



ALEX A. DALLMAN

STATE REPRESENTATIVE • 41ST ASSEMBLY DISTRICT

Testimony in favor of Assembly Bill 341 & Senate Bill 347

Assembly Committee on State Affairs

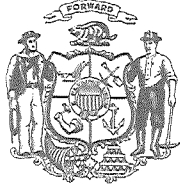
January 5th, 2022

Thank you, Chairman Swearingen and committee members, for allowing me to testify before you concerning Assembly Bill 341 and Senate Bill 347, relating to captive wildlife in facilities holding a U.S. Department of Agriculture exhibitor license. I would also like to thank Senator Wanggaard for his leadership in working with me on this piece of legislation.

These bills would allow private zoos & facilities to operate on a level playing field with public zoos. There are approximately 80 U.S. Department of Agriculture (USDA) Class C-Exhibitor Licensed facilities within the State of Wisconsin. Approximately 62 of those are private facilities and 18 are public. In addition to the USDA license, Wisconsin also requires private facilities, unlike public facilities, to be licensed with the Department of Natural Resources to be able to possess, sell, or purchase wild animals. In essence, the government collects fees from private wildlife parks while providing funding to their public competitor, even though each facility holds the same USDA credentials.

Private zoos continue to provide a fantastic opportunity for not only children, but people of all ages, to learn about many different types of animals from around the world. Timbavati Wildlife Park, a private zoo, is located in the 41st Assembly District, which I am lucky enough to represent and have had the opportunity to tour. I learned of the efforts that Matt and Alice Schoebel of Timbavati take each day, to ensure that the animals under their care receive proper treatment and a suitable environment.

It is only fair that private zoos are put on a level playing field with Wisconsin's publicly funded counterparts by removing an extra layer of licensing and paperwork. Members of the committee, thank you again for the opportunity to testify before you today and I would be happy to answer any questions you may have.



Van H. Wanggaard

Wisconsin State Senator

January 5, 2022

Testimony on Assembly Bill 341

Thank you Chairman Tauchen and members of the committee for hearing this bill today. Representative Dallman and I have brought Assembly Bill 341 (AB 341) forward to create parity, and consistency in state law.

Right now, in order for both public and private zoos to buy, sell, possess, and exhibit animals, they must hold a valid license through the U.S. Department of Agriculture (USDA). In addition, the State of Wisconsin requires facilities to obtain a state license for buying, selling, possessing, and exhibiting animals. However, public zoos and aquariums are not required to have this license.

Here's where it gets muddy, state statute defines a "public zoo or aquarium" as one that is operated by a city, village, or county, or that is an accredited member of the American Zoo and Aquarium Association (AZA). So, for example, the private International Crane Foundation is considered a public zoo under state law because they are a member of the AZA.

AB 341 is written to say that if a facility is licensed by the USDA, meaning they are in compliance with federal regulations and standards as demonstrated through random inspections, the State of Wisconsin cannot require them to obtain an additional license through the State to operate.

I spent nearly 10 years on the Racine Zoological Society Board of Directors. When the Racine Zoo, which is a public zoo exempt from the state licenses, would renovate exhibits or anything else that required animals to be moved, we would send our animals to private zoos in the area to be cared for. We trusted those private zoos to care for our animals as we would – and they did. It simply does not make sense to require those private zoos to obtain additional state licensing.

Wisconsin is home to many wonderful private zoos that offer awesome recreational and educational opportunities to children, and people of all ages. This is a common sense bill that will simplify our state licensing requirements, and reduce the burden of red tape on many private zoos throughout Wisconsin.

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Assembly Committee on State Affairs

2021 Assembly Bill 341

Captive wildlife in facilities holding a USDA exhibitor license

January 5, 2022

Good afternoon Chair Swearingen and members of the Committee. My name is Amanda Kamps, Wildlife Biologist for the Wisconsin Department of Natural Resources. Joining me to assist with questions is Administrative Warden Pete Dunn. Thank you for the opportunity to testify, for informational purposes, on Assembly Bill 341 (AB 341), related to captive wildlife in facilities holding a U.S. Department of Agriculture (USDA) exhibitor license.

Under current law, no person may possess, take, propagate, sell, purchase, transfer, exhibit, or rehabilitate live wild animals unless specifically authorized to do so by the DNR and with the appropriate approval. These statutes seek to ensure humane and appropriate possession of wildlife. Currently, there are limited exemptions to these requirements, including for the department and veterinarians who perform treatment on captive wild animals. Depending on the type of activity to be authorized, there may also be exemptions for circuses and public zoos and aquariums accredited by the American Zoological and Aquarium Association (AZA). Other than these limited exemptions, most entities that exhibit wild animals are subject to department regulation.

This bill would exempt facilities that hold a USDA Class C Exhibitor License from state licensing requirements to possess, propagate, sell, purchase, or exhibit live wild animals. Requirements for federal and state licenses are not always identical. By exempting USDA Class C Exhibitors from various department licensing requirements, this bill would remove department regulation and oversight over a significant class of persons and businesses which possess, propagate, sell, purchase, or exhibit captive wild live animals. Reliance on federal approvals alone may result in the application of less restrictive regulations that may not sufficiently protect Wisconsin wildlife and natural resources.

Individuals and businesses who show or display warm-blooded animals to the public for compensation or anything of value, whether for profit or not, must obtain a USDA Class C Exhibitors License. A Class C Exhibitor may buy and sell animals as a minor part of the business to maintain or add to an animal collection. A wide variety of entities may meet the threshold for licensing, including agribusinesses, amusement parks, animal shelters, breeders, camps/resorts, educational institutions, nature/educational centers, rescues/rehabilitators, production companies, parks, petting zoos, retail, and sanctuaries.

AZA accredited zoos and aquariums are exempt from certain licensing requirements under current captive wild animal laws. The requirements to meet AZA accreditation are more stringent than the requirements under state statute and department licensing. These include requirements related to methods of acquisition and disposition, humane animal care and housing, human safety, and more. AZA requirements include consultation with state wildlife agencies on acquisition or homing of any native wildlife for which the state has direct authority over, which ensures that the department remains actively involved in decision-making. Therefore, the exemption for AZA accredited facilities from certain

department licenses eliminates duplicative licensing while still ensuring that state standards and goals related to the protection, care and safety of captive wild animals and the public are met.

By contrast, federal standards for licensing and regulation of a Class C Exhibitors License regarding methods of acquisition and disposition, humane animal care and housing, human safety, and record-keeping do not always align with state laws and requirements, and in some cases may be more lenient. For these licensees, requiring both a federal and state license is not duplicative, but complementary, with state licensing enhancing the protection, care, and safety of captive wild animals and the public.

Creating a license exemption for Class C Exhibitors would prevent the department from applying state standards designed to ensure humane handling, care, treatment, and transportation of captive wild animals. The possession, propagation, commercialization, and display of captive wild animals, including harmful wild animals, would no longer be subject to state laws and regulations, including those in Ch. NR 16. This could result in unique, less stringent treatment of a class of captive wild animal possessors that has potential to be significant in reach.

Without consistent standards, there may be increased potential for disease transmission between captive wild animals and domestic and free-roaming wild populations due to escapes and inadequate separation. Certain species, if escaped, have high potential to cause damage, adopt feral behaviors, propagate, and present public safety concerns. Incidents related to animal health, humane care and housing, and human safety would no longer be referred to the department. Instead, these would be referred to USDA, which may not be able to respond and enforce in a timely manner. Department authority over animals-at-large would no longer apply. Instead, response to animals-at-large incidents would be left to the regulation and discretion of local units of government, which may not be equipped to handle such incidents.

Additionally, Class C Exhibitors would no longer be subject to record keeping requirements that apply to most other possessors of captive wild animals and they would not be required to submit any information to the department. The department's ability to "assume title on behalf of the state" of any captive wild animal possessed in violation of the captive wild animal laws may be prevented, if not entirely removed.

The department also has concerns with information sharing and record transference. Class C Exhibitors who lapse in license renewals or have their licenses revoked would technically become subject to state captive wildlife laws again until obtaining a new Class C Exhibitor license. In addition, it is plausible that the scope of entities eligible for Class C Exhibitor licenses may be expanded or limited through federal rulemaking, which would in turn change the scope of the exemptions contemplated by this bill. As a result of these relationships, the department's own ability to apply state captive laws correctly and appropriately will become dependent upon timely and effective information sharing and record transference by USDA. We are unsure whether USDA is aware of the new obligations that would stem from this bill's passage or the ability of USDA to meet the needs that would arise.

In summary, a reliance on less restrictive federal regulation at the exclusion of state regulation may not sufficiently protect Wisconsin's wildlife, the environment, and the public. On behalf of the Department of Natural Resources, we would like to thank you for your time today. We are happy to answer any questions you may have.

Hello,

My name is Matt Schoebel.

I represent Timbavati Wildlife Park located in Wisconsin Dells. I'd like to take a moment to thank everyone for taking the time today to listen and give their opinions on AB 341. I'll start with a brief history of my family's involvement in the wildlife industry. My Grandfather Les Schoebel started in the fur farming industry in the 1960's, eventually transitioning into propagating many species for supplying zoos. He was a member of AZA with voting rights until the late 1970's at which time the private sector was forced out. During his membership in the AZA Les received recognition for raising many rare species such as red wolves. In the 1970's my parents Mark and Alice Schoebel became USDA licensed, a license that we have held in good standing for more than forty years. As a family we built three wildlife parks and one zoo Timbavati which is our permanent home today. My parents were involved in many programs in conjunction with UW Stevens Point and the Wisconsin Department of Natural Resources, such as reintroduction of pine marten and fisher to Northern Wisconsin. Internship programs were created for biology and wildlife students from UW Point. My father and I went to the Ford farm near Wolverine Michigan, in the winter of 1995 where we captured the first group of Elk that were later reintroduced to Wisconsin in the Clam Lake area. We work with many zoos, private and public both in Wisconsin and throughout the United States and continue to do so. Part of our business is transportation and contracting. We designed and built a portion of the Grizzly Bear Exhibit at Marshfield Zoo, built the holding areas for carnivores at Irving Park Zoo, housed Racine Zoos Orangutans for a year and a half while they build a new exhibit, dropped what we were doing and drove to Minot North Dakota when their zoo was about flood and hauled three giraffe

and two grizzly bears to safety at other locations. These are just a few examples. I am the third generation of my family to make this industry my life, my children represent the fourth, they've been actively involved since they were old enough to walk. The reason we are here today, is to help insure their future and the future of all facilities in Wisconsin.

A.B 341 is an economic parity bill, amending the current Captive Wildlife Bill 169, with the hope of leveling the playing field. The argument is often made that a USDA license is not evidence of exceptional or even adequate animal care and we need further oversight for the non AZA facilities, yet no facility, private, ZAA or AZA accredited public zoos can operate without a class C USDA license. This would be a violation of federal law. While I applaud any facilities efforts to exceed the minimum standards, doing so should not exempt you from the laws that the rest of the industry must abide by. If AB 341 is an unreasonable request, then I would ask you to remove exemptions for all facilities. The USDA has regulated the wildlife industry for decades and has continually refined its standards to reflect concerns in industry standards and animal welfare needs via the (AWA) Animal Welfare Act and the (AWR) Animal Welfare Regulations updated in 2021. I would direct you to the AWA Part 3 Subpart D Nonhuman Primates, Subpart E Marine Mammals and Subpart F Other Species. Particularly to the sections in this subpart pertaining to facilities, space requirements, feeding, watering, sanitation, ventilation, lighting, employees, and transportation. While all industries have members, who are not doing a sufficient job, the USDA has the power and authority to cite, fine, suspend and or revoke the USDA license at any time. More governmental overreach is not what is needed. Patrons vote with their hard-earned dollars and the USDA has the tools to do its job.

I was recently asked "Why should changing the law for just a few facilities be considered?" I'm curious, when the law was changed in the first place, why were only 5 facilities exempted? There are currently 83 other class C license holders in the state of Wisconsin. All of which are burdened with a different set of rules.

Non accredited, family-owned wildlife parks and zoos work hard to create revenue to enhance their facility's, create jobs and promote tourism which directly benefits other businesses throughout the state. Hotels, gas stations, restaurants, RV parks and so on, ultimately benefit leading to more tax revenue for the State of Wisconsin. Private facilities receive no funding from the state, no property tax breaks, no work comp breaks, no insurance breaks and no thank you at tax time. Every year there's another law to follow or another tax to pay. These family businesses rely solely on the hard work they do to survive, as it should be. Public facilities on the other hand receive large portions of their budgets from the taxpayer. Property owned by the government and non-profits are generally exempt from paying property taxes. The state of Wisconsin self-insures another break for public facilities. Add all these things up coupled with exemptions from the rules and you have an unfair trade advantage on the verge of becoming a monopoly through regulation and taxation.

In conclusion, all of Wisconsin's zoos and wildlife parks are important to the state economy. The vast majority of Wisconsin's parks and zoos exceed the current regulations and do a good job caring for their animals. Facilities that are publicly funded and accredited or privately held have many of the same goals. We educate the public about our everchanging world, conservation, propagation of species and connect people and wildlife. All of the organizations here today, whether in

support of or objection to AB 341 have one thing in common. We all have a symbiotic relationship with wildlife, as none of us can support ourselves without the wildlife we care for. I strongly encourage you to level playing field and support AB 341.

Thank You.

From: Steve Pulera <steve.pulera@zoo.org>
Subject: Testimony in favor of AB-341/ SB-347
Date: January 4, 2022 at 7:44 PM
To: Judy Domaszek <judy.domaszek@legis.wisconsin.gov>
Cc: Steve Pulera <steve.pulera@zoo.org>



Testimony in favor of AB-341/ SB-347

Hello and thank you for giving me the opportunity to write in for support of this bill.

My name is Steve Pulera and I currently hold a USDA class C exhibitor license and am a member of the Zoological Association of American, ZAA. I have worked in AZA accredited, ZAA accredited and USDA licensed facilities in my career. Having over a decade and a half experience working in all three settings; I have a clear and practical understanding of how standards are kept and inspections are run. The commonality for the three types of institutions is that they are all governed by USDA. USDA is the governing authority over animal exhibitors, zoos, aquariums, animal laboratories and animal dealers. The USDA enforces the Animal Welfare Act, which was established in 1966.

Though the Animal Welfare Act was originally created to merely regulate animal dealers and labs, which used cats, dogs, hamsters, guinea pigs, rabbits, and non-human primates, it has changed dramatically. The Animal Welfare Act has and has been amended over 7 times, from its inception through 2008. All these amendments have included more animal welfare regulation, not less. At present, the Animal Welfare Act not only regulates animals at research and lab facilities, but animals on exhibition, zoo animals, circuses, shelters, sanctuaries, and private dealers and breeders, across the United States and its territories.

The Animal Welfare Act has been amended to provide a universal and concise standard for the exhibition of animals. It has improved standards for lab animals and established holding periods for dogs and cats in shelters. The AWA has also expanded to promote psychological well-being for non-human primates in zoo settings, and provided better enforcement against dog fighting, with stricter penalties on offenders. In summary, the Animal Welfare Act is continuing to evolve and meet the needs of animals in modern times, in a sufficiently regulatory manner.

There are currently 37 class A and B CWAFWL licensees that also possess a class C exhibitor license raising a revenue of only \$1,000 annually. Out of these 37 institutions hardly any are inspected by the DNR. However, the USDA does in fact inspect each licensed facility and can do so multiple times each year, at any given time, without notice.

Forcing class C exhibitors to obtain and pay for additional state licensing fees and exempting others does not give a fair playing field, especially when they are regulated under the same agency. The Association of Zoos and Aquariums is just that, an association, not a regulatory body. Though the AZA does have an accreditation process, the AZA does not have the ability to shut down institutions, or enforce regulatory actions – only USDA can do this.

At this time, I'd also like to point out that the DNR does not currently govern all native wildlife in Wisconsin. Wisconsin DATCP regulates all captive raised deer, including the import/ export, facilities requirements and licensing. DATCP and has been doing so effectively for years, without the DNR.

I am in full support of this bill as it will allow myself and many other privately run zoological facilities the same opportunities given to the public zoos, municipal zoos, and zoos accredited by AZA.

Thank you,

Steve Pulera

5528 35th Street, Unit 203

Kenosha, WI 53144



Testimony in Opposition of Assembly Bill 341 and Senate Bill 347
Presented to the Committee on State Affairs
Megan Nicholson - Wisconsin State Director, The Humane Society of the United States
January 5, 2022

Chairman Swearingen and fellow Committee Members:

On behalf of the Humane Society of the United States (HSUS), the nation's largest animal protection organization, and our Wisconsin supporters and members, thank you for the opportunity to provide our comments in opposition to Assembly Bill 341 and Senate Bill 347. HSUS was pleased that there was a bipartisan vote against SB 347 in the Senate, with all Democrats opposing the bill.

Wisconsin is currently one of five states with exceedingly lax regulations on the possession of many wild animal species such as tigers, lions, hyenas and primates. Although people who breed or exhibit such species are required by federal law to be licensed by the U.S. Department of Agriculture (USDA), which enforces the federal Animal Welfare Act (AWA), there are species native to Wisconsin – including bears, cougars, bobcats, lynx and fox – that require an additional license from the Wisconsin Department of Natural Resources. The state license establishes a standard of care that significantly exceeds that of the AWA. Removing state licensure and oversight for these species would be detrimental to animal welfare as well as public safety.

A USDA license is not evidence of exceptional – or even adequate – animal care. The AWA is outdated, vaguely worded and establishes only very minimal guidelines for animal husbandry.

For example, a USDA licensee must provide a bear with little more than daily food and only enough space to stand up, turn around and lie down. Unfortunately, there are countless roadside zoos across the country that provide these complex and wide-ranging animals little more than that.

By contrast, DNR requires licensees to provide a bear with at least 400 square feet of space, a tank or pool with a minimum of 150 gallons of water, and enrichment to combat boredom and allow the animal to engage in natural behaviors.

In 2010, the Office of Inspector General criticized the USDA for its poor enforcement of the AWA, including for failure to recognize safety-related violations.ⁱ A follow-up audit in 2021 –determined that the agency had not taken proper action regarding public barriers at facilities with potentially dangerous animals or the reporting of animal escapes and attacks. In addition, the audit determined that almost 30% percent of inspections in OIG's sample were late and concluded, "As a result, APHIS cannot fully ensure the safety of the animals exhibited or the safety of the public who view those animals."ⁱⁱ With just over 100 USDA inspectors covering the entire nation, there are not nearly enough federal inspectors to vigorously enforce the weak standards of the AWA.

Removing state oversight would be detrimental to many native captive wild animal species in Wisconsin and threaten public safety.

We urge you to oppose AB 341. Thank you for your consideration.

Megan Nicholson
Wisconsin State Director
The Humane Society of the United States
mnicholson@humanesociety.org

Office of Inspector General, "Controls Over APHIS Licensing of Animal Exhibitors," Audit Report 33601-10-Ch June 2010, page 2.ⁱ U.S. Department of Agriculture, Office of Inspector General, Follow-Up to APHIS' Controls Over Licensing of Animal Exhibitors, Audit Report 33601-0001-23, March 2021.

AB 341 / SB 347 – IMPORTANT POINTS ON THIS BILL



AB 341 poses an immediate threat to the public health and safety of Wisconsin residents

- Without the state standards currently in place, there is increased potential for disease transmission between captive animals and domestic or wild populations. We have already seen this become a significant concern with COVID-19. Lowering these safeguards through the passage of AB 341 would only increase the future risk for Wisconsin residents.
- Wisconsin state wildlife veterinarian, Dr. Lindsey Long, testified that this bill would eliminate state standards “designed to enhance the protection, care and safety of the animals and the public”, and that certain species affected by this bill have a “high potential to cause damage and present public safety concerns” if they escape.

AB 341 would increase the risks to Wisconsin law enforcement officers and animal control staff

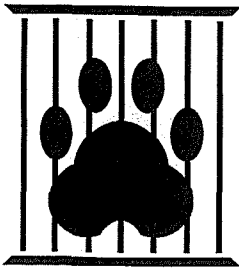
- This bill would limit DNR’s ability to confiscate animals from situations where they may escape or are presenting a danger to the public. These facilities often hold a wide range of large, dangerous, or even diseased animals. Local police departments and animal control centers are often not licensed for, or well equipped to, handle aggressive wild animals. AB 341 would put animal control and law enforcement at greater risk as the first responders to these situations.

AB 341 would hand over state control to the federal government, with worse results

- This bill also takes responsibility out of the hands of Wisconsin experts and gives it to the federal government. Under AB 341, concerns about animal health or public safety would need to be submitted to the USDA instead of the Wisconsin DNR. This would mean greater federal involvement for Class C owned wildlife without the expertise of Wisconsin agencies most familiar in dealing with our local animals.
- The USDA has already been cited by the Inspector General for poor oversight of the Animal Welfare Act and failing to recognize safety-related violations. Turning over full control to the federal government means significantly delayed responses for public safety concerns, complaints, and investigations on behalf of our animals and residents.

AB 341 protects lawbreakers and puts animals at greater risk for abuse, neglect, and mistreatment

- Wisconsin has done a good job protecting animals through WI DNR rules that hold Class C owners to a better standard of care and safety. This bill would eliminate those important standards and would mean violations and abuse would no longer be reported to the state, slowing investigations and limiting enforcement of illegal activity.
- Class C owners would be exempt from state record- keeping rules, which means DNR’s ability to know of and stop animals possessed in violation of the law would be effectively eliminated.



WISCONSIN PUPPY MILL PROJECT, INC

424 North Avenue Sheboygan, WI 53083

January 5, 2022

Vote NO on Assembly Bill 341

We have years of experience working with the United States Department of Agriculture (USDA) and with federally licensed facilities through Animal and Plant Health Inspection Service (APHIS) in enforcement of the Animal Welfare Act (AWA). In brief, we provide several examples of our experience and our concerns with federal oversight through the USDA / APHIS:

- **USDA standards are MINIMUM. Minimum standards under the USDA / APHIS / AWA are just that, minimum—meaning enough for an animal to be kept alive. Minimum standards are inadequate for animals to have quality of life.**
- **USDA's performance in enforcing the Federal Animal Welfare Act is so dismal that the Office of Inspector General has recently concluded an audit on the agency. The OIG submitted recommendations to USDA / APHIS to better enforce the AWA, but APHIS has returned responses that are weak and inadequate to address the OIG findings and to meet its recommendations.**
- **The USDA has established a new THREE YEAR licensing program, meaning that Class C license holders only need to renew licenses once every three years and inspections in support of holding those licenses are sporadic, in fact...**
- **The USDA suspended all on-site inspections over the past fifteen months. Inspections during the pandemic, if done at all, were held via video chat, allowing the license holder to "show" what they wanted. USDA / APHIS requires inspections on a "periodic" basis and, according to the OIG report, even then were unacceptably late 27.9% of the time.**
- **USDA caging standards are inadequate compared to those currently required under WI DNR and WI DATCP. Animal escape is inevitable. Wild animals that come from captive environments are not capable of sustaining themselves once dependent on human care. Animals will suffer, the public may be put at risk, and species could become invasive.**

The USDA has had years to correct deficiencies in regulations and inspections identified in an Inspector General report of 2010—and yet, those deficiencies are still “under discussion” and have not been fully resolved. By its own reports, the federal government is not capable of inspecting and enforcing regulations on captive wildlife exhibitors to a standard of care and safety Wisconsinites deserve. We encourage you to review the attached document from the US Office of the Inspector General. Please take note of the highlighted text. Removing current DNR and DATCP authority over captive wildlife and replacing it with USDA Class C licensing and inspection authority would be a giant leap in the wrong direction for Wisconsin. We ask that you reject SB347 / AB341.

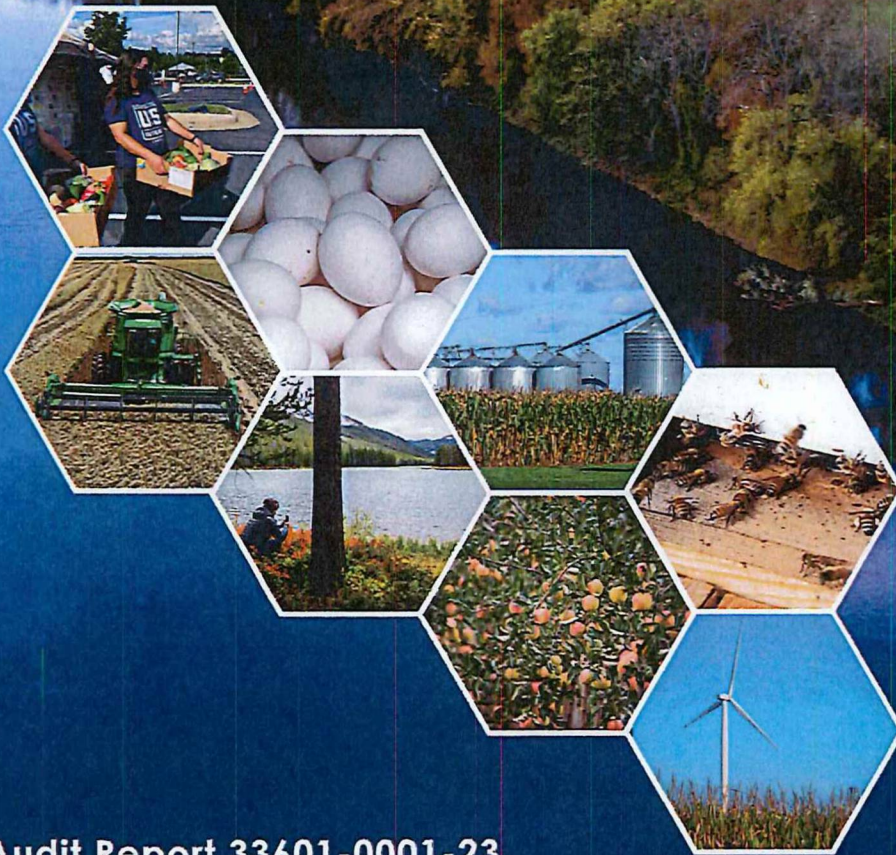
Respectfully submitted,

Louise Hansen
Education and Outreach Coordinator
The Wisconsin Puppy Mill Project, Inc



United States Department of Agriculture

Follow-Up to Animal and Plant Health Inspection Service's Controls Over Licensing of Animal Exhibitors



Audit Report 33601-0001-23

March 2021

OFFICE OF INSPECTOR GENERAL

Follow-Up to Animal and Plant Health Inspection Service's Controls Over Licensing of Animal Exhibitors

Audit Report 33601-0003-23

OIG evaluated APHIS' controls over the licensing of exhibitors of dangerous animals and the agency's efforts to safeguard both the animals and members of the public who visit exhibitor facilities.

OBJECTIVE

To evaluate APHIS' controls over the licensing of exhibitors of dangerous animals, and the agency's efforts to safeguard both the animals and members of the public who visit exhibitor facilities. As part of this audit, we followed up on the recommendations from our previous audit issued June 2010 with emphasis on the recommendations relating to public safety.

REVIEWED

OIG interviewed APHIS officials and analyzed pertinent documents, complaint procedures, the Risk Based Inspection System, and inspection reports.

RECOMMENDS

APHIS should conduct a study to determine if there continues to be an issue with public barriers at licensed exhibitors with potentially dangerous animals and determine if APHIS has the authority under the AWA to require exhibitors to report animal escapes and/or attacks to APHIS. APHIS also should document reasons for canceling regulatory proposals and implement controls to ensure inspections are timely completed.

WHAT OIG FOUND

Under the Animal Welfare Act (AWA), the Animal and Plant Health Inspection Service (APHIS) regulates the use of certain warm-blooded animals in research, exhibition, and commerce in order to ensure their humane treatment. All facilities that exhibit animals regulated under the AWA must be licensed with APHIS and be inspected on a periodic basis.

We reviewed the corrective actions APHIS implemented following a June 2010 Office of Inspector General (OIG) audit. While we found that APHIS implemented corrective actions for six of the seven recommendations, APHIS did not fully implement one recommendation. Specifically, APHIS developed a work plan to amend the regulation for defining public barriers and reporting all escapes and attacks involving dangerous animals; however, the plan did not ultimately result in regulatory change and the proposed regulatory change was canceled. APHIS could not explain why the proposed change was canceled, nor why it did not create a new work plan, because the agency regulatory tracking database did not capture the necessary information.

We also found that 24 out of 86 (more than 27.9 percent) inspections conducted at the 19 exhibitors in our sample were deemed late. This occurred because APHIS relied solely on the supervisory animal care specialists to monitor the completion of inspections without any other compensating controls to accomplish this monitoring. As a result, APHIS cannot fully ensure the safety of the animals exhibited or the safety of the public who view those animals. APHIS agreed with our findings and recommendations, and we accepted management decision on the four recommendations.



OFFICE OF INSPECTOR GENERAL
United States Department of Agriculture



DATE: March 12, 2021

**AUDIT
NUMBER:** 33601-0003-23

TO: Kevin Shea
Administrator
Animal and Plant Health Inspection Service

ATTN: Robert Huttenlocker
Deputy Administrator
Marketing and Regulatory Programs—Business Services

FROM: Gil H. Harden
Assistant Inspector General for Audit

SUBJECT: Follow-Up to Animal and Plant Health Inspection Service's Controls Over
Licensing of Animal Exhibitors.

This report presents the results of the subject review. Your written response to the official draft is included in its entirety at the end of the report. We have incorporated excerpts from your response, and the Office of Inspector General's (OIG) position, into the relevant sections of the report. Based on your written response, we are accepting management decision for all four audit recommendations in the report, and no further response to this office is necessary. Please follow your internal agency procedures in forwarding final action correspondence to the Office of the Chief Financial Officer (OCFO).

In accordance with Departmental Regulation 1720-1, final action needs to be taken within 1 year of each management decision to prevent being listed in the Department's annual Agency Financial Report. For agencies other than OCFO, please follow your internal agency procedures in forwarding final action correspondence to OCFO.

We appreciate the courtesies and cooperation extended to us by members of your staff during our audit fieldwork and subsequent discussions. This report contains publicly available information and will be posted in its entirety to our website (<http://www.usda.gov/oig>) in the near future.

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Background and Objectives

Background

Under the Animal Welfare Act (AWA), the Animal and Plant Health Inspection Service (APHIS) regulates the use of certain warm-blooded animals in research, exhibition, and commerce in order to ensure their humane treatment.¹ As part of its mission, APHIS Animal Care is charged with providing leadership in: (1) determining standards of humane care and treatment of animals; (2) implementing those standards; and (3) ensuring compliance with those standards through inspection, education, and cooperative efforts.² All facilities that exhibit animals regulated under the AWA must be licensed with APHIS and be inspected on a periodic basis. As of December 2019, there were 2,245 Class “C” (Exhibitor) licensees nationwide.³

APHIS Animal Care is headquartered in Riverdale, Maryland, with an operational office located in Fort Collins, Colorado. To ensure compliance with the AWA, APHIS inspectors must inspect all licensed facilities. The inspectors are located throughout the United States and conduct both announced pre-license inspections and unannounced routine and/or focused inspections on a periodic basis. As of December 11, 2019, there were 3 assistant directors that oversee the 14 supervisory animal care specialists (SACS); the SACS supervise 66 veterinary medical officers (VMO) and 43 animal care inspectors (ACI). During fiscal year (FY) 2019, APHIS inspectors performed over 2,800 inspections of exhibitors in their assigned geographic areas.⁴

Animal exhibitors are public or private entities that exhibit animals to the public.⁵ Examples of exhibitors include individuals, public zoos, roadside zoos, circus/traveling exhibitors, and State parks. APHIS requires licensed exhibitors to provide their animals with adequate care and treatment in the areas of housing, handling, transportation, sanitation, nutrition, veterinary care, and protection from extreme weather and temperatures.⁶ Exhibitors must maintain, on their premises, accurate records of the animals that come into their possession and of the veterinary care the animals receive.⁷ Exhibitors must minimize possible harmful risks to animals and the public during public exhibition.⁸ Specifically, any animal must be handled to minimize the risk of harm to the animal and to the public, with sufficient distance and/or barriers between the animal and the general viewing public to assure the safety of animals and the public.⁹

When APHIS inspectors identify items that are not in compliance with Federal standards, APHIS holds those facilities responsible for properly addressing and correcting those items within a specified timeframe. APHIS inspectors record the results of their inspections in the online

¹ The AWA is codified at 7 U.S.C. § 2131 *et seq.*

² APHIS Animal Welfare Assessment (2007).

³ Class “A” and “B” licenses are issued to breeders, brokers, and dealers.

⁴ Both VMOs and ACIs conduct inspections of exhibitors. For the purpose of this audit, both will be referred to as APHIS inspectors.

⁵ 7 U.S.C. § 2132(h).

⁶ 9 C.F.R. § 2.100(a); *see also* 7 U.S.C. § 2143(a).

⁷ 9 C.F.R. § 2.75 (a)–(b).

⁸ 9 C.F.R. § 2.131 (a)–(e).

⁹ 9 C.F.R. § 2.131(c)(1).

Animal Care Information System (ACIS). To determine the timing of inspections, APHIS developed a Risk Based Inspection System (RBIS) to ensure that resources are effectively targeted and that entities with a “high risk” for noncompliant items (NCI) are inspected more frequently.¹⁰ APHIS uses factors, such as the number and severity of NCIs recorded in ACIS and potential for human injury through direct contact with dangerous animals, to determine inspection frequency for each exhibitor.¹¹ The AWA authorizes the Secretary of Agriculture to suspend or revoke an exhibitor’s license for any violations of the AWA or the agency’s regulations and standards.¹²

Prior Audit

In 2010, we evaluated APHIS’ controls over the licensing of exhibitors of exotic animals and the agency’s efforts to safeguard both the animals and members of the public who visit exhibitor facilities.¹³ The audit found that APHIS inspectors did not report safety conditions because the inspectors were challenged by APHIS’ broadly worded guidance while evaluating compliance at the facilities. We noted several instances in which APHIS inspectors either did not identify safety-related deficiencies during inspections, or did not document the conditions and require corrective actions due to the lack of periodic onsite supervision. We recommended that APHIS issue clear regulations and guidance that define what constitutes a sufficient public barrier and require exhibitors to report all escapes and attacks involving dangerous animals to APHIS’ ACIs. APHIS agreed to develop a work plan for a change in regulation and issue revised guidance.¹⁴ The audit also found that APHIS renewed United States Department of Agriculture (USDA) exhibitor licenses to individuals who could not provide evidence that they actually exhibited their animals. Additionally, APHIS inspectors were unable to timely locate traveling exhibitors (for example, circuses) to conduct inspections. APHIS agreed with the findings and achieved final action on all recommendations. Since the previous report was issued, APHIS has increased the use of its subject matter experts and SACS’ oversight of the APHIS inspectors through use of onsite supervision during inspections. Additionally, APHIS issued a new regulation that removed the license renewal process for exhibitors; specifically, licensees must reapply for their license every 3 years, instead of automatically being renewed upon payment of fees.¹⁵

Objectives

To evaluate APHIS’ controls over the licensing of exhibitors of dangerous animals, and to evaluate the agency’s efforts to safeguard both the animals and members of the public who visit

¹⁰ High-risk exhibitors include but are not limited to: facilities with any critical NCI, any repeat NCI, or four or more non-repeat, non-critical NCIs cited on an inspection report (such as “unsatisfactory” inspection results).

¹¹ Dangerous animals include: lions and tigers (and other “big cats”), wolves (and other “large wild/exotic canids”), bears, elephants (and other “mega herbivores”), and great apes.

¹² 7 U.S.C. § 2149(a).

¹³ Audit Report 33601-10-Ch, *Controls Over APHIS Licensing of Animal Exhibitors*, June 2010.

¹⁴ A regulatory work plan is a document prepared by APHIS officials that describes the change in regulation that APHIS plans to develop. The work plan assesses the risk, significance, and effects of the proposed regulatory change. The Office of Management and Budget uses the work plan to designate the proposed regulatory action as “significant” or “not significant”.

¹⁵ Animal Welfare; Amendments to Licensing Provisions and to Requirements for Dogs, 85 Fed. Reg. 28,772 (May 13, 2020).

exhibitor facilities. As part of this audit, we followed up on the recommendations from our previous audit, issued June 2010, with emphasis on the recommendations relating to public safety.

Our audit did not identify any deficiencies in the licensing of animal exhibitors. We evaluated APHIS' final actions for all seven recommendations from the previous audit. (See Exhibit A). For Recommendations 2, 3, 4, and 7, the final actions taken by APHIS corrected the issue previously identified. For Recommendations 5 and 6, APHIS initially did not take action beyond obtaining an Office of the General Counsel (OGC) opinion. However, in May 2020, APHIS issued new regulations that addressed the Office of Inspector General's (OIG) previously noted concerns related to Recommendations 5 and 6.¹⁶ Recommendation 1 is addressed in Finding 1 of this audit.

¹⁶ Animal Welfare; Amendments to Licensing Provisions and to Requirements for Dogs, 85 Fed. Reg. 28,772 (May 13, 2020).

Finding 1: Additional Action Needed for Deficiencies Noted During the Prior Audit

We reviewed the corrective actions APHIS implemented following the June 2010 OIG audit.¹⁷ While we found that APHIS implemented corrective actions for six of the seven prior recommendations, APHIS did not fully implement one recommendation beyond the work plan and the issuance of guidance.¹⁸ Specifically, APHIS developed a work plan to amend the regulation for defining public barriers and reporting all escapes and attacks involving dangerous animals; however, the plan did not ultimately result in regulatory change. The proposed regulatory change was canceled; therefore, known deficiencies from the prior audit may not have been corrected. Additionally, APHIS officials stated that guidance could not be issued without the regulatory change and, therefore, had to rescind the previously issued guidance. Since the agency regulatory tracking database did not capture a reason why the change was not implemented, APHIS could not explain why the proposed change was canceled, nor why it did not create a new work plan. Without this regulatory change, as noted in the previous audit, APHIS cannot adequately ensure the safety of the animals exhibited or the safety of the public that views those animals.

According to Departmental regulation, USDA agencies and staff offices are required to establish, maintain, evaluate, improve, and report on systems of controls. When control deficiencies are detected, they must be promptly corrected by the agency.¹⁹ In addition, Federal regulations require APHIS inspectors to ensure that exhibitors provide a sufficient distance and/or barrier to keep the animals and public safe.²⁰

We reviewed the prior audit's corrective actions and interviewed APHIS officials to determine if APHIS fully implemented the audit's recommendations. In this audit, we found that APHIS better utilized its subject matter experts, provided direct supervision to its inspectors, and improved its ability to track the location of traveling exhibitors. Additionally, APHIS issued new regulations that removed the license renewal process for exhibitors.

We found that APHIS had implemented corrective actions for all seven recommendations from the prior audit. However, APHIS did not fully implement one of the recommendations beyond the work plan and issuing guidance.²¹ During the previous OIG audit, we found potential safety hazards at licensed exhibitors due to APHIS' broadly-worded guidance.²² For example, we previously reported that, at one facility, the public barrier was so close to a cougar enclosure that a visitor could reach across the barrier and insert a hand into the enclosure. At another facility, the "public barrier" consisted of a plastic chain as low as 12 inches above the ground. This facility provided tours to groups of school children who could easily cross the barrier to access

¹⁷ Audit Report 33601-10-Ch, *Controls Over APHIS Licensing of Animal Exhibitors*, June 2010.

¹⁸ Audit Report 33601-10-Ch, *Controls Over APHIS Licensing of Animal Exhibitors*, June 2010.

¹⁹ USDA Departmental Regulation (DR) 1110-002, *Management's Responsibility for Internal Control* (June 17, 2013).

²⁰ 9 C.F.R. § 2.131(c)(1).

²¹ Audit Report 33601-10-Ch, *Controls Over APHIS Licensing of Animal Exhibitors*, June 2010.

²² Audit Report 33601-10-Ch, *Controls Over APHIS Licensing of Animal Exhibitors*, June 2010.

the cages with dangerous animals. APHIS inspectors for both facilities did not take action on these hazards. APHIS officials stated that, due to the vague language of the regulations, it is difficult for ACIs to determine whether a public barrier is or is not sufficient. The previous audit also noted there were escapes of animals at licensed exhibitors that APHIS was unaware of because APHIS did not require exhibitors to report escapes and/or attacks to the agency.

APHIS agreed with OIG's recommendation to issue clear regulations and guidance that define what constitutes a sufficient public barrier and to require exhibitors to report all escapes and/or attacks involving dangerous animals to APHIS' ACIs.²³ APHIS agreed to develop a work plan for a change in regulation and to issue guidance. APHIS officials stated that the completed work plan was designated as significant by the Office of Management and Budget and an economic analysis was required.²⁴ Therefore, APHIS officials performed an economic analysis, which was completed in January 2014.

For the next 5 years, APHIS took no further action. Then, in March 2019, APHIS senior officials determined the regulatory change would need a new work plan if the agency still thought a change was necessary. When asked for the reason that APHIS had not taken action prior to March 2019, APHIS officials were unable to provide an explanation, as it was not documented in their regulatory document tracking database.²⁵ The March 2019 decision was documented solely in an email without any support or analysis regarding the continued need of the regulatory change. APHIS officials stated that, without the regulatory change, they had no authority to specify standards and therefore had to rescind the previously issued guidance. While we are unaware of any issues caused by APHIS' inaction, the agency is still required to correct known deficiencies. Additionally, due to the significance of the regulatory process, we recommend the agency ensures that the justifications behind removing any proposed regulations are documented.

We discussed our continued concerns about the broadly-worded public barrier guidance and the lack of a reporting requirement with APHIS officials. Due to the time span since the last audit, the officials suggested a study be conducted to determine if public barriers were still an issue.²⁶ Although APHIS officials had agreed with this recommendation in the previous audit, the current APHIS officials stated they would need to determine whether a requirement for exhibitors to report on animal escapes and/or attacks could be enacted under the AWA.²⁷

²³ Audit Report 33601-10-Ch, *Controls Over APHIS Licensing of Animal Exhibitors*, June 2010.

²⁴ When an agency determines that a regulation is the best available method of achieving the regulatory objective, it shall design its regulations in the most cost-effective manner to achieve the regulatory objective. An economic analysis evaluates the costs and benefits of enforcement and compliance to the Government, regulated entities, and the public. (E.O. 12866, "Regulatory Planning and Review," 58 Fed. Reg. 51735, Oct. 4, 1993).

²⁵ APHIS used a database to track the progress of regulatory changes sought by the agency.

²⁶ Our fieldwork phase coincided with the Coronavirus Disease 2019 (COVID-19) pandemic. APHIS inspectors were not performing inspections at this time. Therefore, we also were unable to perform site visits to licensed exhibitors during this audit. This did not affect our ability to achieve our audit objectives.

²⁷ During the previous audit (Audit Report 33601-10-Ch, *Controls Over APHIS Licensing of Animal Exhibitors*, June 2010), APHIS officials did not raise concerns about their authority to require exhibitors to report on animal escapes and/or attacks.

Since APHIS regulations concerning public barriers and reporting of escapes and/or attacks have not changed, the public safety issues noted during the previous audit may still persist. APHIS' broadly worded definition of "public barriers" potentially increases the risk of injury to the exhibited animals and the public who view those animals. Therefore, we recommend APHIS conduct a study to determine if there continues to be an issue with public barriers and implement any necessary corrective actions. Additionally, guidance that requires licensed exhibitors to report escapes and/or attacks may decrease the potential reoccurrence of these incidents at the location of the occurrence and other facilities. If APHIS inspectors know how an animal escaped, inspectors can identify similar flaws in exhibits they inspect to prevent similar escapes or attacks. Furthermore, a requirement for reporting incidents may allow APHIS to better evaluate the risk posed by each licensee. Therefore, we also recommend that APHIS determine if it has the authority under the AWA to require exhibitors to report animal escapes and/or attacks, and, if authorized, take action to ensure exhibitors report animal escapes and/or attacks to APHIS. In addition, we recommend APHIS document the procedures for removing any proposed regulations in order to better track the justification for the removal.

Recommendation 1

Conduct a study to determine if there continues to be an issue with public barriers at licensed exhibitors with potentially dangerous animals. If the results indicate an issue, determine and implement the necessary corrective actions (i.e., new regulations, training, and/or guidance).

Agency Response

In its February 19, 2021, response, APHIS agreed with the recommendation and stated:

APHIS will conduct a barrier study at licensed exhibitors including the 19 facilities that OIG selected as part of the 2020 audit. The study will include a review of any incidents involving barriers that have occurred at these facilities. As part of this review, barriers will be measured for height and distance from primary enclosures and photographed; then submitted to the Animal Care species specialist team for assessment and evaluation.

The estimated completion date is December 31, 2021.

OIG Position

We accept management decision on this recommendation.

Recommendation 2

Consult with OGC to determine if APHIS has the authority under the AWA to require exhibitors to report animal escapes and/or attacks to APHIS. If APHIS does have the necessary authority, take action to ensure exhibitors report animal escapes and/or attacks to APHIS.

Agency Response

In its February 19, 2021, response, APHIS agreed with the recommendation and stated:

APHIS will contact the USDA OGC to determine if APHIS has the authority under the AWA to require reporting of escapes and/or attacks. If OGC determines that APHIS does have the authority to require reporting, then APHIS will develop an action plan to require reporting. This action plan will be based on OGC recommendations and may include promulgating regulations and/or stakeholder announcements, letters to licensees, tracking escapes/attacks, and working with facilities to prevent further incidents.

The estimated completion date is March 31, 2022.

OIG Position

We accept management decision on this recommendation.

Recommendation 3

Document the procedures for canceling a regulatory proposal, including the reason for any removal.

Agency Response

In its February 19, 2021, response, APHIS agreed with the recommendation and stated:

Animal Care's National Policy Staff office will track regulatory proposals, including the reasons for removal. Animal Care will modify the Regulatory Work Plans Standard Operating Procedures (SOP) to include documenting a regulatory proposal that has been cancelled and the reason for any removal.

The estimated completion date is March 31, 2021.

OIG Position

We accept management decision on this recommendation.

Finding 2: APHIS Needs to Improve the Timeliness of Inspections Conducted of Licensed Exhibitors

We found that 24 out of 86 (more than 27.9 percent) inspections conducted at the 19 exhibitors in our sample were not conducted at the RBIS frequency and were deemed late. This occurred because APHIS did not establish or maintain sufficient controls to ensure its supervisors adequately monitored the timely completion of inspections. Specifically, APHIS relied solely on the SACS to monitor the completion of inspections without other compensating controls to accomplish this monitoring. As a result, APHIS is potentially not identifying welfare issues for exhibited animals and safety risks for the public that views those animals.

Departmental regulations require USDA agencies and staff offices to establish, maintain, evaluate, improve, and report on systems of controls.²⁸ According to the RBIS Standard Operating Procedures, APHIS' risk categorization utilizes a standard risk formula, incorporating the probability of occurrence of NCIs and the potential for negative consequences, to determine the level of risk at a facility.²⁹ Inspection frequencies at licensed exhibitor's facilities can range from 3 months to 3 years.³⁰ APHIS guidance requires APHIS inspectors to conduct inspections at high-risk facilities on or before the RBIS-generated deadline date. If the inspectors are unable to conduct timely inspections, the inspectors are required to contact their assigned SACS prior to the deadline so that another inspector can be assigned to conduct the inspection.³¹

During the previous audit, we did not note any issues with APHIS adhering to RBIS inspection frequencies.³² As part of the current audit, we compared RBIS inspection frequencies to inspection documentation from October 2017 to December 2019 for the 19 exhibitors in our sample to determine if APHIS inspectors conducted their inspections within the RBIS deadlines. Specifically, we assessed APHIS' adherence to the RBIS inspection frequencies for exhibitors of dangerous animals to ensure the agency safeguarded the animals and the public who visited licensed exhibitor facilities. We found that 24 out of 86 (more than 27.9 percent) of the inspections were not timely conducted. These inspections were between 2 and 412 days late. Additionally, we found that one traveling exhibitor in our sample was not inspected for multiple years, despite the exhibitor having submitted the required travel itineraries.³³

When we inquired about the late inspections, APHIS officials stated that inspectors are required to review their ACIS-generated RBIS report to determine the individual inspection deadlines for each facility. APHIS agreed that 14 of the 19 exhibitors in our sample had late inspections. However, the officials were unable to comment on 9 of the 24 late inspections because the staff members responsible for those inspections were no longer with the agency; furthermore, there is no requirement for APHIS inspectors to document the justification for missing an inspection

²⁸ USDA DR 1110-002, *Management's Responsibility for Internal Control* (June 17, 2013).

²⁹ USDA APHIS, *Risk Based Inspection System (RBIS) Standard Operating Procedures* (July 2018).

³⁰ USDA APHIS, *Risk Based Inspection System* (Dec. 3, 2020),

https://www.aphis.usda.gov/aphis/ourfocus/animalwelfare/SA_AWA/CT_AWA_Risk_Based_Inspection_System.

³¹ USDA APHIS, *APHIS Animal Welfare Inspection Guide* (Aug. 2019).

³² Audit Report 33601-10-Ch, *Controls Over APHIS Licensing of Animal Exhibitors*, June 2010.

³³ Traveling exhibitors are required to submit their itineraries at least 2 days prior to exhibition so that APHIS inspectors can inspect the licensee while the animals are away overnight from their approved site.

deadline. APHIS officials stated that inspection deadlines may have been missed because there were no inspectors assigned to those facilities for a period of time. Additionally, we were informed that APHIS assistant directors did not monitor adherence to RBIS inspection frequencies and that the SACS were responsible to ensure inspections were completed. However, the officials stated that the lack of staff and high turnover made it difficult to monitor the completion of inspections even though every inspector was assigned to a SACS at all times.

During our discussions with APHIS officials, we were notified of instances where the RBIS frequency was incorrect due to system updates in ACIS. These updates disrupted the calculations for the inspection frequency and resulted in what appeared to be infrequent and late inspections. We did not take exception to late inspections attributed to ACIS data integrity errors in this report, as the data integrity issue will be reported in a forthcoming OIG audit.³⁴

Without controls to monitor APHIS inspectors' adherence to RBIS frequencies, APHIS is potentially not identifying welfare issues for exhibited animals and safety risks for the public that views those animals. Therefore, we recommend that APHIS implement controls for assistant directors to monitor RBIS adherence by field staff. APHIS officials stated that the agency plans to deploy a new information system that would allow RBIS frequency information to be monitored by any level of APHIS staff. APHIS officials also agreed to develop procedures to require that the assistant directors monitor staff's adherence to RBIS frequencies.

Recommendation 4

Develop and implement controls for Animal Care assistant directors to monitor adherence to RBIS frequency to ensure that inspections are conducted in a timely manner.

Agency Response

In its February 19, 2021, response, APHIS agreed with the recommendation and stated:

Animal Care's section of APHIS' eFile database and tracking system will be modified to allow Animal Care's Assistant Directors to monitor RBIS frequencies to ensure that inspections are conducted in a timely manner.

The estimated completion date is April 30, 2021.

OIG Position

We accept management decision on this recommendation.

³⁴ Audit Report 33601-0002-31, *Animal Care Program Oversight of Dog Breeders (in process)*. As of the issuance of this report, our ongoing audit did not have an estimated issue date.

Scope and Methodology

We performed our audit at APHIS Headquarters in Riverdale, Maryland. Due to the COVID-19 pandemic, we were unable to complete onsite visits to the exhibitors as originally planned. This affected our approach to evaluate the efforts of APHIS to safeguard both the animals and members of the public who visit exhibitor facilities. Our approach was modified to a review of APHIS' inspection documentation and interviews with APHIS personnel. We conducted our fieldwork from December 2019 through September 2020.

Our universe consisted of the 2,245 exhibitors with active APHIS licenses as of December 2019.³⁵ We reviewed documentation for 790 exhibitors that had infractions between October 2017 and December 2019 to identify exhibitors that had multiple infractions.³⁶ We found there were 25 exhibitors with 10 or more infractions.³⁷ We reviewed the previous inspection reports of the 25 exhibitors to identify those that had exhibited dangerous animals. We non-statistically selected all nine licensees that exhibited dangerous animals to the public. We then looked at exhibitors in the same States as those 9 exhibitors, and selected an additional 12 exhibitors that had 4 or more infractions and dangerous animals in their inventory.³⁸

To accomplish our objectives, we performed the following procedures:

- interviewed APHIS officials and analyzed pertinent documents, which included public laws, procedures, and policies related to the issuance of USDA exhibitor licenses;
- reviewed APHIS' procedures to ensure that complaints were investigated and handled in a timely manner;
- analyzed APHIS' RBIS to determine if APHIS was performing compliance inspections in a timely manner;
- reviewed the 86 inspection reports for 19 USDA licensed exhibitors between October 2017 and December 2019 for timeliness and adherence to APHIS guidance; and
- interviewed SACS, ACIs, and VMOs to determine the scope of their duties and the procedures they follow.

During the course of our audit, we gained an understanding of the existence, usage, and impact of the information system, ACIS. We interviewed agency officials regarding ACIS data collection, validation, and reliability. We assessed the reliability of ACIS data by comparing the non-statistical sample of FYs 2018 and 2019 inspection reports to data in ACIS to ensure the ACIS data we relied on were complete and accurate. In addition, we consulted APHIS officials and reviewed documentation for each inspection we took exception to in order to confirm the accuracy of our data.

³⁵ On December 9, 2019, APHIS provided OIG with a listing of all active exhibitors as of that date. In addition, APHIS provided OIG with read-only access to ACIS to obtain inspection and animal inventory data.

³⁶ After our review of records within the primary scope of our audit, we also reviewed FYs 2013–2017 documentation for one exhibitor. APHIS did not inspect this exhibitor's travel site between FY 2013 and FY 2019 despite APHIS having the exhibitor's itineraries. (See Finding 2).

³⁷ For the purpose of this audit, infractions included all NCIs, attempted inspections, and teachable moments.

³⁸ Of the 21 exhibitors, 2 were later removed from the sample. One exhibitor left the program and another exhibitor's inventory no longer included dangerous animals.

We assessed internal controls significant to the audit objectives. In particular, we assessed:

Component	Principle
Control Environment	The oversight body and management should demonstrate a commitment to integrity and ethical values
Control Environment	Management should establish an organizational structure, assign responsibility, and delegate authority to achieve the entity's objectives
Control Environment	Management should demonstrate a commitment to recruit, develop, and retain competent individuals
Control Environment	Management should evaluate performance and hold individuals accountable to their internal control responsibilities
Risk Assessment	Management should define objectives clearly to enable the identification of risks and define risk tolerances
Control Activities	Management should design control activities to achieve objectives and respond to risks
Control Activities	Management should implement control activities through policies
Information and Communication	Management should use quality information to achieve the entity's objectives
Information and Communication	Management should internally communicate the necessary quality information to achieve the entity's objectives
Information and Communication	Management should externally communicate the necessary quality information to achieve the entity's objectives

Because our review was limited to these internal control components and underlying principles, it may not have disclosed all internal control deficiencies that may have existed at the time of this audit.

We conducted this audit in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Abbreviations

ACI.....animal care inspector
ACISAnimal Care Information System
APHIS.....Animal and Plant Health Inspection Service
AWA.....Animal Welfare Act
C.F.R.....Code of Federal Regulations
COVID-19.....Coronavirus Disease 2019
DRDepartmental regulation
FYfiscal year
NCL.....noncompliant item
OGCOffice of the General Counsel
OIGOffice of Inspector General
RBIS.....Risk-Based Inspection System
SACS.....supervisory animal care specialist
U.S.C.....United States Code
USDA.....United States Department of Agriculture
VMOveterinary medical officer

Exhibit A: Results of Prior Audit Recommendations

The table below lists the results of APHIS' implementation of prior audit recommendations from Audit Report 33601-10-Ch, issued June 2010.

Recommendation Number	Recommendation Detail	Recommendation Fully Implemented?
1	Issue clear regulations and guidance that define what constitutes a sufficient public barrier and require exhibitors to report all escapes and attacks involving dangerous animals to APHIS ACI.	No
2	Implement a process to better utilize resident animal experts that would require ACIs to submit technical questions in order to evaluate the safety of any newly-designed enclosure areas for dangerous animals, and establish a time-phased plan to review all existing facilities.	Yes
3	Implement a process to ensure that APHIS personnel determine the cause of dangerous animal escapes or attacks, document the corrective actions taken, and ensure that this information is readily available to all ACIs when evaluating similar facilities in their respective jurisdictions.	Yes
4	Implement procedures requiring periodic onsite supervisory visits to ensure that inspections of exhibitor facilities meet APHIS standards in a consistent manner.	Yes
5	Obtain and document advice from the Office of the General Counsel (OGC) to determine whether APHIS can deny an individual's request for a USDA exhibitor's license renewal if that individual cannot prove he or she had exhibited animals to the public. If so, implement procedures for ACIs to verify licensees' exhibiting activities in cases where this is considered questionable at the time of license renewal.	Yes ³⁹

³⁹ APHIS initially chose to take no action to prevent licensees who do not exhibit their animals from renewing their licenses. However, in May 2020, APHIS issued regulations to make all exhibitors' licenses non-renewable. Animal Welfare; Amendments to Licensing Provisions and to Requirements for Dogs, 85 Fed. Reg. 28,772 (May 13, 2020). Because the regulation was issued outside the scope of our audit, we did not evaluate the effectiveness of the action.

- | | | |
|---|---|-------------------|
| 6 | If OGC issues an opinion that regulatory changes would be required, implement regulations to require that licensees provide verifiable documentation of exhibiting activities, if requested, before renewing an existing license. | Yes ⁴⁰ |
| 7 | Establish a timeframe for implementing the proposed regulations that would specifically require traveling exhibitors to submit and maintain current travel itineraries. | Yes |

⁴⁰ APHIS initially chose to take no action to prevent licensees who do not exhibit their animals from renewing their licenses. However, in May 2020, APHIS issued regulations to make all exhibitors' licenses non-renewable. Animal Welfare; Amendments to Licensing Provisions and to Requirements for Dogs, 85 Fed. Reg. 28,772 (May 13, 2020). Because the regulation was issued outside the scope of our audit, we did not evaluate the effectiveness of the action.

Agency's Response

**APHIS'
Response to Audit Report**



United States
Department of
Agriculture

Marketing and
Regulatory
Programs

Washington, DC
20250

TO: Gil H. Harden
Assistant Inspector General
for Audit

FROM: Dr. Mike Watson
Acting Administrator /S/

SUBJECT: Animal and Plant Health Inspection Service (APHIS) Response
and Request for Management Decision on the Office of Inspector
General Report, "Follow-up to Animal and Plant Health Inspection
Service's Controls Over Licensing of Animal Exhibitors"
(33601-03-23)

Thank you for the opportunity for APHIS to comment on this report. APHIS agrees with all four OIG Recommendations and will take steps discussed below to implement these Recommendations.

Recommendation 1: Conduct a study to determine if there continues to be an issue with public barriers at licensed exhibitors with potentially dangerous animals. If the results indicate an issue, determine and implement the necessary corrective actions (i.e., new regulations, training, and/or guidance).

APHIS Response: APHIS agrees with this Recommendation. APHIS will conduct a barrier study at licensed exhibitors including the 19 facilities that OIG selected as part of the 2020 audit. The study will include a review of any incidents involving barriers that have occurred at these facilities. As part of this review, barriers will be measured for height and distance from primary enclosures and photographed; then submitted to the Animal Care species specialist team for assessment and evaluation. Animal Care will complete the barrier study by December 31, 2021.

Recommendation 2: Consult with OGC to determine if APHIS has the authority under the AWA to require exhibitors to report animal escapes and/or attacks to APHIS. If APHIS does have the necessary authority, take action to ensure exhibitors report animal escapes and/or attacks to APHIS.

APHIS Response: APHIS agrees with this Recommendation. By March 31, 2021, APHIS will contact the USDA Office of General Counsel (OGC) to determine if APHIS has the authority under the AWA to require reporting of escapes and/or attacks. If OGC determines that APHIS does have the authority to require reporting, then, by March 31, 2022, APHIS will develop an action plan to require reporting. This action plan will be based on OGC recommendations and may include

promulgating regulations and/or stakeholder announcements, letters to licensees, tracking escapes/attacks, and working with facilities to prevent further incidents.

Recommendation 3: Document the procedures for canceling a regulatory proposal, including the reason for any removal.

APHIS Response: APHIS agrees with this Recommendation. Animal Care's National Policy Staff office will track regulatory proposals, including the reasons for removal. Animal Care will modify the Regulatory Work Plans Standard Operating Procedures (SOP) to include documenting a regulatory proposal that has been cancelled and the reason for any removal. Animal Care will modify the SOP by March 31, 2021.

Recommendation 4: Develop and implement controls for Animal Care Assistant Directors to monitor adherence to [Risk-Based Inspection System] RBIS frequency to ensure that inspections are conducted in a timely manner.

APHIS Response: APHIS agrees with this Recommendation. Animal Care's section of APHIS' eFile database and tracking system will be modified, by April 30, 2021, to allow Animal Care's Assistant Directors to monitor RBIS frequencies to ensure that inspections are conducted in a timely manner.



Wisconsin Federated Humane Societies, Inc 5132 Voges Road Madison, WI 53718

January 5, 2022

Reference: Senate Bill 347 / Assembly Bill 341

PLEASE REJECT the Captive Wildlife / USDA Exhibitor License Proposal

Wisconsin Federated Humane Societies Board of Directors, and the Humane Societies, Animal Shelters and Rescue Groups we represent ask you to REJECT SB 347 / AB 341.

- Wild animals have very specific needs for food, housing, exercise and veterinary care that few owners will adequately provide. This lack of proper care inflicts suffering on the animals. USDA minimum standards and infrequent inspections will result in animal trauma and unsafe conditions.
- Wild animals can be dangerous no matter how they are categorized. These animals are not pets.
- Exhibitors may promote photo opportunities with young animals. This requires continuous breeding to keep a supply of young animals. What happens to the animals when they are too old for safe handling?
- While adorable and appealing when young, wild species grow to be unmanageable for most people and often end up abandoned, released, culled for convenience, or “warehoused” in substandard facilities.
- Keeping these animals in our Wisconsin communities poses a significant threat to public health and safety. WHO will respond to calls of bites and other injuries caused by wild animals being displayed? The USDA is not nibble enough to answer these calls. Your local humane societies and animal shelters should not have to, as most do not have the facilities, funding or training to respond to wildlife problems.
- The release or escape of wild animals is a danger to the general public and a burden on law enforcement officers, fire fighters and first responders.
- Communicable disease eruption and transmission is not uncommon when wild animals are kept in close quarters in captivity. CWD exploded in deer farms, for example. Wisconsin should not put its livestock, farm animals, and family pets at risk.
- The failing performance of the USDA / APHIS has been under scrutiny for over ten years. The WI DNR and DATCP have the experience to establish rules and to oversee wild animals, disease transmission and public health and safety. They are directly responsible to the people of Wisconsin. While other states move to improve requirements and provided for better health and safety for both animals and people, SB 347 / AB 341 takes Wisconsin in the wrong direction.

But perhaps the most important question of all...

Why would Wisconsin cede “State’s Rights” and give authority to the federal government to set standards of care and control over dangerous and wild animals living in Wisconsin? WI DNR / DATCP authority should not be ceded to USDA / APHIS. Who does this proposal benefit and is it worth the many risks to everyone else?

Sincerely,

Eilene K. Ribbens—Legislative Liaison

Egress@charter.net

(920) 783-6427

Wildwood Wildlife Park Zoo & Safari
10094 Hwy 70 West
Minocqua, WI 54548

Kimberlyn Domaszek
Director of Education



Phone (715) 356-5588
E-Mail education@wildwoodwildlifepark.com

Good Morning/Afternoon,

My name is Kim Domaszek and I am honored to be the Director of Education at Wildwood Wildlife Park Zoo & Safari. Thank you Representatives Dallman, Knodl, Moses, Murphy, Rozar, Swearingen, and Senators Wanggard, Felzkowski and Nass; and all committee representatives for allowing me to testify on supporting the Assembly Bill 341/Senate Bill 347. I graduated from University Wisconsin Stevens Point in education and I am Wisconsin Department of Public Instruction Certified. I would like to Thank you for allowing me to speak on behalf of the educational programs that Wildwood Wildlife Park offers.

Through Educational outreach and on-site programs, we serve over 20,000 students ranging from Pre-K through high school. We have over 249 schools attend annually from Wisconsin and Michigan.

Not only do we offer education programs, Wildwood Wildlife Park also provides annual memberships for locals, seasonal tourists, and guests from all over the United States. We have over 4000 members and it increases every year. A zoo member of 3+ years wrote a letter Ryan Schowalter stated, "My daughter Olivia is now 4 years old and her face lights up anytime I mention us going to the zoo to see all the animals they have to offer. Olivia loves learning the names of all the animals and the staff is always more than willing to answer any questions we may have. Olivia has many favorites, but she loves the face-to-face encounters; petting the rabbits, feeding the giraffes, and feeding the ducks in the pond."

Not only does Wildwood Wildlife Park offer memberships to guests, we have a volunteer program as well. Wildwood Wildlife Park has over 100 volunteers that support the zoo each year, whether they are local, seasonal or volunteering for a specific event.

We offer hands on Educational and Conservation based camps for children from age 4 through age 12. Zoo Camp is where campers enjoy special animal experiences and behind-the-scene opportunities while engaging campers in the scientific process of observation, scientific reasoning, and designing enrichment. Campers leave zoo camp with a greater awareness for the individual animals at the zoo and how to help animals in the wild, all while building their science skills and making new friends!

Both administrators from our local schools have submitted letters (Mr. James Ellis & Mrs. Jocelyn Hardy/Smith) of the positive impact we have on our educational system in Minocqua, WI and surrounding

areas. Mrs. Jocelyn Smith states, "We believe that fieldwork allows for students to be active investigators, apply research tools, work with professionals in the field, and have authentic experiences right here in the community. The Wildwood Wildlife Park Zoo provides our students with all of these fieldwork opportunities on site at the center. Not only do students learn at the center, their park experts educate our students on conservation practices, wildlife habitats, and the importance of keeping our environment safe for these animals."

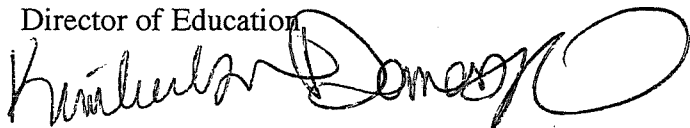
Wildwood Wildlife Park Zoo & Safari is partnered locally and globally with over 15 Conservation organizations. Wildwood is home to many threatened and endangered species which allows us to partner with many Conservation NGO's. (non-governmental organizations)

Please support the Assembly Bill 341/Senate Bill 347, we are just asking for parity with city/county/municipal zoos so we can continue our valuable conservation/education programs. Thank you for your time.

Submitted by

Kimberlyn Domaszek

Director of Education

A handwritten signature in black ink, appearing to read "Kimberlyn Domaszek", written over the printed name.

Wildwood Wildlife Park Zoo & Safari
10094 Hwy 70 West
Minocqua, WI 54548

Judy Domaszek & Duane Domaszek
Park Directors & Owners



Phone (715) 356-5588
E-Mail nature@wildwoodwildlifepark.com

Good afternoon,

My name is Judy Domaszek and I am the Director and owner of Wildwood Wildlife Park Zoo and Safari in Minocqua. Thank you, Representatives Dallman Swearingen, Knodl, Moses, Murphy, Rozar, and Senators Wanggaard, Felzkowski and Nass and all committee representatives for allowing me to testify on supporting Assembly Bill 341/Senate Bill 347. Wildwood Wildlife Park is very reputable and highly attended zoological park and is the largest private zoo in Wisconsin. Wildwood Wildlife Park Zoo and Safari is operated by three generations and have been in existence for over 65 years. Wildwood Wildlife Park provides guests with one of a kind interactive exciting, enriching and welcoming experiences that make it a fun place to visit again and again. The zoo is a leader in animal management, conservation programs, and exhibits. We are routinely contacted by facilities throughout the country requesting information and advice on our practices and techniques.

The zoo embraces a unique history (over 65 years) and maintains excellence, innovation, educational outreach and community support. Our zoological park is just as important to our community for education and conservation as any zoological facility in the country.

Wildwood Wildlife Park earned Zoological Association of America (ZAA) accreditation for the first time in 2008 after a long 5-year rigorous preparation process. Every five years our zoological park is required to go through the entire accreditation application process and subjected to a rigorous inspection evaluation based upon accreditation standards and modern zoological practices and philosophies. In 2013 and in 2018 we went through the reaccreditation

process, which Our Zoological facility is very proud of all the hard work and dedication our staff went through to prepare for the inspection process. Executive Director John Seyjagat of the Zoological Association of American is here today to talk about ZAA.

Wildwood Wildlife Park employs over 50 knowledgeable staff members including 15 career based full time Zookeepers, 2 full time maintenance and grounds, 1 full time construction manager, 1 Director of Animal Management, 1 Director of Operations, 1 Education Director, also Tram Attendants, Restaurant Personnel, Snack Stand Attendants, Boat Attendants, Train Attendants and Tram Ticket Attendants. Unlike exempt municipalities or county zoos, we pay property tax and income tax. Unlike our municipal and county brothers we receive "NO" tax payer dollars. Dollars which give these other facilities and unequal trade advantage.

Wildwood Wildlife Park offers college credit internship programs for students throughout the United States including UW Stevens Point, UW Green Bay, UW Stout, UW River Falls, University of Minnesota, University of Kansas, University of TX just to mention a few. This is a very valuable internship for students in the field of zoology, animal science, wildlife ecology, biology and pre-veterinary students. This opportunity allows students to apply classroom theory and occupational skills in a vocational training setting.

In the past 10 years Wildwood Wildlife Park has had the pleasure of training 147 interns many of which we still remain in contact with us to date. Of the 147 internship 83% are actively working at other zoological parks throughout the United States. The other 17 % either changed careers or are stay home parents. So, you can see the extreme value this internship has on career opportunities that Wildwood Wildlife Park provides.

Wildwood Wildlife Park is partnered with over 40 businesses in Minocqua and throughout North Central Wisconsin.

Living in a very small community our industry is tourism and as business owners we all work together to succeed. We impact many businesses including, feed mills, farmers hay straw and crop, greenhouses, landscapers, construction, excavating, painting, well drilling, veterinary services, building supplies, heating and cooling, security system, fencing, concrete, furniture and appliances, animal supplies, propane, gasoline the list goes on and on!

Wildwood Wildlife Park is a huge part of the attraction to our destination in the Northwoods of Wisconsin. The zoo regularly sees over 200,000 people in a six-month window as well as hosting school programs that enrich children's lives. Without the zoo our destination would lack a huge tourism product and attraction. Tourism is the single most important economic drive in the north. Wildwood Wildlife Park impacts all businesses in the Northwoods including; gas stations, restaurants, grocery stores, hotels, specialty stores, other attractions, and even Walmart.

We can easily address the economic impact that Wildwood Wildlife Park contributes to our area. Travel Wisconsin averages that one person staying for two days will bring an area about \$90 of monetary spending. If we take the number of people that attend the zoo, we can roughly average that the zoo brings our region about 18 million dollars in economic impact in a six-month season. The Northwoods relies on our business to support our area year after year.

In closing recommended language for the Assembly bill 341/Senate Bill 347 establishes an equal playing field for all zoological facilities in the state of Wisconsin.

It recognizes the significance of holding a Class C Exhibitors license issued by the USDA and the importance of peer review by both the Zoological Association of America (ZAA) and American Zoo and Aquarium Association (AZA) without favoritism towards one or the other fraternal organization.

And most importantly it eliminates the need for a redundant DNR inspection (which never occurs) following the more extensive USDA inspection which are subject to surprise inspections

every one to three years. (Remember the DNR inspection (if every done) is limited to Wisconsin species only while the USDA inspection covers all animals within the facility.

It is also very significant to note that the bill before you is "NOT" precedent setting. These municipal and county zoos including; Wisconsin Rapids Municipal Zoo, Wildwood Zoo in Marshfield, Ochsner Park Zoo in Baraboo and Lincoln Park Zoo in Manitowoc and Menominee Park Zoo in Oshkosh already hold this exemption from dual USDA and the DNR. None of these six zoos are accredited by either AZA or ZAA. Each of these facilities holds a USDA Class C exhibitors license and with that holding alone are exempt from further review and permitting by the DNR. We simply want to equal the playing field and extend the exemption held by municipal, county, and city zoos to those of us in the private sector.

The USDA inspections are identical so should the law be that relates to all zoos. According to Association of Zoos & Aquariums website there are approximately 2,800 Class C Anima Exhibitors licensed by the USDA across the country, and only less than 10% are AZA accredited.

Keep in mind USDA/DNR/DATCP are regulatory agencies and are not intended to be law makers.

Please support the Assembly Bill 341/Senate Bill 347, we are just asking for parity with city, county, and municipal zoos so we can continue our mission by providing an exciting zoological collection and educational facility with every zoo visit.

Our zoological facility family welcome any and all senators and assembly representatives to visit our facility and you will be certain to get a personal hands-on tour!

Thank you

A handwritten signature in black ink, appearing to read "Judy Domaszek", written over the printed name and "Submitted by".

Submitted by

Judy Domaszek

Director/Owner



January 5, 2022

www.roadsidezoonews.org

roadsidezoonews@gmail.com

ROADSIDE ZOO NEWS **OPPOSES** AB 341/SB 347



A 13-lined ground squirrel was crushed by a car at Shamba Safari. (Neshkoro)

Badgers live in an unnatural enclosure entirely on concrete at Wildwood Wildlife Park. (Minocqua)



A porcupine exhibits signs of extreme stress (referred to as zoochosis) at Wildwood Wildlife Park. (Minocqua)

A dead bird lies next to a prairie dog burrow at Shamba Safari. (Neshkoro)



- Class C exhibitors that are not public zoos or accredited by the Association of Zoos and Aquariums (AZA) are also known as **roadside zoos**.
- Enforcement of state and federal animal welfare laws at roadside zoos has plummeted in recent years.
- The U.S. Department of Agriculture (USDA) has moved to a risk-based inspection system, requiring an inspection at roadside zoos only once every three years.
- For native species of animals, Department of Natural Resources (DNR) regulations are often the only layer of protection they receive.
- If AB 341/SB 347 were to pass, Class C exhibitors could legally offer public interactions with adult bears, wolves, bobcats and venomous snakes in Wisconsin.
- AB 341/SB 347 is a veiled attempt to allow the organizations who profit off of animal exploitation to evade regulations that are in place to ensure the humane care and treatment of Wisconsin's wildlife at USDA Class C licensed facilities.

Wisconsin needs stronger regulations at roadside zoos for the safety of the animals and the public.

Respectfully submitted,

Bethanie Gengler

210 Water Street

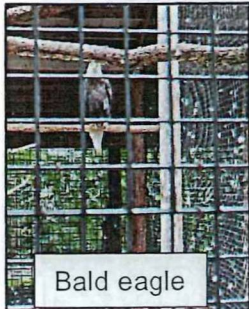
Menasha, WI 54952

920-475-9846

roadsidezoonews@gmail.com



Wildwood Wildlife Park



Bald eagle



Coatimundi



Porcupine



Bear

- Wildwood Wildlife Park keeps many of their animals in corn crib enclosures entirely on concrete floors.
- Animals in the zoo's "petting" area live on wire grate floors in small cages suspended in the air.
- Animals at Wildwood Wildlife Park have been observed exhibiting signs of zoochosis, a psychological condition caused by the stress of their unnatural environment.
- In August 2021, two coatimundis at Wildwood Wildlife Park were observed pacing back and forth without stopping for hours.
- A porcupine in Wildwood Wildlife Park's petting area in 2021 was observed to spend hours tossing its head and wobbling back and forth, signs of extreme suffering. Children who witnessed the porcupine's behavior were overheard saying they thought the animal was "dancing." This is not the type of education children should be receiving about native wildlife.

Wildwood Wildlife Park Google Reviews

★ ★ ★ ★ ★ a week ago **NEW**

Small enclosures. They're 5 giraffes crammed in one tiny enclosure. The wild cats have tiny concrete cages.... It's pretty sad to see it so crowded. They could downsize

★ ★ ★ ★ ★ 8 months ago

Not a real zoo, rather a for-profit, exploitive roadside animal attraction, operated by unqualified ignoramuses (think Tiger King). Do you really want to take your children to someplace like this (see photos for example of the people running this place)? Does not even deserve one star.

★ ★ ★ ★ ★ 7 months ago

The black bear enclosure makes me sick for how small it is for them. They rock back and forth in place, take a look at it, and think about it. Truly sad.

- Between 2019-2021 two bears disappeared from Wildwood Wildlife Park with no transparency from the zoo as to what happened to them.
- Wildwood Wildlife Park owner Judy Domaszek claims to have more than 2,000 animals at the facility but at a Feb. 23, 2021 inspection the USDA only counted 352 animals.
- Wildwood Wildlife Park touts their clean USDA violation record but the same USDA inspector visits the facility at roughly the same time once per year. Repeated visits by the same USDA inspector help the facility develop a relationship with the inspector which affords leniency in violations.

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner
Registration Numbers			Color		Breeder
Comments			Purchase Date		
Tiger/Noah Waters Oklahoma	Tiger		04/09/2010 Tiger	MALE	(b) (6) 1000
Tiger/Promise Born at park	Tiger	Sambo Sasha	08/15/2004 Tiger	MALE	1000
Tiger/Sarge Tim stark Indiana	Tiger		04/12/2011 Tiger	MALE	1000
Tiger/Sophie Born at park	Tiger	Sambo Sasha	05/07/2006 Tiger	FEMALE	1000
Tiger/Tabatha came from Jay Riggs	Tiger		12/19/2009 White Tiger	FEMALE	500
Tiger/Tess Kelly Bennett Pineville AR	Tiger		02/11/2000 Tiger orange	FEMALE	1000
Tiger/Thunder Born at park Kaitlen	Tiger	Sherbert Tabatha	12/24/2012 Taby Tiger	MALE	500
Tiger/Tiara Born at park Jordan	Tiger	Sambo Sasha	08/15/2004 tiger	FEMALE	1000
tiger white alpha came from alpha zoo white female next to hia	white		08/24/2014 white	FEMALE	500
Tiger/white Elatisa born at gw	Tiger		04/14/2008 tiger	MALE	500
Tiger/white female gregg came from gregg woody	white		09/02/2014 white	FEMALE	500

GOVERNMENT EXHIBIT
CR-18-227-SLP
139

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner	Breeder
Registration Numbers			Color			
Comments			Purchase Date			
Tiger/Jagger Tiger Born at park LeAnn		Goliath Norma Gene	09/09/2010 Tiger	MALE	(b) (6)	5000
Tiger/Justica Tiger born at park		1.00 1.00	05/12/2004 Tiger	MALE		1000
Tiger/Kacks Tiger Born at GW ZOO		Lord Baden Pal Star	08/16/2006 Tiger orange	MALE		1000
Tiger/Kandain Tiger Born at GW		Lord Baden Pal Star	08/17/2006 Tiger	FEMALE		1000
Tiger/Lighting Tiger Born at park Kaitcen		Sherbert Tabatha	12/24/2012 White Tiger	MALE		5000
Tiger/male 1-16-shobel tiger			02/12/2016 tiger	NEUTER		1000
Tiger/male 3-16-shobel tiger			02/12/2016 tiger	MALE		1000
Tiger/male 4-16-shobel tiger			02/12/2016 tiger	MALE		1000
Tiger/male Rufus tiger			02/20/2016 tiger	MALE		1000
Tiger/Maxamess Tiger Born at park		Sambo Sasha	08/15/2004 Tiger	MALE		1000
Tiger/new rigga tiger Born at GW		1.00 1.00	01/07/2015 tiger	FEMALE		1000

List of Animals

Registration Numbers Comments	Animal Name	Male Parent Female Parent	Birth Date Color Purchase Date	Gender	Owner Breeder
Tiger/Doc/Male Doc, Antel came in with 3, one went to Safari's one went to Sonney Elkhart	Tiger		11/16/2016 Orange	MALE	(b) (6)
Tiger/Doc/orange male donated from doc antel	TIGER tiger		09/04/2015 tiger	MALE	
Tiger/Fel Born at GW ZOO	Tiger	Lord Baden Pal Star	08/17/2006 Tiger	MALE	
Tiger/female 1-16 shobel	tiger		02/12/2016 tiger	FEMALE	
Tiger/female 2-26 shobel	tiger		02/12/2016 tiger	FEMALE	
Tiger/female/wildbill Wildbills declawed	tiger		03/27/2010 tiger	FEMALE	
Tiger/Galiath From Jay Riggs	Tiger		12/19/2009 Tiger	MALE	
Tiger/George Born at GW ZOO	Tiger	Sambo Sasha	08/15/2004 Tiger orange	MALE	
Tiger/Ghost Born at gw	Tiger		05/23/2010 Tiger	MALE	
tiger/hetro alpha came from alpha zoo	hetro		08/24/2014 hetro	FEMALE	
Tiger/sis Righting	Tiger		12/20/2012 Snow Tiger	FEMALE	

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner	Brooder
Registration Numbers			Color	Purchase Date		
Comments						
Tiger baby male maine tiger from zoo in maine kismath			07/21/2013 tiger	MALE	(b) (6)	\$600
Tiger Tasha female tiger born at gw			06/24/2005 tiger	FEMALE		1000
Tiger White Female Jeff Tiger	1.00	1.00	02/28/2016 White			5000
Tiger white male maine tiger kismath preserve main			07/21/2013 tiger	MALE		5000
Tiger white male jim stark tiger jim stark			04/11/2011 white	MALE		5000
Tiger white thor tiger born at gw			03/29/2014 white	MALE		5000
Tiger/Alise Tiger From Jay Riggs			12/19/2009 Tiger	FEMALE		1000
Tiger/Alligator male Tiger Alligator Adventure sc			09/30/2013 Tiger	MALE		1000
Tiger/Chris Tiger Born at GW and not on exhibit, he is not on the usda inventory either private tiger	Fall Kaco		02/01/2012 Tiger orange	MALE		1000
Tiger/crazy eyes Tiger Wildlife encounter NE Delivered by Bill Meadows			09/25/2011 Tiger orange	MALE		5000

SALES
REPORT

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner	Breeder
Registration Numbers			Color			
Comments			Purchase Date			
Tiger Female 2 year M Show Tiger came from Marc showbal			12/01/2014 orange	FEMALE	(b) (6)	1,000
Tiger Female 4 Mark Showbal tiger came from mark showbal			12/01/2014 orange	FEMALE		1,000
Tiger female mark showbal tiger came from marc showbal		1.00	12/01/2014 tiger	FEMALE		1,000
Tiger female orange/maine tiger Maine		1.00	08/23/2012 tiger	FEMALE		1,000
tiger female tabby tim stark tiger tim stark			04/11/2011 tiger	FEMALE		5,000
Tiger Jeff Tiger Born			05/28/2015 Tiger	MALE		2,000
Tiger male 2-16- shobel tiger			02/12/2016 tiger	NEUTER		1,000
Tiger peanut tiger toilet engiser			11/05/2012 tiger	FEMALE		1,000
Tiger Rocky male tim stark tiger tim stark declawed 9mo			06/11/2017 tiger	MALE		1,000
Tiger Sasha Tiger Born at GW			02/05/2017 Tiger	MALE		1,000
Tiger Tabby WT Tiger Tabby from			07/11/2015 Tiger TABBY	MALE		5,000

List of Animals

Animal Name	Make Parent	Female Parent	Birth Date	Gender	Owner	Breeder
Tiger Female 2 year M Show Tiger came from Marc showbal			12/01/2014 orange	FEMALE	(b) (6)	500
Tiger Female 4 Mark Showbal tiger came from mark showbal			12/01/2014 orange	FEMALE	(b) (6)	1000
Tiger female mark showbal tiger came from marc showbal	1.00	1.00	12/01/2014 tiger	FEMALE	(b) (6)	1000
Tiger female orange/mauve tiger Maine			08/23/2012 tiger	FEMALE	(b) (6)	1000
tiger female tabby tim stark tiger tim stark			04/11/2011 tiger	FEMALE	(b) (6)	500
Tiger Jeff Tiger Born			05/28/2015 Tiger	MALE	(b) (6)	700
Tiger male 2 TG showbal tiger			02/12/2016 tiger	NEUTER	(b) (6)	1000
Tiger peanut tiger robert engisar			11/05/2012 tiger	FEMALE	(b) (6)	1000
Tiger Rocky male tim stark tiger tim stark declawed 9mo			06/11/2017 tiger	MALE	(b) (6)	1000
Tiger Sasha Tiger Born at GW			02/05/2017 Tiger	MALE	(b) (6)	1000
Tiger Tabby WT Tiger Tabby born			07/17/2015 Tiger TABBY	MALE	(b) (6)	500

List of Animals

Animal Name Registration Numbers Comments	Male Parent Female Parent	Birth Date Color Purchase Date	Gender	Owner Breeder
Raccoon Male 1-97 Born at park Coon		05/14/2011 Coon	MALE	(b) (6) / 1000
Skunk BW Female 1 Terry Pelter Skunk		04/23/2018 Skunk	FEMALE	200
Skunk white Terry Pelter Skunk		04/23/2018 Skunk	FEMALE	200
Tatger/Shiran born at park Tatger		04/03/2015 Tatger	MALE	5000
Tatger Young 1 spring full wildlife calyxort tax Tatger		08/16/2007 Tatger	MALE	5000
Tiger Charlie Brown Born at gw Tiger		11/25/2016 Tiger	MALE	2000
Tiger cub jager male Born at gw Tiger		09/20/2016 tiger	MALE	2000
Tiger female 1 arena Born at gw tiger		05/22/2006 tiger	FEMALE	1000
Tiger female 1 hutter luther ok tiger		05/21/2013 tiger	FEMALE	1000
Tiger female 2 arena born at gw tiger		05/22/2006 tiger	FEMALE	1000
Tiger female 2 hutter luther ok tiger		05/21/2013 tiger	FEMALE	1000

List of Animals

Registration Number	Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner	Breeder
Comments				Color	Purchase Date		
Lion/Casper	White lion			03/24/2010	MALE	(b) (6)	15000
Animal Source				White Lion			
Lion/Nikodayo	Lion	Sully	Lea	10/09/2003			5000
Born at park				Lion			
Lion/Samora	Lion	Elvis	Marty	07/22/2008	FEMALE		5000
Born at park				Lion			
Lion/Simba	Lion	Papeye	Elsa	10/20/2009	MALE		5000
Born at park				Lion			
Lynx	Lynx			04/23/2018	MALE		3000
Terry Fretter				Lynx			
Michael	zebra	100	100	07/18/2017	MALE		5000
from tr lake exotics				zebra			
Pig Tail Lucy	pig tail			04/24/2009	FEMALE		2000
from Jon Reinkie				pig tail			
Porcupine african female	african porc			01/30/2008	FEMALE		1000
porcupine african male	porcupine			04/20/2017	MALE		1000
carrie tee				porcupine			
Porcupine american baby	porcupine			03/02/2011	FEMALE		500
born at park				porcupine			
Raccoon Female 197	coon			05/17/2011	FEMALE		100
Born at park				coon			

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner	Transfer
Registration Numbers Comments Kangaroo male/governor Kangaroo Kathy Giamore			06/28/2017 Kangaroo	MALE	(b) (6)	2000
Lion/male young TEMUR arbucks wilderness			06/01/2017 Lion	MALE		1500
Liger/2 Liger Born at park	Moose Tara		08/27/2008 Liger	FEMALE		10,000
Liger/3 Liger born at park	Moose Tara		08/27/2008 Liger	FEMALE		10,000
Liger/Beauty Liger Born at park	Moose Tara		08/27/2008 Liger	FEMALE		10,000
Liger/Abraham Liger Born at park	Moose Tara		08/22/2008 Liger	FEMALE		10,000
Liger/Female Lisa Liger Born at park			10/01/2014 Liger	FEMALE		10,000
Lion white female shobal Lion			02/12/2016 Lion	FEMALE		15,000
Lion white male shobal Lion			02/12/2016 White Lion	MALE		14,000
Lion/Audra Lion Barb	Stacy Lion		10/19/2003 Lion Barb	FEMALE		5000
Lion/Bonnie Lion			02/11/2009 Lion	MALE		5000

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner
Registration Numbers			Color		Breeder
Comments			Purchase Date		
bobcat male 3			05/01/2017	MALE	(b) (6)
bought in ok	bobcat		bobcat		500
Bobcat male 4			05/01/2017	MALE	
bobcat	bobcat		bobcat		500
bobcat male 5			05/01/2017	MALE	
bought in ok	bobcat		bobcat		500
Bobcat Male Terry Pratter			04/23/2018	MALE	
Terry Pratter	Bobcat		Bobcat		1000
Bobcat/baby			07/23/2017	MALE	
born at gw	bobcat		bobcat		0
Bobcat/Bobby max			09/12/2011		
came from Courtney Birkfeld Blanchard ok	bobcat		bobcat		500
Camel			05/13/2007	NEUTER	
Raff Passow Ferry OK	Camel		Camel		500
Cougar			04/23/2018	MALE	
Terry Pratter	Cougar		Cougar		2000
Cougar/Tim Stark			03/07/2017	NEUTER	
	Cougar		Cougar		2000
coyote			06/17/2009	FEMALE	
young zoo	coyote		coyote		500
Ferret Femals			04/22/2018	FEMALE	
Amanda Harrah	Ferret		Ferret		

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner	Breeder
Registration Numbers			Color			
Comments			Purchase Date			
Bear Eve		1.00	05/06/2015	FEMALE	(b) (6)	
Black Bear		1.00	Black Bear			
Came from Gregg Woody						
Beaver 3 female			11/10/2017	FEMALE		
Beaver			Beaver			1,000
animal source						
Beaver 1 female			11/10/2017	FEMALE		
Beaver			Beaver			1,000
animal source						
Beaver 1 male			11/10/2017	MALE		
beaver			beaver			1,000
animal source						
Beaver 2 female			11/10/2017	FEMALE		
Beaver			Beaver			1,000
animal source						
Bobcat male			05/01/2017	MALE		
bobcat			bobcat			500
bought in ok						
Bobcat female 1			05/01/2017	FEMALE		
bobcat			bobcat			500
bought in ok						
Bobcat female 2			05/01/2017	FEMALE		
bobcat			bobcat			500
bought in ok						
Bobcat female 3			05/01/2017	FEMALE		
bobcat			bobcat			500
bought in ok						
Bobcat female 4			05/01/2017	FEMALE		
bobcat			bobcat			500
bought in ok						
Bobcat male 2			05/01/2017	MALE		
bobcat			bobcat			500
bought in ok						

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner	Breeder
Registration Numbers			Color			
Comments			Purchase Date			
Ferret Male Amanda Harrah			04/22/2018 Ferret	NEUTER	(6) (6)	
Fisher cat Carrie Leo			04/20/2017 Fisher cat	MALE		100
Fisher Cat Female Terry Pletcher			04/23/2018 Fisher Cat	FEMALE		700
Fox artic red male Carrie Leo			04/20/2017 fox	MALE		200
fox isoch artic male bought at jolly			07/15/2017 fox	MALE		300
Fox Ranch female 1 Terry Pletcher			04/23/2018 fox	FEMALE		200
Fox Ranch Female 2 Terry Pletcher			04/23/2018 Fox	FEMALE		300
Fox Ranch male 1 Terry Pletcher			04/23/2018 fox	MALE		300
Fox Ranch Male 2 Terry Pletcher			04/23/2018 Fox	MALE		200
Fox Ranch male 3 Terry Pletcher			04/23/2018 fox	MALE		300
Jackie male Carrie Leo			jackie	MALE		200

List of Animals

Animal Name Registration Numbers Comments	Male Parent Female Parent	Birth Date Color Purchase Date	Gender	Owner Breeder
Tigerwhite dyn tiger		05/14/2016 white	MALE	(b) (6) 5000
Wolf/Blaze born at park	Wolf	01/02/2011 Wolf	FEMALE	100
wolf/cever born at park	wolf	02/12/2010 wolf	MALE	100
wolf/Charlie roy miller norman ok	wolf	03/21/2006 wolf	NEUTER	100
Wolf/Chester Roy miller norman ok	wolf	10/10/2005 wolf	NEUTER	100
Wolf/DD1 dd farms	wolf	06/02/2018 wolf		100
Wolf/DD2 DD Farms	Wolf	06/02/2018 Wolf		
Wolf/DD3 DD Farms	Wolf	06/02/2018 Wolf		
wolf/hughie born at gw	wolf	12/25/2007 wolf	MALE	
wolf/Lia born at gw	wolf	04/21/2012 wolf	FEMALE	
Wolf/Fun Black Kiner born at park	Wolf	09/02/2013 Wolf	MALE	

List of Animals

Animal Name	Male Parent	Female Parent	Birth Date	Gender	Owner	Breeder
Registration Numbers			Color			
Comments			Purchase Date			
Wolf Pup silver/maggie			09/20/2013	FEMALE	(6)	
Born at park	Wolf		Wolf		(6)	100
Wolf/Scout			01/02/2011	MALE		
Born at park	Wolf		Wolf			100
Wolf/Shea			02/19/2010	FEMALE		
Born at park	wolf		wolf			100
wolf/taz			04/21/2012	MALE		
Born at gym	wolf		wolf			100