REPORT ON THE
INVESTIGATION OF THE SAN FRANCISCO ZOO

by the

TROL & WELFARE COMMISSION,
COUNTY OF SAN FRANCISCO,

No. 347-79, File No. 66-79-3,

to the

BOARD OF SUPERVISORS

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REPORT ON THE
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ANIMAL CONTROL & WELFARE COMMISSION,
CITY & COUNTY OF SAN FRANCISCO,

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REFERENCE

On April 23, 1979, the Board of Supervisors unanimously passed Resolution No. 347-79, File No. 66-79-3, that called upon the Animal Control & Welfare Commission to "investigate the care of animals and birds at the San Francisco Zoo." The resolution was in response to a story published in the April 23, 1979, issue of NEW WEST Magazine about certain alleged events that occurred at the San Francisco Zoo. The Board of Supervisors on the Animal Control & Welfare Commission to "conduct public hearings for the purpose of determining the validity of the charges in the above cited publication, to hear and to evaluate such other charges as may be forthcoming from individual supervisors or from the public as may relate to the care of animals and birds at the San Francisco Zoo and the proper or improper administration thereof and to report back to the appropriate committee of this Board with such comments and recommendations as may be found appropriate."

The Animal Control & Welfare Commission held six public hearings, beginning on June 9, then on July 5, July 19, August 8, August 28, and September 25, 1979. A great amount of material was gathered, including data from the public, material requested of city agencies, unofficial transcripts of some of the hearings, and information generated by the Commission itself in pursuing its charge.

Three large binders containing material collected have been categorized and a duplicate set made for the use of the Board of Supervisors and the public when studying the report and recommendations made by the Commission. A table of contents is included in the front of each binder for easy reference.

At the conclusion of the hearings, the Commission requested direction from the President of the Board of Supervisors as to how to proceed in presenting the material to the Board. Instructions were received from him that the Commission should present any recommendations it considered to be of an "emergency" nature immediately and submit the complete report as soon thereafter as possible. In accordance, the Commission submitted such an "emergency" report on October 29, 1979. On January 22, 1980, the Health and Environment Committee directed that a full report be prepared and submitted to it for consideration instead of the briefer report. That Committee then set aside March 6, 1980, beginning at 1:30 p.m., as a special meeting of the Committee for hearing the full report.

As a result of the above-referenced action, this report now supersedes and encompasses the report dated October 29, 1979, and is submitted herewith for consideration.

Jo Ann Hendricks, Chair
Animal Control & Welfare Commission

FORMAT

In order to deal with the great amount of material, the following format has been followed in presenting the report:

There are five major sections and several sub-sections as part of each major section. The recommendations of the Commission to the Board of Supervisors are first presented and immediately following each set of recommendations, elaborative material is included. The justification of the Commission's individual recommendations are included in the elaborations immediately following each set of recommendations.

In some instances, reference will be made to the three binders and sections therein that provide additional facts and background.

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ACKNOWLEDGEMENTS

Most authors will agree that it is inadvisable to include acknowledgements of contributors by name because someone may be left out. However, the Commission feels impelled to list individuals because of the outstanding contribution of many of them.

First, we thank The Hon. Janet Aitken and Mr. Carey Baldwin who acted without compensation as special advisers to the Commission in this investigation. Judge Aitken brought to the investigation her great expertise in the judiciary, her fairness and intelligence and her love and high regard for the San Francisco Zoo and its inhabitants. Mr. Baldwin brought his vast experience as an expert in the zoo world, and particularly the San Francisco Zoo, his good judgment, and keen sense of humor. To both, we are grateful for the many hours they spent at the public hearings and after in offering advice and opinions, as requested. (See Appendix.)

The Commission also gratefully acknowledges the assistance and cooperation from the former General Manager of the Recreation and Park Department, Mr. John J. Spring, and his fine staff in providing material requested; the Board of Supervisors and their expert aides; the Clerk of the Board of Supervisors and his staff, particularly Margaret McGuire and Barbara Reilly; the San Francisco Society for the Prevention of Cruelty to Animals and their compassionate, efficient staff; the San Francisco Zoological Society; and the staff at the Zoo, particularly the animal keepers.

The Commission also gratefully acknowledges the testimony and letters from the public and the extensive material provided by Mr. and Mrs. Carroll Soo-Hoo, Alan Magary, Valiant Young, James Schroeder, Stanley State, Helen Harvester, and many others whose material is included in Binder No. 2.

To the many individuals who called, wrote, and appeared before the Commission, your love for the animals and interest in the Zoo is gratefully acknowledged.

THEORY OF THE EARTH

The theory of the earth is a branch of geology which deals with the origin and development of the earth and its various parts. It is a science which seeks to explain the processes which have shaped the earth and its features.

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INTRODUCTION

The Commission.

The Animal Control & Welfare Commission is a citizens group established by Ordinance No. 3147 in 1971 that serves as an advisory group to the Board of Supervisors. Prior to July 1, 1978, it had a budget of approximately \$8,000 and employed a part-time clerical person to handle the myriad calls from the public pertaining to domestic animal problems.

After the passage of Proposition 13 in June 1978, the budget for the Commission was deleted and it became a volunteer citizens advisory group.

The Commission consists of six individuals appointed at large from the city by the Board of Supervisors, plus one representative from the pet industry, a practicing veterinarian, a representative from the Police Department, a representative from the Recreation and Park Department, and a representative from the Health Department, for a total of eleven members.

The Commission has no specific expertise in exotic animals (except, perhaps, for our veterinarian member), but it does have a knowledge of proper administration and management and combined that with expertise it gained during the investigation to present this report.

We do not, however, allege that we have the "clinical" background in this specialized area. However, we do maintain that we have as much common sense as any San Franciscan, that some of us were born and brought up in the City and visited the Zoo as children and adults, and, more importantly, that we have a concern for these rare, beautiful, special animals. We also believe that even without the special expertise alluded to, it is possible for any individual to determine that there is something drastically wrong at the zoo. Little did we realize when the investigation began that we would find so much to be corrected, that we would meet with such pressure from various groups and individuals; and that we would end up recommending as a serious alternative the closing of the Zoo.

We wish to state for the record that even though our report by necessity is in large part negative, dealing with what needs to be corrected and the reasons for the corrections, we believe the San Francisco Zoo to be a site with much potential, that there are dedicated, caring individuals who work there, both on a paid and a volunteer basis. What makes it all worthwhile to us and to them are, after all, the collection. If not for that overriding concern, most of us would have abandoned the investigation long ago in the face of great opposition and volunteer effort that was necessary to accomplish the job.

If in presenting our material we do become less than objective, we apologize. In spite of all the publicity that some may take to the contrary, we have only one "axe" to grind; and the bottom line for us is the care and treatment of the animals.

The Zoo.

Previously known as the Herbert Fleishhacker Zoo, the land on which the zoo resides was acquired from the Spring Valley Water Company specifically for use as a zoological garden. Prior to the present ocean site location, the zoo was located in Golden Gate Park, and the bison herd, which still can be seen in the Park, is all that is left of that original zoo.

The zoo opened at its present location in 1929. Later, funds from the Works Progress Administration (WPA) were made available for construction of the buildings.

The total land area available at the zoo is 62.8 acres. However, only about 22 acres are in use, or 35% of the land available is used for exhibits. The remaining 40.8 acres, or 65% of the land, is in landscaping, public and administrative and service use. As a result of state and federal government monies, a new gorilla habitat is under construction and is scheduled to open in July 1980.

Although the San Francisco Zoo has a number of animal specialties, the three most significant are the primates, cats, and bears.

The San Francisco Zoo is operated by the San Francisco Department of Recreation and Parks through the Recreation and Parks Commission. There are approximately 54 employees supervised by the Zoo Director. The staff includes a veterinarian, a zoologist, a curator of exhibits, animal keepers, gardeners, laborers, and janitors.

The San Francisco Zoological Society, founded in 1954 as a non-profit organization for the purpose of promoting the educational and recreational aspects at the zoo and to supplement the zoo's budget, also is located at the zoo. As such, the Society, under lease from the city, operates the food and ride concessions within the zoo, as well as the Children's Zoo. They also sponsor most of the educational programs offered by the zoo.

THE NEW WEST ARTICLE

The NEW WEST Magazine article of April 23, 1979, precipitated the Board of Supervisors' request of the Animal Control & Welfare Commission to investigate the San Francisco Zoo. Therefore, we wish to first address the allegations implied and made in that article.

The Commission believes the article to be, for the most part, subjective reporting. The evidence was conflicting. The "sabotage" incidents apparently did occur, but no reason for doing this was ever found, nor were the person or persons identified who perpetrated them; and, as the article stated, "They stopped just as quickly as they began."

There was a seal watch that apparently got out of hand. That is, there were too many individuals present during the "watch," television sets, radios, alcoholic beverages, and a general party atmosphere prevailed. Individuals other than zoo employees were allowed to participate in the "watch." The baby seal did not survive, and the cause of death was starvation because the mother would not feed it. Some have alleged that the reason the mother did not take care of the baby was because of the noisy environment created by the "watch." This may have credence because within the past month a seal watch was kept by the night security guards and no one else; and the mother is caring for the seal pup normally, and it is thriving and gaining weight daily.

There was an allegation made by night security animal keeper Charles Stifflemire that certain drunkenness occurred during the "watch" and that it was necessary to call the police. This has been disputed. However, in checking the log book at the Taraval Police Station, in the book labeled 12-28-78 to 3-25-79, on page 245, line 10, there is noted that a police officer by the name of Franciscus responded to a call from Keeper Stifflemire; and it was further noted that there were individuals at the zoo in an intoxicated state. However, no official police report was made.

Therefore, the Commission's conclusions regarding the article are that it represents symptoms of the multi-faceted problems at the zoo, and that it may or may not be factual because no conclusive proof was submitted to substantiate the allegations made; but it is an indication of poor leadership, supervision, and direction of the animal keepers at the zoo. As such, it also led the Commission to its more extensive investigation into all areas of the Zoo.

PART I - THE ANIMALS

Animals are such agreeable friends, they ask no questions, pass no criticisms. -- George Eliot

NIGHT SECURITY

The Animal Control & Welfare Commission recommends:

1. THAT TWO PERMANENT ANIMAL KEEPERS BE ASSIGNED TO EACH NIGHT SHIFT.
2. THAT TIME CLOCKS BE USED BY NIGHT ANIMAL KEEPERS WHEN MAKING THEIR ROUNDS AND THAT SUCH TIME CLOCKS BE CHECKED BY MANAGEMENT.
3. THAT ONLY PERMANENT STATUS ANIMAL KEEPERS BE ALLOWED TO HOLD THESE POSITIONS.
4. THAT A POLICE CALL BOX KEY THAT IS OPERABLE ONLY AT THE ZOO BE MADE FOR THE USE OF THE NIGHT ANIMAL KEEPERS WHEN CALLING IN HOURLY TO THE TARAVAL POLICE STATION.
5. THAT MANAGEMENT REQUEST THE CHIEF OF POLICE TO RE-INSTITUTE "PASSING CALLS" AT THE ZOO, PARTICULARLY FROM 9 P.M. TO DAWN DAILY.
6. THAT MANAGEMENT MEET AND WORK OUT A SYSTEM OF NIGHT SECURITY GUARD CALL-INS TO THE TARAVAL POLICE STATION.
7. THAT MANAGEMENT CHECK NIGHT ANIMAL KEEPERS FROM TIME TO TIME ON SITE, PARTICULARLY WEEK-ENDS AND HOLIDAYS AND UNNANOUNCED, AND THAT THIS RESPONSIBILITY BE ROTATED AMONG SUPERVISORY PERSONNEL.
8. THAT MANAGEMENT READ AND ACT ON NIGHT ANIMAL KEEPERS' DAILY REPORTS.
9. RESTORATION OF THE PERIMETER FENCES AND INTERIOR AREAS TO MAKE THEM VANDAL AND TRESSPASS-PROOF.
10. THAT THE OUTSIDE BACK GATE SHOULD BE LOCKED AT NIGHT.
11. THAT ALL NIGHT SECURITY PERSONNEL BE REQUIRED TO STAY AWAKE DURING THEIR ENTIRE SHIFT AND PERFORM THEIR JOB.
12. THAT ALL NIGHTSECURITY PERSONNEL BE REQUIRED TO REPORT FOR WORK ON TIME AND LEAVE ON TIME.

BACKGROUND/FACTS - NIGHT SECURITY

There is presently one animal keeper assigned for the 4 p. m. to mid-night shift, whereas previously there have been two (one retired). There is also one animal keeper assigned for the midnight to 8 a. m. shift. In addition, there are two "CETA" security guards assigned to the midnight to 8 a. m. shift; and when the regular animal keeper on the early shift is on vacation or sick, usually either a CETA person or a temporary employee is assigned to that shift.

The Commission received testimony from one of the night animal keepers on the 4 p. m. to midnight shift that there have been many times when no one was on duty, particularly the midnight to 8 a. m. shift.

There is no supervision of these employees. There is presently no system established for supervision.

There are over 45 acres to cover at night, numerous locks to be checked and many areas where vandalism and trespassing are prevalent. There are sufficient permanent personnel that a hardship during daytime hours would not be suffered if four animal keepers were assigned to night duty. (In 1974 there were 28 animal keepers and 4 CETA employees and double the number of animals to care for as there are today. At this time there are 26 budgeted full time animal keepers and 7 CETA employees and less than half the number of animals to care for. Therefore, it should be possible to assign four permanent animal keepers for these two shifts.)

Time clocks have previously been used; and after being inoperative for over a year, they were stolen, then replaced, and have been put into use again only within the last two months. However, since the new ones were made available to these personnel, the one used by the CETA personnel has been broken and so cannot be used. It should be repaired.

The Commission has recently been advised that one CETA employee on the midnight to 8 a. m. shift brings a bed roll and immediately upon arrival for his job, unrolls it and sleeps through his shift. The Commission has also been advised that management has been informed of this behavior. This employee should be dismissed.

From time to time some of the animals become ill or have been ill during daytime hours and instructions have been left to the night watch to keep a close watch over these animals. Also, there have been occasions when animals have escaped or have become ill during night time hours or have been vandalized during that time. Only a permanent, qualified animal

keeper would know how to handle such situations, as has been the case in several instances. Also, there apparently has been no attempt to train CETA employees.

Police Call-Ins

Zoo procedure has been for night watch employees to check in with the Taraval Police Station every hour and to inform the police when they go off duty and if a relief person has reported in (for the midnight to 8 a. m. shift).

It has been determined from the log kept at the Taraval Police Station and from zoo employee time records and from testimony from zoo employees that there may be instances when night watch employees, particularly CETA guards, have called the police station from locations other than the zoo and informed them, however, that they are calling from the zoo premises and are on duty. (Records also indicate that these employees OFTEN leave the premises 3 to 5 hours early, yet have been paid for 8 hours. Animal keeper testimony before the Commission was that zoo management has been made aware of many of these instances.)

In discussing this procedure with supervisory personnel at the Taraval Police Station, it was made evident that there are times when police personnel may not log in calls from zoo night watch for various reasons, including new police personnel on the telephone who do not know the procedure, or preoccupation with police matters at the moment the call comes in. However, it is believed by police personnel that these instances are more rare than not. What is important here is that the police did not indicate an interest in continuing this procedure and that they would do nothing if no one ever called in, let alone on the hour.

It has been thought by zoo personnel and others that if an hourly call was not received, the police would dispatch a car to determine if there was a problem, after having first attempted to reach zoo security personnel by telephone. This has not been the case for some time as far as the police are concerned. It is apparent from zoo supervisory personnel's reaction and instructions to the night security to perform this function that they do not know this to be the case.

The Commission believes this procedure should be followed. By utilizing the police call box and having a key that fits only that box, this would be possible. Repair of that call box should be accomplished quickly.

VETERINARY CARE

The Animal Control & Welfare Commission recommends:

1. THAT 24-HOUR, 7-DAY PER WEEK VETERINARY CARE FOR THE ANIMALS SHOULD BE AVAILABLE.
2. THAT TO ACCOMPLISH THE ABOVE, THE PRESENT VETERINARIAN AND HIS ASSISTANT SHOULD ROTATE THEIR DAYS OFF SO THAT ONE IS ON DUTY AT ALL TIMES (ON CALL DURING EVENING HOURS).
3. THAT THE VETERINARIAN VISIT EACH STRING DAILY AS A FIRST ORDER OF BUSINESS, WITH THE EXCEPTION OF EMERGENCIES IN SPECIFIC ZOO LOCATIONS THAT SHOULD TAKE PRECEDENCE.
4. THAT THE BOARD OF SUPERVISORS REQUEST A FULL AND COMPLETE REPORT ON THE CAUSE OF DEATH OF THE MANY HOOFED STOCK AND IN PARTICULAR THOSE THAT WERE ALLEGED TO HAVE DIED OF STARVATION.
5. THAT THE BOARD OF SUPERVISORS REQUEST IN WRITING AN EXPLANATION OF THE ZOO VETERINARIAN'S RESPONSIBILITY TO THE JOSEPHINE RANDALL JUNIOR MUSEUM.
6. THAT THE BOARD OF SUPERVISORS REQUEST IN WRITING AN EXPLANATION OF THE CARE AND CAUSE OF ILL HEALTH AND DEATH OF "JACKIE," THE FEMALE GORILLA THAT DIED IN MID-1978, SUCH CARE REFERRED TO IN KEEPERS' REPORTS DATED MARCH 2 THROUGH MARCH 18, 1978. (See Binder No. 1, "Animal Keepers Reports.")

BACKGROUND/FACTS - VETERINARY CARE

Since June 1979 the San Francisco Society for the Prevention of Cruelty to Animals has been called approximately 15 times regarding lack of care and/or cruelty to animals at the zoo.

Such calls have been initiated approximately 50% of the time by the animal keepers and 50% by members of the public. Prior to June 1979 fewer calls were received; and about 20% were from animal keepers and 80% from the public.

Some of the reports made by the SPCA on their investigation indicate that some errors in judgment were made in not having the animals in question diagnosed by a veterinarian during the first 24 hours of reporting its illness. One of these has to do with the death of a female wallaby, and the SPCA case report is included in Binder No. 1 under "Animals, Deaths, Wallaby." Another instance regarding the Zoo Director and the veterinarian occurred on July 25, 1979, when members of the public called to complain about the apparent suffering of a bison in Golden Gate Park that subsequently resulted in the animal being euthanized. (See Binder No. 1, "Newspaper Articles.")

The Hoofed Stock.

Many animal keepers appeared before this Commission to complain about the lack of adequate care of the hoofed stock, and it is alleged that this is still the case. The Zoo has previously had a remarkable collection of hoofed stock, some very valuable and rare; but it has been reduced sharply by the deaths of the animals. Some were alleged to have died of starvation, in that rocks were found in their stomach upon autopsy, supposedly indicating either a diet poor in minerals, or no diet at all.

"Jackie," the Gorilla.

Pictures of the gorilla "Jackie," the mother of the now-famous "Koko," are included here. The Commission finds these pictures to be revealing, while horrifying, and would like information as to the cause of the many sores on the animal's body, her general poor condition that we understand went on for at least a year, and the medical care (or lack of it) that was given to her. While we understand that Valley Fever was the official cause of death, it is inconceivable to believe that Valley Fever caused the sores on the animal's body.

The Commission found the zoo veterinarian to be straightforward in responding to its questions and interest in zoo animals and readily admitted his inadequacy in treating certain animals about which he was questioned.

BACKGROUND/FACTS - THE INVENTORY

The status of the inventory is shameful. In reviewing the list of the inventory provided the Commission by the Zoologist, many questions were immediately brought up about the possessors of some members of the collection. The Director of the Zoo never responded to the Commission's specific questions as to who certain individuals are that have certain species belonging to the Zoo and the criteria for loaning them to individuals. This matter must be cleared up immediately.

The inventory should be clear and concise and should indicate when the mammal or bird was shipped, to whom, etc. It is amazing to this Commission that this has not long before now been corrected. The collection represents, conservatively, at least a million dollars to the City of San Francisco. If only for financial reasons, accuracy in this regard must be maintained.

As can be seen, it has been necessary for the Zoologist to write to a member of the public who is believed has a number of birds belonging to the Zoo. (See Binder No. 3, "Animal Inventory," correspondence to L. Swan.) While no aspersions are cast on the individual to whom the letter was addressed, this is but an indication of the incredible manner in which this information has been maintained. (How many others received letters inquiring if they still have some of our mammals and/or birds?)

The Zoo Director has previously stated that a \$3,000 computer would solve this problem. The Commission believes that the Zoological Society should have been requested to purchase such an instrument for the Zoo long ago. However, barring that possibility, the Commission understands there is a system known as ISIS (International Species Inventory System) that is widely used. In 1974, John J. Spring, then Zoo Director, set up such a system, which is a card file system. After this was set up, it was assumed that it would be maintained. Every animal was assigned a number in the system, and individuals were recruited as volunteers to maintain the system.

Responsibility for the collection rests with the Zoo Director, and an accurate, up-to-date inventory is at the crux of this responsibility.

ANIMAL LOANS

The Animal Control & Welfare Commission recommends:

1. THAT A CRITERIA FOR LOANING ANY PART OF THE COLLECTION BE ESTABLISHED, PUBLISHED, AND ADHERED TO.
2. THAT NONE OF THE COLLECTION SHALL BE LOANED TO ZOOS, PRIVATE INDIVIDUALS, AND/OR FARMS, BREEDERS OR OTHERS WHO DO NOT MEET THE CRITERIA FOR LOAN.
3. THAT INCLUDED IN THE CRITERIA FOR LOAN SHALL BE EXPERTISE IN THE FIELD OF THE SPECIES TO BE LOANED AND AN ESTABLISHED HISTORY OF HUMANE CARE OF SUCH SPECIES.
4. THAT THE BOARD OF SUPERVISORS REQUEST A WRITTEN LIST OF THE OFFSPRING REGAINED FROM LOANS FROM THE COLLECTION AND THAT THIS BE INCLUDED IN THE INFORMATION ON THE INVENTORY PROVIDED TO THE CITY CONTROLLER.
5. THAT THE CREDIT SYSTEM REGARDING LOANED ANIMALS BE AUDITED AND RE-EVALUATED AND THAT IT BE REVISED IN A MORE EFFICIENT MANNER, CALLING ON THE CITY CONTROLLER FOR ASSISTANCE IN THIS REGARD.

BACKGROUND/FACTS - ANIMAL LOANS

Testimony from the General Manager of the Recreation and Parks Department indicate that loans of species between zoos is a common occurrence, but that often the "loans" are never returned. This appears to be a means for zoos to obtain species from each other that they do not have and thus build their collection. Given the fact that the San Francisco Zoo no longer has an animal fund and thus cannot purchase additions to the collection, employing this practice to manage and build the collection is the only means possible for doing so. It is an acceptable method. However, accurate record keeping is extremely important here.

Even more important is a criteria for loaning members of the collection, particularly to any organization, company or individual, other than zoos. The Commission questions loans to some individuals, perhaps because the questions to the Director asked about certain individual loans have never been answered.

Credits.

There is also a credit system whereby, say, one zoo contacts another to purchase a member of his collection or to exchange or loan a member of his collection to the other zoo in exchange for something the other zoo wants. If the first party does not have any species that the second party wants, then a credit is "kept on the books" for future use by the second party. It is the Commission's understanding that there is no accurate accounting of these credits and believes that there should be. However, we were never able to obtain explicit information from the Zoo Director about this; but the Commission believes it is important enough for the Board of Supervisors to request this information and for the City Controller to assist the Zoo in providing expertise for setting up an accounting system for these credits.

Accounts Receivable.

Of importance here, also, is the list of accounts receivable, shown in Binder No. 3, "Animal Transactions." This list represents exchange credits and sales from the collection that are owing to our zoo from other zoos and/or animal dealers. As can be seen, there is a total amount due of over \$50,000, the largest single amount of which dates back to August 1974. (Since this list was received in August 1979, there may have been others added to it.)

This listing represents monies owed to the Zoo (the City) on which no interest has been accruing. It is suggested that there may be another accounting procedure to handle this item so that interest may be earned.

Assistance is needed here from financial experts, and perhaps the City Controller can provide it. Otherwise, the receivables should be called in and the proceeds given to the Zoo operation.

It is the Commission's understanding that the reason such a list is maintained is that it works like the credit system previously explained. If the money were paid, it would go into the general fund and not to the Zoo. This should not be the case. If the Zoo generates the money, it should be allowed to keep it.

GENERAL CARE

The Animal Control & Welfare Commission recommends:

1. INSTITUTION OF A PROGRAM OF CLEAN-UP, WITH THE SUPERVISORY STAFF EMPHASIZING AND ENFORCING IT.
2. REQUIRE ANIMAL KEEPERS TO PICK UP FOOD UNEATEN BY THEIR CHARGES WHERE POSSIBLE BEFORE LEAVING THEIR STRINGS EACH DAY.
3. THAT THE ZOO REQUEST CONTINUING, PERMANENT ASSISTANCE FROM THE CITY'S HEALTH DEPARTMENT, RODENT CONTROL OFFICE, IN CORRECTING THE PROBLEM OF EXCESSIVE RODENTS AT THE ZOO, AS IT IS A PERMANENT ONE THAT MUST BE CONTROLLED.
4. THAT THE ASIAN ELEPHANT STRING SHOULD ALWAYS BE A THREE-PERSON STRING WITH THE SAME THREE PERMANENT ANIMAL KEEPERS.
5. DISCONTINUATION OF CHAINING THE ELEPHANTS, EXCEPT FOR FOOT CARE.
6. THAT ANIMAL KEEPERS MAINTAIN VOICE CONTROL AND DEFENSIVE, DISCRIMINATORY USE OF THE HOOK IN TRAINING AND WORKING WITH THE ELEPHANTS.
7. DISCONTINUATION OF PLACEMENT OF VALUABLE, RARE, AND/OR ENDANGERED MEMBERS OF THE COLLECTION IN THE CHILDREN'S ZOO EXHIBITION AREAS.
8. THAT THE CONCRETE FLOORS IN ALL CAT ENCLOSURES, PARTICULARLY THE LEOPARD STRING, SHOULD BE REPLACED WITH DIRT.
9. THAT UNTIL NO. 8 ABOVE CAN BE IMPLEMENTED, ANIMAL KEEPERS ON THESE STRINGS SHOULD PLACE FRESH STRAW OR OTHER SOFT, NATURAL MATERIAL ON THE FLOOR DAILY.
10. THAT THE CARE OF THE ANIMALS, BOTH FROM A HEALTH AND A SECURITY STANDPOINT SHALL BE THE MOST IMPORTANT CONCERN OF ALL ZOO EMPLOYEES.
11. THAT ALL ANIMAL KEEPERS BE REQUIRED TO FEED THE SPECIES IN THEIR CHARGE WHEN THEY EVINCE HUNGER AND IF THEY DO NOT, THEY SHALL BE DISMISSED FOR WORK FAILURE AND CRUELTY TO ANIMALS.

BACKGROUND/FACTS - GENERAL CARE

A tour of our Zoo indicates that it is dirty, strewn with litter from the public. The same is often true of the animal enclosures that are to be kept clean by the animal keepers. Many do take pride in keeping the enclosures of their animals clean, but there are enough who do not that it must be mentioned.

The Commission believes that either the supervisory staff does not walk through the Zoo during the day, or else when giving instructions to the animal keepers to clean up, they do not do it; or the supervisors do not give instructions to the animal keepers to clean up.

Testimony was received from some animal keepers that the latter is true primarily, although often the former is true. The supervisors usually do not go into the Zoo more than once a day, if that; and they do not give instructions to the staff about cleaning up. The alleged reason for not giving instructions is that "some keepers are friends with certain supervisors, so those supervisors would not report them for work failure." Also, the Commission was told that since the supervisors came from the ranks of the animal keepers, they "goofed off" when they worked as animal keepers, too.

The most recently appointed acting supervisor apparently attempted to write up for work failure anyone who did not clean cages, etc., but he finally gave up. Instead, he concentrated on one person at the expense of everyone else's shortcomings and then stopped altogether.

As mentioned previously, the back string and the leopard string apparently are receiving the least attention now and, perhaps, the aviary. The problems of the back string have already been addressed. But a recent instance on the leopard string bears reporting:

On February 26, the female jungle cat was seen pacing in her cage with a cub in her mouth. Upon investigation it was determined that she had given birth to two cubs some time prior to first being seen, as they were both cleaned up and their hair was fluffy. The male jungle cat was still in the cage with her, which is why she was pacing -- she was attempting to find a hiding place for the cub so the male would not bother it. (The usual procedure is to separate the male and female at least a few hours prior to the female's birthing.) When this was pointed out to supervisory personnel and the animal keeper on that string, everyone was surprised, for they did not even know the female was pregnant, they stated. Then, when the male and female finally were separated, they were locked up without water.

The animals on the leopard string were not meant to walk all the time on concrete. As a result, the animals' pads become cracked and raw and often bleed and become infected. Dirt floors in the cages are the best solution for the time being; and if that is not possible, fresh straw or other soft, natural material should be placed on the floor daily.

Problems with the back string (the hoofed stock) have previously been alluded to and bear further medical investigation.

Rodent Control.

There is a problem with infestations of mice and rats in the entire city. At the Zoo, obviously, where food is left out, where the animals and birds do not eat all the food given to them during the day, rats prevail. This has been a particular nuisance and danger in the aviary where rats are larger than some of the birds and have attacked and eaten the birds and the eggs in their nests. The food and/or grain left out has attracted the rats. There is also a large infestation of rats in the grain room and in the elephant grain room in the attic of the elephant house.

Previously, the food in the aviary was collected each evening by the keeper, and this problem was avoided there. Also, it appears that public garbage cans are not picked up on the week-ends and so are overflowing by Monday when they are picked up again.

In visits to the Zoo, individual Commission members have observed many loaves of bread left out that have drawn rats and a large amount of horse meat left out overnight behind the bear enclosures. While rodents are an unpleasant fact of life, leaving food out in this manner is irresponsible and should not be permitted.

The Elephants.

The question about the care of Taji, the elephant, as reported by NEW WEST Magazine, was the impetus that began this investigation. The problem in Taji's case is one that is still prevalent at the Zoo, i. e., inconsistency in the care, training, and discipline of the Asian elephants.

Prior to the problems with Taji, the elephant, a three-person string was in effect. In addition, it was always the same three persons, which is important in training and disciplining elephants. The problem arose with Taji when "affection training" was allowed to take place by an inexperienced CETA person. From the expert testimony and reading the Commission has experienced, it appears that elephants are somewhat like dogs, except that they are most intelligent and, of course, much more dangerous, not only because of their size, but because they attempt to continuously test the person in charge. The three people on the string prior to the accidents caused by Taji were able to control all the elephants by voice command and with the use of the elephant "hook."

The sex of the elephant Taji was brought to question because of her behavior. The elephant was sold by the Zoo to a Florida zoo and has subsequently been sold to the Los Angeles Zoo. It is understood now that Taji is behaving very well and is a "model elephant."

After Taji was sold, a 1-person string was instituted with the three remaining Asian elephants. At the present time, it is a 2-person string. Most recently, Tinker Bell, the youngest elephant, went on a "rampage," pulling two doors off the rollers and so scaring one of the elephant keepers that she refused to return to the elephant house for some time.

The Commission has listened incredulously to testimony and gathered facts about the Asian elephant operation. As a result, the Commission believes that it is an accident waiting to happen. Many other employees may very well be injured unless something is done on a consistent basis with sufficient qualified personnel handling the elephant.

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17. In order to be able to use the equipment we have used for many years, we have had to make some changes in the equipment. The changes have been made in order to make the equipment more efficient and to make it more easy to use. The changes have been made in the following way:

[illegible]

PART II - THE PEOPLE

" . . . You have to go places quite out-of-the-way.
You have to go places no others can get to.
You have to get cold and you have to get wet, too. ."
-- Dr. Seuss

SAFETY

The Animal Control & Welfare Commission recommends:

1. THAT A SAFETY COMMITTEE BE ESTABLISHED WITH A LEAST ONE KEEPER FOR REPRESENTATION OF THAT GROUP AS A MEMBER.
2. THAT SAFETY COMMITTEE MEETINGS BE HELD ON A REGULAR BASIS BUT NOT LESS THAN ONCE A MONTH.
3. THAT REGULAR SAFETY MEETINGS WITH ALL ANIMAL KEEPERS BE HELD.
4. THAT A SIX-FOOT FENCE BE PLACED IN FRONT OF THE TAPIR COLLECTION WHERE THERE IS NONE THAT HIGH NOW.
5. THAT THE USE OF ALCOHOL OR DRUGS BY ZOO PERSONNEL DURING WORKING HOURS BE PROHIBITED BY MANAGEMENT.
6. THAT IF ANY ZOO EMPLOYEE IS FOUND TO BE UNDER THE INFLUENCE OF ALCOHOL OR DRUGS ON ZOO PREMISES, THAT HE/SHE BE SUSPENDED PENDING INVESTIGATION.
7. THAT IF ANY ZOO EMPLOYEE IS FOUND TO HAVE AN ADDICTION TO ALCOHOL OR DRUGS, APPROPRIATE MEDICAL ASSISTANCE FROM LOCAL AGENCIES SPECIALIZING IN SUCH CARE SHALL BE SOUGHT.
8. THAT THE APPROPRIATE LAW ENFORCEMENT AGENCY BE REQUESTED TO INVESTIGATE EMPLOYEE CHARGES OF DRUG USEAGE AND DEALING AMONG ZOO PERSONNEL DURING WORKING HOURS.
9. THAT THE BOARD OF SUPERVISORS REQUEST THE STATE DEPARTMENT OF OCCUPATIONAL SAFETY AND HEALTH (OSHA) TO MAKE AN IMMEDIATE INSPECTION OF THE ZOO FROM A SAFETY STAND-POINT AND THAT THEY BE REQUESTED TO RECOMMEND MEASURES FOR INCREASING THE SAFETY OF PERSONNEL, THE PUBLIC, AND THE ANIMALS.
10. THAT THE BOARD OF SUPERVISORS REQUEST OSHA TO MONITOR THE ZOO'S COMPLIANCE WITH ALL SAFETY REGULATIONS NOW IN FORCE AND THAT SHALL BE IMPOSED BY THAT AGENCY.
11. THAT EMERGENCY DRILLS BE CONDUCTED PERIODICALLY AND IRREGULARLY.

BACKGROUND/FACTS - SAFETY

The Commission has previously requested information about meetings of a safety committee at the Zoo. Animal keepers informed the Commission on September 25, 1979, that none had been taking place. Yet, the accident rate among zoo personnel seems high. The Director has stated that there were 32 accidents in an 11-month period. While we do not have statistics from other zoos with similar situations, it would appear that the number is high -- and costly for the City.

In any event, it is good business practice and a requirement of Cal-OSHA to hold safety meetings. In the Director's memo of January 28, 1980, to B. Barron (copy in Binder No. 1, "Animal Keepers"), the days that safety meeting were held are listed. However, in checking with animal keepers, they knew of none; and one may wonder how it is possible to have safety meetings without the animal keepers. But, the last paragraph of the Director's memo may explain it: " . . . After every meeting any of the staff have with personnel we always ask if there are any safety questions or problems. In fact I have instructed staff to actually say this is now a safety meeting per Cal-OSHA requirements."

One may draw from this that if it is never necessary for the staff to have a meeting with any one animal keeper, that same animal keeper will never be involved in a safety meeting! The Commission finds this incredible and strongly believes that regular meetings with staggered groups of animal keepers must be held for everyone's safety -- employees, the public, and the animals.

The Commission has also suggested previously that emergency drills be conducted periodically and irregularly so all personnel will be familiar with procedures in that regard. It has been reported that a previous director did irregularly and on purpose let out an animal that was not dangerous prior to the Zoo being opened to the public in order to give Zoo personnel the opportunity to be prepared for emergency situations.

The Tapirs.

Within the last week, members of the public have been observed (including children) hand feeding the tapirs. They are an unpredictable animal and have been known to bite. The present fence is only waist high to an average person, and it is possible for young children to reach over the fence and touch the animals. Therefore, a six-foot fence should be installed in this very short section immediately.

Alcoholism/Drug Abuse.

There have been numerous, repeated accusations by animal keepers of alcoholism, drug useage, and drug dealing during business hours at the Zoo by Zoo personnel. This cannot be allowed to continue if it is true. One Commissioner did observe one animal keeper acting eratically, staggering, and when accosted smelled alcohol on the individual's breath. It is the Commission's understanding that supervisory personnel have been told about specific instances of alcoholism and drug useage but that nothing has been done about it. If this is going on, the safety of all personnel is involved and possibly members of the public.

There are recognized symptoms of alcoholism and drug abuse. The Commission believes that specific training in these areas should be given to supervisory personnel and that communication be established with recognized agencies to assist in combating this problem among Zoo employees.

The Commission did not investigate (nor should it) the accusations of drug useage and dealing but believes it should be referred to the appropriate law enforcement agency by the Board of Supervisors for investigation.

SECURITY - DAY

The Animal Control & Welfare Commission recommends:

1. THAT THREE PERMANENT ANIMAL KEEPERS BE ASSIGNED AS DAY SECURITY GUARDS.
2. THAT THE DUTIES OF ANIMAL KEEPERS AS LISTED IN THE CIVIL SERVICE JOB DESCRIPTION, "... OBSERVES THE PUBLIC TO PREVENT MALICIOUS ACTS WHICH COULD RESULT IN HARM TO THE PUBLIC, OR ZOO ANIMALS OR LOSS OF ZOO PROPERTY ..." BE RESTATED TO THEM AND COMPLIANCE REQUIRED BY MANAGEMENT.
3. THAT ALL ANIMAL KEEPERS BE REQUIRED TO PATROL OUTSIDE HER/HIS EXHIBITS AT ALL TIMES THEY ARE NOT WORKING WITH OR FOR THE ANIMALS ON THEIR STRING.
4. THAT NUMBERS 2 and 3 ABOVE, PARTICULARLY, APPLY ON WEEK-ENDS AND HOLIDAYS WHEN THE ZOO IS THE MOST CROWDED AND TEASING AND HARRASSMENT OF ANIMALS OFTEN TAKES PLACE.
5. THAT ALL ZOO PERSONNEL BE REQUIRED TO WEAR UNIFORMS TO BE PROVIDED BY THE CITY.
6. THAT SUPERVISORY PERSONNEL ON DUTY AT ALL TIMES TEND TO THEIR RESPONSIBILITIES AND, IN PARTICULAR, PARTICIPATE IN SECURITY ENFORCEMENT.
7. THAT APPROPRIATE SIGNS BE MADE AND PLACED AROUND THE GORILLA GROTTOS, INSTRUCTING THE PUBLIC TO KEEP THEMSELVES AND THEIR CHILDREN OFF THE GUARD RAIL. (See pictures.)
8. THAT ALL PERSONNEL, INCLUDING SUPERVISORS, BE REQUIRED TO WORK A FULL EIGHT HOURS.

BACKGROUND/FACTS - SECURITY - DAY

At the Los Angeles and San Diego Zoos, there are 20 - 25 guards on their individual staffs. During the day they are very much in evidence and so have little problem with vandalism and/or harrassment of animals. For budgetary reasons it is not possible for our Zoo to hire additional personnel for this purpose. However, it should be possible to assign three permanent animal keepers for this duty as was done at night with two animal keepers.

Another alternative that should be followed in any case is that the animal keepers should be required to be visible to the public at all times when they are not caring for their animals. There have been numerous keeper reports and reports from the public on harrassment and teasing of the animals that takes place, particularly on week-ends when the Zoo is generally most crowded. Members of the public have reported that it is impossible to find anyone at the Zoo to take action. It has been the experience of several Commissioners that it is difficult to find any Zoo personnel, that they are not visible, particularly on week-ends.

It has been reported that the senior supervisor normally on duty on Sundays spends most of his time in the Zoo hospital playing solitaire.

Uniforms.

Animal keepers and supervisory personnel should be required to wear uniforms while on duty so they may be readily identified by members of the public. Wearing a uniform would also dignify their positions. It is the Commission's understanding that Zoo personnel are being fitted for such uniforms and that they will be provided. Noncompliance with this requirement should be cause for suspension after the uniforms are available.

Members of the public would most certainly enjoy talking with the animal keepers on each string because their expertise can prove a fine experience for the public. Most of the animal keepers are gregarious and speak well with the public, particularly about their animals.

The Gorilla Grotto.

For some time members of the public have complained about the unsafe condition of parents and/or children sitting inside or on the guard rail around the gorilla grottos. (See pictures.) The procedure is that if anyone were to fall into the grotto the animal(s) would be shot. (This happened in past years when an intoxicated person climbed into the moat surrounding the lion enclosure.) If uniformed animal keepers were visible and appropriate signs placed, this could be enforced.

MORALE

The Animal Control & Welfare Commission recommends:

1. THAT ANIMAL KEEPERS BE GIVEN A PAY INCREASE COMMENSURATE WITH THEIR EXPERTISE AND THE DANGEROUS SITUATIONS IN WHICH THEY ARE OFTEN PLACED.
2. THAT A REGULAR, SYSTEMATIC COMMUNICATION SYSTEM BETWEEN MANAGEMENT AND ANIMAL KEEPERS BE ESTABLISHED.
3. THAT AN EMPLOYEE SUGGESTION BOX BE INSTITUTED AND THAT IMPLEMENTED SUGGESTIONS BE REWARDED BY AN APPROPRIATE LETTER OR CERTIFICATE PLACED IN THE EMPLOYEE'S PERSONNEL FILE.
4. THAT THE PRESENT ZOO DIRECTOR'S RESIGNATION BE REQUESTED; AND, FAILING THAT, THAT HE BE DISMISSED.
5. THAT A ZOO DIRECTOR BE HIRED WHO HAS HAD SUCCESSFUL MANAGERIAL EXPERIENCE AND WHO HAS PROVEN ABILITY IN SUCCESSFUL, POSITIVE EMPLOYEE RELATIONS.
6. THAT SUPERVISORY PERSONNEL VISIT EACH STRING AT LEAST ONCE A DAY AND OFFER SUGGESTIONS FOR IMPROVEMENT AND ASSISTANCE.
7. THAT MANAGEMENT'S POLICIES REGARDING THEFT, ALCOHOL, AND DRUG USE ON THE JOB, GAMBLING, AND INSUBORDINATION BE REITERATED TO ZOO PERSONNEL AND ENFORCED.
8. THAT ONE SUPERVISORY POSITION BE ELIMINATED.
9. THAT THE ZOO DIRECTOR ESTABLISH INDIVIDUAL CONTACT WITH ALL ZOO EMPLOYEES TO DEVELOP A RAPPORT WITH THEM.
10. THAT THE ANIMAL KEEPERS BE RECOGNIZED AS EXPERTS IN THE CARE OF EXOTIC ANIMALS.

BACKGROUND/FACTS - MORALE

The symptoms of low morale should be evident from previous pages. Experts in supervision have stated that employee morale consists of attitudes of individuals and groups toward their work, their environment, the management, and enterprise. The most significant influence upon morale is the supervisor's day-to-day relationship with employees. Morale is affected more by a supervisor's actions than by words.

The most apparent indicators of low morale are the levels of productive efficiency, the amount of tardiness and absenteeism, and the accident and safety record. Good supervision usually makes the difference between low morale and high morale.

Although many people assume that money is an effective motivator, studies have shown in many cases it is not. Only a very low percentage of wage-earning production workers typically respond positively to financial incentive plans. However, in the case of our Zoo, the salary of animal keepers is almost obscene. Their compensation as most recently reported is but \$10,872 to \$13,105 per year. (Animal keepers are next to the lowest paid city employees. The lowest paid are custodians.)

It is the Commission's opinion that the city is fortunate to have the caliber of animal keepers at the Zoo for the monetary compensation that is given. They are often in dangerous situations with their animals, they are often subjected to transmittable and rare diseases from their animals; and they acquire an expertise with their animals that cannot be purchased.

The Petition.

The greatest indication of low morale among Zoo animal keepers that the Commission has seen is the petition of August 20, 1979, copy of which may be found in Binder No. 1, "Animal Keepers." Yet, the response from the General Manager to whom it was addressed should have been considered an insult if it was not. This petition is clear in stating the problems with the Zoo Director and should have been an indication to the Parks Manager that drastic and immediate action was necessary.

Time after time the Commission heard of incidents where the Zoo Director's behavior was inconsistent, that there was little if any communication from or with him, that he has chosen to insulate himself from the animal keepers, that is he rarely if ever seen in the Zoo.

There is extensive bickering among animal keepers of which management is aware, but nothing is done about it.

When one of the night animal keepers (now retired) reported to the Director that certain gates were habitually left unlocked, the Director was said to have responded that it would be that keeper's word against the other and that only supervisory personnel could be trusted to say that this was really happening. When the keeper asked if a supervisor would, then, come with him on his rounds, he was told that no one was available to do that at night.

When an animal keeper reported that a tree-climbing kangaroo had been shot in the face with B.B.s and that B.B.s had been found on the floor of the keepers' locker room, the Director stated that he would do no investigation of the matter. (The animal died.)

Theft.

There has been much thievery at the Zoo over the past 4 - 5 years, as reported by animal keepers. The most recent incident occurred late night on February 23 or early morning February 24, 1980. The storage room in the giraffe barn has been used as a gymnasium, with management's permission, by the animal keepers. It has been furnished by the keepers. Some person or persons came into the Zoo through the back gate, which is always locked at night (the lock was not broken or forced), apparently drove a vehicle into the Zoo, went into the locked giraffe barn (the lock here was not broken or forced either) and stole a set of 600 lb. weight-lifting equipment belonging to one of the animal keepers. The giraffe barn is easily visible from the animal keepers' locker room where the night security is located when not making their rounds.

One would wonder what the night security guards were doing. It has been charged by some animal keepers that one of the two CETA guards on nights brings his bed roll and sleeps through his shift but that the other one does not. It has also been charged that one of the relief animal keepers on the early shift often plays cards in the elephant house or the locker room with keepers and others who return to the Zoo for that purpose.

If supervisory checks were made on an irregular basis, these practices would not continue.

Previously, the theft of numerous locks, construction equipment, lumber, gardening tools, and incubators, thermometers, and other equipment used in raising birds have been stolen.

The Zoo should have its policy regarding theft reinforced and made known to all employees AND IT SHOULD BE ENFORCED.

The supervisor's role is to make it difficult to steal, to be aware of what is stolen, and to report thefts as soon as they are known. They should also be reported promptly to the police department.

Members of the public and animal keepers testified that there is gambling for money at the Zoo, usually beginning at the lunch hour and sometimes going on until after the Zoo closes. This was finally reported in writing by a night security animal keeper, and supervisory personnel evidently took action to stop it that time. However, it has been reported that this is still going on surreptitiously. It should not be allowed. (See Binder No. 1, "Animal Keepers.")

TRAINING

The Animal Control & Welfare Commission recommends:

1. THAT A SYSTEMATIC SYSTEM OF TRAINING EMPLOYEES BE EMPLOYED BY MANAGEMENT IN ACCORDANCE WITH THE MEMORANDUM OF UNDERSTANDING BETWEEN THE RECREATION AND PARK DEPARTMENT AND THE TEAMSTER'S UNION.
2. THAT SUPERVISORY PERSONNEL ASSIST AND, IF NEED BE, WORK ON A DAILY, HOURLY BASIS WITH EMPLOYEES IN THE PROPER CARE OF ANIMALS IN INDIVIDUAL STRINGS.
3. THAT SUPERVISORY PERSONNEL PERSONALLY TRAIN NIGHT ANIMAL KEEPERS WHO ARE ASSIGNED TO THAT DUTY WITHOUT PREVIOUS EXPERIENCE.
4. THAT INDIVIDUAL KEEPER EXPERTISE BE UTILIZED ON A LIMITED BASIS IN TRAINING NEW EMPLOYEES AND IN TRAINING EMPLOYEES WHO ARE RE-ASSIGNED.
5. THAT DUTIES AND RESPONSIBILITIES OF ANIMAL KEEPERS BE REAFFIRMED PERIODICALLY BY SUPERVISORY PERSONNEL.
6. THAT DUTIES OF ZOO PERSONNEL BE UP-DATED PERIODICALLY (AND REVISED) AS NECESSARY.
7. THAT ALL ZOO PERSONNEL BE REQUIRED TO GIVE A FULL DAY'S WORK FOR A FULL DAY'S PAY.
8. THAT STRUCTURED, ACADEMICALLY INSPIRED TRAINING CLASSES BE REQUIRED FOR ALL NEW EMPLOYEES AND THAT SUCH CLASSES ALSO BE REQUIRED FROM TIME TO TIME FOR ALL EMPLOYEES.
9. THAT THE SIX-MONTH PROBATION PERIOD FOR NEW EMPLOYEES BE EXTENDED TO ONE YEAR.

BACKGROUND/FACTS - TRAINING

Apparently, there is no training of personnel when they enter a job and after they are on the job, except for individual keepers aiding the new employees.

New employees soon learn the routine from "older" employees. The first coffee break of the day is taken by all personnel at 10 o'clock when the concession stands open for business (and the general public is allowed in).

ALL personnel take the same lunch hour - 12 to 1 o'clock.

The afternoon coffee break is staggered. So, from 12 to 1, if there is an emergency in the Zoo, it would be impossible to find an employee to take care of it. This practice should be changed and lunch hours should be staggered according to the needs of the animals.

In practice, it appears that personnel take 30 minutes for coffee breaks, that they often take over an hour and sometimes an hour and a half to two hours for lunch and that most leave work by 4:30. There are notable exceptions -- the keeper in the lion house often stays until the work is done, until 6 or 6:30 at times. When it is raining, everyone is often allowed to go home at 4 o'clock. Considering the low pay of the keepers, this gratuity is not unacceptable, except that it should not include ALL keepers but stagger this privilege also. Then, of course, what about the public who may wish to stay until the Zoo closes at 5 o'clock to observe the collection. They would be out of luck.

THAT ALL PERSONNEL WHO ARE EMPLOYED BY THE ZOO SHALL BE REQUIRED TO WORK FOR A FULL DAY

THAT PERSONNEL WHO ARE EMPLOYED BY THE ZOO SHALL BE REQUIRED TO WORK FOR A FULL DAY
 BE REQUIRED TO WORK FOR A FULL DAY
 CLASSIFIED
 ALSO BE REQUIRED TO WORK FOR A FULL DAY
 EMPLOYED

THAT THE PERSONNEL WHO ARE EMPLOYED BY THE ZOO SHALL BE REQUIRED TO WORK FOR A FULL DAY
 BE REQUIRED TO WORK FOR A FULL DAY

SUPERVISION

The Animal Control & Welfare Commission recommends:

1. THAT ALL SUPERVISORY PERSONNEL BE REQUIRED TO ENFORCE EXISTING REGULATIONS REGARDING THEFTS, GAMBLING, ALCOHOL USE, DRUG USE, AND INSUBORDINATION.
2. THAT ALL SUPERVISORS BE REQUIRED TO GIVE A FULL DAY'S WORK FOR A FULL DAY'S PAY.
3. THAT ALL EMPLOYEES BE REQUIRED TO CLEAN OR RAKE THEIR AREAS ON A DAILY BASIS WITH THE POSSIBLE EXCEPTION OF RAINY DAYS.
4. THAT ALL EMPLOYEES BE REQUIRED TO STAY IN THEIR OWN WORK AREAS UNLESS THEIR ASSISTANCE IS DIRECTED ELSEWHERE BY A SUPERVISOR OR BY AN EMERGENCY SITUATION.
5. THAT ONE SENIOR KEEPER POSITION BE DELETED.
6. THAT SUPERVISORS SHALL SET THE HIGHEST STANDARDS FOR SUBORDINATE EMPLOYEES.
7. THAT ADVANCEMENT SHALL BE ENCOURAGED INTO SUPERVISORY POSITIONS.
8. THAT ALL SUPERVISORY PERSONNEL WEAR UNIFORMS.
9. THAT SUPERVISORY PERSONNEL VISIT EACH STRING AT LEAST TWICE A DAY, ONCE IN THE MORNING AND ONCE IN THE AFTERNOON TO OFFER ASSISTANCE AND INSTRUCTION TO EMPLOYEES AND TO ASCERTAIN THE STATUS OF THE COLLECTION.
10. THAT THE DIRECTOR OF THE ZOO VISIT EACH STRING AT LEAST ONCE A DAY AND WORK TO BUILD RAPPORT WITH INDIVIDUAL ANIMAL KEEPERS.
11. THAT WORK FAILURES BE REPORTED AND APPROPRIATE ACTION TAKEN.
12. THAT BETTER-THAN-SATISFACTORY WORK PERFORMANCE BE REWARDED WITH PRAISE AND, WHEN APPROPRIATE, LETTERS OF COMMENDATION PLACED IN INDIVIDUAL PERSONNEL FOLDERS.
13. THAT THE PRACTICE OF GIVING PELTS OF DEAD ANIMALS TO ANIMAL KEEPERS BE DISCONTINUED AND THAT THE REMAINS OF SUCH ANIMALS BE INCINERATED OR GIVEN TO VARIOUS ESTABLISHED AGENCIES FOR RESEARCH.

16. THAT ALL ANIMAL KEEPERS AND SUPERVISORY PERSONNEL BE EVALUATED AT LEAST ONCE A YEAR.
17. THAT MANAGEMENT TAKE FULL RESPONSIBILITY FOR THE OPERATION OF THE ZOO IN ALL RESPECTS AND MOVE TO IMPROVE AND CORRECT ALL ASPECTS AS NEEDED.

SUBJECT:

THE ZOO
POSITION

THAT ALL SUPERVISORY PERSONNEL SHALL BE

THAT SUPERVISORY PERSONNEL SHALL BE EVALUATED AT LEAST
ONCE A YEAR AND THE RESULTS OF THE EVALUATION SHALL BE
RECORDED AND USED TO IMPROVE AND CORRECT ALL ASPECTS AS NEEDED
AND TO MAINTAIN THE STATUS OF THE ZOO.

THAT THE DIRECTOR OF THE ZOO VISIT EACH WEEK AT LEAST
ONCE A WEEK AND SHALL BE RESPONSIBLE FOR THE OPERATION OF THE
ZOO AND FOR THE RESULTS OF THE EVALUATION.

THE ZOO SHALL BE REPORTED TO THE BOARD OF DIRECTORS AT LEAST
ONCE A YEAR.

THE ZOO SHALL BE REPORTED TO THE BOARD OF DIRECTORS AT LEAST
ONCE A YEAR AND THE RESULTS OF THE EVALUATION SHALL BE
RECORDED AND USED TO IMPROVE AND CORRECT ALL ASPECTS AS NEEDED
AND TO MAINTAIN THE STATUS OF THE ZOO.

THE ZOO SHALL BE REPORTED TO THE BOARD OF DIRECTORS AT LEAST
ONCE A YEAR AND THE RESULTS OF THE EVALUATION SHALL BE
RECORDED AND USED TO IMPROVE AND CORRECT ALL ASPECTS AS NEEDED
AND TO MAINTAIN THE STATUS OF THE ZOO.

PART 111 - MANAGEMENT

" . . if I ran the zoo," said young Gerald McGrew,
"I'd make a few changes. That's just what I'd do
 . . . Yes . . . That's what I'd do," said young
Gerald McGrew, "I'd make a few changes
If I ran the zoo."

--- Dr. Seuss

ZOO DIRECTOR

The Animal Control & Welfare Commission recommends:

1. THAT THE PRESENT DIRECTOR'S RESIGNATION BE REQUESTED BY THE RECREATION AND PARK COMMISSION; AND FAILING THAT, DISMISSAL BY THAT SAME AGENCY.
2. THAT THE BEGINNING SALARY OF THE ZOO DIRECTOR BE INCREASED TO \$45,000 (PLUS THE HOUSE ON THE GROUNDS THAT IS PRESENTLY PROVIDED AT MINIMAL COST AND ALL OTHER BENEFITS).
3. THAT THE DIRECTOR OF THE ZOO SHALL SET A POSITIVE, AGREEABLE TONE OF EXPRESSION AND BEHAVIOR TO ALL EMPLOYEES.
4. THAT THE ZOO DIRECTOR SHALL COMMUNICATE ON A REGULAR BASIS WITH ALL EMPLOYEES.
5. THAT THE ZOO DIRECTOR SHALL BE AVAILABLE FOR CONSULTATION WITH ALL EMPLOYEES ON AN INDIVIDUAL BASIS AS REQUIRED AND FEASIBLE.
6. THAT THE ZOO DIRECTOR SHALL TREAT ALL VISITORS TO THE ZOO IN A MOST COURTEOUS MANNER AND SHALL REFRAIN FROM INSULTING THEM.
7. THAT THE ZOO DIRECTOR SHALL OVERSEE THE WORK OF SUPERVISORY PERSONNEL AND ASCERTAIN THAT ALL INFRINGEMENTS OF RULES REGARDING WORK FAILURE, STEALING, GAMBLING, ALCOHOL AND DRUG USE ARE ENFORCED.
8. THAT THE ZOO DIRECTOR SHALL BE CONCERNED WITH THE PRESENT LOW MORALE OF ANIMAL KEEPERS AND SHALL SEEK ASSISTANCE IN CORRECTING IT.
9. THAT THE ZOO DIRECTOR SHALL BE EVALUATED AT LEAST ONCE YEARLY, SUCH EVALUATION TO INCLUDE THE FOLLOWING: 1) ATTENDANCE TRENDS; 2) INCOME-EXPENSE PERFORMANCE; 3) PUBLIC RELATIONS APPEARANCES; 4) COLLECTION MANAGEMENT; 5) SUCCESSFUL EMPLOYEE RELATIONS.

BACKGROUND/FACTS - ZOO DIRECTOR

Throughout its investigation, the Commission has noted poor leadership, supervision, and direction by the Director. Almost all witnesses have portrayed him as being stubborn, ineffective, inconsistent, and lacking in sound management techniques.

When he was appointed four years ago, the situation he faced was not the most pleasant. He walked into a situation where he must, prior to most decisions, consult with Recreation and Park management and the Recreation and Park Commission, to a Civil Service System that protects the employee, that assumes the employer to be totally wrong, and to a Zoo that has out-dated, rundown exhibits.

Any person placed in this position would have had to have 100 per cent more management experience than the present director has. He would have had to have a great liking for people and the ability to get along with divergent personalities in a firm yet friendly manner. In addition, he should have had a strong background, experience, and academic degrees in zoology, biology, or a related field. So, it would seem, the "cards were stacked against him" from the beginning. The situation has become increasingly worse. Now, with the likelihood of even more stringent budget cuts, it will worsen even more.

The animal keepers are allowed to do as they please most of the time. When a case is made against one of them and it is taken to the Civil Service Commission, it has been lost time and time again. If one asks individual animal keepers about this, they will state that the individual animal keeper who had a hearing before the Civil Service Commission was usually guilty of the charges; but their dislike for the Director is so strong that they unite behind the accused employee, even testifying in his/her behalf. Almost the entire group of animal keepers appear to be united in their dislike and lack of respect for the Director. Save a complete personality change on his part and additional training in management techniques, it will be impossible for this situation to do anything but deteriorate further. As this happens, the Zoo will suffer even more and will continue to struggle for every step up the ladder to recovery.

As in private industry, when the management situation reaches this point, retraining is impossible, and the top man -- the one who must accept responsibility for all aspects of the operation -- must go.

When a search is made for a new Director, it must be done carefully and widely, and the salary must be increased substantially to attract a top caliber person.

We have heard of wild meetings between animal keepers and Director when the Director has become excessively angry, yelled and swore at employees and in turn, been yelled at and swore at by employees. We have seen his reluctance in selected instances to give or order appropriate humane care for the animals. We have not seen an interest on his part in working with his employees on a one-to-one basis as needed. In fact, we do not believe he is capable of doing so in an effective manner.

We have seen him in public angrily attempt to take over from his boss, the General Manager of Parks; and we have, in turn, seen the General Manager testily and firmly tell him to sit down.

We have noted his paranoid reaction to this Commission's efforts, attempting to discount them by stating that we have been influenced by a small group of people; that he chose, under the guidance of "legal counsel" to refrain from coming before the Commission. Most of his written responses to our questions were sarcastic in tone and incomplete. He has continually refused to admit knowledge of certain unacceptable behavior by Zoo employees; and if that is the case, then, indeed, he is insulated from the realities of the situation at the Zoo.

The Curator of Exhibits was a position that he strongly requested to be placed in the budget and it was. The job was filled; yet there were no funds for the materials this person requires to do the job, as there are none now, save those provided by the Zoological Society of late. At the Commission hearing on June 9, 1979, a representative of the Zoological Society stated that the Society would have given the funds for materials if they had been requested.

The Commission has repeatedly been accused of being under the influence of Mr. and Mrs. Carroll Soo-Hoo. This is untrue. However, the Commission does believe that the extremely poor treatment given to the Soo-Hoos by the Director is an indication of his inability to get along with people.

The Soo-Hoos are benefactors of the Zoo, having given approximately \$50,000 to the Zoo from 1958 to 1974. There are many who will remember Mr. Soo-Hoo's charming antics with various members of the gorilla family at the Zoo as shown on local television from time to time in the past. There is a genuine love and caring on their part for our Zoo, and they have expressed that love by animal and financial donations and by almost daily visits to the Zoo.

Yet, when the present Director took over, the Soo-Hoos were barred from the gorilla compound. The Commission does not take issue with the Director's prerogative -- or necessity -- in doing this; but it does point out the bumbling, discourteous manner in which it was done. It was at this point that all effective communication between him and these benefactors was lost.

This example is cited to again point out the inability of the Director to use acceptable techniques in working with other human beings.

The most damning recent document, of course, is the August 20, 1979, petition signed by animal keepers at the Zoo. (See Binder No. 1, "Animal Keepers.")

While the Director may believe that this petition evolved because labor negotiations were going on at the time (they had been going on for many months), and that he had just taken an "unpopular position" regarding what he felt was management prerogative, the fact is that this petition was a culmination -- the last straw, as it were -- for these people. They were appealing in writing for assistance in working with the Director; they were pleading with the Director's supervisors to help them.

They received nothing; and the Director retreated even further behind his supervisory personnel.

He never should have been hired as Director, he was unqualified for the position, given the situation existing at the time; and he must be replaced before the Zoo can begin to move forward.

THE ZOOLOGIST

The Animal Control & Welfare Commission recommends:

1. THAT AN ACCURATE, UP-TO-DATE EASILY RETRIEVABLE LISTING OF ZOO INVENTORY BE ESTABLISHED IMMEDIATELY AND MAINTAINED THEREAFTER ON AN ON-GOING BASIS.
2. THAT THE ZOOLOGIST CONDUCT REGULAR TRAINING SESSIONS WITH ALL ANIMAL KEEPERS AND GROUPS OF ANIMAL KEEPERS.
3. THAT AN EXAMINATION BE HELD IMMEDIATELY TO SELECT A PERMANENT ZOOLOGIST.

CURATOR OF EXHIBITS

The Animal Control & Welfare Commission recommends:

1. THAT THE CURATOR OF EXHIBITS IMMEDIATELY CONSTRUCT AND HAVE APPROPRIATE, ATTRACTIVE SIGNS PLACED IN FRONT OF EACH ANIMAL'S HABITAT.
2. THAT THE PRESENT DYMO-TAPE "SIGNS" ON THE BARRIERS IN FRONT OF THE SEAL POOL IN THE ELEPHANT HOUSE BE REPLACED WITH LARGER, PROFESSIONAL SIGNS AND THAT THAT SECTION OF THE ELEPHANT HOUSE BE MODIFIED TO MAKE IT MORE ESTHETICALLY APPEALING TO THE PUBLIC.
3. THAT FAILING THE ACCOMPLISHMENT OF ITEM 1 ABOVE WITHIN THE NEXT THREE MONTHS, THIS POSITION SHOULD BE ELIMINATED FROM THE BUDGET.
4. THAT A FULL DAY'S WORK FOR A FULL DAY'S PAY BE GIVEN TO THIS POSITION FOR THE SAN FRANCISCO ZOO AND NO OTHER AGENCY.

SENIOR KEEPERS, ASSISTANT HEAD KEEPER, HEAD KEEPER

The Animal Control & Welfare Commission recommends:

1. THAT ONE SENIOR KEEPER POSITION BE ELIMINATED.
2. THAT A FULL DAY'S WORK FOR A FULL DAY'S PAY BE GIVEN BY EACH SUPERVISOR.
3. THAT CIVIL SERVICE EXAMINATIONS FOR THESE POSITIONS BE ADVERTISED AND HELD IMMEDIATELY.
4. THAT INDEPENDENT, IMPARTIAL, AND OBJECTIVE INDIVIDUALS BE REQUESTED TO SELECT THE PERSONS WHO CONDUCT THE ORAL EXAMINATION PART OF THE CIVIL SERVICE EXAMINATIONS FOR THESE POSITIONS.
5. THAT ALL SUPERVISORY PERSONNEL UPON APPOINTMENT RECEIVE TRAINING IN HUMAN RELATIONS AND LABOR RELATIONS.
6. THAT ALL SUPERVISORY PERSONNEL SHALL BE EVALUATED AT LEAST ONCE A YEAR AND THAT ANIMAL KEEPERS SHALL BE ALLOWED TO PARTICIPATE IN THE EVALUATION OF THEIR SUPERVISORS.

RECREATION & PARK COMMISSION

The Animal Control & Welfare Commission recommends:

1. THAT THE RECREATION AND PARK COMMISSION BE RELIEVED OF ITS RESPONSIBILITY FOR THE ZOO AND ITS MANAGEMENT.
2. THAT A NEW, SEPARATE COMMISSION BE ESTABLISHED FOR THE SOLE PURPOSE OF OVERSEEING THE OPERATION OF THE ZOO, SUCH COMMISSION TO BE FUNDED WITH THAT PORTION OF THE RECREATION & PARK COMMISSION'S BUDGET USED FOR THIS PURPOSE NOW, AND THAT SUCH COMMISSION SHALL BE CALLED THE "ZOO COMMISSION" OR THE "COMMISSION ON THE ZOO."
3. THAT REPRESENTATION ON THE NEW COMMISSION SHALL INCLUDE EXPERTS IN THE FIELDS OF ZOOLOGY, BIOLOGY, ANIMAL BEHAVIOR, AND OTHER SIMILAR DISCIPLINES, AS WELL AS EXPERTS IN THE FIELDS OF BUSINESS MANAGEMENT, FINANCE, AND HUMAN RELATIONS; AND THESE INDIVIDUALS SHALL ALSO BE REPRESENTATIVE OF THE POPULATION OF THE CITY; AND EX-OFFICIO MEMBERSHIP OF A REPRESENTATIVE OF MARIN COUNTY AND SAN MATEO COUNTY.
4. THAT THE BOARD OF SUPERVISORS REQUEST FROM THE RECREATION & PARK COMMISSION INFORMATION AS TO WHEN THEY CONSIDERED AND VOTED ON THE ENVIRONMENTAL IMPACT REPORT FOR THE SOUTHWEST WATER POLLUTION CONTROL PLANT, SUCH REPORT KNOWN AS "THE ENVIRONMENTAL IMPACT REPORT BY THE DEPARTMENT OF CITY PLANNING ON THE SOUTHWEST WATER POLLUTION CONTROL PLANT," DATED JUNE 8, 1979.
5. THAT THE BOARD OF SUPERVISORS REQUEST INFORMATION AS TO THE RESOLUTION OF THE FACTS IN THE AFOREMENTIONED ENVIRONMENTAL IMPACT REPORT PERTAINING TO EFFECTS ON THE ZOO ANIMALS THAT CANNOT BE MITIGATED.

BACKGROUND/FACTS - RECREATION & PARKS COMMISSION

The Recreation & Parks Commission has responsibility for all city parks, playgrounds and recreational areas, as well as the Zoo. One has but to sit through a Commission meeting to determine that their responsibility is widespread and demanding of their time.

The Animal Control & Welfare Commission does not believe the Recreation & Parks Commission should have the responsibility for the Zoo because it is too busy with its other areas of responsibility. Also, the Commission does not have anyone in its membership with any expertise in zoology, biology, or such related fields. Therefore, a new commission should be established just for the purpose of running the Zoo and funding for the operation of such a commission can be obtained by taking that portion of the Recreation & Parks budget used for this purpose now. It should be a separate commission, reporting directly to the mayor and appointed by the mayor with restrictions on the membership as to background, experience, and expertise, and may be known as the Zoo Commission.

The relationship of the Recreation & Parks Commission to the Zoo Director has been noted, particularly certain commissioners; and it does not appear to be an objective relationship. It should be similar to that of the police chief and the police commission.

The Animal Control & Welfare Commission has requested information as to when the Recreation & Parks Commission considered and voted on the Environmental Impact Report by the Department of City Planning on the Southwest Water Pollution Control Plant dated June 8, 1979. So far, we have received no indication that it was ever discussed. Our concern has to do with areas of the report dealing with unmitigated stress to the animals. This could take the form of noise, operational motors, pumps, dust, and other construction-related nuisances. (See Binder 3, "Recreation & Parks.") The report states in part that "... noise from trucks and equipment cannot be avoided, that ground shaking, local liquefaction, and dynamic settlement could occur onsite due to an earthquake, that chemical spills or odor incidents would be expected . . ."

One important question to be answered is why the Fort Funston site, which was an alternative site, was not selected instead of the Zoo site. It certainly would have caused less (if any) stress on the animals.

It seems reasonable to expect that similar odor problems will be forthcoming to those currently being experienced by the Daly City Sewer.

The Recreation & Parks Commission, zoo employees, and the Zoological Society are attempting to improve the zoo, to increase attendance. How can that attempt be consistent with the strong possibility of odor incidents after the plant is completed? Can one but wonder, then, why attendance might decline even further if this takes place?

It would seem wise to select the Fort Funston site, then, for many reasons, not just for protection of the animals.

FINANCES

The Animal Control and Welfare Commission recommends:

1. THAT THE NUMBER OF ANIMAL KEEPERS BE REDUCED FROM THE PRESENT 26 (PLUS 7 CETA EMPLOYEES) TO 20 (NO CETA EMPLOYEES).
2. THAT THE COLLECTION BE REDUCED AS MUCH AS POSSIBLE, RETAINING THOSE SPECIES THAT ARE ENDANGERED AND RARE AND THAT DRAW THE MOST ATTENDANCE, INCLUDING BUT NOT LIMITED TO THE PRIMATES, BEARS, CATS, THE AVIARY, AND THE ELEPHANTS.
3. THAT ASSISTANCE FROM THE POLICE DEPARTMENT BE REQUESTED IN COMBATING THE THEFT OF CITY PROPERTY.

BACKGROUND/FACTS - FINANCES

It is expected that the necessity for a reduced budget for the Zoo will become evident as the budgetary process comes upon us. Therefore, the Commission believes the number of employees should be reduced, that at least one supervisory position be eliminated and that the collection be reduced.

The largest part of the Zoo budget is for salaries -- 95% was the figure given by the General Manager of Recreation & Parks. In 1977-78, 77% of the budget was used for salaries and 7% for animal food. Salaries should be cut by 15 or 20%.

Reduction in personnel should be no problem. In 1974 there were 28 animal keepers and 4 CETA employees and double the number of animals to care for as there are today. At this time there are 26 budgeted full time animal keepers and 7 CETA employees and less than half the number of animals to care for. All CETA employees should be eliminated.

The 1978-79 budget was \$1.2 million.

PART IV - THE ZOOLOGICAL SOCIETY

"Wow! . . What this zoo must be worth!
It's the gol-darndest zoo
On the face of the earth!"

--- Dr. Seuss

THE ZOOLOGICAL SOCIETY

The Animal Control and Welfare Commission recommends:

1. THAT THE LEASE WITH THE SOCIETY BE MODIFIED TO EXCLUDE THE ZOO DIRECTOR'S MEMBERSHIP ON THE SOCIETY'S BOARD OF DIRECTORS.
2. THAT THE SOCIETY PROPERLY RECOGNIZE ALL BENEFACTORS WITH APPROPRIATE CERTIFICATES, SIGNS, AND DEMEANOR.
3. THAT THE SOCIETY'S BOARD OF DIRECTORS BECOME MORE REPRESENTATIVE OF THE CITIZENS OF SAN FRANCISCO BY INCLUDING MEMBERS FROM ALL DISTRICTS OF THE CITY AND MEMBERSHIP FROM MARIN AND SAN MATEO COUNTIES.
4. THAT AN EXECUTIVE COMMITTEE CONSISTING OF ELEVEN MEMBERS OF THE BOARD OF DIRECTORS BE ESTABLISHED.
5. THAT MEETINGS OF SOCIETY MEMBERS, PARTICULARLY ANNUAL MEETINGS, BE SCHEDULED AT CONVENIENT TIMES FOR ATTENDANCE PURPOSES AND THAT THIS INFORMATION BE OBTAINED BY REQUESTING CONVENIENT TIMES FROM SOCIETY MEMBERS.

BACKGROUND/FACTS - THE ZOOLOGICAL SOCIETY

The Zoo Director's relationship with the Zoological Society Board of Directors has been similar to that with the Recreation and Parks Commission -- unbusinesslike. The lease between the Society and the City makes the Director the chief administrator with whom the Society must work. He is, in essence, the Society's boss, as they are using city premises, facilities, and animals. By no means should he be a member of the Board of Directors, not even an ex-officio member.

The Commission believes that the Zoological Society Board of Directors is parochial and selective in its membership and should be expanded to include representation from all districts in the city, the Peninsula, and Marin County, moving toward becoming a regional zoo. The Board has experienced inconsistent leadership over the past 10 years, mediocre, uncreative fund-raising efforts; and there are apparently great differences of opinion among individual Board members.

However, the Commission believes that its members are well-meaning and that most are idealistically motivated in their involvement, for which the City should be grateful. Greater involvement of its members in operational functions would probably result in increased monetary involvement and increased memberships in the Society, thus benefiting the Zoo.

The Commission would also like an outside source, perhaps the Controller, to look at the ratio of administrative costs to programs. We believe it may be too high, particularly with the new "Adopt-An-Animal" Program.

PART V - THE FUTURE

" . . So I'd open each cage.
I'd unlock every pen,
Let the animals go . . ."

-- Dr. Seuss

THE FUTURE

The Animal Control and Welfare Commission recommends:

1. THAT THE CITY ENTER INTO AN AGREEMENT WITH THE ZOOLOGICAL SOCIETY WHEREBY THE SOCIETY WILL ASSUME ALL MANAGEMENT AND OPERATIONAL FUNCTIONS OF THE ZOO.
2. THAT SUCH AGREEMENT SHALL BE CONTINGENT UPON THE SOCIETY FOLLOWING RECOMMENDATIONS REGARDING ENLARGEMENT OF THE SCOPE AND MEMBERSHIP OF ITS BOARD OF DIRECTORS.
3. THAT THE BOARD OF DIRECTORS OF THE SOCIETY SHALL ALSO INCLUDE EXPERTS IN THE FIELDS OF ZOOLOGY, BIOLOGY, ANIMAL BEHAVIOR, BUSINESS MANAGEMENT, FINANCE, AND HUMAN BEHAVIOR.
4. THAT SUCH AGREEMENT SHALL STIPULATE THAT SUCH TRANSITION FROM CITY OPERATION TO SOCIETY OPERATION SHALL TAKE PLACE OVER A TWO-YEAR PERIOD WITH AN OPTION FOR A THIRD YEAR AT EITHER PARTY'S CHOICE.
5. THAT THE CITY SHALL SUBSIDIZE THE SOCIETY'S OPERATION OF THE ZOO FOR THE FIRST TWO YEARS WITH AN OPTION FOR THE THIRD YEAR IN THE AMOUNT THAT WOULD HAVE BEEN GIVEN TO THE EXISTING ZOO FOR THE NEXT TWO TO THREE YEARS, BUT NOT LESS THAN ONE MILLION DOLLARS PER YEAR.
6. THAT THE ZOO COMMITTEE OVERSEE THE TRANSFER OF THE OPERATION FROM CITY TO SOCIETY.
7. THAT THE SOCIETY SHALL NEGOTIATE AN ELIMINATION OF CIVIL SERVICE EMPLOYEES AT THE ZOO BUT THAT ALL EMPLOYEES WHO WISH TO RETAIN EMPLOYEMENT SHALL BE RETAINED, AND THAT ALL RIGHTS, INCLUDING SENIORITY AND SALARY, AS NOW DESIGNATED, SHALL BE HONORED AND ACCEPTED BY THE SOCIETY.
8. THAT IF THE ABOVE RECOMMENDATIONS CANNOT BE IMPLEMENTED IN A MUTUALLY AGREEABLE MANNER, THE CITY SHALL PROCEED TO CLOSE THE ZOO, SELLING THE COLLECTION ONLY TO HUMANE ZOO OPERATIONS, THE PROCEEDS OF WHICH SHALL REVERT TO THE GENERAL FUND.

9. THAT IF NO. 8 IS IMPLEMENTED, A COMMITTEE SHALL BE SELECTED JOINTLY BY THE SUPERVISORS AND THE MAYOR FROM THE CITIZENRY TO DETERMINE THE UTILIZATION OF THE PROPERTY ON WHICH THE ZOO NOW RESIDES.

BACKGROUND/FACTS - THE FUTURE

With the effects of Proposition 13 to be felt this year and Proposition 9 yet to come, realistic planners must be thinking of ways to save money. As it is now, the Zoo will require additional funding beyond its current budget to continue operating in the most efficient manner. Probably the City will be unable to provide additional, if even equal, funding.

Therefore, other solutions must be sought.

The most successful zoos throughout the country are privately operated, independent zoos, usually run by zoological societies. San Diego is considered to be No. 1 in the country and Los Angeles, Portland, Cleveland, and Milwaukee are listed as some of the most successful zoos. San Francisco has the lowest rating as far as demonstrated superior performance in attracting visitors. There are too many "generals" in the city running the Zoo; there is a mutual management problem where everyone has a piece of the action. Thence, there is the residual effect of wide dissatisfaction with the existing zoo.

According to a report by a local highly respected management consulting firm, performed as a contribution to the Zoological Society last year, the San Francisco Zoo's animal collection has declined more rapidly than other zoos and it is generally worse than other zoos in major comparable areas.

Another interesting fact brought out was that as tourism in the city has increased, attendance at the zoo has decreased; and the bulk of people who go to the zoo come from the nearby Sunset District.

This report basically said that the Zoological Society was in no position to take over the zoo. However, there may be ways for it to be accomplished, and we are hopeful that it can, that there will be a commitment from the individuals concerned to do so.

First, the Society's Board of Directors must be widened and popularized. There should be a gradual development of management and Board strength. Individuals with expertise in zoology, biology, animal behavior and related sciences, business management, and finance must be recruited to serve on the Board. Individuals of substance should be encouraged to sit on the Board and give large amounts, perhaps \$150,000 each, to the Zoo. A large endowment must be accomplished; private foundation monies must be sought.

But how to get started?

Most successful private zoos rely on city subsidies -- San Diego receives 1% of its budget from the city; the Bronx Zoo receives 55%; Philadelphia gets 15% from the city.

The City should enter into a two-year agreement with the Society with an option by either party for a one-year extension whereby the city would subsidize the Society for the first two or three years by at least 60% of the total budget, or not less than one million dollars. Thereafter, the budget could be fixed, or it could be a declining subsidy.

With salaries cut by approximately 20% (even with a raise for the animal keepers), and the collection cut by, perhaps 10 to 15%, with a committed, renewed, reorganized Board of Directors, with an equally strong commitment from the city, it just might work.

Also, a necessity would be that a full time person work to make the Society independent and successful. Such a person would be someone like Samuel Stewart who so magnificently has carried the new Performing Arts Center forward. There must be a rallying of influential San Franciscans to this cause if it is to be successful.

The Commission finds the July 1976 "Master Plan for the Zoo" to be a good one and suggests that it be followed by the Society in principle, to be used as a starting point for expansion.

* * * * *

THE OTHER ALTERNATIVE

If the city is unable -- or the Society is unwilling -- to move toward the former recommendations, then the Commission strongly believes that the Zoo should, must, be closed, that the city should then sell the collection and determine another use for the zoo property.

The City can no longer afford to run the zoo. It must get out of the zoo business one way or another -- this year!

#

Note: The Commission will continue to monitor the zoo situation and report back to the Board of Supervisors from time to time as required.

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APPENDIX

February 29, 1980

Hon. Jo Ann Hendricks, Chairperson
Animal Control & Welfare Commission
City Hall
San Francisco, California 94102

Dear Miss Hendricks:

I wish to submit to you my personal conclusions on the San Francisco Zoo. They are based on the notes of the testimony I heard and the material provided to me at your Commission meetings last year, during which I sat, at the Commission's request, as an advisor:

1. Regarding the New West article which I believe precipitated your hearings, even though the evidence was conflicting I believe it reveals poor leadership, supervision, and direction of the Keepers at the Zoo. This reflects on the present Director.

2. Regarding the present Director, I strongly believe that all of the evidence points to the need for his being replaced. Even if he were a tip-top animal expert, the testimony - and his own conduct at the hearing - revealed over and over that he cannot stand any criticism and that he cannot get along with his Staff (or, I think, with anyone with whom he comes in contact who does not totally agree with him). To me, both in his personal appearance before your Commission and through the eyes of witnesses, he appeared stubborn, hotheaded and profane - hardly a good ambassador for our Zoo. He should be replaced in my opinion by a first class administrator with a background in biology, zoology or some comparable field and with respected professional experience.

3. Regarding the Animal Keepers, I believe their duties should be classified and that they are entitled to higher salaries. I also believe that they should be uniformed to identify them to Zoo visitors in case of emergency or trouble. In my opinion, uniforms would dignify their positions.

4. Regarding improvements at the Zoo, I believe in adherence to the Master Plan. I believe in repairing and improving existing structures where necessary and feasible and then building new exhibits.

5. Regarding the Zoological Society, I believe that the concept of such a society is fine and that most

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of the Board Members and Staff thereof are idealistically motivated toward the Zoo.

However, based on the financial statement which they provided to your Commission and on my personal experience, I question the efficiency of the Society as it is presently constituted. A personal experience I will cite is that while I was a member of their Board in the early 70's, the Society paid for every Board Member's cocktails and lunch at the Concordia Club for every Board meeting - pleasant but extravagant of money better spent for the animals. Although I have heard that these "treats" have been discontinued, that they ever were afforded points to a waste of philanthropic and charitable monies. Additionally, while the concept of public adoption of animals is both good publicity and a good fund raising project, I question whether it was necessary to seek a \$35,000 gift to finance it. That \$35,000 would have gone far toward repair and improvement of existing structures or for the building of a new exhibit at the Zoo.

Since the Zoological Society has a contract with the City, the Society's performance is relevant to the present hearing. I suggest as a condition precedent to future renewal of their contract that an audit of the Society's books be made by an independent CPA.

I also believe that there have been considerable (possibly inadvertent) efforts at influencing the Director, and through him the Recreation and Park Commission, to be sympathetic to the Zoological Society. I suggest that this is improper. The Director is a City employee, yet he sits with (if not on) the Board of Directors of the Zoological Society which has the aforementioned contract with the City periodically up for review. It is hard to conceive of either the Society or the Zoo Director being impartial to each other in the face of this symbiotic relationship. In fact, at your hearings it was obvious that the representatives of the Zoological Society defended the Director of the Zoo against all adverse allegations made by witnesses against him instead of impartially answering questions without trying to sway the Commission.

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6. I also recommend that the Recreation and Park Commission appoint a new Commissioner to oversee the Zoo. This suggestion is made with no disrespect to the present Commissioner who holds this function. But if changes are to be made and new directions followed, it would appear wiser to start afresh everywhere.

In closing, please accept my assurances that these thoughts are motivated only by a deep affection and concern for our Zoo.

Very truly yours,

Janet Aitken

JANET AITKEN

JA:jg

September 7, 1979

TO: Ms. Jo Ann Hendricks, Chairperson
Animal Control and Welfare Commission

FROM: Carey Baldwin

Re: Conditions at the San Francisco Zoo.

Up to now I have been hesitant to make comments on the above for fear of prejudicing the commission. However, with your permission I would like to make the following comments.

I have made several visits to the zoo of late and I cannot help being shocked at the run down conditions of the exhibits.

The pachyderm building appears to be closed to the public all day. This is unfortunate, and the public likes to see the building and watch the elephants at feeding time.

The lion house appears to be closed except at feeding time. Thus the people are not able to use the much needed rest rooms and are deprived of certain exhibits.

I saw many empty cages; where are the animals?

Some of the pools at the zoo are filthy. They look like they have not been cleaned for months, possibly years.

Many of the paddocks do not appear to be raked and cleaned at all.

Weeds are growing in the lion grottos and other places.

Gates were left unlocked.

The keepers are hard to find and many look very untidy. I understand the Zoological Society offered uniforms to the keepers without charge, but they have declined to wear them, explaining that such matters are "negotiable." I fail to see ^{why} one needs to "negotiate" to put on clean clothes.

Only a few of the smaller cats are on display during the

I am unable to understand why the management allowed all keepers to be injured by a dangerous elephant before anything was done. It is very fortunate that no keeper was killed. It appears to me that the recent trouble with the elephants was the result of poor management and incompetent keepers. Elephants have been kept in these quarters for many years with little result. I think it is out of place to train these animals to ride, etc. The training should be limited simply to proper handling of the exhibit. Riding children on an elephant simply offers another exhibit, does not improve the exhibit. The zoo is not a circus, wild animals are not pets and the zoos should exhibit animals as naturally as possible.

It has been said that the keepers at the zoo are underpaid. This seems to be the case. However, I do not understand how keepers can expect a raise in pay if they do not do their part. They should stay on their strings, do their work properly and make good contact with the public. Keepers who do not like this kind of work should seek employment elsewhere.

As far as security in the zoo is concerned, the system of having two animal keepers on night watch worked out very well. There is some doubt if they are present at all times punch clocks should be used.

The best locks are of little good if not used or neglected. Human error limits the usefulness of any lock. I only hope carelessness with the locks is corrected before some child is badly hurt.

The gardening and landscaping at the zoo ~~to me~~ appears good.

May I suggest that limited feeding by the public should be allowed with such animals as monkeys, elephants and hoofed animals. This makes the animals more attractive in their activities and the people enjoy it immensely. I have spent many years in zoo work and I am of the opinion that the injurious effects of public feeding is greatly exaggerated.

May I further suggest that the admission charge to the zoo is too high; the people simply do not get their moneys' worth with the present setup.

Also, the people of San Francisco are greatly indebted to the Zoological Society for their efficient operations and the many improvements they have made. It is essential that they continue to operate.

The unsatisfactory conditions at the SF zoo seem to be neglect on the part of the Civil Service Commission, The Recreation and Park Commission, The General Manager of the Department, The Director of the zoo and to some extent the animal keepers at the zoo.

The Civil Service has consistently declined to remove undesirable and incompetent employees.

I was told that a supervisor was attacked by one of the keepers and threatened with a meat hook, certainly a dangerous weapon. This supervisor told me that after having the aggressor arrested he was asked by management to withdraw charges. As far as I know this keeper is still working at the zoo and no disciplinary action has been taken. How can management tolerate and excuse such behavior?

The Recreation and Park Commission is responsible for the operation of the Zoologica; Gardens and cannot escape responsibility thereof.

I hope my criticisms will be taken in their true light. There are many good employees at the zoo. Indeed, I think the majority of them are. I am not blind to the time and the devotion the Recreation and Park Commissioners have given for the welfare of the people of San Francisco.

However, the solution of our problems can be met only with frank discussions.

With the improved management at the zoo many of the problems we now face will be easily remedied. However the employment of the most qualified director will not accomplish much if he does not have the backing of the Civil Service and the Recreation and Park authorities.

I want to compliment the Animal Control and Welfare Commission on what I believe is a very thorough and unbiased study of the conditions at the San Francisco zoo. I hope their recommendations will be taken seriously and proper action taken.

I was pleased to be able to sit with you during your discussions, and if I can be of any assistance at any time please do not hesitate to command my attention.

Sincerely

(Carey Baldwin)