Citizens Tax Levy Review Committee

Toledo Zoological Society

Capital Improvement Levy

May 29, 2015



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EXECUTIVE SUMMARY

The Toledo Zoo is requesting renewal of the existing 1.0 mill capital improvement levy. The Zoo was recently voted #1 in the nation and continues to be an internationally renowned institution. The Zoo has achieved these distinctions through continued improvements and maintenance to an incredibly diverse collection of not only animal exhibits, but also historic buildings, gardens, and visitor amenities. The Zoo could not have achieved its long-term acclaim, nor continue to be such a source of pride to the citizens of Lucas County, without the support of a capital improvement levy. The support of the Toledo Zoo through such a levy sets it apart from other large municipal zoos. These other zoos continually struggle with aging infrastructure and repair in addition to raising funds for new improvements and exhibits. With the support of Lucas County voters, the Toledo Zoo has been successful at maintaining a safe, attractive, functional, and modern facility. It is the Zoo's desire to continue to provide such an environment for Lucas County visitors, to continue to be a source of pride for the community, and to increasingly attract visitors from farther and farther away to increase the economic benefit of the Zoo to Lucas County and Northwest Ohio.

The impact of a renewal of the current 1.0 mill levy would produce a net of approximately \$6.75 million for the improvement of the Zoo each year. This would cost the owner of a \$100,000 home \$30.63 per year – the same as it has been for the last 10 years. This would result in a total of \$67.5 million over 10 years and represent 71% of the Zoo's 10-year capital improvement plan cost of \$94.5 million. The economic impact of this total spend would be \$240 million, with \$184 million going directly into the local economy. This represents a nearly 200% return on investment for the county and an over 250% return on investment for the economy as a whole.

Presentation Highlights:

- \$240 million impact will be generated via the capital plan which this levy renewal supports
- The levy will support improvements which will bring more dollars from tourists to Lucas County
- No long-term debt will be incurred by the Zoo in the execution of the plan
- The levy will support the continued high quality of the Zoo experience and preserve it for the community

The Zoo's 10-year capital improvement plan is designed to address specifically the extremes of weather experienced in NW Ohio and to provide climate-controlled venues that will provide high-quality environments for both the public and the animals. The exhibits will also be ever increasing attractions for visitors from outside of NW Ohio and bring dollars from outside the community.

The Zoo has been a consistent good steward of the taxpayer support during this current levy. When passed in 2006, the current levy was to generate \$86.29 million and the Zoo agreed to raise \$3 million additional funds for a proposed capital outlay of \$89.3 million. Due to the financial crisis, the actual funds generated by the levy will be \$76.8 million, a decrease of \$9.5 million. The Zoo increased its fundraising goal to \$10 million and ultimately – through private contributions, grants, earned revenue, and Toledo Zoo Foundation support – raised \$12.8 million in total for a total outlay of \$89.6 million. These monies resulted in many new exciting exhibits, as well as repair and maintenance to the institution's historic WPA buildings. Highlights of this spending included a new elephant facility; an award-winning children's zoo, Nature's Neighborhood; and the incredible, newly opened Aquarium. Unlike the capital plan prior to 2006,

our current plan was managed without exposure to long-term debt. At its conclusion, the current plan will be completed debt-free and the Zoo's capital debt from prior to 2006 will be paid in full. Our proposed plan will also be accomplished free of long-term debt.

Every attempt is made to save money when using taxpayer approved funds. We use a competitive bid process to ensure fairness and achieve spending goals. However, we also weigh the benefit patronizing locally-owned and minority-owned businesses when awarding bids. In some cases, it is not possible to award bid locally, but out of \$84 million of major projects completed in this current plan, 67% went to Lucas County vendors. In total, 77% of the work was awarded to Lucas and Wood County vendors, and of the remaining 23% awarded outside of this community, much was sub-contracted back to local vendors (e.g. local engineering/architecture firms sub-contracted by out of area design firms). The Zoo began tracking minority business participation in 2009 and, in that time, managed to award nearly 11% of funds to minority-owned businesses. We continue to push this percentage higher. The Zoo is dedicated to increasing the diversity of its staff and Board. Currently, the Zoo's Board is made up of 15% minority membership. Of the Zoo's seasonal staff, 21% is made up of minorities. Of full-time staff, only 6% are minorities, which we continue to improve as employee turnover occurs. Specifically, with respect to senior staff, the percentage of minorities has improved from zero to 16.6% within the last 3 years.

Section 2 – Levy Impact on Lucas County Voters SECTION 2

LEVY IMPACT ON LUCAS COUNTY VOTERS

The Toledo Zoo is requesting a renewal of the existing 1.0 mill capital improvement levy. According to the Lucas County Auditor's office, this levy will generate a gross number of \$7,050,027 per year, and will cost the owner of a \$100,000 home \$30.63 per year. This is the same as it currently costs the homeowner per year. The net proceeds to the Zoo will be about \$6.75 million per year after auditor and treasurer fees, election expenses, delinquent advertising and collection fees, etc.

Research has been done by the Association of Zoos and Aquariums that calculates the economic impacts of the annual spending of zoos and aquariums on their respective local economies. The annual and capital outlays of zoos and aquariums generate important economic benefits within their respective local and state economies. These economic impacts include contributions to the local economy through goods and services purchased, new personal earnings that accrue to workers residing in the jurisdiction, and jobs that are supported as the initial direct spending by the zoos and aquariums is re-spent and recycled in the form of indirect and induced business activities and payroll disbursements. The study breaks out economic impacts between construction outlays and operating outlays. The anticipated outlay for construction projects of \$94.5 million from this new capital levy cycle would generate \$240 million based on the capital output multiplier in the 2011 AZA study for the state of Ohio. If the spending follows the same pattern as shown in the demographics in Section 6, the local dollars spent amount to 77% of the total spend which would generate a \$184 million impact on the local economy.

PROPOSED LEVY SUPPORT

The focus for the next ten years for the Toledo Zoo will be to develop exhibits that will help mitigate the impact of weather extremes on zoo visitations. The goal will be to focus on exhibits that are temperature controlled and will give visitors a positive experience at the Zoo whether it is a hot and humid 90 degrees or frigid winter day. These projects include a River Dome, a Tiger Dome, a Discovery Dome, Museum Redevelopment, and Amphitheater Enclosure.

In addition to enhancing the visitor experience, the capital levy funds will also be used to improve and enhance the infrastructure of the Zoo along with keeping up with repair and maintenance costs associated with keeping over \$175 million worth of assets running efficiently, effectively, and safely.

Plans are to consolidate office space to one part of the Zoo in a new administration and education building to allow current office spaces throughout the Zoo to be redeveloped for future projects and to improve the Zoo's operation. This move also will accommodate the growth seen in our pre-school and expand this to include a kindergarten program.

In addition to capital levy funds, which are anticipated to be \$67.5 million, we will be obtaining funds from the Toledo Zoological Society Foundation, \$5 million, and another \$22 million from private contributions and Zoo Operations. A recap of the proposed projects follows. The projects that have been identified as a priority are marked with an asterisk and total \$54.5 million.

Project	Estimated Cost (\$1,000's)	Priority
River Dome	30,000	*
Tiger Dome	22,000	
Repair & Maintenance	11,000	*
Amphitheater Enclosure	7,000	
Discovery Dome	4,250	*
Museum Redevelopment	3,500	*
Infrastructure Improvements	3,000	*
Administration Building	2,000	*
Entry Complex	2,000	
Amphitheater Support Area	1,500	
Carnivore Café Redevelopment	1,500	
Professional Services	1,500	
IMAX	1,250	
Broadway Entry Corridor	1,000	
Range Style Exhibit	1,000	
Education Building	500	*
Historic Zoo Parking	500	
New Employee Parking Lot	500	
Tunnel Redevelopment	250	*
Total	94,250	

A tentative timeline has been established for the start of the projects and an estimated opening date by year. Here is the listing by year the project is scheduled to be open:

Project	Start	Open	
Discovery Dome	2016	2018	
Education Building	2016	2018	
Administration Building	2016	2018	
Tunnel Redevelopment	2017	2018	
River Dome	2016	2019	
Entry Complex	2018	2019	
Historic Zoo Parking	2017	2020	
Broadway Entry Corridor	2019	2021	
Amphitheater Support Area	2019	2021	
Range Style Exhibit	2020	2022	
IMAX	2022	2023	
Tiger Dome	2019	2023	
Carnivore Café Redevelopment	2022	2024	
Museum Redevelopment	2023	2025	
Amphitheater Enclosure	2024	2026	
Employee Parking	TBD	TBD	
Professional Services	Ongoing		
Repair & Maintenance	Ongoing		
Infrastructure Improvements	Ongoing		

PREVIOUS LEVY SUPPORT (2007 – 2016)

When the Capital Levy was originally proposed, the anticipated revenue that it was expected to generate to the Zoo was \$86.3 million. This, together with proposed private donations of \$3 million, was to provide \$89.3 million in capital improvements for the Zoo.

Actual levy collections from the 1.0 mill capital levy will amount to \$76.766 million, a decrease of \$9.534 million. These lower collections were due to property devaluations by the Lucas County Auditor in 2012 and lower rates of collection than anticipated during 2010. With the projected shortfall in levy collections, the goal for private contributions was raised in 2009 to \$10 million. Actual private contributions and transfers from the Zoo operating fund for capital maintenance costs amounted to \$12.783 million, an increase of \$9.783 million over the original budget of \$3 million. This brought the total revenue available for capital improvements to \$89.549 million (\$76.765 million + \$12.784 million).

When the Capital Levy was proposed in 2005, the following were the priority projects that were identified for use of the funds collected:

(Dollar amounts displayed in units of \$1.000)

Project	Proposed Cost
Aquarium Preservation	23,000
Capital Debt Retirement	16,800
Elephant/Rhino/Hippo	14,500
Capital Replacement/Infrastructure	10,940
Children's Zone	5,500
Seasonal Exhibits	4,830
North Parking	3,900
Co-generation/Electrical Transmission	3,420
Broadway Parking	3,400
Total	86,290

During this current levy cycle, we saw the following milestones met:

2007	Butterflies
2008	Amazing Amphibians
2009	North Parking Lot completed
2009	Nature's Neighborhood opened (winner of the 2011 AZA Exhibit
	Award, with Top Honors for national excellence in exhibit design)
2010	Elephant Bull Facility
2012	Tembo Trail/Elephant complex completed
2013	Australian Adventure
2014	Penguin, Cassowary, and Flamingo Exhibits opened
2015	Aquarium re-opening
2015	Last bond repayment made

In addition to these projects, capital replacement/maintenance of facilities was accomplished in projects which included replacing roofs, updating of building heating, cooling, and lighting systems, updating fire and alarm systems, concrete repairs, and other repairs to keep the areas. The capital levy funds were also used for other seasonal projects which are detailed later.

During this 10year cycle, budgets for the projects were monitored and kept in line with the actual collections from the levy and private contributions. The following table illustrates by year the receipts and the expenditures. The information for the balance of 2015 and 2016 are forecasted numbers and the fund is projected to end the 10-year cycle with a \$392,000 excess. The numbers are shown in the millions with the final three zeros dropped for ease of reading.

CAPITAL FUND 10-Year Summary 2007-2016 (Dollar amounts displayed in units of \$1,000)

Receipts	2007	2008	2010	2011	2013	2014	Projec ted 2015	Projected 2016	Total
(Capital Cash Inflows)									
Capital Levy Revenue	8,529	8,330	7,585	8,825	6,718	6,739	6,739	6,739	76,765
Private Donation s/Founda									
tion/Zoo Total Revenue	30 8,559	698 9,028	804 8,389	1,590 10,415	1,585 8,303	1,213 7,952	1,812 8,551	1,613 8,352	12,784 89,549
Expendit ures (Capital Cash Outlays)									
Administ rative Costs (architect ural, legal, construct	119	149	173	172	189	175	179	174	1,664

Section 4 —Previous Levy Support

Levy Flesell	tation		Section 4	TTCVIOUS	Levy Support				
ion departm ent wages/b enefits, other professio nal services)			Section 4		zevy support				
Bond									
Payment									
S	1,044	1,145	1,345	1,445	1,645	1,745	1,840	0	13,002
Bond									
Interest/							l		
Expense	405	333	331	286	170	105	26	0	2,296
Exhibits,							l		
Land,							l		
Buildings	2,747	11,173	3,922	10,139	10,589	14,329	2,092	1,314	72,195
Total Expendit									
ures	4,315	12,800	5,771	12,042	12,593	16,354	4,137	1,488	89,157
Excess/									
(Deficit)	4,244	(3,772)	2,618	(1,627)	(4,290)	(8,402)	4,414	6,864	392

Section 5 – Financial Summary SECTION 5 FINANCIAL SUMMARY

SECTION 5A/B: BUDGETS - PAST, PRESENT, FUTURE

The last time the Zoo came to the Lucas County voters, it was noted that in the past the Zoo had used long-term debt as part of its capital funding plan. The Zoo Board had resolved that once the existing long-term debt was paid off by the end of the current levy cycle, no future projects would incur long-term debt in their construction. Therefore, all efforts were made in the current capital improvement cycle to keep projects on budget and within the revenue streams procured from the capital levy and private contributions. As we go before the Lucas County voters with the renewal request, we can proudly state that we have been good stewards of the tax funds received and that there was no new long-term debt incurred and there is none planned in the proposed projects to be funded by the renewal request.

The schedule below is a 10 year recap of the revenues and detail projects that were funded by the current levy cycle compared to the original budgets.

10 YEAR PROJECT SUMMARY, COMPARED TO BUDGET (2007-2016)

·	2005	2007-2016	
(Dollar amounts displayed in units of \$1,000)	Proposed	Actual/Projected	Variance
Receipts			
Capital Levy Revenue	86,300	76,765	(9,535)
Private Donations/Grants	3,000	10,486	7,486
Zoo Foundation/Operating	0	2,297	2,297
Total Receipts	89,300	89,548	248
Project Costs			
Aquarium Preservation	23,000	25,822	2,822
Capital Debt Retirement	16,800	15,298	(1,502)
Elephant/Rhino/Hippo	14,500	15,422	922
Capital Replacement	6,300	10,421	4,121
Children's Zone	5,500	7,647	2,147
Penguin	0	3,500	3,500
Seasonal Exhibits	4,830	3,537	(1,293)
Infrastructure (Phone/Gate System)	4,640	603	(4,037)
North Parking	3,900	3,959	59
Co-Generation/Electrical Transmission	3,420	341	(3,079)
Broadway Parking	3,400	72	(3,328)
Land Purchase/Demolition	0	451	451
Master Planning	0	419	419
Professional Services/Administration	0	1,664	1,664
Total Expenditures	86,290	89,156	2,866
Excess/(Deficit)	3,010	392	(2,618)

As part of the Zoo's master plan, there are seasonal exhibits that are used to help keep the Zoo experience fresh and interesting for our visitors.

Some of the projects that were accomplished in the current levy cycle include:

(Dollar amounts displayed in units of \$1,000)

Project	Capital Cost
Tiger Renovations	853
Crocodile Renovations	836
Amazing Amphibians	496
Butterflies/Parakeet Retreat	410
Kori Bustard/Vulture	308
Flamingo	236
Australian	189
Experience/Cassowaries	
Pheasantry	160
Aquarium Adventure Trail	49
Total	3,537

The Aquarium Adventure trail is a renovation to the Children's playground by the Aquarium that will be opened in 2016 and will include some water features for children. The majority of the funding for this project will be paid for with funds received from the State of Ohio from its Capital Budget. Only \$49,000 of the total cost of the project has been designated from the Capital Funds.

The following schedule is an estimated 10-year budget projection for the current levy funds:

10 Year Budget Summary 2017-2026 (Dollar amounts displayed in units of \$1,000)

Receipts (Capital Cash Inflow)			
Capital Levy Revenue	67,500		
Private Donations/Grants	15,000		
Foundation	5,000		
Zoo Operating	7,000		
Total Revenue	94,500		

Expenditures (Capital Cash Outlays)			
River Dome	30,000		
Tiger Dome	22,000		
Repair & Maintenance	11,000		
Amphitheater Enclosure	7,000		
Discovery Dome	4,250		
Museum Redevelopment	3,500		
Infrastructure Improvements	3,000		
Administration Building	2,000		
Entry Complex	2,000		
Amphitheater Support Area	1,500		
Carnivore Café	1,500		
Redevelopment			
Professional Services	1,500		
IMAX	1,250		
Broadway Entry Corridor	1,000		
Range Style Exhibit	1,000		
Education Building	500		
Historic Zoo Parking	500		
New Employee Parking Lot	500		
Tunnel Redevelopment	250		
Total Expenditures	94,250		

SECTION 5C: STAFFING

Currently there are 2 project managers, 1 master plan coordinator/project manager, 1 purchasing/contract coordinator, 1 full-time co-op, and 1 part-time co-op assigned to working on capital projects.

SECTION 5D: FUND BALANCE

As shown previously on page 10, it is anticipated that the capital fund will end the levy cycle with a \$392,000 favorable balance. This assumes that levy collections come in at the current amount and that all pledge payments are received. As of this time, all project budgets are on track to end up as shown elsewhere in this report.

SECTION 5E: EXPENDITURE REDUCTIONS

At the start of this 10-year levy cycle, a master plan was developed and major projects were identified and target budgets were established. A master schedule format was developed; and, throughout the life of this levy, this master schedule has been reviewed and monitored by the Planning Committee of the Toledo Zoological Society Board to ensure that overall expenditures were kept in line with revenue receipts. This was a fluid document and projects were added or removed as needed to keep the overall schedule in balance between receipts and expenditures. As projects were designed, careful consideration was given to all aspects of the project to ensure that the final product would remain consistent with our mission and stay within budgetary guidelines. Many hard choices had to be made to keep costs in line with expectations. Once a project was ready to be bid, the bidding process was formalized and followed the specifications as defined in the Ohio Revised Code 307.86 for bidding of projects with public funds. Multiple bids were received and evaluated to ensure that the best price and value were obtained at the required level of quality. During construction, work was closely monitored and all change orders were verified for accuracy and pricing. Schedules were maintained on each project to be sure progress, change orders, and contractor invoices were tracked, ensuring budget targets were met.

Here are some other examples of cost savings that have arisen during or because of projects that were completed in this levy cycle:

High-efficiency lighting retrofits in the Aviary, Elephant building, Indoor Theater, and Entry Plaza have resulted in annual cost savings of \$11,545 on electrical bills paid in the Operating Fund.

In the design of the Aquarium, material reuse of items like glass block façade, reconditioning historical interior stone lintels as new exterior site benches, and salvaging and reusing some existing doors helped keep material costs down. The marine exhibits increased from 37% of the total space within the Aquarium to 87%. This would have also increased the amount of water required for backwash recovery, but this was significantly reduced by the creative development of an alternate process for saltwater systems, thus decreasing the future operating costs of the Aquarium. The mechanical, electrical, plumbing, and lighting systems were designed and installed with high energy efficiency which will also help keep future operating costs lower.

Other improvements/maintenance and repairs that have been made over the years include:

- Replaced Heating/Air Conditioning systems with more energy efficient systems in the Arctic, Museum, Savannah holding areas and Nature's Neighborhood.
- Replaced roofs for the veterinary building and maintenance/warehouse buildings.
- Upgraded lighting and sound systems at Amphitheater to keep it operating as a viable venue for concerts, aiding in reducing reliance on operating levy
- Made exterior renovations to Aviary, Broadway Gardens, Reptile House, Vet, Savanna offices, Lodge
- Upgraded Fire Alarm systems
- Renovated Primate Forest and Wolf exhibit, repaired Arctic gunite
- Repaired Pedestrian Bridge/Ramp
- Renovated Conservatory

SECTION 5F: REVENUE HISTORY

As noted previously, the revenues received from the capital levy have decreased over the years while private contributions and support from the Foundation have increased. Expenditures were tracked and monitored to stay in line with the overall decrease in revenues. At the start of the levy cycle, the amount intended for private contributions was to be \$3 million, which amounted to 3.4% of total funding. During this levy cycle, private contributions were increased to offset the forecasted decrease in levy collections, and amounted to \$12.783 million, which represents 14.3% of total funding. In this request for renewal, it is anticipated that outside levy funding sources will be \$27 million, which represents 28.6% of total funding.

SECTION 5G: FURTHER FUND BALANCE INFORMATION

We believe we have shown the fund balance adequately and are not providing any additional information for this section.

DEMOGRAPHICS

During this Capital Levy cycle, the Toledo Zoo made a commitment with various community leaders that we would strive to increase the MBE participation in the contracts issued during the construction of projects. Over the last 10 years, the Toledo Zoo has focused efforts on increasing MBE spend by establishing target spend percentages for capital projects and has also placed focus on developing relationships and partnerships with people and businesses within the MBE community.

Based on an organizational initiative to improve our minority inclusion efforts, the method of tracking MBE contract spending was established in mid-2009. Below is a table that presents the total cost for each project, the MBE project participation, and the MBE percentage participation for that project. The overall goal when tracking was started was to have 10% MBE spending on projects. The total projects that have been tracked total \$41,544,851 and do not include capital funds spent for bond repayments, interest, wages and fringes, dollars spent before tracking started, or allowances made elsewhere for projected costs to complete.

Project	Project Cost	MBE	MBE %
		Participation	
Bull Facility & Exhibit Yard	\$3,042,377	\$405,171	13.32%
Cow/Hippo Facility	\$7,273,630	\$1,429,989	19.66%
Savanna Offices Exterior Restoration	\$545,674	\$40,007	7.33%
Crocodile Exhibit	\$831,723	\$81,075	9.75%
Aquarium	\$22,718,616	\$2,087,234	9.19%
Penguin Exhibit	\$3,410,634	\$309,621	9.08%
Projects Less than \$500,000 (60 projects)	\$3,722,197	\$106,741	2.87%
(66 projects) Total	\$41,544,851	\$4,459,838	10.73%

Also during this capital levy cycle, efforts were made to use local vendors/suppliers whenever possible. In the schedule below, major contracts that were let over the levy cycle are segregated into values awarded to vendors based on the location of their offices. Total contract values vary from values reported elsewhere because not all contracts are complete and finalized, and projections were used to show completed project costs for projects not yet completed. A significant portion of the \$18,217,971 noted below in other contracts are costs associated with out-of-state zoo and aquarium specialized architectural firms. These firms did use local mechanical, electrical, plumbing, civil, and structural firms as part of their team, but it is not possible to determine an exact percentage of that local participation that is included in the \$18,217,971.

		Value Awarded To Lucas County	Value Awarded To Wood County	Value Awarded To Other Counties	Total Value All Contracts
Capital Repair & Maintenance Projects		\$6,796,194	\$1,211,069	\$1,287,239	\$9,294,502
Major Capital Projects		\$49,345,115	\$7,453,564	\$18,217,971	\$75,016,650
Т	otal	\$56,141,309	\$8,664,633	\$19,505,210	\$84,311,152

In addition to the tracking of the dollars spent, the Toledo Zoo hosts periodic receptions for MBE contractors and vendors at the Zoo to inform the MBE community of upcoming projects and give the Zoo staff an opportunity to build relationships with the MBE community. The Toledo Zoo has become a corporate member of the Ohio Minority Supplier Development Council (OMSDC) and has a staff member on the OMSDC's Local Advisory Committee whose purpose is to assist in the recruitment of corporate members and minority-owned companies. The OMSDC is a nonprofit regional affiliate of the National Minority Supplier Development Council whose mission is to "intervene in the economy of Ohio to retain, grow and enhance the profitability of minority-owned business." Our current MBE vendor listing has been merged with the OMSDC's list to broaden our vendor base. We also have a staff member who is a part of the University of Toledo's MBE/EDGE Committee which provides another avenue of accessing MBEs and working with other people in the community who are developing policies and procedures for their own organizations to participate more fully with MBEs in the community.

Board/Zoo Employee Demographics Operating and Capital Funds

	Mal	Femal	Hispanic or	White or	Black or		American Indian	Two or
	е	е	Latino	Caucasian	African American	Asian	Or Native American	More Races
Board	11	9	0	17	3	0	0	0
Full-Time Employees	78	99	4	166	4	1	0	2
Part-Time/Seasonal								
Employees	220	462	38	539	82	6	1	16
Senior Staff*	7	5	1	10	1	0	0	0

^{*}Included in Full-Time Employees