to touch briefly on the importance of the conservation role of a small zoo.

Given the proper facilities and well-trained personnel, any good zoo can play its part in saving an endangered species. Furthermore, the zoo in a metropolitan area, such as Providence, is often the only link a city child or adult has with animals.

To close our zoos because of lack of money, to deny our citizens the opportunity to see real animals, and to learn about them firsthand would be as disastrous as closing our museums.

We urge Congress, by passage of this bill, to insure the continuing operation of our zoos and aquariums for this generation and those to come.

Senator PELL. Thank you very much, indeed.

What would be the amount of funding needed for Roger Williams Park Zoo to bring it up to the level you would like to see it achieve?

Dr. Goss. Well, Senator, that is awfully hard to answer because we would like the sky.

The Zoological Society in Rhode Island has been working on a master plan, for example, to improve our local zoo, a problem that is typical throughout the country. For several years, we have been developing this plan to the point where we think we know just what we want. We have all the things money cannot buy because there is not any money.

I think we could do it for probably \$1 million.

Senator PELL. What would be your order of priorities?

Dr. Goss. Well, you have to develop these things in increments. You cannot do the whole thing in 1 day, and I think our priorities would have to be designed along the lines of some public demand and popularity.

A case in point, for example, is our contact area. According to a questionnaire, this is the one thing that the visitors to the zoo enjoy the most, because I think most of the visitors bring their children.

I am not sure who enjoys it more, the children or the parents, but they like to get within patting distance of the tamer, more docile animals. And I think, for example, this is the kind of facility that we ought to upgrade.

We need an operation bootstrap, frankly, and if it were not for the Rhode Island Zoological Society—which I am proud to say Mrs. Danforth had the opportunity and foresight to found some 10 years ago—I think by now the zoo at Roger Williams Park might have become defunct, and probably should have done so. In this sense, this society is typical of others throughout the country.

There are very few zoos that do not have a society backing them up, trying desperately to make do. And unless the Federal Government is forthcoming with the kinds of money that zoos deserve and the people deserve, then I think it is all going to be a very futile effort.

Senator PELL. I am well aware, too, of the fact that without Mrs. Danforth's enthusiasm and leadership and the support she has generated in the community, we could have lost the zoo, which would have been a very sad thing for many thousands of young people and older people who have benefited by their visits to it.

Dr. Goss. We may lose it yet.

Senator PELL. I realize that, and that is one of the reasons I am so glad you are down here as witnesses, to call attention to the needs of zoos.

Senator Williams?

Senator WILLIAMS. No questions.

Mr. Chairman, I do observe the city's contribution of \$100,000 annually.

Mrs. DANFORTH. Yes, it is very hard to break it down exactly, Senator, because it is under the Department of Parks whose budget, I think, is about \$400,000 a year. And some of the laborers—the maintenance men—work all over the parks, and so it is just an estimate of their time that they have spent at the zoo, cleaning up and things like that.

Senator WILLIAMS. What is the personnel complement that manages the zoo?

Mrs. DANFORTH. We have a zoo director and 12 keepers.

Dr. Goss. Yes, 12 keepers and laborers.

Mrs. DANFORTH. And a zoo director. It is a small zoo and we are frankly understaffed.

Dr. Goss. It might be worth pointing out that a zoo, such as ours and many others like ours, simply cannot afford to pay the kind of salaries that will attract trained personnel, so we make do with anybody that is assigned to the zoo, maybe who drove a truck before and has little or no interest in animals—and does what he is told.

But zoos are like hospitals in a way. I would not want to be in a hospital attended by someone who is just doing it for a job.

Mr. Chairman, I think this is the kind of institution where you need workers who are dedicated, and if they do not have that dedication, if they are not going to be willing to take home a baby animal and nurse it in their kitchen, then the zoo will be a failure. This is the kind of personnel you have to hire. You have to be able to afford that kind of talent.

Senator WILLIAMS. One observation: I imagine one hurdle that we will have to get over is the question of whether revenue-sharing money is available for this kind of activity. I imagine it just might well be under the recreation.

This is a categorical item, and while many of us are not opposed to categorical programs, I think the chairman here particularly, though I cannot speak for Mr. Hatfield, the executive branch takes a dim view of new categoricals that we found on the Labor and Welfare Committee.

Thank you, Mr. Chairman.

Senator PELL. In connection with the personnel who work for you, what are the academic qualifications for the director?

Mrs. DANFORTH. He must be a college graduate and have had certain experience in zoos.

We just now have a new zoo director coming to the zoo, and we are very fortunate to have a very fine man who is very experienced.

Senator PELL. At \$10,000 per year?

Mrs. DANFORTH. No, Senator. We were able to raise the salary to \$12,200. It took us 3 months to get it through the city, but we were able to do that, and that has just happened.

Senator PELL. Are the personnel and the animal handlers under the regular patronage system of the city?

Mrs. DANFORTH. Yes, they are.

Senator PELL. Senator Hatfield?

Senator HATFIELD. I have no questions.

Senator PELL. Thank you very much indeed.

Mrs. DANFORTH. Senator, could I address myself to one other thing, please?

I understand that there is some criticism of the setup of the board under Senator Hatfield's bill. And being perhaps the only layman here and not a zoo director, I would like to address myself to that or just touch on it, if I may.

This board, as I understand it, is going to set up the standards for accreditation of zoos: am I correct, Senator?

I feel very strongly that only zoo directors themselves are really qualified to make these standards.

Zoos are extremely complicated. Every animal has its own individual need, and no one but the zoo director is really going to understand all the various problems in the zoo and how to set up the standards properly.

I hope very much that you do not change the proportion of zoo people on this board because they are the only ones who are going to be able to properly set up the standards necessary for accreditation.

Dr. Goss. May I say I hope the board will also have some female representation on it.

Senator PELL. What can be done to enhance that concept? I notice of all the witnesses today there are only two women witnesses, one for the zoos and one opposed to the zoos.

Mrs. DANFORTH. If you incorporate a representative from a zoological society, which I understand has been suggested, there are many women who are extremely intelligent and involved in zoological societies. And I think that would certainly be a place where you can draw a woman onto this board, and from one of the humane societies.

Certainly, most of our zoo directors are men, and I guess the Government people would also be. I hope you will have some women on this board.

Senator HATFIELD. Mr. Chairman, I would respond and indicate that in our attempt at setting up such a board we have tried to get the lay and expert membership together.

We have, for instance, two individuals from the National Humane Organizations where we can draw women members if they so desire to represent them.

We also have directors of the zoos, and then individuals from among directors of aquariums, from the American Association of Zoological Parks and Aquariums, from the American Association of Zoo Veterinarians.

We have tried to develop as broad a representation as possible, and we are totally open to the suggestion.

Please bear in mind this bill is not locked into its present format. That is why I am sitting here. I am very open to any new suggestions.

Mrs. DANFORTH. I would like to see somebody from a zoological society, because they are the backbone of the zoos, on this committee, but I would urge you, Senator, not to change the proportion of your qualified zoo people on this board.

Senator HATFIELD. From what is now listed?

Mrs. DANFORTH. Yes.

Senator PELL. Thank you very much, Mrs. Danforth and Dr. Goss. I thought it would be helpful if we had a witness who has questions with regard to this bill, or with regard to the institution of zoos and aquaria, come forward now, so that later witnesses could, in their testimony, be responsive to such criticisms as may be made.

I thought it would be a good idea for Mr. Bernard Fensterwald, who is representing the Committee for Humane Legislation, Inc., to come forward now, and he will be accompanied by the former staff director of this committee, Mr. Gordon Harrison.

STATEMENT OF BERNARD FENSTERWALD, JR., COMMITTEE FOR HUMANE LEGISLATION, INC., WASHINGTON, D.C., ACCOMPANIED BY GORDON F. HARRISON, ESQ., AND JOWANDA SHELTON, WASHINGTON DIRECTOR, COMMITTEE FOR HUMANE LEGISLATION, INC.

Mr. FENSTERWALD. I wish to introduce Jowanda Shelton, who is the Washington director for our Committee on Humane Legislation, Inc., who will be concerned with the type of proposed legislation that is being discussed here today. I am also accompanied by Gordon F. Harrison, former staff director of the Committee on Rules and Administration, who, of course, needs no introduction to the subcommittee.

Senator PELL. I would like to add my own words of welcome to Gordon Harrison. He is an old friend of long standing, ever since I have been in the Senate.

Mr. HARRISON. Mr. Chairman, thank you for the kind words.

Mr. FENSTERWALD. Mr. Chairman, you know it is unusual for me to be here opposing any legislation.

I know you have a number of witnesses, so I will try to go through my statement as quickly as possible and skip any parts not essential.

When Senator Hatfield introduced S. 2042, he very correctly pointed out that "many zoos and aquariums desperately need financial assistance." What he did not dwell upon was the "why" of this desperate need.

In our view, the root cause is quite simple. Zoos and aquaria are outmoded, inhumane institutions which, year by year, serve a less important function in our society.

More and more they are being recognized as such, and local support for them is naturally faltering. S. 2774 is a proposed Federal bail-out program, one which we believe should not and will not be adopted.

Attempts are made to hide the extent of the destruction of wildlife caused by the supplying of animals to American zoos.

For example, to obtain a baby walrus, whale, or monkey, whole families of these species must usually be killed, since they are very protective of their young.

Additionally, a very small percentage of these creatures survive the rigors and horrors of the transportation to America. Thus, the whole concept of the zoo is based upon ecological disruption in the countries from which the animals are obtained, and is marked by enormous suffering and waste of life in transport. And once in the zoo, there is constant suffering through lack of freedom in an artificial prison.

Man can no longer treat his fellow creatures in such a callous fashion. There is a growing popular feeling that it is time to phase out zoos, and by phase out we mean that as animal populations in existing zoos die off, they should not be replaced.

S. 2774 looks in exactly the opposite direction; that is, the perpetuation of zoos forever. And, most distressing, the bill specifically fosters the perpetuation of the worst of animal prisons, the so-called roadside zoos. If anything, these should be outlawed today.

Although the provision is omitted from Senator Hatfield's proposed bill, the latest Whitehurst version—H.R. 12047, December 19, 1973—authorizes the board to make grants "to any nonprofit agency for the

purpose of enabling such zoo, aquarium, or agency to establish "survival centers" for the breeding, care, and perpetuation of endangered species."

Not only does this concept appear to ignore the existence of the new Federal Endangered Species Act and United Nations Endangered Species Treaty, it also deeply offends the sense of human dignity. Has man become so avaricious that he cannot spare endangered species more than a few square feet of concrete and steel in which to "survive"?

If that is the very best we humans can do, maybe we had best stuff a pair of each wildlife species and put them in a museum. That way, at least, there would be an end to the suffering.

Zoos have often been compared to prisons and rightly so. In fact, they are animal prisons, steel bars and all. They are a monument to man's inhumanity to animals.

By way of illustration, when man wants to point up the depths of man's inhumanity to man, he often singles out such horrors as the "tiger cages" of South Vietnam. The implication is that the cages are all right for tigers but not for men.

But why? If a man cannot live in a small bamboo cage, why should we think that a tiger can?

We believe that it is worth pointing out that very recently the prestigious National Advisory Commission on Criminal Justice, having pointed out that prisons have achieved "only a shocking record of failure," recommended a 10-year moratorium on the construction of new prisons or the overhaul of existing ones.

We believe that zoos, like prisons, are outdated, and should not be given cosmetic aid at the taxpayers' expense.

In introducing his earlier bill, S. 2042, in June 1973, Senator Hatfield declared that "zoos have a high and increasing educational value," and that we are in danger of losing "an irreplaceable learning experience."

But, in fact, just how much educational value has a caged animal?

If we had visitors from Mars, and if we wished to show them good examples of mankind, would we take them to death row at Sing Sing, or would we take them to a city or a suburb or a farm?

With the advent of movies and TV, zoos have become of minimal value as an educational tool. Primal amusement, yes. Educational, barely.

There is a general feeling that as people compare the animals in zoos with the life of the species in the wild, as shown in a documentary film, their general reaction is to recognize the imprisoned creatures as unhappy psychotic examples of their species. And, as we noted, it is far more educational to show the public documentary films on the life of animals in their native wild.

Another distressing aspect of S. 2774 is the proposed incursion of the Federal Government into yet another field of endeavor.

Zoos and aquaria have traditionally been of local concern and subject to local control. If the Federal Government takes over zoos and aquaria, where will its interference stop? Will it then intrude into such fields of charitable and cultural endeavor as United Givers Fund and city symphonies?

Further, the Federal Government has already taken over control of laboratory animals. In view of their record in this field, we believe

it would be most ill-advised to give them control over zoo animals as well.

One subject which remains little discussed is the question of money.

Large sums of money are contemplated in this legislation. At the same time, many urgent projects involving our human citizens either go unfunded or have their funds impounded by the White House.

How can we seriously propose to spend millions of dollars on "bigger and better" zoos when so many of our human institutions remain substandard?

How is the slum dweller going to look upon the expenditure of funds for a new "reptile house" at a roadside zoo when his own dwelling is hardly fit for reptiles?

And, even if the legislation is passed, is it not almost certain that it will be vetoed as a luxury we cannot now afford?

Another factor which floats around just under the surface of this bill as it is now drafted is some question as to its basic motivation.

Is the sole motivation a desire to help wild animals by making their prisons just a little bit more livable, or is it mixed with a desire of medical researchers to get their hands on large additional sums of Federal money?

We know that there is tremendous pressure to convert the existing zoo, which is recognizably an obsolete institution, into a research and breeding center. There is tremendous economic impetus behind this, from the people who hold billions of dollars in research grants from our National Institutes of Health and private organizations.

Not satisfied with inflicting disease and suffering on millions of domestic animals in pharmaceutical and medical laboratories, the pressure is on to obtain exotic species for various basic research experiments. By basic research, we mean simply the satisfying of curiosity similar to that of the small boy who takes the watch apart. The research has no particular goal in mind.

One clue to this motivation is found in the fact that the original "zoo bill" in the 92d Congress provided for a representative of the National Institutes of Health to sit upon the Board of the Zoo Corporation. This obvious gaffe has been quietly corrected. Yet, consider the following article from the September 1973 bulletin of the National Society for Medical Research:

Zoos for Research.

The American Association of Zoological Parks and Aquariums is holding its annual conference October 7-11, 1973, with its main purpose being the encouragement of using zoos for biological and biomedical research.

A series of four symposia devoted to research in zoos will be held, and a report on some of the efforts now being made in zoos to conduct research will be made. The conference, to be held in Houston, is supported in part by the Institute of Laboratory Animal Resources of the National Research Council.

Anyone interested in attending the conference or obtaining more information should contact: Phyllis Moore, AAZPA Conference Coordinator, Houston Zoological Gardens, P.O. Box 1562, Houston, Tex. 77001.

At the Houston meeting of the AAZPA, there was endless discussion of the use of zoos for medical research of all kinds—basic, animal, human, and biomedical.

This zoo convention was attended by representatives of the National Cancer Institute, the Veterans' Administration, and a number of others interested primarily in medical research relating to humans.

There was much scientific talk with regard to the use of wild animals for human diseases.

In this regard, it should be noted that the University of Wisconsin Primate Research Center is located on the grounds of the Madison, Wis., zoo. And the Lincoln Park marmoset breeding colony is used to supply a Chicago hospital with laboratory animals. And the Washington, D.C., zoo had employed a scientist in residence whose specialty is brain surgery on animals to see why they do not mate.

The research motivation for the legislation may now be left unspoken on the surface. But, in our view, it is present, loud, and clear.

The Institute of Laboratory Animal Resources, whose past concern has been laboratory animals, has suddenly become intensely interested in zoos.

If, despite our views and similar views of others, this legislation is to be given serious and favorable consideration, we would propose several urgent amendments.

We would amend section 2 to put some sort of balance into the National Zoological and Aquarium Board. As drafted, the bill provides that at least eight of the 17 members are zoo oriented, and only two are representatives of "national humane associations." The latter are like "token blacks" in so many organizations. They are window dressing.

Some balance should be given to the composition of the board.

In section 3, we would certainly eliminate "roadside parks," most of which are truly disgraceful.

Last, we would propose the following new subsections 4(d) and 5(b):

No funds provided in this section shall go to any zoo or aquarium which is engaged in any basic, human, or biomedical research, directly or indirectly. Permissible research under this section shall be strictly limited to animal research for animal welfare and shall be performed under the most rigid standards of humaneness.

Senator PELL. I wanted you to testify before the next panel of witnesses so that, as I said earlier, they could be responsive to your criticisms.

The sum of money involved is not large in Government terms.

I also must say I like the idea of zoos such as the Whipsnade Zoo in Britain where animals have a natural habitat. And I would like to see more freedom, not less freedom.

I think one of the purposes of this bill would be to make conditions better for the animals though, as you point out, there would be more animals in confinement.

As far as the question of experimentation goes, I wonder how we would really feel, just for the sake of argument, if only a particular exotic animal like the emu, or something of that sort, had a particular response to a type of cancer, and it was needed for use in determining how this cancer could be killed?

I would think that we would probably say the unfortunate emu should be used in that case.

What do you think?

Your proposed amendment would eliminate the possibility.

Mr. FENSTERWALD. Yes, it would clearly.

You are getting into the complicated field of the necessity of using animals in medical research. This is a very controversial field.

There are many, many new techniques of medical research available which require almost no laboratory animals.

The use of laboratory animals is something that has grown up over 100 years, and basically it is easier to use animals—to use the present methods than to switch to something new.

The number of laboratory animals necessary could be cut down. If you take your suggestion far enough, suppose that the whooping cranes were the only animal available to do certain types of research on?

I think there are only 50 left in the whole world. Would you take it so far as to use those 50 whooping cranes for the purposes of medical research and say that is too bad, we have no more whooping cranes? It is a question of balance, where it is necessary.

Senator PELL. In my own judgment I would use the whooping cranes if I could remove one strain of cancer, but that is a question of relative value.

Senator Williams?

Senator WILLIAMS. No questions.

Senator PELL. Senator Hatfield?

Senator HATFIELD. No questions.

I would express my appreciation for the comments, because I think they tend to focus on some of the real strength of the bill in that the purpose behind this bill is to recognize, as you have recognized, sir, that zoos are primarily a local matter.

Zoos are a reality, and I know of no proposed legislation that is going to abolish zoos, and I suppose you would be faced with the dilemma if such a bill were proposed.

You would like to see the abolition, but at the same time you express strong belief in local control and local matters, and you would wonder whether or not the Federal Government should impose this decision upon local bodies that had created the zoos.

The purpose behind the bill is to recognize the inhumanity that exists, that absolute, inexcusable conditions exist in some of these local zoos. They are not caused by desire or design on the part of the local zoo societies and local zoo directors, but rather because of the financial problems.

I would quite agree with you, if I were to be solely concerned about upgrading the life of the animals of the zoos to the exclusion of our needs, of our human needs in this country, I would agree that it would be a misplaced priority.

As one who has fought for improved medical services, one who has fought for improved housing legislation, food and nutrition, and at the same time recognized that the total needs of man include recreation, I would find it much the same as if I, as a member of the Interior Committee and the Subcommittee on National Parks would say, let us do nothing about spending any Federal money for national parks because we still have hungry people, or people ill housed.

What we are trying to do, really, is to recognize the total needs of man, and to appropriate funds to meet those needs where the Federal Government has a responsible role.

I quite agree with you. We have intruded through the Federal echelon too much into the lives of our citizens, but this is an attempt to again stimulate new and creative and innovative actions to make the existing zoos, which are a reality, more livable for the animals, to do that which has been done in the Portland Zoo, to make them into a natural habitat, rather than taking them and putting them into cages.

I think we have the same objectives, basically. I do not see that we are on any parallel track, but rather perhaps, just different emphasis.

I feel that we have to face up to the reality that zoos exist, and as long as they exist, then it seems to me we have a certain role to play.

Mr. FENSTERWALD. Just to comment very briefly, I think you are basically correct.

We are not in favor of abolishing zoos, and I very carefully steered clear of that, because that is not our position.

We do think they are outmoded, and in communities where there is not enough local support to upgrade them, they will eventually phase out.

I might make one suggestion, though, that is that this bill be limited, if it is going to be passed, to municipal zoos, and eliminate the commercial zoos, particularly the roadside zoos, because there I think you are going to perpetuate something that most people, when they think about it, are very much opposed to.

Senator HATFIELD. May I respond to that, Mr. Chairman, just briefly, and that is the grants in this bill are restricted to the nonprofit zoos and aquariums. The moneys cannot go to the commercial ones.

With regards to the roadside zoos, we are trying to set up an accreditation board which can be a stimulus to upgrade all zoos, including the commercial and roadside.

I think we have only two alternatives here, either we come in with a proposal to abolish such, or come in as we have attempted to do here, and certainly subject to your recommendations, and other improvements, to attempt to upgrade, to regulate through accreditation these existing, noncommercial or these existing commercial roadside and other type of zoos.

Mr. FENSTERWALD. The zoos are basically subject to local jurisdiction, have been, and I take it will continue to be, even if this act were passed.

Senator HATFIELD. Yes.

Senator PELL. Thank you very much.

Mr. FENSTERWALD. Thank you for letting us appear.

Senator PELL. Now we will have the several zoo directors coming up as a panel. I would ask Mr. William Conway, general director, New York Zoological Society, Bronx Park, Bronx, N.Y., to please come to the table, with Mr. Gary K. Clarke, director, Topeka Zoological Park, Topeka, Kans.; Mr. George Speidel, director, Milwaukee County Zoological Park, Milwaukee, Wis.; Mr. John Prescott, director, New England Aquarium, Central Wharf, Boston, Mass.; Dr. Philip W. Ogilvie, executive director, Portland Zoological Society, Portland Zoological Gardens, Portland, Oreg.; and Mr. Ronald T. Reuther, director, Philadelphia Zoological Gardens, Philadelphia, Pa.

STATEMENT OF WILLIAM G. CONWAY, GENERAL DIRECTOR, NEW YORK ZOOLOGICAL SOCIETY, BRONX PARK, BRONX, N.Y., ACCOMPANIED BY GARY K. CLARKE, DIRECTOR, TOPEKA ZOOLOGICAL PARK, TOPEKA, KANS.; GEORGE SPEIDEL, DIRECTOR, MILWAUKEE COUNTY ZOOLOGICAL PARK, MILWAUKEE, WIS.; JOHN H. PRESCOTT, VICE PRESIDENT AND MANAGING DIRECTOR, NEW ENGLAND AQUARIUM, CENTRAL WHARF, BOSTON, MASS.; DR. PHILIP W. OGILVIE, EXECUTIVE DIRECTOR, PORTLAND ZOOLOGICAL SOCIETY, PORTLAND ZOOLOGICAL GARDENS, PORTLAND,, OREG.; AND RONALD T. REUTHER, DIRECTOR, PHILADELPHIA ZOOLOGICAL GARDENS, PHILADELPHIA, PA.

Mr. CONWAY. Thank you, Mr. Chairman.

First, I should demur, I am no longer the President of the AAZPA. I am an old has-been, actually, and the present president is Mr. William Braker.

Doctor Ogilvie has been introduced, Director of the Portland Zoo, Mr. John Prescott is over here, Mr. Ronald T. Reuther, Director of the Philadelphia Zoological Gardens is here, Mr. George Speidel, Director of the Milwaukee County Zoological Park, and Mr. Gary Clarke, director of the Topeka Zoo, is on the right.

Mr. Chairman, with your permission, I will read an abstract.

Last year well over 130 million visits were recorded by American zoos and aquariums, a number greater than the attendance at all national football and baseball games combined. Yet, the combined budgets of all of the Nation's zoos appear to be somewhat less than the cost of an armed atomic submarine.

At no time in the past two decades has Yankee Stadium's best annual attendance equaled the worst of its neighbor, the New York Zoo, the Bronx Zoo. Moreover, four-fifths of zoo visitors come in family groups, and surveys show that the idea that zoos are just for children is a myth. Despite the zoo's wonderful attraction for children, adult zoo-goers are in the majority, and unlike the visitors to many museums, they come from all social and economic levels.

Basically, zoos are an urban phenomenon. All but a few are located in cities—like 70 percent of the Americans they serve. For this reason, in part, the Bronx Zoo's 252 acres annually host more visitors than the 3,400 square miles of Yellowstone National Park, and parks people say this is a good thing. Clearly, zoo going is a national pastime.

Good zoos and aquariums offer more than pleasant recreation and far more than cheap amusement. As cultural institutions, they function directly to broaden their visitor's base of scientific literacy: to provide insights into the behavior of wild animals, the interrelationships of animals and man, and, ultimately, contribute to an understanding of man himself.

The zoo's closeness to the Nation's population centers is one of the keys to its educational role, for it is the one widespread popular institution devoted to the interpretation and maintenance of living wild creatures.

As such, it constitutes a unique medium for the dissemination of environmental education. In this connection, S. 2774 comes at a critical time.

Today, zoos are on the threshold of new technological and interpretive achievement: already, by reversing activity patterns, nocturnal animals are being exhibited, active and alert; birds are being displayed in living forests without barriers, and many species, profiting from the effects of greatly improved curatorial and medical care, are reproducing for the first time.

It is now possible to point out basic ecological principles in a meaningful way, and in terms of living creatures, before the zoo-goer's eyes. Happily, in the course of zoological events biologists have finally discovered the principle of the wheel.

Unhappily, it has become clear that the increasing expansion of city as opposed to rural populations means that generations are growing up without any real contact with wild creatures; a new public opinion concerning wildlife and wild places is arising unguided by experience.

Rats, roaches, pigeons and starlings are too often the only wild animals familiar to the city child. Except at the zoo, the opportunities to know, or even become interested in wild animals are largely vicarious for many city dwellers.

Nevertheless, their opinions will inevitably shape the future of wildlife and wild places; of our refuges and parks. The educational potential of zoos and aquariums should be viewed in this light. Zoos also have a direct contribution to make to the preservation of vanishing animals.

At the turn of the century, the American bison or buffalo had been reduced to less than 300, yet hunting continued unmercifully. Then, in 1905, the New York Zoological Society formed the American Bison Society at the Bronx Zoo. The new Society persuaded Congress to halt the killing, and to set aside preserves in areas where bison had once roamed.

Meanwhile, much of the Bronx Zoo was turned into a bison propagation area and, by 1907, the first shipments of bison to the new but empty preserves in Oklahoma, Dakota, and Montana were begun and continued for a decade. Today, there are nearly 30,000 bison in the United States. Your children can see them in a score of preserves and parks, and even on private ranches, and most of them have some Bronx Zoo blood.

Increasingly, zoos have become repositories of living treasures; vanishing or even vanished species. The Bronx Zoo maintains herds of the Chinese Pere David Deer, which became extinct in China during the Boxer Rebellion; the European Bison, which became extinct in Europe in 1921, but has now been reintroduced in a Polish reserve from zoo stocks; the Formosan deer, declared extinct by the Taiwan Government this past September, to mention some of the most prominent.

As time goes on, more and more species will have to be tided over in zoos during periods of change in their homelands. Undoubtedly, many can never again be reintroduced where their natural habitats have been destroyed.

No other institution of man faces so altruistic and poignant a task of preservation as the Zoo. Nor can its task of preservation and propagation be relegated to the parks for parks simply do not exist in the homes of many of the most interesting species.

Occasionally, zoos are challenged by those who accuse them of contributing to the drain upon wildlife. The fact is that zoos have never been a significant factor in the endangerment of any species at any time.

Many, perhaps the majority of the animals exhibited in United States zoos, are captive bred, and their numbers are surprisingly small: 39,247 mammals, 57,818 birds, 25,043 reptiles and amphibians and 104,724 fishes—a total of 231,948 vertebrates.

To put these figures into perspective, the committee will be interested to know that American sportsmen killed 41.9 million mourning doves in 1965; 14,427,500 ducks and geese in 1969, and kill more than 2 million deer each year.

American zoos do not even contribute significantly to the import trade in live animals for the United States. In 1971, for example, the Department of the Interior reported that 103,154 live mammals were imported (86,535 were primates), 995,260 wild birds (not including canaries or parrot-like birds), 1,404,201 reptiles, 391,774 amphibians and 98,971,579 live fish were imported.

Zoo and aquarium importations, of course, constituted but a very tiny fraction of 1 percent of this total. It is instructive to note, by way of comparison, the fur trade's effects upon big cats during 1968 and 1969; the last 2 years before New York's Mason Act took place.

In those 2 years, 3,168 cheetahs were killed for the trade, 17,490 leopards, 23,347 jaguars, and 262,030 ocelots, according to the Department of Commerce—more big cats than have ever been imported in all recorded history of zoos.

The relationship of man and animals is an irrational one at times, and zoos are sometimes charged with cruelty. To the best of my knowledge no public American zoo now permits vivisection to take place in its collection.

Nevertheless, a housewife might stop, on her way home from the butchershop, to complain about a zoo feeding mice to its snakes, or a developer, who has slowly starved to death uncounted thousands of birds, mammals, reptiles, fish and amphibians, by draining a large marsh, might complain about the size of a zoo cage.

Many zoo exhibits are less than optimum, and that is one reason why we are here today. The ills of the zoos are deserving of cures.

The proposal for a National Zoological and Aquarium Board comes at a time of national concern for the future of wildlife and for environmental education, a time when the Nation's life support systems and its values are being reexamined.

Seven hundred and fifty known works by Rembrandt are still extant, but only some 600 Pere David Deer, 200 or so Mongolian wild horses, while less than 300 Siberian tigers remain in nature, and less than a hundred whooping cranes or California condors.

Moreover, there are no fake Pere David Deer, and no adequate reproductions of a Siberian tiger. S. 2774 is more than a routine piece of legislation, it is a recognition of man's unique responsibility to other living things.

It is an appropriate response to the fact that zoos and aquariums, more than most institutions, are affected by national and international forces, as well as local concerns.

Zoos are symbolic outposts of living wildlife, they lend an urgency and reality to efforts to preserve the quality of our environment at a

time when its destruction, through growing population, exploitation and pollution, appears to be in sight. If nothing else, S. 2774 will help insure that at least as many people will see tigers and wolves as Rembrandts.

I urge passage for the National Zoological and Aquarium Board. Thank you.

Senator PELL. Thank you, Mr. Conway.

Mr. Clarke?

**STATEMENT OF GARY K. CLARKE, DIRECTOR, TOPEKA
ZOOLOGICAL PARK, TOPEKA, KANS.**

Mr. CLARKE. Thank you, Mr. Chairman, and members of the committee.

I wish to speak in favor of S. 2774, particularly with reference to the accreditation portion.

My name is Gary K. Clarke. I am director of the Topeka Zoological Park and a past president of the American Association of Zoological Parks and Aquariums, the organization of zoo and aquarium professionals in North America.

Section 3(a) would enable the Board to establish standards for the national accreditation of zoos and aquariums in the several States and the District of Columbia.

The American Association of Zoological Parks and Aquariums has already established an accreditation program for zoological parks and aquariums after several years of study.

The principles of AAZPA accreditation provide that organizations, not individuals, are accreditable. Membership in the AAZPA is not a requirement for accreditation, nor is accreditation a requirement for membership in the AAZPA.

Accreditation certifies that an institution is currently meeting accepted standards established by the profession. The principles and procedures of the accreditation system apply equally to all zoos and aquariums.

The present accreditation commission of the AAZPA consists of a chairman, who shall serve a 6-year term, and six commissioners, who shall serve 6-year terms, with one-third of the terms expiring at 2-year intervals. The commission is served by the executive director of the AAZPA at the AAZPA executive offices. All members of the commission are fellows of the AAZPA.

Mr. Chairman, I have detailed the mechanics of our program simply to emphasize this is an established procedure, and we feel this could be well adapted by the Board should this legislation be passed.

After a zoo or aquarium has made formal application for accreditation, it is required to complete an extensive questionnaire that provides a self-examination by the applicant institution of its own resources, purposes, plans, and performance.

This questionnaire is carefully reviewed by the Accreditation Commission who will then act in one of three ways: grant interim approval; table an application pending further information, or reject an application.

If rejected, an institution may reapply after 1 year's time, if it feels it has become eligible. Those institutions receiving interim approval will be inspected by a visiting committee of two or more members

appointed by the Commission. It is the committee's duty to familiarize itself with every part of the applicant's facilities, practices and programs.

The specific points of reference against which the quality and performance of the applicant institutions will be measured include administration, curatorial, exhibit program, educational and interpretive program and future plans. The visiting committee will submit a written report to the Accreditation Commission with the well-being of the animal collection receiving highest attention, together with the committee's final recommendation.

The Accreditation Commission then reviews all matters and either grants or withholds accreditation. Standards will have to be maintained as reaccreditation of accredited zoos and aquariums is expected to follow at intervals to be determined by the Accreditation Commission. This is a brief outline of the program and detailed information can be provided.

We respectfully suggest that the established AAZPA Accreditation Program for Zoos and Aquariums be incorporated under section 3(a) of S. 2774. Adoption of this program would result in three positive advantages:

- A. Avoiding duplication of programs.
- B. Avoiding time delay in implementing such a program.
- C. Avoiding expense of study and development necessary in establishing accreditation.

Another consideration is that the accreditation program as outlined would encompass the inspection and licensing procedures performed by the U.S. Department of Agriculture under the Animal Welfare Act, thus saving the expense of this program.

Accreditation of institutions would provide prime criteria for the granting of endangered species permits by the U.S. Department of the Interior. The accreditation program would serve to incorporate the various legislation pertaining to zoos and aquariums.

Zoos and aquariums of modest size will have special problems in meeting the standards for accreditation. The Topeka Zoological Park serves as a typical example.

The Topeka Zoo is municipally operated, with the basic budget derived from tax moneys, which are quite limited. It is a "community zoo," depending on the people in the immediate area for support, as opposed to the tourist trade.

In addition, it should be recognized that Topeka, and the majority of similar sized institutions, experience severe winter weather, as well as a hot summer climate. This results in higher operational costs and a seasonal attendance.

It is paradoxical that admission revenue is also limited by lower attendance in the winter, yet the zoo provides its greatest programmed educational service during the school year.

Smaller institutions usually cannot afford their own maintenance staff, security force, or full-time paid educators. In many cases they lack adequate quarantine areas, suitable hospital facilities and complete veterinary services.

The important area of accurate recordkeeping is often overlooked due to lack of clerical personnel.

We believe that S. 2774 would enable the smaller zoos and aquariums which serve such a large segment of our population to improve and maintain the necessary standards.

Adoption of the existing AAZPA accreditation program would be most appropriate in keeping with the intent of the bill.

Thank you.

Senator PELL. Thank you very much, Mr. Clarke.

Mr. Speidel is our next witness.

**STATEMENT OF GEORGE SPEIDEL, DIRECTOR, MILWAUKEE
COUNTY ZOOLOGICAL PARK, MILWAUKEE, WIS.**

Mr. SPEIDEL. Mr. Chairman, this will be the 40th year of my work in zoo work, and mostly involved with two new zoological parks built from the ground up, and in both of them, the philosophy has been to show animals as much as we can under natural, realistic conditions, and to eliminate bars.

Today, I am very privileged to testify on behalf of Senator Hatfield's very important bill.

Zoological parks and aquariums are becoming more and more popular. Each year many millions of people visit them simply because animals have a universal appeal to people of all ages and from all walks of life.

Our responsibilities to preserve the wildlife of the world and its endangered species grow more urgent every day as new roads and new means of transportation penetrate the few remaining areas that have been free from intrusion by man.

Our zoological parks and aquariums fulfill a vital role in meeting these responsibilities for the preservation of wildlife species, at the same time paying important social dividends by providing the people of our Nation with interesting, instructive, enjoyable leisure time activity. It is commonplace for those of us who work at zoological parks to see three generations together at once, grandparents, parents, and children, all equally enjoying their trip to the zoo, and all studying in great detail the various exhibits. These groups come from all social and economic backgrounds. I know of no other type of institution that has so universal an appeal.

For the city dweller, the kind of things that can be seen, enjoyed, and learned at good zoos are becoming increasingly more important. They provide a refreshing change of scene, and the possibility of contact with nature and its creatures from all over the world. Properly designed zoos provide the entire family with an unexcelled opportunity to share mutual pleasures and experiences.

Most zoos cater to a relatively sophisticated urban audience which does not enjoy being lectured to or talked down to. However, properly planned, the use of newer exhibit techniques lets us provide many hidden educational features that are absorbed by the visitor without his being consciously aware that he is being educated.

The end result is a year-round source of fun and knowledge. Upon returning home from a visit, the family has available for discussion many topics about animals that encourage further thinking, reading, and even research. It is thus that zoos and aquariums achieve their

most important objective, which is to bring man into greater sympathy with animals. Man's psychological well-being is bound up with the natural world, and its creatures, in ways which are not fully understood.

The publicity generated by zoos also has tremendous interest and educational values. Well chosen animal stories compete with top news events. The birth in captivity of an animal native to a far-off land is often front page news, as is information about its behavior. Such news stories add materially to community knowledge and enjoyment.

The staffs of most American zoos and aquariums have good expertise concerning the daily care, sanitation, health, and medical attention needed by their collections. However, they do not always have the funds necessary to put their expertise fully to work.

The hospital, isolation, and laboratory facilities needed for a first-class zoo are expensive, and require a highly specialized design. Competent veterinarians must be in charge.

These important facilities, if not presently available, are high on the priority list of most zoological parks and aquariums. In many instances, both technical and financial assistance are needed for these projects.

The newer drugs and therapeutic methods presently in existence, as well as those being studied and developed for the future, will play a most important role in the ultimate survival of many animal species.

Zoo people in America and throughout the world become ever more aware of the importance of this responsibility. It can, however, be achieved only by an expert, round-the-clock maintenance of animal sanitation and care supervised by highly trained and skilled personnel.

It will become increasingly important as our current endangered species legislation makes the importation of wild animals more difficult, and creates the need for adequate facilities to care for confiscated animals which have been illegally imported.

Zoological parks and aquariums are also, or should be, research institutions in every sense of the term. Often the health and welfare of a collection can provide knowledge of the utmost importance and interest to the zoological departments of universities and similar institutions.

Ecology, which is essentially a way of thinking about the environment, is of increasing interest to many specialists in many fields. It is a way of thinking that is of particular importance in the proper design or redesign of a zoological park.

Animals should be shown in their natural surroundings, if possible, in continental groupings, with all barriers between them and their viewers minimized or hidden.

Compatible species should be combined by predator and prey relationships so as to show the animals which share and compete for the same territory in the wild. Such arrangements enhance the health of the animals themselves by keeping them alert and interested. To the viewer, the animals are better seen as living creatures, rather than as mere objects.

Some zoos of recent construction are fortunate in already having such exhibits. Other, older zoos with fine animal collections still have their animals exhibited in old-fashioned iron cages, and need badly to be rebuilt.

S. 2774, if enacted, would further these important and worthy objectives in two significant respects. By creation of a National Zoologi-

cal and Aquarium Board, standards for the care and exhibition of animals could be established at a national level, and a central clearinghouse of expertise and research results and objectives would be available.

By making grants of funds to needy zoos, and especially grants which require sharing on the part of the municipality involved, badly needed funds would be stimulated and become more available for the improvement of zoos and aquariums.

In summary, zoos and aquariums today are not only essential for the conservation of many animal species, but also provide a place where people of all ages and all walks of life enjoy learning about the world and its creatures.

They also, I believe, provide something that tends to keep man from falling out of his own psychological and emotional tree. Urban dwellers, plagued by problems of city life, and often restricted in travel opportunities, find in zoos a direct contact with nature that has great therapeutic value.

These are the wholesome joys and satisfactions which, when added up, make life worth living.

They deserve recognition of their importance and financial support at a national level.

Thank you.

Senator PELL. Thank you, sir.

Next we will hear from Mr. John H. Prescott, vice president and managing director of the New England Aquarium at the Central Wharf in Boston, Mass.

STATEMENT OF JOHN H. PRESCOTT, VICE PRESIDENT AND MANAGING DIRECTOR, NEW ENGLAND AQUARIUM, CENTRAL WHARF, BOSTON, MASS.

Mr. PRESCOTT. Thank you.

It is a pleasure to be here and offer testimony in support of Mr. Hatfield's bill.

Each year more than 20 million people visit one of the 30 major public aquaria in the United States. Of these 30, less than 10 host 66 percent of the visitors, and 14 are located within zoological parks, and their attendance is included in the general visitation to the zoo.

Most aquaria are operated by municipalities, while several are operated by private societies in conjunction with municipal governments, and a few operate as private nonprofit corporations.

Aquaria are important recreational resources for the American public. Families are the primary users of both zoos and aquaria.

At the New England Aquarium, the ratio of adults to children is nearly 1 to 1, and the primary use periods are weekends, holidays, and school vacations, and these same statistics are repeated throughout the United States.

Prior to 1960, zoos and aquariums were generally viewed only as recreational resources and, as such, were considered low in the social requirements of our cities and towns.

Mass recreation in urban centers is no longer considered a social luxury. It has been recognized as a necessary aspect of life and provides meaningful alternatives to everyday problems.

In addition, today's educators increasingly utilize our facilities for off-campus learning, and the academic community views our valuable collections as reservoirs of knowledge generally unavailable to the laboratory sciences.

Records of annual attendance for the years prior to 1950 are sparse, and it appears that the trend from 1950 to 1960 was away from zoos and aquariums. However, since 1960, interest in marine biology, conservation, and ecology has expanded public awareness and record numbers visit these institutions annually.

It is unfortunate that we cannot report record expansion of our facilities to accommodate the increased crowds and demand for facilities for research and groups of schoolchildren during the past decade.

Only three major public aquariums have been renovated or rebuilt during the last decade. Steinhart Aquarium in San Francisco, Calif.; John G. Shedd Aquarium, Chicago, Ill., and the Point Defiance Aquarium, Tacoma, Wash., have been fortunate enough to expand their collections or facilities to accommodate today's needs.

It is also unfortunate that we have to report that only one completely new aquarium has been built in the United States since 1940. This is the New England Aquarium in Boston, and it does seem ironic that that institution was built and operates today without any direct city, State, or Federal assistance.

Most of the aquariums today operate in antiquated facilities and are without the resources to improve their displays to satisfy today's demand for knowledge about the animals in our underwater world.

It might be said that the world is changed, but this industry, with few exceptions, has not been able to maintain the pace.

During the last decade, the public's increased awareness and interest in the sea has expanded at a geometric rate. New animals have been discovered in the seas, but no deep sea fishes are on display or under study.

Commercial sea circuses display whales and dolphins, and only three public aquariums are able to bring the public the magnificence of these animals.

The public was not alone in realizing the importance of aquariums, for our educators and schools frequently use our resources, and marine and fresh water biologists seek facilities unavailable within the universities to study exotic captive animals.

Like the zoos, whose representatives have testified today, and the testimony of museum directors who have given evidence supporting the Museum Services Act, aquaria have the same common problems. Cities for years have considered zoos and aquaria as recreational frills. Their budgets for these facilities have remained static, our personnel have been grossly underpaid, and capital improvement programs have remained unfunded.

In addition to municipal funding problems, competition for the dwindling funds available from private sources has become fierce, for the same public awareness has demanded improved cultural facilities, whether it be a zoo, art museum, or civic center.

I would like to cite the New England Aquarium as an example to illustrate some of the problems that appear to be facing this phase of our cultural heritage.

The New England Aquarium was conceived in 1960, only after the city of Boston was forced to close its aquarium that had operated since the 1890's. The city of Boston, like many urban centers that have been described, was unable to maintain this antiquated facility, and it was forced to close the building after it fell into disrepair.

In 1960, a private group of citizens formed the New England Aquarium Corp., a private nonprofit corporation, founded to operate a public aquarium for the citizens of New England.

The aquarium opened in 1969 at a cost of \$6 million, and since that time it has operated successfully, and more than 3½ million members of the community have utilized its facilities.

Today, the aquarium is too small for the visitation, and since no city, State or Federal funds are available for expansion, the same citizen's group is attempting to raise funds for a \$4 million capital expansion.

Like many of the 35-year-old facilities, the New England Aquarium requires additional space to handle large crowds, provide adequate educational services, and expand the animal collection to include all forms of marine life. Without governmental support, the New England Aquarium is able to operate the facility through annual appeals and admission receipts.

With a total annual visitation of 750,000, more than 140,000 children visit the aquarium in organized school groups. Of these, 35,000 children receive preplanned educational programs conducted by professional teaching staffs. We consider ourselves fortunate that at this time we can spend an average of \$1.20 per child for the special programs with an average per capita revenue of 58 cents.

The New England Aquarium is capable today of operating our facility and maintaining active programs in research and education, but we also have to be realistic and look forward to the day when revenues will no longer cover expenses and some of the programs will have to be curtailed.

Admissions and donations from public appeals today cover operating costs. They do not provide for capital expansion nor do they cover depreciation and amortization.

In the current expansion program, more than \$4 million will be spent during the calendar years 1973 and 1974, but it is not anticipated that we will be able to raise from private sources this amount of money in the same period. Like any other corporation, we have to rely on banks for loans, and even at the best interest rates of 1 point above prime, it means an even greater fund-raising effort for our public-minded citizens.

I think we have to say that our future forecast is gloomy. Cities face larger and larger deficits, and individual private donations are becoming smaller and harder to obtain.

Donations are becoming harder to obtain, primarily because of fierce competition between cultural institutions for the same tax-deductible dollar and continued tightening of tax laws leaves fewer funds available.

There is always the alternate solution of increased admission schedules, but these result in those persons who could use the facilities best being less able to participate in an important cultural resource.

Thus, it is apparent, even at the New England Aquarium, that in the future we will have to supplement private contributions with government grants or guaranteed loans if we are to serve our community's demands for recreation, education, and research.

Senator PELL. Thank you very much indeed, Mr. Prescott.

Our next witness will be Dr. Philip Ogilvie, executive director of the Portland Zoological Gardens in Portland, Oreg.

Dr. OGILVIE. Mr. Chairman and Senator Hatfield, I will abbreviate the printed remarks.

Senator PELL. But they will appear in full in the record as though you read them. Let me assure you of that.

STATEMENT OF PHILIP W. OGILVIE, PH. D., EXECUTIVE DIRECTOR, PORTLAND ZOOLOGICAL GARDENS, PORTLAND, OREG.

Dr. OGILVIE. In noting the sequence of testimony from the American Association of Zoological Parks and Aquariums representatives, it is impossible to avoid recalling a statement of Professor Hediger in his "Man and Animal in the Zoo" in which he said: "However galling it may be for a zoologist, it has to be admitted that scientific research is usually placed last in zoological gardens, if indeed it has any place at all." I am sure the intent of those scheduling this testimony was to give research a position of honor in order that the items brought to the attention of the committee and the programs described will remain vivid in your minds.

The purpose of research programs in those zoos maintaining them has been consistently and basically to benefit the animal collection. Historically, research in zoological parks has been primarily opportunistic and noninventive. As an example of the best of such research, I would point to the work of the Penrose Laboratories of the Philadelphia Zoological Gardens. The brilliant work in animal nutrition of its director Emeritus was evaluated by Dr. W. Lane-Petter with the following words. "Dr. Ratcliffe has contributed much to alleviate nutritional deficiency in zoo animals that is caused by ignorance. * * * Moreover, by making animals fitter nutritionally perhaps he has introduced a need for more mental occupation which their ill-fed forerunners were too unfit to be concerned about." A generation ago it was a common and disturbing sight to view animals in zoo collections with serious diseases resulting from malnutrition. Today such situations are fortunately a rarity, primarily through the investigations of zoo research into nutrition and disease.

As early as 1950 Professor Hediger identified the other major deficiency of captive animals as follows: "When we consider that the wild animal in nature is constantly preoccupied with the impulses to avoid enemies and to seek food, and that both these highly important elements suddenly disappear in captivity, it is obvious that this change must have far reaching consequences. * * * In the author's opinion this substitute can take the form of biologically suitable training and assumes the importance of occupational therapy." It is through current behavioral research projects that we are finally able to implement the suggestions made by Hediger a quarter of a century ago.

At the Portland Zoo we have instituted a number of behavioral research projects on view to the visiting public. Let me describe one for you in detail in order to illustrate how we utilize totally artificial

means to illicit more natural behavior from animals in a captive environment.

In the wild, gibbons live in treetops, seldom descending to the ground. They are constantly on the move, constantly active, and constantly feeding on very small amounts of food collected from the tips of branches. Even when the animals find a tree loaded with suitable food, their tendency is to move on. The typical pattern in captivity is for a keeper to present a large quantity of food once a day to these animals on the floor of their cage. The animals descend, gorge themselves, and remain relatively inactive. At Portland we have taken a traditional cage approximately 30 feet long, equipped it with lights and levers at each of the upper rear corners. When the first light comes on the gibbons go to that light and pull a lever which activates the second light across the cage. They move to that light, pull a second lever and are rewarded with a small amount of food. This project has given the animals control over one small aspect of their environment. The gibbons now receive most of their daily diet through this mechanism and are eating more than they did before the initiation of the project; they weigh less and are in excellent condition. The public is rewarded with being able to watch healthier animals carrying on much more natural daily activity. Our research staff is able to gain a great deal of knowledge about the social structure of a group of gibbons and the interactions between its members.

When the exhibit was first installed, the first light came on automatically every 2 minutes and there were graphics to explain to the viewer what was happening. The exhibit elicited only minimal public interest. By placing the first light under the control of a coin box in the public area we provided the added benefit of an opportunity for public interaction with these animals. One can now observe the best kind of education going on in front of this exhibit. Parents read the graphics, place a dime in the coin slot, and interpret the exhibit for their children. As a measure of public interest, in the first 10 months of coin box availability the zoo received \$1,730.30 representing 17,303 dimes. Not only are the animals healthier and the public happier, but so is my business manager and our board of trustees.

Such experimentation gives us not only the direct knowledge of an animal's activity and a mechanism whereby we can produce such activity, but also some measure of its spatial needs. Many of us have in the past been concerned not only with the physical requirements for space but also with the psychological requirements. In the near future we will be able to address ourselves to this question in the exhibit design. With the ever-dwindling numbers of wild animals the urgency for meaningful zoo research concerning itself with optimal rather than minimal conditions of captivity becomes more important every day. Through well-formulated and skillfully implemented behavioral research we can gain the knowledge necessary for successful long-term captive breeding projects, thus removing zoos from being even the slight drain on wild populations that they represent today.

While the conditions of captive animals can not duplicate the parameters of field research, they provide the best testing ground for innovative field methods. Techniques developed for captive animals can be applied to field projects in wildlife conservation throughout the world. At Portland we are developing small ingestible transmitters for

use with marine mammals that will broadcast cardiac rate and deep body temperatures without restraining the animals in any way and without surgical intervention.

The application of such telemetric devices to field studies is obvious. The need for traditional research programs such as detailed and complete pathology of animals dying in captivity has not ended but has become even more necessary with the reduced availability of animals. Such research is designed primarily for the identification and prevention of animal diseases, but has the ancillary benefit of identifying models for human diseases. One case history will illustrate the principle. I quote Dr. Robert L. Snyder, the present director of the Philadelphia Zoological Garden's Penrose Research Laboratory :

Dr. Fox, the first director of the laboratory, conducted significant research in the control of tuberculosis, between 1910 and 1925, which today is culminated in the skin test that every schoolchild receives for the early detection of tuberculosis. Dr. Fox was only one scientist concerned with the development of tuberculosis testing, but the fact that his patients were zoo animals, mostly monkeys and anthropoid apes, illustrates their value of zoo research. Before testing for tuberculosis was possible, nearly 550 monkeys and apes in 25 years died of this dread disease. With the advancement of science from experimentation and just plain hard work by observant scientists, tuberculosis as a cause of mortality was eliminated in the Philadelphia Zoo in 1930. There has been only one death from this disease since that time. This experience only illustrates that the results of research conducted in the zoological garden are applied to help the captive animals in the zoo and humans outside as well.

Whatever its direction, zoo research must be appropriate to the uniqueness of the zoo resource. It may be opportunistic or structured, but in either case it must be planned and part of an overall program to be effective. Zoos must be more active than the professional humane organizations in insuring the humane nature of their research.

The overall goal of our research must be to insure that captive animals be kept and exhibited in optimal rather than minimal conditions. The major factor mitigating against more and better research in zoos is a lack of available funding. Senate bill 2774 through making such funds available will benefit not only the zoo animal and the zoo visitor, but indirectly the entire population of animals and man.

Thank you.

Senator PELL. Thank you very much indeed.

The final speaker will be Mr. Ronald T. Reuther, the director, Philadelphia Zoological Garden, 34 Street and Girard Avenue, Philadelphia, Pa.

STATEMENT OF RONALD T. REUTHER, DIRECTOR, PHILADELPHIA ZOOLOGICAL GARDEN, PHILADELPHIA, PA.

Mr. REUTHER. Mr. Chairman, Senator Hatfield, I wish to speak in favor of S. 2774.

The Philadelphia Zoological Garden is a nonprofit private institution operated by a zoological society board of directors who determine policy. We receive 1.2 million visitors annually.

San Diego, New York—Bronx Zoo—Brookfield, Chicago, Phoenix, Arizona—Sonora Desert Museum—Tucson—Cleveland, Columbus, and others in the United States are operated similarly in contrast to municipally operated zoos, such as Los Angeles, San Francisco, Central Park—New York—Lincoln Park—Chicago—Houston, and so forth.

Typically, society-operated zoos receive some tax support—50 percent or less—usually for operating funds, but sometimes for capital improvement as well. Usually, the operating fund tax subsidy is considerably lower than in municipal zoos, the major difference being that society zoos generally charge higher admission fees, while municipal zoos charge a low fee or none.

Therefore, a higher percent of municipal tax support is required by municipal zoos. If the full cost of municipal services was considered—that is, grounds keepers, maintenance, personnel, et cetera—the tax subsidy percentage for municipal zoos would be even higher in many cases.

Zoos are normally in operation 24 hours a day, 7 days a week, 365 days a year.

Although the zoo may be closed to the public on a few holidays a year and during most nights, constant care of the animals, equipment, et cetera, must be maintained around the clock throughout the entire year.

Since most zoos are open 7 days a week, and the animals require care and attention 7 days a week, this means that the zoo staffs must work split and staggered shifts to maintain adequate coverage.

The majority of most zoo staffs of zoos in the United States work 5 days a week, daylight shifts, with an emphasis on weekends when zoos are busiest with visitors.

We and most other zoos are limited in the improvements we can make and the caliber and number of trained people we can employ because of budgetary limitations.

Zoos need highly trained and sophisticated veterinarians, zoologists, and other scientists to do a better job of caring for animals and properly housing and displaying them.

Most academic and research institutions and many museums regularly provide seminars, courses, conference participation, et cetera, for their staff members, but few zoos can afford to spare their meager staffs for such assignments, not to mention unavailability of necessary funds.

Typically, research and other scientific institutions have enjoyed good support for their needs, but zoos have not been so fortunate as their needs have not been recognized and appreciated, nor funded. Typically, American zoos have been municipally operated contrasted with private operation of research and scientific institutions.

Nowadays zoo staffs are more aware of these needs and desires, but all too frequently lack of funds restricts hiring and staff education and training.

With fewer potential zoo employees coming from farms—animal experience—and most from urban centers coupled with increasing rarity and value of animals, keeper and animal staff training is more important than ever. Only recently has keeper training been initiated in our zoos, but more attention and funds are needed to improve this training.

The U.S. Department of Agriculture has closely controlled the importation and exhibition of hoofed animals—cattle, antelopes, et cetera—in our zoos since about 1958. They require veterinary inspection and certification of such animals prior to shipment from overseas.

If the animals meet these criteria, they then must be quarantined in USDA approved facilities overseas and in the United States for a minimum of 90 days.

The animals are inspected and tested during the quarantine and can only be acquired by USDA inspected and licensed zoos if the animals are certified to be free of diseases as determined by USDA.

Once in the licensed zoo, the original animals cannot be moved without USDA approval, and are inspected at a minimum of every 6 months.

These procedures add greatly to costs through quarantine charges and insurance charges.

The WPA, in the late thirties, provided major new facilities for many of our zoos, but little such support has been available since, and many of such facilities are now outmoded, outdated, and in need of replacement, retention, or repair.

Zoos are living laboratories and living museums with all the specialized needs of both in addition to the significant demands made of zoos and their staffs as recreational facilities.

In order to reach their potential and to provide appropriate care of their animals, zoos and aquariums must receive levels of financial support equal to that given other scientific institutions.

S. 2774, can provide such support in the form of low-interest loans or outright grants.

Support given to zoos and aquariums via this bill will do a great deal to improve them for the good of animals and people.

Thank you.

Senator PELL. Thank you very much.

As I understand it, at the Philadelphia Zoo, tests were done which have resulted in the skin test to determine whether tuberculosis appears in man, is that right?

Mr. REUTHER. That is right.

Senator PELL. Over what period of time were those tests done, and how many animals were killed in the process, if any?

Mr. REUTHER. Our laboratory was established in 1901, which was the first of any zoo in the world, as I understand it. There have been a number established since then.

The research was initiated at that time, and it was early in the history of the laboratory that these findings were determined, and I think perhaps by 1925, at least, the basic work was developed that resulted in the skin test for humans to detect tuberculosis. And it was based on animals that died in the zoo, Mr. Chairman, none were killed.

They died. And as they die, and as today, we give complete pathological analyses of all specimens.

Senator PELL. So many hundreds of thousands if not millions of people's lives have been saved as a result of this experimentation that was done in the Philadelphia Zoo.

Mr. REUTHER. I think that is quite correct.

Senator PELL. Mr. William Braker, who is the president of the American Association of Zoological Parks and Aquariums this year, is here and I want to acknowledge his presence.

Last summer we held some hearings on museums and their needs throughout the country. Before that, very comprehensive surveys had been made of their needs and services.

Is there any such study of aquaria and zoo needs?

Mr. CONWAY. Many of us were included in the Louis Harris study. In our case, we have just completed 1973 with a deficit of \$1,069,000, and expect a deficit of \$1,350,000 for 1974.

There is no general overall study available at this time.

Senator PELL. Would it not be a good idea for the national association to undertake such a study?

Mr. CONWAY. Yes; I think it would be.

Senator PELL. As to what the total needs are. I think it would be very helpful, indeed.

In connection with the number of zoos, what would be the total number in this country?

Mr. CONWAY. Roughly 132.

Senator PELL. Does that include the roadside zoos, or not?

Mr. CONWAY. That includes those zoos that are members of the Association of Zoological Parks and Aquariums. That probably would not include many of the organizations that call themselves zoos, and that is something of a problem that the Association has addressed itself to, as mentioned by Mr. Clarke, through its accreditation program.

We are trying to determine what a zoo is, and what a zoo is not.

Senator PELL. As of now there are 132 respectable zoos?

Mr. CONWAY. Yes, sir. We have not determined the respectability of all of them yet.

Senator PELL. Does that 132 include aquaria or not, because earlier Mr. Prescott mentioned there were 30 aquaria around the country.

Mr. CONWAY. I have just been given a correction, Mr. Chairman. There are 146 public zoos, that are governmental or society operated, of which 107 are under city, county governments, and commissions; three are State and Federal, and 36 are managed by societies, so that is our total of 146, and Mr. Prescott, I believe, said there were 26 public aquariums in the United States.

Senator PELL. And they are included in your totals, the aquariums?

Mr. CONWAY. Yes, in some cases.

Senator PELL. Another figure you cited in your testimony struck me. As I recall, you said there were only about a total of 250,000 animals and fish in the zoos and aquaria in the United States, is that correct?

Mr. CONWAY. Yes, that is correct, and it is an interesting figure, because all of the zoos in the world hold approximately 600,000 mammals, birds, reptiles and fishes, which is rather less than the total number of, say, birds that were imported in any one year before the embargo on birds because of Newcastle disease.

It is certainly less than half of the number of reptiles that are imported in any one year for the pet trade.

Senator PELL. If you subtract the fish, how many animals are there?

Mr. CONWAY. I cannot give you that figure. We have about 39,000 mammals, 57,000 birds, and 25,000 reptiles, and amphibians.

Fish make up very nearly 40 percent of the total.

Senator PELL. As opposed to that, as you just pointed out, many, many more are killed, sometimes cruelly killed by hunters.

Mr. CONWAY. Unfortunately, yes. Just imagine 41,900,000 mourning doves.

To give you another figure for comparison, in the last 2 years, before the Endangered Species Act went into effect, actually before the New York State Mason bill went into being, which was sponsored by a number of zoological societies, 3,168 cheetahs were killed for the American market in 1968 and 1969; 17,490 leopards; 23,347 jaguars; 226,030 ocelots, and 99,002 otters.

Senator PELL. I congratulate you on your powers of recall.

Mr. CONWAY. The laboratory trade in 1958-59 and also 1960, during the production of the Salk vaccine, used 634,000 monkeys.

That is more monkeys than have ever been in all of the zoos of the world since the days of Caesar.

Senator PELL. Going back to my query about animals being exhibited in a natural state, is there a zoo in America that comes up to the one in England, Whipsnade, in this regard?

Mr. CONWAY. I like to think there are some that exceed it.

Senator PELL. Such as?

Mr. CONWAY. We are proud of the great San Diego Park that has been developed. We are proud to be associated with George Speidel and the work that has happened in Milwaukee, and we are striving to emulate these new developments.

Senator PELL. In these cases people are actually allowed to be in with the animals, if they are not too aggressive?

Mr. CONWAY. Modern zoo technology amplified by the work of Mr. Speidel and many others, is to cage the public, and let the animals run free.

It is possible in many of our zoos, now, in Philadelphia, New York, Topeka, Milwaukee, to walk around with the birds, to have them flying all about you, to look at animals across very simple barriers, to use psychological measures of controlling the movements of animals and, in general, we are pleased with the results.

There has been a tremendous blooming of imagination, sort of a renaissance that has taken place, and what it needs is support, encouragement.

I am troubled by the fact that there are 750 known paintings by Rembrandt today in existence, any of which can bring \$2 or \$3 million on the market, but in the zoos that are represented here, and all of the zoos of the world, there are just a few more than 200 Mongolian wild horses. There are less than 300 Siberian tigers in nature. There are about 250 in zoos.

There is no future for many of these animals, unhappily, not in parks, because there are no parks in their areas.

Mr. Chairman, they might have to be preserved in zoos.

Senator PELL. Are you familiar with the actual development of a very public-spirited couple in New York, who are developing an island off of Georgia for preservation of endangered species?

Mr. CONWAY. Yes, I was down there last weekend.

Senator PELL. Could you describe it?

Mr. CONWAY. I am a little reluctant to put it on the record, because it involves anonymous giving.

I can say we are developing a survival center park in Georgia, and it will not be open to the public. It is simply for the propagation of endangered species.

I am delighted to report that the National Zoo has just gained possession of a marvelous new area in Virginia that will be used for

the same purposes, and several others are underway, tremendously exciting, some public, some not, but all purely for the propagation of species that are declining in nature.

Senator PELL. How could the accreditation program of the AAZPA contribute to the intent of this legislation?

Mr. CONWAY. I wonder if Mr. Clarke could answer that?

Mr. CLARKE. This program came about after several years of study by the AAZPA.

It also took into consideration some of the programs that had been established by other zoological associations and federations throughout the world, namely the one in Great Britain.

It is an established program, and not only could it be readily adopted by the National Zoological and Aquarium Board, but I think it might be advisable for the Board, if it comes into being, to consider possibly contracting with the AAZPA to conduct accreditation, and this would save a great deal of duplication and expense and time.

Senator PELL. Do you think the Board that is proposed in the legislation should establish its own independent accreditation standards, or would this involve needless duplication?

Mr. CLARKE. I think it would be a duplication of effort, and I do not know that there are enough qualified personnel for two accreditation systems to be going at the same time.

I think we will have to draw upon the same personnel sooner or later.

Senator PELL. Have any Federal funds been provided for zoos or aquaria, as yet?

Mr. CONWAY. Yes, for research. We have the Philadelphia Zoological Society, the New York Zoological Society, which has a long history of funding for the National Science Foundation and the National Institutes of Health programs; however, this does not affect their propagation or exhibition or educational program.

Some State programs have also helped. Perhaps Mr. Reuther can speak to that.

Mr. REUTHER. I mentioned in my testimony that the Works Progress Administration provided substantial funds in the late 1930's for zoos, but since that time there has been little, with the modest exception of about \$3 million contributed by the Bureau of Outdoor Recreation for capital improvements in the way of public services, such as utilities, roads, and so forth.

Senator PELL. There has been some criticism, as you know, of the conditions of confinement, and of inhumane treatment of animals.

Would you care to comment on how this legislation could improve that situation?

Mr. REUTHER. Well, I would offer my own comments, that I am very much in favor of this bill as I see it.

This bill provides a common body for the expression of many thoughts of a variety of people, and institutions, in our nation, and I feel particularly the Governmental officials that would be involved, and our own zoo professional leadership has very much in mind improved conditions for our animals.

There is, as I see it, the crying need for this bill to stimulate, as Mr. Conway has mentioned, the good things that have come forward in recent years in our own field.

We all recognize the need for more space for our animals, more occupational therapy, greater research so that we can have greater com-

fort for our animals, and I say very much so, the bill will result in more humane and greatly improved facilities for our animals.

That, as I see it, is the primary purpose of the bill.

Mr. CONWAY. Mr. Chairman, we might enlarge upon that and point out that the idea of inhumanity has a lot of irrationalities associated with it.

I have never heard of a concern about cruelty to salamanders, or to snakes. It usually affects cuddly animals, puppy dogs and cats—and zoo people are as concerned with cruelty to salamanders.

I am a little concerned about the makeup of this bill, with all due credit to the work the humane associations have done, but my own staff has 14 Ph. D.'s, and has more zoo expertise than all of the humane societies together, I suspect.

I am really concerned that the expertise needed when it affects salamanders and zebras and giraffes and elephants goes beyond our knowledge of the care of dogs and cats.

One of the wonderful things about the bill is it does provide a framework to improve the expertise, to conduct studies and research, which will improve special conditions for special animals.

Senator PELL. I think you are right. I think man's views with regard to cruelty are often relative—for example, with regard to cruelty to non-cuddly animals, but also with regard to humans, and why we were very upset when Americans were killed in Vietnam, but we were not so upset when the Vietnamese were being killed.

Senator Hatfield?

Senator HATFIELD. Mr. Chairman, I just want to say I have been greatly impressed by the contribution made today by this panel and other witnesses who come forth in support and opposition to this bill.

I do not profess expertise in this field, but just great concern and great interest, and here today we have had before us the organizations and others who are really the people who have put this together, and who have really provided us with the information necessary to propose the bill.

I am just happy to be in concert with such distinguished people, and I feel that we have made great gains here today in gathering both feelings and expressions of opposition as well as support.

The contribution has been superb, and I appreciate it very much, Mr. Chairman.

Senator PELL. Thank you very much.

I congratulate this panel, each one of these members. Particularly, I was impressed with the lucidness of Mr. Conway, and his organization, the cogent nature of his statistics, and his powers of recall.

Thank you, gentlemen, very much indeed for being with us today.

I notice that the number of women in leadership posts in zoos is not as large as it might be. I would like to ask one question in closing.

Of the 142 zoos, how many are headed up by women?

Mr. CONWAY. Very few.

Senator PELL. Are there any?

Mr. CONWAY. At this time, can someone help me?

Well, Mrs. Benchley is quite famous from the San Diego Zoo. We have Karen Fowler at Palm Springs.

Mr. OGLIVIE. There are several bright young ladies on my staff who have been challenging me now.

Senator PELL. But the number of actual directors appears to be no more than two.

The next witness is Mrs. Christine Stevens, secretary of the Society for Animal Protective Legislation.

STATEMENT OF CHRISTINE STEVENS, SECRETARY, SOCIETY FOR ANIMAL PROTECTIVE LEGISLATION, WASHINGTON, D.C.

Mrs. STEVENS. Thank you very much, Mr. Chairman.

I am afraid I will have to bring a rather disharmonious note to these otherwise harmonious proceedings.

May I pass out to you some newspaper articles which I refer to in my testimony, and which I think you might like to have so that you can see everything that is documented.

Before I summarize my prepared testimony, I would like to answer two points that were just made by the panel.

The first is that the only interest of humane organizations is in puppies, dogs and cats. You will see in the material that I have given you there, Mr. Chairman, an article from the Los Angeles Times, dated December 30, 1973, entitled "Rare Tortoise Dies at Zoo; Autopsy Due."

This is due to the extreme cruelty and neglect of the Galapagos tortoises in the Los Angeles Zoo, which is a point we are making.

We are very much interested in all types of animals, and any illusion to the contrary, I am afraid, is going to be found to be most unpleasant for the directors of zoos. It is already, to some extent.

These particular tortoises were put into a storeroom from October to May, where there was such an enormous infestation of rodents that they were being bitten, they were dying of pneumonia and pneumonia-related diseases, and for lack of proper warmth, possibly of ventilation also.

These are very rare creatures, probably can never be gotten back into the Los Angeles Zoo, especially now that, fortunately through the efforts of humane organizations, the restrictions are very much stronger since the new endangered species bill has been passed.

We feel there is an incredible amount of neglect, and, Senator Hatfield, we certainly appreciate your comments on this.

The only thing is I think it is much more serious than you know or we know.

This is a most unpleasant thing to say, but there is an attempt by other zoo directors to cover up whenever anything is wrong.

First of all, in their own zoos, and, second, in the zoos of other zoo directors.

For example, Mr. Clarke, who is here explaining about what a good thing it would be to have an accreditation scheme that would be carried out under this act, is one of those who said that the charges against the Los Angeles Zoo were ridiculous.

I think we should look at that exactly, and that leads me to the reasons that we do not believe any zoo director should be on a board where

decisions are being made, either about the level of standards or about the provision of funds to zoos.

This is a quote from the Los Angeles Times of October 22:

The outside zoo administrators, in a short preliminary report, labeled as ridiculous the recent charges of cruelty, mistreatment, or inhumane treatment.

Although they have reserved final judgment to a later and more complete report, the experts assured the Commission that Los Angeles can be proud of operating one of the world's major zoological parks.

Now, this is just in total contrast to a situation where a rare and endangered species is being treated as if it were an old trunk.

Furthermore, the keepers and curators repeated their earlier charges of rat-infested cages, filthy quarters, and administrative indifference that they hold responsible for the death and injury of rare and valuable animals.

In Los Angeles, they have a budget of \$2.4 million per year. And according to their own man, they spent only \$20,000 in the past several years for any improvement in the animal exhibitions.

Therefore, we are not very eager to see Government money starting to pour in when the board is made up of people that are acting like this about the money that is now available.

I would like to say that in making these somewhat harsh comments, we do not have, at the present time, a suggestion on how the obviously beneficial aspects that you have in mind, Senator Hatfield, can be brought about. But we do feel that a complete revision has to be done in order to insure that the goals are reached.

Now, I would like to emphasize the article by Desmond Morris, "The Shame of the Naked Cage," a copy of which I submitted to you. This was published in the now defunct Life magazine, but I think it is one of the best articles on the subject that has ever been written.

It emphasizes the same kind of thing that Dillon Ripley has emphasized, that zoos should now change.

Morris speaks of a revolution. He says revolutions are not easy. In other words, as Dillon Ripley has said, polar bears should perhaps only be seen in Minnesota or Canada.

Giraffes perhaps should only be seen in San Diego, to keep those particular animals in the best possible condition, and then have an excellent film center in which all of the other animals could be seen without having to have the animals there in person, as it were.

In that way, it would be far more educational, and we endorse entirely the idea of the educational importance of zoos, but they are not as educational as they should be by a long, long shot, because many of the animals really are just pitiful and halfwitted, due to close confinement.

The gentleman from the Portland Zoo, I think, brought up some very good comments, which I would like to commend him for.

We need much more of that.

Also we need much more space. We need also not only space for the animals' benefit, but for the benefit of the people to see the animals in a genuine natural surrounding.

Otherwise, it is like visiting a prison and saying now we have seen the human race. And I think the legislation, however it may be drafted—and you gentlemen know how to do that far better than I do—needs to have a very strong policy statement so that there would be no money possibly spent either on expanding the number of animals

or the numbers of zoos, or even expanding zoos except in the sense of greater space where they are often too cramped for the animals.

The expansion should then be in humane studies to provide the very best for the animals and in providing really first-class educational facilities where everyone who came to the zoo could see at least one excellent film of animals in the wild, and then get their other direct knowledge of animals on a much more limited scale.

I do not want to take much more time, but I would like to point out that the Los Angeles Times of October 14 refers to the fact that under the Animal Welfare Act, which is absolutely minimal, the regulations are very weak and I am sorry to say that the American Association of Zoological Parks and Aquariums has played a leading role in keeping those regulations as minimal as they are while humane societies are trying to raise them. They have kept them very general. So it is very hard for USDA to clamp down. They cannot prosecute because they do not have enough specifics.

Nevertheless, under these minimum regulations the Audubon Park Zoo is under orders by the Federal Government to raise its standards and yet you will find another clipping in the Times-Picayune which describes how the director of that zoo is out with his wife and a baby orangutan in a truck, collecting more animals.

Why is he not at home raising the standards?

No. He is out getting more endangered species. And the article boasts that Audubon Park Zoo is one of only four zoos that have these rare and endangered species, some kind of Armenian sheep, I believe, but I have forgotten the type, and also some rare and endangered ducks.

This is the kind of thing that gives us very little confidence in handing the proposed board over to the zoo directors or the aquarium directors and the zoo veterinarians. We hope that very firm criteria will be set up by the Senate before allowing for the funding, which would be extremely valuable if it can be used to make every animal in zoos in the United States have a decent place to stay, be properly fed and have freedom from inhumane treatment, both from the people in the zoos, and also there is a terribly serious matter of vandalism now which must be dealt with. And there are clippings among those submitted that bear on that problem also.

Senator PELL. I thank you very much indeed, Mrs. Stevens, and we will put in the record the full statement.

[The written statement of Mrs. Stevens follows:]

STATEMENT OF CHRISTINE STEVENS, SECRETARY, SOCIETY FOR ANIMAL PROTECTIVE LEGISLATION, WASHINGTON, D.C.

On behalf of the Society for Animal Protective Legislation, I wish to express concern about the proposed creation of a new federal agency with a board membership so composed as to provide majority voting power by the directors of zoos and members of their association, the American Association of Zoological Parks and Aquariums. We do not believe it is healthy to put a single private organization into a position of federal power providing, in effect, for self-regulation and issuing of funds to its member organizations.

Were the board one which only offered advice rather than voting on and setting standards, objections to its heavy load of self-interest would be considerably less, but in the context of the bill as written there is no advisory body.

The previous efforts of humane organizations to obtain effective regulation even for roadside zoos has not met with encouragement by the American

Association of Zoological Parks and Aquariums. For example, a model state law which very nearly obtained the endorsement of the Council of State Governments five years ago lacked AAZPA's support. As for specific regulations under the Animal Welfare Act, P.L. 91-540, AAZPA's influence has been used to prevent anything beyond generalities from being adopted under the regulatory power of the Secretary of Agriculture.

Thus, what can be expected under a bill which, in effect, gives AAZPA and its supporters a free hand to set standards and then to grant funds to zoos which meet them? We believe that there is a strong likelihood that the money would lead to a proliferation of mediocrity at a time when the public expects genuine changes in the whole zoo concept.

It would be desirable to provide natural, spacious exhibition habitat for every animal now held in zoological parks in this country. Expansion of zoos, on the other hand, can only lead to increased importation of rare animals. Neither proliferation of zoos by government subsidy nor increase in the numbers of animals in existing zoos should be encouraged. What needs to be encouraged is quality, not quantity. "The Shame of the Naked Cage," Desmond Morris's article in *Life* magazine, a copy of which I would submit for the record, stated the case clearly. "There is something biologically immoral," he wrote, "about keeping animals in enclosures where their behavior patterns, which have taken millions of years to evolve, can find no expression. . . . Weaverbirds should be allowed to weave, beavers to build dams, apes to construct beds, elephants to bathe, bowerbirds to erect bowers, young chimps to swing and play, deer to form mud wallows, wolves to scent posts and bears to climb trees.

"Above all, social species must be allowed to live in natural social groups of the correct size and composition and not always in neat pairs, as if they were candidates for some ludicrous Noah's Ark, or, worse still, singly, in a painful solitary confinement.

"The animals themselves will not be alone in benefiting from this behavioral approach. Zoo visitors will benefit, too. A rare and exotic beast, costing \$10,000, that is sitting dully in its gleaming, hygienic, beautifully proportioned, architect-designed, and yet denuded cage, attracts less attention than a common little creature—costing \$10—that just happens to be busily solving some 'trivial' behavior problem".

Dillon Ripley, Secretary of the Smithsonian Institution, has made the point with great clarity, stating that each zoo should develop its specialty and stick to it: for example, polar bears in Montreal, giraffes in San Diego, animals in climatic conditions which approximate those of their natural habitat. These wise thoughts, however, are remote from the sad reality of existing zoos, including the National Zoological Park which, in common are virtually all institutions where animals are displayed, continues to acquire more animals although it has not the funds to provide adequately for large numbers already in its possession.

To remind Senators of the published criticisms which have appeared within the year concerning mismanagement at the National Zoological Park, copies of these articles are submitted. Should the Committee desire further information, this can be made available. Press cuttings indicating bad conditions of various types at municipal zoos in other parts of the country show that the local zoo is not an isolated instance.

Some of these articles and editorials have been put in the Congressional Record by the distinguished and humane sponsors of the two very similar bills, Senator Hatfield and Congressman Whitehurst. It is disheartening, however, to find that the most recently revised proposals, introduced last month, S. 2774 and H.R. 12047, contrast with their previous proposals by reducing the number of disinterested board members and increasing the number who can be expected to seek government funds for their own institutions.

It is disquieting to realize that government funds might through some of the bill's provisions flow into the pockets of animal dealers who bear so grave a responsibility for endangerment of animal species and for cruel capture, often involving the killing of many animals for each one obtained for sale. Even the directors of highly respected zoos have through purchase of animals obtained in this way encouraged such activities. It would be interesting, too, to learn the extent to which the major zoos have patronized the recently convicted violator of the Endangered Species Act, Fred Zeelandelaar—one of the biggest suppliers of exotic animals.

A zoo director who is directed to obtain certain animals may hesitate to offend dealers on whom he depends. But a board set up to make grants to zoos surely

must be entirely clear of any connection whatever with the trade in imported wildlife. It follows, therefore, that zoo directors cannot properly serve on such a board.

If federal funds are to be supplied in order to make zoos into truly educational institutions in which wild creatures can live normal or near-normal lives a different mechanism must be found to accomplish the change, and a strong policy must be set up by the Congress itself upon which any funding would be dependent.

The Congress acted at the end of 1970 to include zoos under the Animal Welfare Act, P.L. 91-579. The requirements, however, as noted earlier, are the barest minimum designed to stop the worst abuses. According to a December 7, 1973 article in *The Los Angeles Times*, "Dr. Oscar Clabaugh, federal supervisory veterinarian for exotic animals said '15 or 20' zoos are currently under orders to upgrade conditions. Two of the zoos are the Forest Park Zoo in Springfield, Mass., and the Audubon Park Zoo in New Orleans." Yet, on December 8, 1973, a feature story in the *Times-Picayune* describes the travels of the Audubon Park Zoo director who, with his wife and a baby orangutan had been touring the country in search of *more* animals with emphasis on endangered species! The caption under the accompanying photograph reads: "New Residents at the Audubon Zoo are these three Armenian red sheep, a rare and endangered species of mountain sheep. The two females and male are a rare display here, with only four zoos in the U.S. having the animals."

Thus, instead of working to upgrade conditions as required to comply with *minimum* federal standards, we see an attempt to "keep up with the Joneses" by outdoing other zoos in acquiring threatened species.

Or look at the publicity about the Los Angeles Zoo. Article after article describes the death of rare animals for lack of proper care and housing. Typically, however, administrators of other zoos sprang to the defense of their beleaguered colleague. An editorial October 22, 1973 in *The Los Angeles Times* notes, "The outside zoo administrators, in a short preliminary report, labeled as ridiculous the recent charges of cruelty, mistreatment or inhumane treatment. Although they have reserved final judgment to a later and more complete report, the experts assured the commission that Los Angeles can be proud of operating one of the world's major zoological parks."

The Los Angeles Times (October 14, 1973) told of the deaths of three rare Angola giraffes, apparently unable to keep their footing on the floor on which they were forced to stand. It pictured one of the four survivors from the original 15 giant tortoises from the Galapagos Islands, five of which died of pneumonia. Locked in a storehouse from October, 1972 to May, 1973, they were bitten by rodents against which they have no defense.

The excuses offered *The Times* by the zoo administrator were interesting. He said, "Some consideration also must be given to the complexities of handling 700 different kinds of exotic creatures in a total zoo population of 2,400." Further, he said, "The zoo, a \$2.4 million-a-year operation, has not had the funds to satisfy everybody who has been clamoring for changes and improvements."

With a million-dollar gross from concessions and no more than \$20,000 spent in recent years to improve animals exhibits, it is hardly surprising that there is some clamor. The article notes, "Both keepers and supervisors referred to the back area where the gorillas are housed out of public view 16 hours daily as 'the concrete coffins.' But, the powers that be at the zoo say a "proper primate village for the great apes has been estimated from \$1 million to \$5 million."

Thus, endangered species languish in unwholesome prisons while fund raisers hoard hundreds of thousands of dollars waiting till they can spend it in an extravaganza, or spend the money on concessions for an amusement park atmosphere.

What is the answer to situations like this? Obviously, the Los Angeles Zoo is not capable of housing and caring for 700 different kinds of exotic animals.

If the government is to take part, through funding of zoological exhibits, in a needed reform, it must not allow this callous approach to continue—a new attitude is essential.

A modest example of such an attitude may be worth quoting from *The Denver Post*, November 16, 1973. "There have been many important breakthroughs in cheetah husbandry in the past couple of years. Most significant is the discovery that a good-sized outdoor run which affords some privacy is conducive to cheetah

breeding." While this obviously desirable means of housing ought not have to be thought of as a "breakthrough," it does show that good sense is sometimes applied in housing animals. It also suggests that enormous expenditure is not an essential concomitant of good housing for exotic animals if major climatic alteration in the environment is not essential.

The proposed new state zoo outside Minneapolis will (*Minneapolis Star*, October 15, 1973) display "animals in their natural environment rather than in cages." It expects to provide the animals and their environment for a \$1.25 million—quite a difference from the Los Angeles figures for a primate "village." However, the numbers of animals proposed for the new Minnesota zoo sounds very high: 1,400. In the intense cold of Minnesota winters only northern species could be kept in outdoor surroundings.

Mr. Chairman, in thinking ahead, we should do three things: 1) Keep zoo animals out of cages, and 2) Seek to specialize so that all zoo animals benefit from concentrated knowledge about their behavior and needs, and 3) Locate the species in climates either the same or as close as possible to the original habitat.

In the days when the menagerie concept of zoos was born there were no films, no television, and much less possibility of visiting other cities. Today, the menagerie concept not only lacks any educational value; it is actually anti-educational, for it gives children, and their elders, too, a completely erroneous view of the nature of animals. Far better for every major zoo to have a first-class educational department with the best films showing every species in the wild, in its natural habitat, and to show a small number of species in ideal surroundings where observers of animal behavior can watch the animals behaving normally and where more casual visitors to the zoo gain a real rather than a distorted picture of animal life. In such specialized zoos, breeding success is almost certain to be achieved so there will no longer be a drain on exotic animals in the wild, nor the cruelty and high mortality involved in their capture and shipment.

Mr. Chairman, any legislation designed to improve zoos should carry a clear Congressional finding and policy statement on the goals to be achieved: 1) Natural habitat and humane care for all zoo animals in the United States, 2) No increase in either the numbers of animals or the numbers of zoos, and 3) No expansion of zoos except in the sense of increased amounts of space allotted to animals.

Mr. Chairman, we are very grateful to you for holding hearings on a subject which deserves and needs very careful thought and effective governmental support for the major changes that must be effected in zoos. We would like to ask permission to submit additional testimony after more extensive consultation than has been possible in preparation for these hearings.

[The articles referred to may be found in the files of the subcommittee.]

Senator PELL. I think since Mr. Clarke was mentioned, he should have an opportunity to respond in connection with the situation in the Los Angeles zoo.

Mrs. STEVENS. I think that is a very wise thought, Mr. Chairman.

Senator PELL. Why did you feel that situation was all right, or did you feel that it was?

Mr. CLARK. Thank you very much, Mr. Chairman.

If I may, I would like to meet Mrs. Stevens, since I have not had the opportunity to get acquainted with her.

I was called in with two other zoo directors by the city of Los Angeles to evaluate the situation in Los Angeles in a number of potential areas.

The tortoises were just one. In reality, the tortoises were a specific case that was cited by many organizations as the big ill of the zoo.

The city of Los Angeles and the zoo staff, as I understand it now, are making arrangements to send the tortoises currently in this collection to Honolulu, Hawaii, which has successfully bred the animals, and which provides adequate climate, facilities, et cetera.

I cite this to point out that the zoo staff is conscious and aware of the fact that they did need to take steps to improve the plight of the tortoises.

I would like to mention, though, that we found that the problems with the Los Angeles zoo, in our evaluation, were similar to those of many zoos, in that they were handicapped by a large bureaucracy and a city administration that did not allow the staff to operate on a professional level. It was not a question of not knowing what to do, or not wanting to do it. It was a question of getting it done, and our recommendations were that the structure of the zoo within the city be completely reorganized; that the zoo not fall under the park recreation board; that it be set up under a separate zoological park board as a separate department of the city, to allow for a better operation, and I find it interesting that Mrs. Stevens will cite certain examples.

I wish she would also cite the final recommendations, and the entire report, because we feel very strongly that problems were identified, and steps are being taken to correct them.

Senator PELL. Did you or did you not excuse the treatment of the tortoises?

Mr. CLARK. It was not a question of excusing this treatment.

I think that the zoo staff, as well as the consultants called in, recognized that problem areas existed there. There is no question of that.

You could go to a local city hospital and cite an instance where a patient probably was not cared for as well as he could have been.

To say that the entire hospital should be closed, or it is not performing a valuable service or function, really is not the point.

I think that the point is to identify that problem, and to correct it, but not at the expense of the total operation.

Senator PELL. In your report did you identify the tortoise problem?

Mr. CLARKE. We spoke to the tortoise problem; yes.

Senator PELL. Did you condone it or condemn it?

Mr. CLARKE. Our recommendation was that the tortoises would be better off if they were, well, sent to Honolulu. Not retained in the Los Angeles zoo under the existing conditions that they had maintained tortoises in.

Senator PELL. Does that raise any further questions, Mrs. Stevens?

Mrs. STEVENS. I would just like to add that it was reported that the tortoises were to be sent to Honolulu, but that was subsequent to publicity in the Los Angeles Times. You cannot expect the Los Angeles Times to write about it all the time, or other newspapers either.

Senator PELL. It's a subject which rarely receives enough attention.

I think the press table is empty—no; one member of the press is present, but there is not a tremendous amount of attention given to this subject area.

Mrs. STEVENS. Well, the people who are able to report are the keepers, and they are under considerable pressure, because their jobs are involved, and that is part of the reason, as I say, I am sure there is a vast amount more cruelty than we can even begin to see.

Senator HATFIELD. Mr. Chairman, if I could inject here at this point, I think one who has been involved in education as I have been professionally over the years, that one of the tasks and responsibilities of

the accreditation agency is not on the initial inspection and evaluation of an institution for accreditation purposes, but for a followup and investigation arrangement that can make sure that the standards have been achieved for the initial predation.

Therefore, I would see under this legislation, if I might inject part of my thinking behind it, it would not be for a one-shot review of a certain operation of a zoo, but it would be, once accredited, a visitation committee that could make certain that those standards were maintained, and then seek out, relying as you would now feel, relying on a newspaper to find these, and ferret out such.

This investigation program could act as such a reviewing agency, and review board, and investigative board, and if such rumors or evidence came to your attention as a citizen, concerned with these matters, you would have an objective, nonpartisan type of agency to which you could convey your concern and information, which in turn could act as a professional investigative arm of this board.

That is all possible to develop in this framework.

Mrs. STEVENS. Yes; it is the objectivity that we want to see, and we do not think is there now.

Senator HATFIELD. Thank you, Mr. Chairman.

Senator PELL. Thank you very much indeed, Mr. Clarke and Mrs. Stevens.

Now, our final witness will be Mr. John Hoyt, president of the Humane Society of the United States.

STATEMENT OF JOHN A. HOYT, PRESIDENT OF THE HUMANE SOCIETY OF THE UNITED STATES, ACCOMPANIED BY MRS. SUE PRESSMAN, SPECIALIST ON ZOOS AND WILDLIFE CONCERN

Mr. HOYT. Mr. Chairman, Senator Hatfield, I am John Hoyt, president of the Humane Society of the United States, and with me is Mrs. Sue Pressman, our specialist on zoos and wildlife concern.

I want to say at the outset that I regret very much that Mr. Conway felt constrained to demean either the potential or the actual role of the humane movement in helping to formulate standards for zoos.

I think Mr. Conway would probably acknowledge and admit that our own society has two persons, either Mrs. Pressman or Mr. Roger Caras, who could very effectively be a part of that kind of board. I hope that the committee does understand that the human movement in this country is not totally preoccupied with cats and dogs, but that indeed our works and our efforts and our concern ranges much more broadly than this. Indeed, we have worked with Mr. Conway and others on many major problems of mutual concern.

Senator HATFIELD. Would the witness be willing to yield at this point?

I might say that I can testify to the witness' statement, because coming from a State which has one of the oldest rodeos in Pendleton, I can attest to the fact that John and his organization have been most involved in the treatment of cattle in rodeos and roundup programs, so this gets beyond the type of cuddling type animals, as I am sure you recognize.

Mr. HOYT. Thank you, Senator.

Mr. Chairman, I will not take the time to read my statement, because of the time element, but I do want to say that our concern and

our basis for feeling that we have something to contribute, not only to this testimony, but to the eventual standards, results from the fact that our organization over the past 3 years has conducted the most intensive investigation of zoos, numbering 267, throughout the country, under Mrs. Pressman's direction.

These have included both public and private zoos. They have included the notorious roadside zoos, and the fine zoos of our country. Out of that investigation we have learned three things.

Principally, that the inadequacy and the problems facing zoos result from, No. 1, municipal interference, which was already stated.

Secondly, from ill-conceived architectures that are grossly inadequate for the humane housing, care, and presenting of animals; and third, from a lack of funds.

I think we share with the professional zoologist those three principal findings, and we certainly are hoping to move to correct them.

The HSUS believes that certain types of zoos do indeed have a place in the ecological and educational systems of our society and culture. However, we believe quite strongly that there are few zoos in the United States today that can justify their continued existence, based on current philosophy and rationale.

Either they must change radically, or cease to exist. Without exception, we have opposed, and shall continue to oppose, the so-called roadside zoos, which are totally nonprofessional in character.

Such zoos are an abomination and disgrace without qualification. When we say roadside zoos, we do not mean all commercial zoological establishments. There are some indeed that we feel are very fine.

Bush Gardens, for example, in Florida, is an example of a commercial zoological park that does meet many of the standards that we think are very important.

But I am talking about that unprofessional roadside zoo that abounds throughout this country. We think it is an abomination, and we think it ought, in no sense, to qualify for the kind of funding and consideration that this bill provides for.

We think it ought to go entirely out of existence, and not be encouraged by any support through this kind of legislation.

Mr. Chairman, there are three aspects of the bill that I want to respond to in the negative.

We feel amendments to the bill could improve it at these three levels. We do not feel that the board ought to be minus any professional zoologists and representatives of the zoological community. However, we do not feel that they ought to represent a majority of that board, and as the listing is now constituted, it does represent a majority. There would be nine professional zoologists on a board of 17, and we feel that this kind of imbalance weighted in favor of those who are in essence keeping their own house and funding their own projects, is not acceptable.

We would also like to have the bill clarify more precisely the kind of research that is to be funded.

We do not feel that zoos ought to be receiving funding from the Federal Government to make possible extraneous research and biomedical research opportunity.

We do support the need for the kind of research that benefits the animals directly, that contributes to the welfare of the animals that are housed in zoos, and we would hope, Mr. Chairman, and

Senator Hatfield, that the bill could be written in such a way that that is clarified.

There have been suggestions that the bill is a front for providing animals for research facilities, and providing extraneous research possibilities. We have not accepted that fact, but we feel that the bill ought to be precise, and clarify that fact, so that that kind of argument which, as a matter of fact, has been encouraged by the National Society for Medical Research, does not continue to abound.

We think that this is a real detriment to the bill's possibility for enactment, sir.

Third, we would like further clarification and elaboration on those things for which the funding proposed under section 4(b) is to be used.

We do not feel that the Federal Government ought to provide funding to expand and enlarge zoos, except as that means to expand a cage now existing into an adequate facility for a particular animal.

We do not feel that such funding ought to provide money for the purchasing of more animals. We do feel that the funding ought to be used uniquely for upgrading the quality of facilities, of care, of training, and of educational opportunities for people visiting the zoos.

If zoos want to expand, if they want to become larger, if they want to acquire more specimens, we feel they ought to do that with their own funds, but certainly not with these funds, which are intended, as we understand the bill, Senator Hatfield, to improve the quality of the zoo, both for the sake of the animal, and we hope essentially for the sake of the animal, and also for the sake of the public in terms of their educational opportunities.

Senator HATFIELD. MAY I interrupt at this point, Mr. Chairman, and respond, because I think the record ought to be clear as to the purpose and intent behind this particular section.

I am not sure that we can do a qualitative improvement without including perhaps in certain circumstances quantitative improvements—I mean, in terms of that land and space.

I think one of the major problems that we face today in many of the zoos is not the matter of getting additional animals, but providing for environmental factors—natural environment and habitat, which does include the expansion under the general term use, expansion of the zoos.

We are not talking about diversification of animal population, as we are talking about space and environment and habitat for animals. That is the intent of the bill.

Mr. HOYT. Yes, and we support that. We feel that one of the problems of zoos today is that animals are caged in inadequate, restrictive quarters.

What I am saying, Senator Hatfield, is that we do not want the Federal Government to be providing funds that would simply give zoos resources for enlarging the number of animals, the variety of species, and so forth.

We think as a matter of our investigation that far too many zoos have tried to be broad menageries, rather than specializing within the limits of their capabilities, and expertise, and we think that a quality zoo does not mean a large zoo.

We feel that one can have a very quality zoo, and it can be a specialized kind of zoo, rather than including all kinds of species.

Senator HATFIELD. I do not think there is any difference.

Mr. HOYT. Finally, Mr. Chairman, I do want to say that our society and our staff people who are so qualified, do wish to offer our assistance, our investigation reports, and our expertise in helping to further what we understand the intent and purpose of this bill to be.

We would hope that these amendments which we have offered will be considered very seriously, because we feel that they contribute toward the improving and the helping of the objective to be achieved.

Thank you, Mr. Chairman and Senator Hatfield.

Senator PELL. You may be sure that your suggestions will be considered by the subcommittee. In this connection, regarding suggested changes, I will place in the record at this time a letter from AAZPA president, Mr. William P. Braker, detailing certain suggested technical changes in the proposed legislation.

[The letter referred to follows.]

AMERICAN ASSOCIATION OF ZOOLOGICAL PARKS AND AQUARIUMS,
Wheeling, W. Va., January 21, 1974.

HON. CLAIBORNE PELL,

Chairman, Subcommittee on the Smithsonian, Senate Committee on Rules and Administration, Russell Senate Office Building, Washington, D.C.

DEAR SENATOR PELL: In regards to S. 2774—National Zoological and Aquarium Board, may we suggest these changes in the bill which we believe are desirable, primarily for clarification:

First. It would seem that there should be some mechanism for the convening of the first Board meeting. Therefore, we ask that you consider that the Director of the National Zoological Park be designated in the Bill as the temporary chairman to call the first meeting. The Board members could then elect a chairman. We propose the following:

Page 1, line 7, Sec. 2(a): Immediately after the word, "Park" strike the semi-colon and add "who shall serve as temporary chairman to call the first meeting of the Board which then will elect its chairman";

Second. It is suggested that only the public members of the Board be appointed by the President. The heads of the government agencies should designate the agency members of the Board.

Third. We ask your consideration of adding a member of a zoological or aquarium society to the Board. Some of these citizens have been indispensable in their work in behalf of our zoos and aquariums, and represent a significant segment in our development.

Fourth. The legislation, as written, Page 2, line 25, stipulates that each individual appointed by the President with the advice and consent of the Senate "... shall serve no more than two terms of six years each ...". It is suggested that a desirable member of the Board, after serving two six-year terms, should, later, be again eligible. To that end, the following is proposed:

Page 3, line 1, Sec. 2(b): After the word "two" insert the word "consecutive".

Fifth. To make appropriate provision of authority to call meetings of the Board, it is proposed:

Page 3, Sec. 2, subsections (c), (d) and (e) to be redesignated (d), (e) and (f), respectively, and the following be inserted as a new subsection (c):

"(c) The Board will first meet at the call of the temporary chairman and thereafter at the call of the chairman elected by the members, but not less often than once each twelve months and when meeting, a majority of the appointed members shall constitute a quorum."

Sixth. The American Association of Zoological Parks and Aquariums, after several years of study of the standards and procedures for the accreditation of United States zoos and aquariums, including review of such programs already established here and in other countries, has prepared its own accreditation program which has been in operation for the past year. It would appear to be most efficient, and accomplish the purposes of the Bill in part, to coordinate the features of the Bill with the on-going accreditation program of the Associa-

tion, thus avoiding undesirable duplication of effort. To this end, we propose re-writing Sec. 3. (a), page 4, lines 3-7:

"Sec. 3. (a) The Board shall prescribe or adopt standards and procedures for the national accreditation of zoos (including roadside parks where animals are displayed in their natural habitat) and aquariums in the several States and the District of Columbia, and may require revision of such standards and procedures from time to time."

Seventh. To implement the above:

Page 4, line 9. Sec. 3. (b): After the word "employed", insert the following "or contracted for."

Eighth. To provide specific authority for the Board, it is proposed that the following subsection (c) be added to Sec. 3, page 4:

"(c) The Board is authorized to enter into and perform contracts, execute instruments, and determine the character of, and necessity for, its expenditures."

Ninth. We believe that clarification is desirable in Sec. 4, pages 4-5. There is no provision to require that the recipient of a grant of 75% or 50% of the total cost of a project must show the availability or the commitment of matching funds.

Tenth. In Sec. 5, page 5, line 20, insert the sum of \$25,000,000. This sum should be adequate as the aggregate total at any one time of the loans guaranteed by the Board.

Finally. It is suggested that there be an appropriation authorization clause included.

Senator Pell, the suggestions here made are merely our attempt to secure legislation that will result in a minimum of complications.

Sincerely yours,

WILLIAM P. BRAKER,
President.

Senator PELL. In connection with the report that you prepared on the zoos you visited, is that a long report, or a short report?

Mrs. PRESSMAN. We have some here this morning.

Mr. HOYT. These are attached to the copies which you received this morning. If not, we do have copies, which have addendums, which we will put in the hands of the committee. They do include the report.

Senator PELL. We will place it in the record.

[The written statement, with attachment thereto, of Mr. Hoyt follows:]

STATEMENT OF JOHN A. HOYT, PRESIDENT, THE HUMANE SOCIETY OF THE
UNITED STATES, WASHINGTON, D.C.

Mr. Chairman, members of the Subcommittee on the Smithsonian Institution of the Committee on Rules and Administration, my name is John A. Hoyt. I am president and chief executive officer of The Humane Society of the United States. Accompanying me to the witness table is the Society's specialist on zoos and wild-life concerns, Mrs. Sue Pressman.

The Humane Society of the United States is a non-profit, national organization which for the past twenty years has aggressively committed itself to the welfare of animals. Our organizational structure includes seven branches and regional offices located throughout the United States and our constituency represents the largest individual membership of any national animal welfare organization. We are pleased to have this opportunity to comment on Senator Hatfield's bill, S. 2774.

During the past three years The Humane Society of the United States has undertaken the most intensive investigation of zoos and zoological exhibits ever conducted in the United States. This investigation covered 267 zoos nationwide. These ranged from a few of the notorious roadside zoos to large municipal zoos such as Los Angeles, San Francisco, Milwaukee, and Central Park Zoo in New York. It included both private and non-profit zoos. Our investigations have revealed that the majority of zoos in this country are confronted with three major problems, i.e.:

1. Municipal interference;
2. Ill-conceived architectures that are grossly inadequate for the humane housing, care and presenting of animals; and
3. A lack of funds.

I shall not comment on these major problems except to say that, in a majority of the cases, our investigation, criticism, and in some cases exposure of these problems and deficiencies has resulted in sincere efforts toward improvement and correction.

The HSUS believes that certain types of zoos have a place in the ecological and educational systems of our society and culture. We believe quite strongly, however, that there are few zoos in the United States today that can justify their continued existence based on current philosophy and rationale. Either they must change radically or cease to exist. Indeed, The HSUS has moved to force the closing of certain zoos already and have put others on notice that unless substantial improvements are made immediately, we shall take action to bring about their termination.

Without exception, we have and shall continue to oppose the so-called "roadside" zoos which are totally nonprofessional in character. Such zoos are an abomination and disgrace without qualification. Under no circumstance should they be regarded as pertaining to the focus of this bill. Therefore, the term "roadside parks" in Sec. 3. (a), line 5 should either be eliminated or clarified to exclude those illegitimate kinds of animal dungeons known as roadside zoos.

We believe that S. 2774 reflects the mutual concern of animal welfare organizations and the general public with respect to the inadequacies of existing zoological park and aquarium facilities and programs. We are grateful that Senator Hatfield has introduced legislation which would aid zoological institutions in meeting professionally accepted standards in animal care and husbandry. For this to happen, however, we believe the bill needs to be amended at three critical points.

Sec. 2(a) (3) of the bill provides that the Board shall include seven directors from zoological parks and aquariums plus representatives of the AAZPA and AAZV. These nine individuals constitute a special interest voting block with a majority representation on the Zoological Parks and Aquarium Board. The HSUS does not believe that such autonomy of control is acceptable.

While we acknowledge that professional zoologists should certainly be represented on such a Board, we believe a Board so heavily weighted with zoo professionals does not realistically serve the goal as creating an objective commission capable of formulating the types of innovative programs which zoos themselves have been unable to institute. For the purpose of establishing a bi-partisan, governing body we would suggest the substitution of a professional educator and two additional representatives of non-profit humane or conservation groups for three members of the currently constituted zoological group.

Additionally, the HSUS would support the substitution of a representative of the Animal and Plant Health Inspection Service for the current Agricultural Research Service member. As the agency responsible for the administration of the Animal Welfare Act as it applies to zoos, APHIS is the more logical agency to be represented on a Board which is to develop standards for the accreditation of zoos.

Also of critical concern is the definition of acceptable zoo research as it appears in Sec. 4(a) (2). As written this section may be misinterpreted as permitting the diversion of funds into extraneous biomedical research and testing projects. It is the vagueness of this section which prevented consideration of a similar measure in the 92nd Congress and may again threaten enactment of so important a reform. Let it be stated clearly and without ambiguity that the research intended by this bill is uniquely and solely for the welfare and benefit of the zoo animals themselves, and that when such research is deemed appropriate and necessary, it shall be performed under the most rigid standards of humaneness. If, perchance, anything broader than this is implied by the term research, as some fear may be, the HSUS wishes to register its objection in the strongest possible terms.

Finally, I should like to comment on the purposes for which funding shall be granted. Inasmuch as the "accreditation standards" have not yet been set, it is certainly risky to consent to such a broad and generous formulae for funding. Assuming, however, that the proposed National Zoological and Aquarium Board will do its job well, we do not argue this point. However, we believe that this bill should specifically restrict funding proposed under Sec. 4(b) to the improvement or replacement of existing facilities and/or the institution of educational programs for those visiting zoos. We specifically oppose the use of such funds for either expanding current facilities or the acquisition of new animals. In no case should a zoo's quantity or variety of animals be a criterion for accreditation. Nor should its largeness.

Mr. Chairman, I have spoken only to those segments of S. 2774 we regard to be absolutely critical. Additionally we believe there are other areas that merit further exploration and consultation in the establishing of a viable and effective National Zoological and Aquarium Board. We shall be most willing to offer our assistance in such a process toward improving the quality and character of zoological parks and aquariums.

Thank you Mr. Chairman and members of the Subcommittee. Either Mrs. Pressman or I shall be happy to answer any questions you may have.



The Humane Society
of the United States

Special Report On Zoos

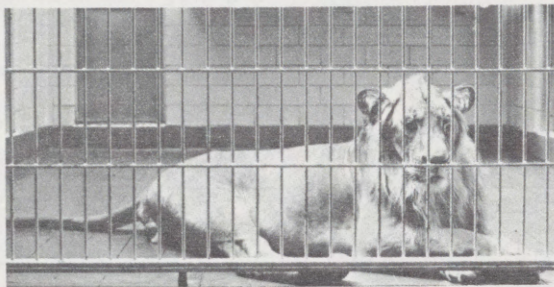
July
1972

In many ways, The Humane Society has become the Ralph Nader of the zoo world.

No American institution has been analyzed, criticized, and debated more in the past 12 months than the zoo, and The Humane Society of the United States can take almost total credit for initiating it.

Until HSUS zoologist Sue Pressman conducted an investigation of zoos in 1971 and declared many of them to be "nothing more than ghettos for animals," most Americans never thought to question zoo conditions or concepts. But the publication of Mrs. Pressman's findings in Jack Anderson's syndicated column last July touched off a concern about zoos throughout the nation that continues to build momentum. Since then zoos have been the subject of analysis and debate in hundreds of local newspapers, on network radio and television, and in national publications such as the *Wall Street Journal*, *Town and Country*, and *Cosmopolitan*.

In the course of its investigation, HSUS found a chimpanzee manacled to the bars of its tiny cage, an alligator trapped in a pool the size of a bathtub, 14 lions in one cage, and a bear huddled in a packing crate for shelter.



Animals need more than cleanliness. What can anyone learn about the characteristics of a lion while it is living in a ceramic-brick cell such as this?

But the obviously bad conditions are few. Most of the problems HSUS uncovered had to do with the concept of exhibiting animals. Some 80 to 90% of the zoos were merely displaying "stamp collections," exhibiting one or two of everything, in quarters so small and bland that no visitor could ever learn anything about the living habits of the animals.

As a result of HSUS's investigation, municipal government officials are turning their attention to long-neglected zoo facilities and staff deficiencies. The New Orleans and Tucson zoos, for instance, now have professional directors for the first time. Several communities have appropriated money for new animal quarters and renovations that had been requested for many years.

HSUS has definitely prevented considerable misuse of animals. But, more importantly, it has started in-depth questioning of the purposes and objectives of zoos.

One of the most encouraging results has been the increased awareness within the American Association of Zoological Parks and Aquariums of the need to exert more leadership in changing the American zoo. AAZPA officials have welcomed HSUS's criticisms and urged their members to work with HSUS to improve all zoos in the United States.

The Humane Society's thrust has also placed it in an ideal



The Franklin Park Zoo in Boston posted this sign on an old, prison-type cage it had vacated for better quarters. It expresses HSUS's disapproval, as well.

position to work with the U.S. Department of Agriculture in enforcing provisions of the new Animal Welfare Act that pertain to zoos and other animal exhibitions. By giving USDA the benefit of its findings, HSUS is able to supplement the small staff provided by enforcement appropriations.

In many ways, The Humane Society has become the Ralph Nader of the zoo world, spurring into action the individuals or municipalities who own zoos, the staffs who operate them, the taxpayers who are in the end re-

sponsible for their existence, and the federal officials who are now required to ensure that they meet certain standards.

Since her initial investigations early in 1971, Mrs. Pressman has continued to investigate both municipal and commercial zoos, having visited some 120 zoos in the 16 months she has been on the HSUS staff. She has met with city officials and advisory committees of several zoos that she has cited for poor conditions, to assist them in analyzing their objectives for displaying animals.

The Humane Society's attention has been turning more and more to drive-through zoos as their popularity encourages animal handlers and investors alike to get into the business.

HSUS is very much in favor of the natural habitat environment upon which a drive-through zoo

HSUS has definitely prevented considerable misuse of animals. But, more importantly, it has started in-depth questioning of the purposes and objectives of zoos.



Drive-through zoos provide an opportunity to see animals as they appear in their natural habitat. Visitors to Lion Country Safari in Florida (above) are able to study the social order and characteristics of exotic animals.

is based, but there is much more to an animal exhibition than having it look like an African landscape.

As with any other type of zoo, Mrs. Pressman points out, the drive-through zoo's primary purpose must be education. It offers a perfect means of teaching visitors the social order of species, by showing the animals together who live together in their natural habitat. But not all drive-throughs are taking advantage of this opportunity, she said.

"Frankly, I think most of them have been getting away with murder," Mrs. Pressman said. "They simply haven't been doing a good educational job."

She points out that drive-through promoters are doing nothing to replenish the stock of animals they're taking from their native habitats. In addition, the immense amount of land needed for drive-through zoos results in

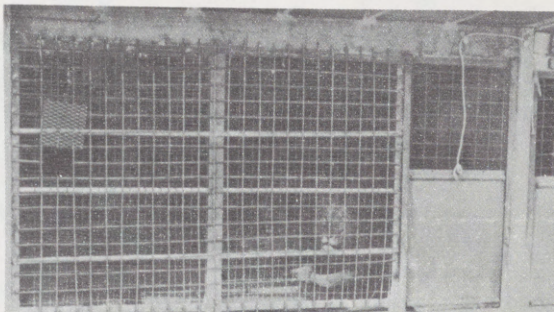
many American animals being driven from their habitat.

A special characteristic of the drive-through zoos now in existence is that all are commercial enterprises, and because of the immense development costs, all future ones are apt to be, also. Although HSUS recognizes that commercial zoos can do a good job of educating the public about

animals and caring for them, their motivation must, by necessity, be to make a profit.

The oldest drive-through zoos in the United States, Lion Country Safari, have received considerable criticism lately for what appears to be a lack of sensitivity about the welfare of the animals. As a result of charges of improper caging and inadequate health care leveled at the West Palm Beach, Fla., operation by the Miami *Herald*, HSUS investigated the park last month and found serious abuses and inadequacies that would not be obvious to most visitors. These were the major findings:

- Staff members need to be more experienced in the care, treatment, and management of wild animals in captivity.
- A full-time veterinarian should be on the premises, instead of the part-time one now employed.



Courtesy Tony Rankin

But there's apt to be more to a zoo than meets the eye. HSUS discovered lions in small, dark cages such as this, with no running water, at Lion Country Safari in Florida.

As long as there is one animal caged without an educational purpose, The Humane Society and all humanitarians have work to do.

- The polluted water from a nearby canal is unsuited for the animals to drink.

- Cages used to house lions during nighttime hours are too small, have no running water, and are in poor condition. No isolation cages are available for sick, injured, or pregnant animals.

HSUS has requested that Lion Country Safari make the necessary improvements promptly, pointing out that several of the discrepancies are covered by the Animal Welfare Act of 1970, which became effective last December.

"We are in the business of investigating zoos solely for the purpose of improving the welfare of animals and their educational value to the public," said HSUS President John A. Hoyt. "We will gladly work with any zoo, public or private, that is willing to consider better means of operation."

When Mrs. Pressman joined the HSUS staff in March, 1971, she said that zoos had been able to go year after year doing the same thing without questioning their purpose. Largely because of her efforts on behalf of HSUS, she can no longer make that

statement. News clippings and letters come in to HSUS Washington, D.C., headquarters almost every week announcing the firing of a zoo director for incompetence, the closing of a zoo that had been criticized, or the struggle of concerned citizens to change the leadership and improve the conditions of their zoo.

But The Humane Society is the first to say that the struggle has only begun.

"For the first time people are questioning the purpose of their zoos," Mr. Hoyt said. "But the questioning must result in bold, positive action."

And there are aspects of ani-

mal exhibition that have yet to be dealt with. The animal dealers who supply zoos have always been privileged to privacy from the eyes of the public. But they must be examined carefully, and their coverage by the Animal Welfare Act of 1970 makes that project an imminent one for HSUS. Not covered by the act are all sea mammals in exhibitions, including zoos and aquariums. HSUS is determined to get the law extended to cover them.

As long as there is one animal caged without an educational purpose, The Humane Society and all humanitarians have work to do.



What visitor could help but learn something about zebras when seeing them in a zoo environment such as this? HSUS is working to provide this opportunity for more Americans.

Senator PELL. Since Mr. Conway's name was mentioned, I want to give him an opportunity to respond.

Mr. CONWAY. Mr. Hoyt is quite right; the Zoological and Humane Societies have cooperated in the past, and both Mrs. Pressman and Mr. Caras are more than colleagues, they are friends.

Our emphasis was on the fact that this bill provides funding for qualitative improvements, for research, and for upgrading of personnel, which in many cases will be at a high technical level.

I do not know about Mrs. Pressman, but I do know that Mr. Caras would be the first to agree that he would not be qualified to evaluate some of these, some of the technical problems, an evaluation that will be necessary.

I would hope that the number of zoological park professionals would not be reduced beyond an operating minimum that could effectively guide the board in its evaluation of use of the funds.

But we warmly appreciate the work of the Humane Society, which has been excellent.

Senator PELL. I thank you.

Obviously, these were somewhat differing views. We have to make up our minds as to what is the best way to proceed.

Mr. HOYT. Mr. Chairman, may I make this one comment?

I do not argue the necessity for the kind of technical expertise that Mr. Conway is pointing toward.

However, we feel that there are other ingredients that are going to be needed to form the basis for standards beyond those highly technical areas, that the lay point of view has something to contribute toward.

We hope that the lay point of view will not be lost. I would hope it would be an informed lay point of view, and we feel that we have some persons that could offer an informative delayed point of view, even though they could not answer all the technical questions.

Further, we would hope that this board would turn to experts beyond the board for consultation and advisory help, as they are formulating those standards.

I would hope that they would not depend solely upon their own constituency on the board for all the answers they need to come up with.

Senator PELL. Thank you very much indeed for your testimony, and for the report to which I have referred.

I place in the record now letters received from the Boston Zoological Society, from the Sport Fishing Institute, and from the International Association of Game, Fish, and Conservation Commissioners. These letters reflect thoughtful opinions and comments on the legislation under consideration.

[The letters referred to follow:]

BOSTON ZOOLOGICAL SOCIETY,
Dorchester, Mass., December 27, 1973.

Senator CLAIBORNE PELL,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR PELL: This letter is in reference to Senate Bill S-2774, the National Zoo and Aquarium Assistance Act of 1973, which I understand to be before the Smithsonian Institution Sub-Committee at this time.

Boston Zoological Society strongly favors the purposes of this proposed legislation. Zoological parks and aquaria are valuable contributors to the

quality of life in our metropolitan centers. However, many are old and in need of costly redevelopment which, without assistance from public funds, could only be accomplished by commercialization and imposition of higher admission charges which only serve to limit public access.

Zoos and aquaria are superb centers for family recreation and in many areas such facilities offer one of the few remaining activities that an entire family can enjoy as a unit. In some cities, for example, zoological parks outdraw all professional sports events, combined. But there also are important educational values to be served by a well planned zoo or aquarium. In particular, those facilities located in or near the centers of metropolitan areas have a special opportunity to reach urban youngsters to inculcate the "conservation ethic." These young people become tomorrow's adult voters and will have direct and indirect influence on the priorities given to the preservation of wildlife and natural areas. Zoos and aquaria, properly designed and well managed, can importantly augment the contributions of other educational media in this regard and, in cooperation with imaginative curriculum planners in public school systems, can also become valuable resource centers for educational subjects ranging from science to social studies and creative arts.

In fact, so important is the educational potential of a zoological park or aquarium, I wonder if it might not be appropriate to write the proposed legislation in such a way as to give priority to those plans and projects which demonstrate a sensitivity to educational and conservational values and which, in particular, are oriented toward the urban family.

Sincerely yours,

ROBERT MAINER,
President.

SPORT FISHING INSTITUTE,
Washington, D.C., January 15, 1974.

HON. CLAIBORNE PELL,
Chairman, Senate Subcommittee on the Smithsonian Institution, Senate Office Building, Washington, D.C.

DEAR SENATOR PELL: I am writing to express the strong support of the Sport Fishing Institute for the principles embodied in S. 2774, sponsored by Senator Mark Hatfield, to establish a National Zoological and Aquarium Board, and for other purposes.

This bill, if enacted, would provide matching Federal funds for non-profit zoos and aquariums to upgrade facilities and provide training for staff in order that the institution may be accredited. The bill provides for the Boards to establish an accreditation program. Inasmuch as the American Association of Zoological Parks and Aquariums already has such a program currently active it might well prove most efficient to adopt their program or to contract with that organization to handle this phase of the legislation's features. We suggest that your subcommittee consider whether it would be desirable to consider amending the bill so as to provide discretionary authority to the Board to develop such a relationship if they judge appropriate.

The legislation would also provide for loans guaranteed by the Board to any zoo or aquarium to attain the standards required for accreditation. This could apply, for instance, to roadside zoos, most of which sorely need upgrading.

Although the museums and arts have received very substantial grants of Federal funds, the aquariums and zoos have received only minor funds, exclusively for recreational facilities such as picnic tables, swings, and the like.

The Lacey Act regulations governing importation of injurious wildlife, the Endangered Species Act of 1973, the Convention on International Trade in Endangered Species of Wild Fauna and Flora, and the USDA regulations regarding birds and hooved animals, all rightly place numerous obstacles in the way of aquariums, and particularly zoos, in their efforts to import specimens, and even to ship endangered or injurious wildlife. Although there is admitted good justification for these various impediments the stringent regulations regarding housing requirements for these special species make the holding in many zoos impossible. The proposed legislation, plus appropriations, would enable aquariums and zoos to provide the necessary facilities to meet the requirements, and enable them to hold those species that are endangered. Very possibly, many of these species, in the future, may only be found in zoos where, under favorable conditions, reproduction and survival would be assured.

It is with these considerations in mind that the Sport Fishing Institute wishes to go on record in support of S. 2774 and urges its adoption. It will be appreciated if this letter can be made a part of the Record of any Hearings on this matter.

Sincerely yours,

RICHARD H. STROUD,
Executive Vice President.

INTERNATIONAL ASSOCIATION OF GAME, FISH
AND CONSERVATION COMMISSIONERS,
Washington, D.C., January 18, 1974.

Hon. CLAIBORNE PELL,
U.S. Senate,
Washington, D.C.

DEAR SENATOR PELL: We are writing in support of S. 2774 and H.R. 12047, bills to provide assistance to nonprofit zoos and aquariums, establish an accreditation system, and a National (Federal) Zoological and Aquarium Board, subject to amendments as discussed below.

Zoos and aquariums demonstrably contribute greatly to the education of millions of Americans. The recreation they supply enhances the public health and happiness. They provide otherwise unavailable opportunities for citizen realization of the scope and character of our natural heritage, and thus deepen appreciation of the significance of nature in the history of mankind.

Because of the changing tax structure in the United States, public zoos and aquariums are facing a financial crisis. Increased local tax support is generally not available. While most such facilities charge admission, entrance fees high enough to offset increasing costs bar many of the people the institutions are designed to serve.

Granted that additional financial support is needed, a consideration in making grants to zoos and aquariums should be that those which show the greatest ingenuity and initiative in seeking new and innovations means of securing funds from local sources, would be given preferential treatment in supplemental funding.

There is no doubt that a system for the accreditation of zoos and aquariums is badly needed to improve the conditions under which animals are kept in captivity. An unpublished survey of roadside zoos made by Clarence Davis of the Bureau of Sport Fisheries and Wildlife disclosed a widespread pattern of inhumanity and callous neglect. Regrettably, some municipal zoos have been allowed to deteriorate and conditions under which animals are kept is repugnant if not downright cruel. The accreditation scheme embodied in this legislation would go far toward correcting the gross malpractices which exist and would sharpen the managerial capabilities of these institutions in general.

It is in this connection, however, that we suggest an amendment which would provide a basis for conforming the recommendations emanating from the accreditation procedures with state statutory requirements.

In most states, the responsibility for regulation of the taking of wildlife, and the retention of wild animals in captivity, generally, rests with the state wildlife agencies. In order to establish formal liaison with those agencies, we urge that the bills be amended to provide that the "Board" established by the Act be broadened to include at least two representatives of these state agencies. The presence of these individuals on the board would make possible the degree of liaison necessary to conform state regulations and any actions taken by the Board under the proposed Act.

In addition, as encouragement to the states, there should be an amendment providing that the grant provisions should be broadened to permit grants to be made to support those state wildlife agencies who do undertake to upgrade state regulation and inspection of zoos and aquariums.

With these amendments, the Association, representing the wildlife agencies of North America, supports this legislation.

Sincerely yours,

JOHN S. GOTTSCHALK,
Executive Vice-President.

Senator PELL. The record will remain open for another 10 days to accommodate any others who may wish to express their views.

Do either of the two Government experts here want to add anything at this time?

[A response of no.]

Senator PELL. These hearings are now adjourned, subject to the call of the Chair.

[Whereupon, at 12:36 p.m., the subcommittee adjourned, subject to the call of the Chair.]

[Letters subsequently received by the subcommittee for the hearing record from Stephen R. Seater, field director and staff biologist, The Fund for Animals, Washington, D.C.; Dr. Alfred J. Kreft, national president, Izaak Walton League of America, Inc., Arlington, Va.; Robert T. Briggs, director, St. Louis Zoological Park; and Dion A. Albach, director, Mesker Park Zoo, Evansville, Ind., are as follows:]

THE FUND FOR ANIMALS,
Washington, D.C., January 30, 1974.

HON. CLAIBORNE PELL,
U.S. Senate,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR PELL: Thank you for the invitation to present our views on S. 2774, a bill to create a National Zoological and Aquarium Board.

The Fund for Animals has grave reservations about creating a new federal bureaucracy largely composed of the directors of zoos and members of the American Association of Zoological Parks and Aquariums and the American Association of Zoological Veterinarians. In our view, it would be imprudent for the Congress to establish an agency, comprised predominantly of zoo professionals, to regulate and make grants to zoological parks and aquariums.

There is no doubt that professional zoologists have a place on such a Board but we believe that the public interest would be much better served if these individuals are drawn from non-profit organizations with no connections to zoos and aquariums. Furthermore, we believe that there should be more representation on the Board from humane organizations than is presently proposed in the bill. Also, because zoos and aquariums are supposed to be educational, we suggest that a professional educator be substituted for one of the members of the vested interest groups.

We believe that certain kinds of zoos have a place in our society; however, they should be of the highest quality and should strive to display animals in as close to a natural state as possible. It is a crime to house animals in such a way as to make the expression of phylogenetic behavior patterns impossible. Unfortunately, this is what is encountered in most zoos today. Therefore, it is the Fund's position that the Board should act to upgrade such zoos by setting the highest possible standards and by rejecting the menagerie concept of housing animals. The goal should be to establish a few zoos specializing in a small number of species housed in natural habitats.

To achieve this goal, we believe that the Board should have at least two animal behaviorists of Eric Klinghammer's or Michael Fox's stature to advise on how to construct enclosures that allow animals to live in a natural condition where their behavior patterns can find expression. Also, it may be beneficial to have a landscape architect and a range ecologist serving on the Board to advise on the design and construction of large-outdoor animal parks.

Our organization is unalterably opposed to "roadside" zoos which are infamous for their maltreatment of animals and which are staffed totally by nonprofessionals. We suggest that the term "roadside parks" in Sec. 3(a) line 5 be eliminated or changed to "natural habitat animal parks" which is probably what was intended.

In our opinion, the bill should restrict funding under Sec. 4(b) for the purpose of upgrading existing facilities and educational programs and not for the expansion of facilities or for the acquisition of additional animals. The only kind of expansion acceptable to the Fund is increased amounts of space for the animals.

Another concern of ours is the way zoo research is defined in Sec. 4(a)(2).

This should be rewritten so as to exclude any kind of research that does not directly benefit the animals themselves. In our considered opinion, perhaps as much as half of the biomedical and related research projects utilizing animals is of questionable value and is often carried out by scientists who are the victims of the publish or perish syndrome.

We would like to suggest that the Committee also consider including in the bill an expression of federal policy stating the goals to be achieved. Of paramount importance is providing natural habitat and humane care for all zoo animals in the United States. There should also be a policy statement discouraging any further increase in zoos and aquariums and a statement discouraging the expansion of zoos so as to increase their stocks of wild animals. Also worth considering is a policy statement calling for the improvement of captive breeding programs with the eventual goal of making zoos self sufficient, thus ending their exploitation of dwindling stocks of wild animals.

Thank you for considering our views.

Sincerely yours,

STEPHEN R. SEATER,
Field director and staff biologist.

The IZAAK WALTON LEAGUE OF AMERICA, INC.,
Arlington, Va., January 22, 1974.

HON. CLAIBORNE PELL,
Chairman, Subcommittee on the Smithsonian Institution, U.S. Senate, Washington, D.C.

DEAR SENATOR PELL: It has been brought to our attention that the Subcommittee on the Smithsonian Institution has scheduled hearings on S. 2774, the National Zoological and Aquarium Board Act, introduced by Senator Mark Hatfield.

We understand that this bill, if enacted, would provide matching federal funds in the form of loans to be used to upgrade the facilities and professional standards of non-profit zoos and aquariums. A national Board could be established to determine accreditation standards, while the federal loans would assist zoos and aquariums to upgrade their programs to attain those standards.

The Izaak Walton League of America is pleased to endorse the basis principles and goals of this legislation. Inadequate funding for facilities, training, and public programs have hamstrung our zoos and aquariums and effectively prevented them from realizing their full potential as centers for environmental education and interpretation, and wildlife research. We hope that Congress will see fit to rectify this situation by establishing effective loan and accreditation programs.

We request that this communication be made part of the hearing record.

Sincerely yours,

ALFRED J. KREFT, M.D.,
National President.

ST. LOUIS ZOOLOGICAL PARK,
St. Louis, Mo., January 30, 1974.

Senator CLAIBORNE PELL,
Chairman, Subcommittee on the Smithsonian Institution, Russell Senate Office Building, Washington, D.C.

DEAR SENATOR PELL: Senator Symington's office has informed us that you are accepting written statements commenting on the Hatfield bill—S. 2774—which is under study by your subcommittee.

We are aware that you have had the benefit of much expert testimony. May we add our comments, in particular about the St. Louis Zoological Park.

Since the early 1900's, many talented and dedicated people have worked to build the St. Louis Zoo into one of the finest such institutions in the nation—and in the world. Today the Zoo occupies 83 acres in Forest Park, located in the heart of the St. Louis metropolitan area. The physical plant consists of sixteen major structures, numerous minor ones and an extensive system of roadways and pathways. We are most proud of the naturalistic exhibits which were built many years ago, in concept far ahead of their time.

Our problem, like that of so many of the nation's zoos and aquariums, is—we are evermore popular to the 2.5 million people in the St. Louis metropolitan area and people from all over the Midwest and the entire nation, but we suffer from an erosion of our financial standing due to inflation and rising costs.

At present, the St. Louis Zoo receives only 52% of a total \$3½ million budget from taxes of the St. Louis City-County Zoo-Museum District. The remainder of the budget comes from service operations, refreshment stands, miniature railroad, parking lots, etc.

The \$3½ million represents our total budget, operating and capital. It includes the cost of any capital improvements or replacements that may be necessary or desirable. Several of our facilities, such as the old Lion House, are beyond repair. In fact, it will be only a matter of time before we must close the great cat building. The funds to replace it are not in sight.

Perhaps more important, our present level of financial support will be insufficient to cover the extensive renovation program, made necessary by years of inadequate financial support, which it is estimated will cost an additional \$5 million.

While the organization contemplated in the Hatfield bill may not do the entire job nationally at the outset, it represents light at the end of the tunnel. We feel it offers hope of eventual assistance for the St. Louis Zoo. Although we are a free zoo, having no counting turnstiles, sample counts indicate that some 3,000,000 persons annually visit the Zoo, representing greater attendance than all St. Louis professional sports combined.

As I study visitors to the Zoo, I am constantly impressed by what the institution means to people of all social groups and economic levels. It is an unmatched educational and recreational resource. Nothing I know of could replace it.

In general, the provisions of the Hatfield bill, as published in the Congressional Record, seem to be a workable approach. A concern would be that a governing board having fifteen members from various parts of the country may be cumbersome and perhaps inefficient because of the weight of numbers and unrelated backgrounds.

May we offer the subcommittee any assistance that might be useful.

Sincerely,

ROBERT T. BRIGGS, *Director.*

MESKER PARK ZOO,
Evansville, Ind., January 24, 1974.

HON. CLAIBORNE PELL,

Chairman, Subcommittee on the Smithsonian, Senate Committee on Rules and Administration, Russell Senate Office Building, U.S. Congress, Washington, D.C.

DEAR SENATOR PELL: I am writing regarding S. 2774 (formerly S. 2042 revised), "A bill to provide assistance in improving zoos and aquariums by creating a National Zoological and Aquarium Corporation, and for other purposes", sponsored by Senator Mark Hatfield.

At a time when zoos have reached a time of greatest popularity and purpose and animal species in general, as well as, those species determined to be endangered are dwindling in numbers within wild populations, there has been a considerable amount of legislation enacted in very recent years governing the acquisition and management of wild animals by zoos.

I make reference to such legislation as the Animal Welfare Act of 1970, the 1972 "Bird Ban" and the recent proposed rules of the USDI, 50 CFR Subchapter B (F.R., Vol. 38, No. 79, Wed., Apr. 25, 1973, p. 10208) in particular.

I, personally, am not in strong opposition to any of this type of legislation, if deemed necessary by a Department of the Federal Government. However, in addition to setting such rules, regulations and standards by which zoos are to be operated and maintained, I believe that some means must be provided, also, in order that zoos can attain same. This can be made possible by S. 2774.

I encourage your support of S. 2774. This bill may well prove to be one of the only ways zoos may make changes to meet minimum standards promulgated by recent legislation.

I am writing, not only as a concerned zoo professional, but also as the Director of Indiana's largest zoo.

I sincerely hope you will give this bill your support and thereby help insure that the zoos of Indiana and the United States can look toward the future with optimism.

Cordially,



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DION A. ALBACH,
Director.