



Performance Audit of Orange County Animal Care

Final Report (#141505)

March 24, 2015

Office of the Performance Audit Director

County of Orange, California

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Office of the Performance Audit Director

333 W. Santa Ana Blvd., Santa Ana, CA 92701

March 24, 2015

Honorable Board of Supervisors:

Transmitted herewith is the performance audit report of Orange County Animal Care (OCAC). The main objective of this audit was to evaluate the operational performance of OCAC to determine whether management and staff are effective and efficient in accomplishing their business objectives.

Brian Rayburn, the lead auditor of this project, has spent several months reviewing policies and procedures, interviewing staff, analyzing data, and benchmarking and researching best practices to identify improvement opportunities for OCAC.

This audit report contains 34 audit recommendations that will enable OCAC to increase its operational efficiency and effectiveness by improving operating practices, restructuring its organization, and improving utilization of technology.

We would like to acknowledge and thank OCAC management and staff for their cooperation and assistance during this audit.

Respectfully submitted,

Philip Cheng
Performance Audit Director

cc: Michael B. Giancola, County Executive Officer
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Steve Franks, Director of OC Community Resources
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I. Executive Summary

The Office of the Performance Audit Director has completed an audit of Orange County Animal Care (OCAC). The Board of Supervisors directed the Office of the Performance Audit Director to conduct this audit at its Board Meeting on June 10, 2014. The main objective of this audit was to evaluate the operational performance of OCAC to determine whether management and staff are effective and efficient in accomplishing their business objectives.

For years, OC Animal Care has been impacted by increasing demand for animal control and shelter services with limited resources, caused mainly by population growth within the County, an aging shelter, and vacant positions due to financial constraints of the County as well as Contract Cities. With dedicated employees and volunteers, OCAC has done a reasonable job coping with these financial and operational constraints, but more can be done.

The audit team conducted a detailed review and analysis of OCAC's operations, including the following audit procedures:

- Reviewed OCAC policies, procedures, and plans;
- Interviewed OCAC staff, supervisors, and managers;
- Conducted a survey of OCAC staff;
- Participated in Field Staff Ride-alongs; and
- Collected and analyzed financial and performance data.

This audit report contains 34 recommendations that will enhance OCAC's operational effectiveness and efficiency by improving operating practices, restructuring OCAC's organization, and improving utilization of technology. These recommendations include:

- Establishing scheduled visiting hours at the Shelter;
- Improving efficiency of the Canvassing Group;
- Developing new revenue opportunities;
- Enhancing the Volunteer Program; and
- Increasing training and development opportunities for staff.

The complete list of audit recommendations, as well as management responses thereto, can be found in Appendix A of this report.

The audit team would like to thank OCAC management and staff for their cooperation throughout this process.

II. Introduction

A. Audit Objectives

The main objective of this audit was to evaluate the operational performance of Orange County Animal Care (OCAC) to determine whether management and staff are effective and efficient in accomplishing their business objectives.

B. Scope of Work

The scope of this audit included the key activities of OCAC. OCAC is a division within Orange County Community Resources (OCCR) that provides services to 18 contract cities ("Contract Cities"), as well as the unincorporated areas of Orange County. Specific attention was given to OCAC's finances including the collection, accounting, and use of revenue.

Our overall focus was to determine whether existing policies and practices allow OCAC to effectively and efficiently meet its stated mission:

Protect the public against health threats, provide refuge, medical care, and a second chance to homeless, unwanted, and abused pets, and protect animal rights of humane treatment.

C. Audit Methodology

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that auditors plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for findings and conclusions based on audit objectives. The audit team believes the evidence obtained in this audit provides a reasonable basis for its findings and conclusions.

To achieve the audit objectives, the audit team performed the following audit procedures:

- Reviewed OCAC policies, procedures, and plans;
- Interviewed OCAC staff, supervisors, and managers;
- Conducted a survey of OCAC staff;
- Participated in Field Staff Ride-alongs; and
- Collected and analyzed financial and performance data.

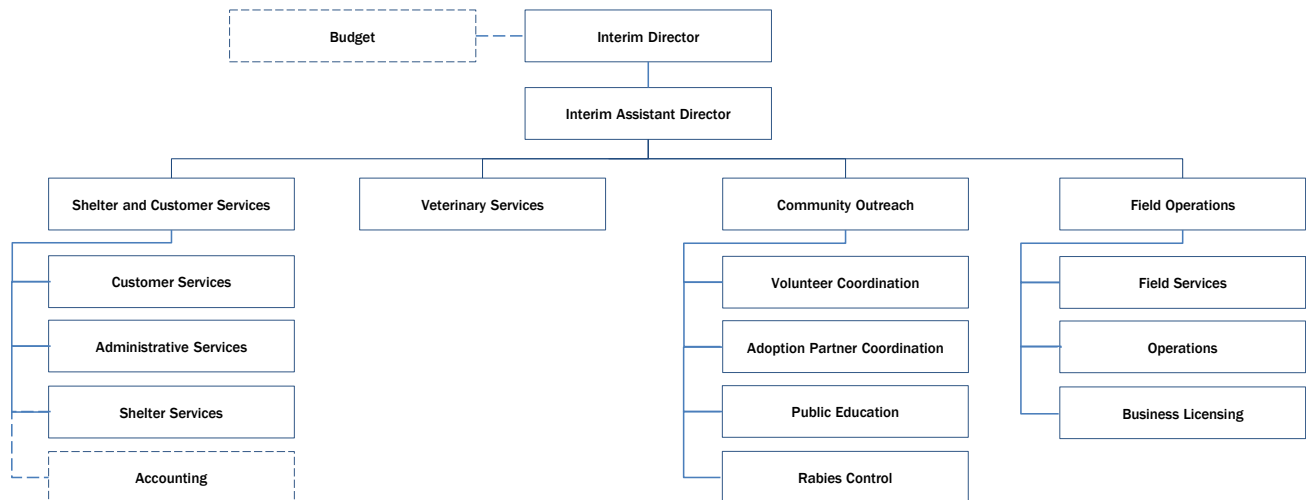
III. Background

OCAC is a division within OC Community Resources (OCCR) that provides services for 18 contract cities (“Contract Cities”), as well as the unincorporated areas of Orange County.¹ These services are funded through two primary sources: (1) user fees related to licenses, adoptions, and other services; and (2) direct “general fund” contributions from Contract Cities and the County.

For FY 2014, OCAC had 139 positions and total expenses of \$17.1 million. OCAC’s staff is organized into four main groups: (1) Shelter & Customer Services, (2) Community Outreach, (3) Field Operations, and (4) Veterinary Services.

A. Overview of Operations

Below is a high-level organizational chart for OCAC as of December 2014.



1. OCAC Management

OCAC Administration is currently made up of the following positions:

- Director (Interim)
- Assistant Director (Interim)

¹ A complete list of all animal shelters within Orange County and the communities that they serve can be found in Appendix B.

This group is responsible for general oversight of all OCAC operations. The Director serves as OCAC's primary liaison with each of the Contract Cities as well as the public. Subsequent to the start of this audit, the Director took another job outside the County. In November 2014, an Interim Director and an Interim Assistant Director were appointed by the Director of OCCR to provide leadership to OCAC.

2. Shelter and Customer Services

Shelter and Customer Services consists of the following units: Customer Services, Administrative Services, and Shelter Services.

Customer Services. This unit includes the Call Center and Licensing groups. For further discussion of OCAC's licensing activities, please see Section IV.D. Licensing.

Administrative Services. This unit includes the Canvassing program, which is discussed in detail in Section IV.C. Canvassing

Shelter Services. This unit coordinates all activities within the Shelter, including the care and feeding of animals that are housed at the Shelter. With respect to sheltering of animals the primary law governing OCAC is called the Hayden Act, which was passed by the California State Legislature and sets the baseline for how animals are to be treated in the State.² The Shelter and related operations are discussed in Section IV.A Shelter.

Accounting. This is an Auditor-Controller Satellite Team that reports directly to OCCR, but is out-stationed at OCAC.

3. Community Outreach

Community Outreach Team consists of the Volunteer Coordinator, Adoption Partner Coordinator, Public Education Officer, and the Rabies Control group.

Volunteer Coordinator. This position is responsible for coordinating OCAC's Volunteer Program, which is discussed in detail in Section IV.H. Volunteer Services.

Adoption Partner Coordinator. This position is responsible for working with 150-200 non-profit Adoption Partners (Rescue Groups).

² The Hayden Act states, "it is the policy of the state that no adoptable animal should be euthanized if it can be adopted into a suitable home" and "it is the policy of the state that no treatable animal should be euthanized." OCAC maintains detailed policies and procedures that govern all aspects of OCAC operations, including euthanasia.

Public Education Officer. This position is responsible for coordinating OCAC's education programs.

Rabies Control. This unit coordinates State required rabies control on behalf of all County residents.

4. Field Operations

Field Operations consists of the Field Services & Operations unit and the Business Licensing unit.

Field Services & Operations. This unit is responsible for all field activities and is discussed in significant detail in Section IV.B. Field Services. In addition to handling daily field operations, this group manages various programs on behalf of OCAC including Vicious Dog, Fleet Management, and the Call Center.

Business Licensing. The Business Licensing unit is responsible for annually inspecting all animal related businesses (pet shops, rescues, etc.) that operate within the County.

5. Veterinary Services

Subsequent to the start of this Audit, OCAC created the Chief of Veterinary Services position. This position reports to the Director of OCAC and is responsible for all aspects of day-to-day veterinary services operations, including the management of Veterinary Services staff. The reporting relationship of this newly created position is discussed in Section IV.A.4 Medical Oversight. In addition to county staff, OCAC utilizes contract veterinarians to help meet clinical demand.

6. Mandated and Non-Mandated Services

Most activities performed by OCAC in the areas of animal control and animal care are mandated by law. Those activities that are not explicitly mandated by law include Dead Animal Pick-up, Wildlife Response, Feral Cat Intake, Canvassing, Volunteer Coordination, Adoption Partners Coordination, and Public Education.

OC Animal Care is obligated to perform most of these "non-mandated" services per the Agreement for the Provision of OC Animal Care Services ("Agreement") that it has entered into with its contract cities. These duties include "impounding of deceased animals for disposal", "injured wildlife pick-up", "animal field canvassing to locate and license unlicensed animals", "public education", "volunteer services", and "rescue group coordination." The only non-mandated service that is not contractually obligated is Feral Cat Intake, as shown in the following table:

Mandated Services	Non-Mandated, Contract Services	Non-Mandated, Non-Contract Services
<ul style="list-style-type: none"> • Rabies Control • Emergency Response • Investigations • Shelter Services • Animal Licensing • Impounding and Retention of Stray Animals • Prompt Veterinary Care • Evaluation, Redemption, and Adoption of Animals • Euthanasia and Proper Disposal 	<ul style="list-style-type: none"> • Dead Animal Pick-up • Wildlife Response • Volunteer Coordination • Rescue Group Coordination • Public Education • Canvassing 	<ul style="list-style-type: none"> • Feral Cat Intake

While the contract requires the above-listed services (with the exception of Feral Cat Intake), it does not stipulate the level of services or the number of hours that must be dedicated to each. For example, below is the relevant contract language pertaining to the Canvassing Program:

The number of hours of canvassing provided to CITY by COUNTY will be prorated based on available canvassing hours and CITY percentage of costs of Animal Care Services received by CITY during the previous Fiscal Year. At sole discretion of COUNTY, COUNTY may provide canvassing services to cities that did not receive canvassing services in the previous Fiscal Year. COUNTY may change its methodology for allocating canvassing hours upon six (6) months prior notification to cities.

While the allocation methodology is specified (i.e., hours based on city’s percentage of costs), the total number of required hours is not established. It appears that OCAC could elect to scale back its Canvassing Program without needing to seek authorization from contract cities. The Canvassing Program is discussed in greater detail in Section IV.C.

7. Animal Rescue Groups

Rescue Groups receive frequent emails from OCAC regarding animals in need of rescue. They are able to adopt animals that have been designated as part of the shelter’s LIFE Program free of charge.³ Also, adoption fees are waived for dogs after 30 days and for cats after 3 days. By law, these organizations can take animals that OCAC cannot allow to be adopted by a private citizen.

Over the last three years, Rescue Groups adopted 6,552 animals from the Shelter. The total number of animals adopted by Rescue Groups increased significantly from 1,681 in FY 2012 to 2,451 in FY

³ Animals are selected for inclusion in the LIFE Program based on the following criteria: significant physical and/or medical conditions, significant behavioral issues, length of stay, and amount of medical treatment and services provided by OCAC.

2013. Between FY 2013 and FY 2014, the number of dogs adopted by Rescue Groups fell from 2,217 to 2,017, while the number of cats adopted increased from 189 to 258, as shown in the below chart.

Animals Adopted by Rescue Groups by FY

Animal Type	FY 2012	FY 2013	FY 2014	Total
Dogs	1,499	2,217	2,017	5,733
Cats	153	189	258	600
Others ⁴	29	45	145	219
Total	1,681	2,451	2,420	6,552

As shown in the table below, Rescue Groups adopted 32% (5,733) of all dogs adopted from OCAC over a 3-year period, including 29% of adopted dogs between the ages of 0 and 6 years and 64% of adopted dogs 7 years and older.

Dogs Adopted by Rescue Groups by Age

Age of Dog (Years)	Adopted	Adopted by Rescues	% Adopted by Rescues
0	3,582	568	16%
1	5,184	1,211	23%
2	3,322	1,218	37%
3	1,729	713	41%
4	965	414	43%
5	831	392	47%
6	549	251	46%
7	396	206	52%
8	468	275	59%
9	115	76	66%
10	297	222	75%
11	45	35	78%
12	94	73	78%
13	36	28	78%
14	15	12	80%
15	42	35	83%
16	3	3	100%
18	1	1	100%
Total (0-6)	16,162	4,767	29%
Total (7-18)	1,512	966	64%
Grand Total	17,674	5,733	32%

⁴ Includes lizards, birds, rabbits, and other types of animals.

The following table summarizes the top twenty breeds that were adopted by Rescue Groups between FY 2012 and FY 2014. By volume of adoptions, the top five breeds were: (1) Chihuahua, (2) Miniature Poodle, (3) Cairn Terrier, (4) Pit Bull, and (5) German Shepherd.

Animals Adopted by Rescue Groups by Breed

Breed	Adopted	Adopted by Rescues	% Adopted by Rescues
CHIHUAHUA SH	4,193	1,841	44%
POODLE MIN	1,401	489	35%
CAIRN TERRIER	1,251	364	29%
PIT BULL	1,302	283	22%
GERM SHEPHERD	752	200	27%
POMERANIAN	415	187	45%
SHIH TZU	368	146	40%
MIN PINSCHER	364	138	38%
DACHSHUND	614	137	22%
PARSON RUSS TER	429	134	31%
COCKER SPAN	460	133	29%
LHASA APSO	367	129	35%
LABRADOR RETR	700	126	18%
MALTESE	374	122	33%
YORKSHIRE TERR	296	100	34%
CHIHUAHUA LH	218	87	40%
SCHNAUZER MIN	269	86	32%
BEAGLE	206	57	28%
BOXER	255	50	20%
PEKINGESE	119	49	41%

8. Advisory Committees

There are two advisory committees that provide input/advice on various aspects of OCAC's operations: the Animal Care Community Outreach Committee (ACCOC) and the Finance/Operations Advisory Board (FOAB).

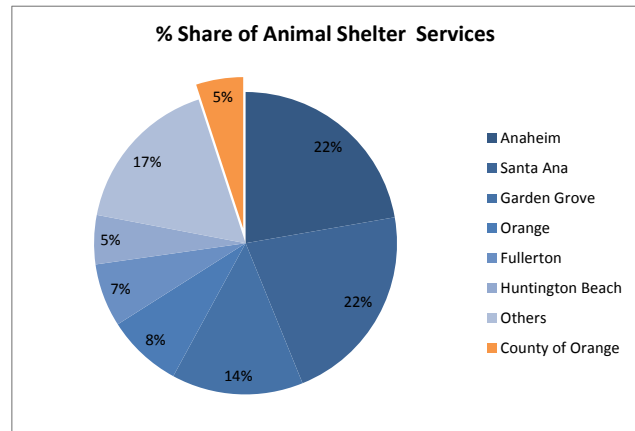
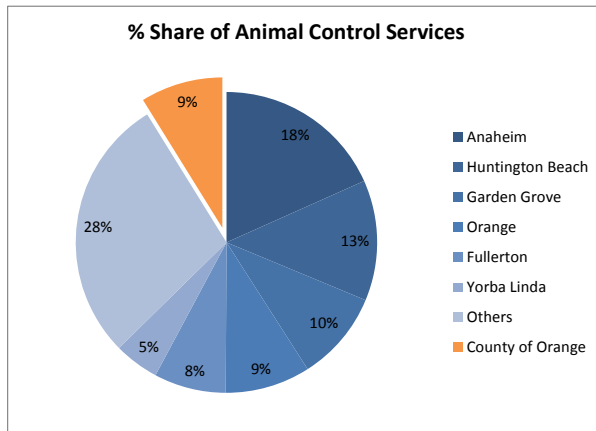
- **Animal Care Community Outreach Committee (ACCOC).** The ACCOC meets quarterly and is made up of five appointed members from each of the five supervisorial districts. The Board of Supervisors established the ACCOC in 1981 to facilitate citizen involvement in animal care and community outreach programs. The ACCOC is not required by any statute or regulation.
- **Finance/Operations Advisory Board (FOAB).** The FOAB meets monthly and is made up of seven representatives (six members appointed by the Orange County City Managers Association and one member appointed by County). The Agreements with contract cities

stipulate that the FOAB will advise the Director of OCAC on financial and operational matters and communicate with the Orange County City Managers Association. The FOAB serves in an informational/advisory capacity and does not formally approve actions.

B. Overview of Financials

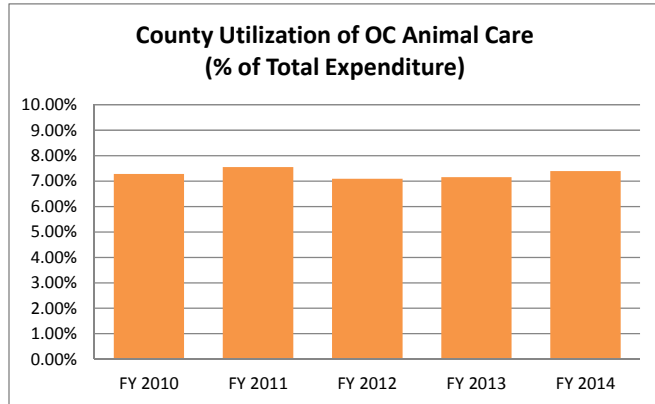
1. Utilization/Costs of OCAC Services

Below are summaries of utilization/costs before revenue offsets in FY 2014 for the County and the Contract Cities. OCAC service costs are split into two categories: Animal Control, which consists of primarily field and licensing activities; and Animal Care (or Animal Shelter), which consists of primarily shelter activities. As shown, the most significant users of Animal Control services are the cities of Anaheim, Huntington Beach, and Garden Grove; and the most significant users of Animal Shelter services are Anaheim, Santa Ana, and Garden Grove. The County's shares are 9% and 5%, respectively.



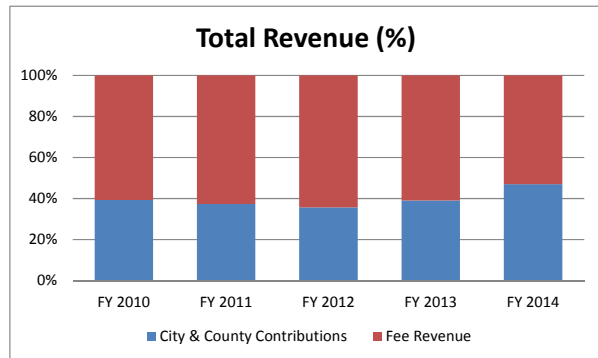
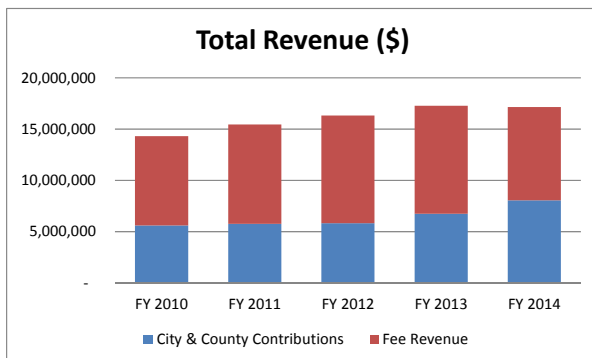
In overall utilization, the County ranked 6th, behind the cities of Anaheim, Garden Grove, Huntington Beach, Orange, and Santa Ana in FY 2014.⁵ Over the past five years, the County's relative shares of OCAC costs have stayed steady at approximately 7%.

City/County	Animal Control (\$)	Animal Shelter (\$)	Total	% of Total
Anaheim	\$1,969,252	\$1,420,657	\$3,389,909	19.8%
Garden Grove	\$1,040,664	\$897,727	\$1,938,391	11.3%
Huntington Beach	\$1,393,800	\$335,850	\$1,729,650	10.1%
Orange	\$982,240	\$515,906	\$1,498,146	8.7%
Santa Ana	-	\$1,379,154	\$1,379,154	8.0%
Orange County	\$948,785	\$320,526	\$1,269,311	7.4%
Fullerton	\$830,433	\$431,624	\$1,262,057	7.4%
Lake Forest	\$516,281	\$110,460	\$626,741	3.7%
Yorba Linda	\$518,923	\$99,606	\$618,529	3.6%
Tustin	\$375,373	\$164,732	\$540,105	3.2%
Fountain Valley	\$366,912	\$137,277	\$504,189	2.9%
Placentia	\$303,807	\$121,953	\$425,760	2.5%
Cypress	\$290,042	\$121,953	\$411,995	2.4%
Brea	\$271,891	\$67,681	\$339,572	2.0%
Rancho Santa Margarita	\$268,931	\$42,779	\$311,710	1.8%
San Juan Capistrano	\$245,588	\$51,080	\$296,668	1.7%
Stanton	\$154,090	\$117,484	\$271,574	1.6%
Laguna Hills	\$226,527	\$40,225	\$266,752	1.6%
Villa Park	\$51,244	\$8,300	\$59,544	0.3%
Total	\$10,754,783	\$6,384,974	\$17,139,757	100.0%



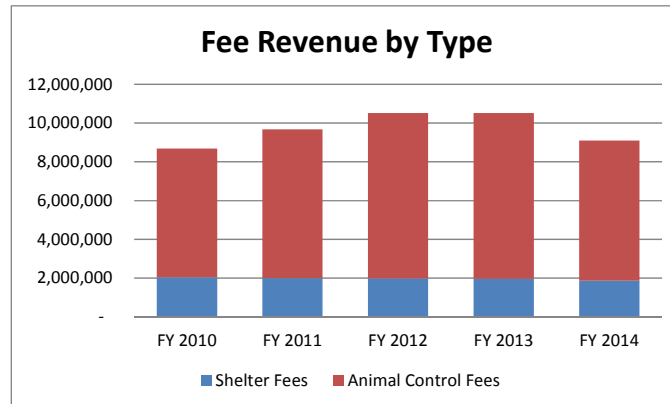
2. Revenues

OCAC's fee revenue represents approximately 60% of total expenditures, with the balance coming from general fund contributions from Contract Cities and the County.

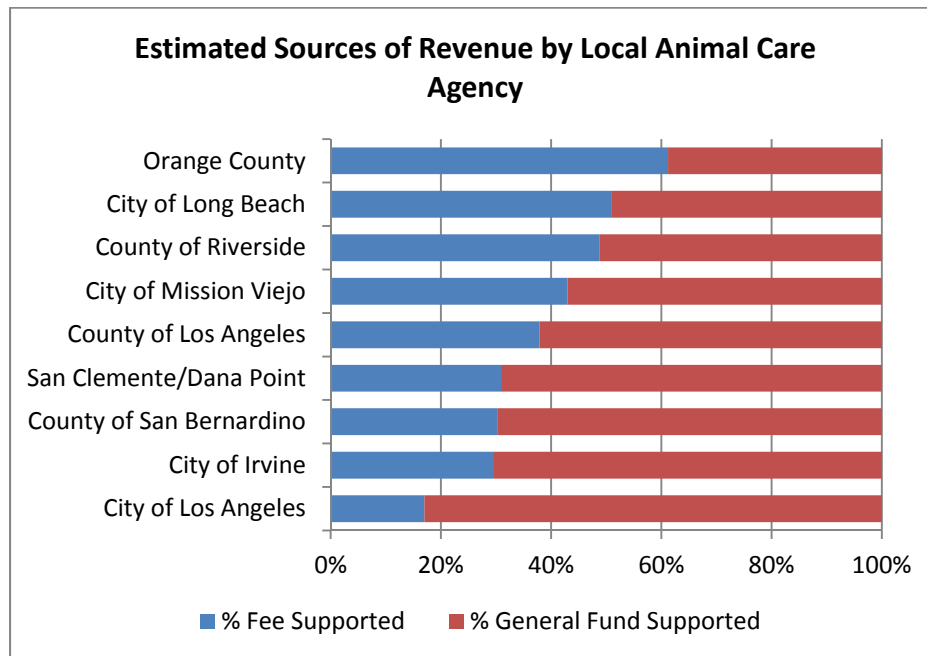


Between FY 2013 and FY 2014, there was a significant decrease in fee revenue, which required increased city and County contributions. While fees related to Shelter activities have been steady at approximately \$2 million per year, fees related to Animal Control activities have fluctuated over the past several years.

⁵ The City of Santa does not contract with OCAC for Animal Control Services.



In June 2014, the Board of Supervisors approved changes to OCAC’s fee schedule. The changes were projected to increase annual fee revenue by \$804,000. As part of that process, OCAC compiled data from local animal care agencies regarding what percentage of revenue came from fees and what percentage came from general fund contributions. At approximately 60% of cost recovery, OCAC received a larger portion of its revenue from fees than all the agencies that were surveyed by OCAC.⁶



⁶ Data were compiled by OC Animal Care as part of the FY 2013 Animal Care Services Fee Study. OCAC figures are estimated for FY 2015 and include the proposed fee increase, which was ultimately approved. Additionally, data for San Clemente/Dana Point are for calendar year 2013, while data for all other agencies are for FY 2013.

3. Expenditures

Below are estimates of the total costs for each of OCAC's programs. These figures were compiled by the Auditor-Controller as part of its FY 2013 Animal Care Services Fee Study. They include direct and indirect administrative and other expenses. As shown in the left table, Field & Special Services account for more than 50% of the Animal Control Expenses. On the Animal Shelter side, Clinic Services, Daily Feed and Care, and Placement Services make up the bulk of expenses.

Estimated Operating Expenditures by Program - FY 2013

Animal Control		Animal Shelter	
Field & Special Services	\$6,112,336	Clinic Services	\$1,735,805
Animal Licensing	\$1,346,826	Daily Feed and Care	\$1,504,806
Animal Pickup	\$976,091	Placement Services	\$1,318,712
Field Canvassing	\$938,339	Canine Sterilization Program	\$713,358
Rabies Control	\$530,601	Feline Sterilization Program	\$530,026
Facility Licensing	\$468,424	Euthanasia	\$338,524
Barking Dog Program	\$435,740	Public Education	\$326,897
Public Education	\$212,792	Total	\$6,468,128
Total	\$11,021,151		

IV. Audit Results

A. Animal Shelter

OCAC maintains the Orange County Animal Shelter in the City of Orange. This facility was built in 1941 and can house over 380 dogs, 300 cats, 50 rabbits, and many other types of animals. In 2013, over 35,000 animals came through the shelter, of which 8,653 were adopted (24%), 3,470 were returned to their owners (10%), 9,822 were euthanized (28%), and 7,022 were already deceased (20%). Approximately 6,000 animals (18%) were included in other categories, such as: Transfer to Rescue, Return to Wild, and Foster. Additionally, on-site veterinarians handle over 5,000 spay/neuter surgeries per year.

1. Financing for New Shelter

Relocation of the Animal Shelter has been discussed at the County for at least the last twenty years. In 1995, the Board of Supervisors set aside \$5 million⁷ for the relocation of the Animal Shelter and

⁷ \$5 million was set aside in Agency Fund 15S and could be used "to front the funds for design" and pay the County's share of debt service and move-in costs.

the County requested land from the MCAS Tustin Local Reuse Authority for a new animal shelter. The County was approved to receive four acres from the Department of the Navy once the Marine Base was formally closed.

During the FY 1999 Strategic Financial Plan process, two factors were given for why the County may need to relocate the shelter: (1) “The Animal Shelter is located adjacent to the Theo Lacy Branch Jail...[and c]ompletion of the fourth phase requires the Animal Shelter to be relocated in order to provide space for parking”, and (2) “the City of Orange has plans to extend Metropolitan Drive to improve access to the City Shopping Center which is currently being renovated...[and t]he Animal Shelter is located in the right-of-way that is required to extend the road.” At that time, there was no discussion of the condition of shelter as a reason to relocate it. The Strategic Financial Plan documentation can be found in Appendix C.

In 2007, the County’s Resources and Development Management Department (RDMD), which later became OC Public Works, compiled an estimate of \$23 million for the relocation and construction of a new animal shelter.

Currently, the County continues to work closely with the Department of the Navy to formally take ownership of the land once appropriate environmental due diligence is complete. At this time, there is no definitive date upon which the County will receive the land.

The current working assumption is that the County will negotiate an agreement with Contract Cities whereby the County will contribute the land and the balance of the original \$5 million⁸ and the Contract Cities make up the difference of the total cost of the relocation. Existing operating agreements with Contract Cities include the ability of either party to terminate the agreement with a six-month notice. To ensure that participants pay their fair share for the new facility, any long-term agreements related to the financing and construction of a new facility between contract cities and the County should be separate and distinct from the existing agreements. While the County has approached Contract Cities regarding such long-term agreements, Contract Cities have expressed reluctance to proceed with negotiations until the County officially receives the designated land.

Recommendation 1: OC Animal Care management should develop long-term financing agreements, separate from its existing operating agreements, with Contract Cities for the construction of any new animal shelter.

⁸ It is estimated that approximately \$600,000 of the original \$5 million has been spent on various planning and environmental activities.

2. Existing Shelter

Staffing and Capacity at the Shelter. A Consultation Report commissioned by OCAC that was completed in June 2014 found that based on the number of animals on-site at the time of its review (596), as well as industry standards for the minimum time needed to care for an animal⁹, “it would take 18 staff members cleaning/feeding for 8 hours daily to ensure basic care for each animal is provided,” or 144 hours daily. As of September 2014, OCAC scheduled Kennel Attendants and Supervising Kennel Attendants to work between 80 and 110 hours daily, which is 24%-44% below industry minimum standards.¹⁰

Recommendation 2: OC Animal Care management should periodically review kennel staffing levels and schedules to ensure that it meets industry standards.

Due to shelter capacity and staffing constraints, animals brought to the shelter to be surrendered by their owners may have to be turned away. Currently, OCAC tracks neither the number of days that owner surrenders are turned away due to shelter capacity issues nor the total number of animals that are turned away. However, there were 97 out of 353 non-holiday days in FY 2013 (27%) when no animals were surrendered to the Animal Shelter. Furthermore, over 70% of those days were in the months of July through November, which are some of the busiest months of the year. During the audit, the auditor observed OCAC staff turning away someone who came to the Shelter to surrender a dog.

Recommendation 3: OC Animal Care management should develop policies and procedures to allow for scheduled owner surrenders to better manage shelter capacity.

Disease at the Shelter. Between 2011 and 2013, the total number of dogs and cats that were euthanized declined significantly from 13,169 to 8,319 (37%). However, over this period, the relative number of animals that were euthanized for medical reasons increased from 29% to 33%. As shown in the following table, in 2013, only 48 animals (2 cats and 46 dogs) were euthanized for space or time, but 2,774 animals (2,329 cats and 445 dogs) were euthanized for medical reasons. Poor and crowded shelter conditions can contribute to the spread of disease and subsequent need to euthanize an animal.

⁹ As outlined by the Humane Society of the United States and the National Animal Care & Control Association, approximately 15 minutes per day are required to properly care for an animal housed at a shelter.

¹⁰ Percentages below minimum standards would be even higher if staff hours were adjusted for annual leave usage.

Euthanasia of Dogs and Cats by Reason

Euthanasia by Reason	2011	2012	2013
Space	155 (1%)	105 (1%)	1 (0%)
Time	2 (0%)	67 (1%)	47 (1%)
Medical	3,792 (29%)	3,170 (27%)	2,774 (33%)
Behavior	5,444 (41%)	4,699 (40%)	1,796 (22%)
Other*	3,776 (29%)	3,598 (31%)	3,701 (44%)
Total	13,169 (100%)	11,639 (100%)	8,319 (100%)

*Includes animals that were "Too Young" or not eligible for the Trap-Neuter-Return Program, but excludes owner-requested euthanasia.

Similarly, in FY 2014, 1,605 dogs and cats that were “normal” when they came into the shelter healthy were euthanized because of medical conditions or contagious diseases.¹¹

Recommendation 4: OC Animal Care management should track and report statistics related to capacity constraints and the spread of disease within the shelter on a routine basis.

Condition of the Shelter. The existing shelter facilities may be insufficient to meet existing demand for animal care services.

As discussed in the Background section, the cost and time required to build a new shelter and relocate operations to the new facility will be significant. Discussions regarding the construction of a new shelter have been ongoing for at least twenty years. The Board of Supervisors set aside \$5 million for the relocation of the shelter in 1995. Since that time, the Shelter Facility has not undergone any significant modifications.

There have been several consultation reports regarding the Shelter Facility. In 2008, a report was prepared by the UC Davis Koret Shelter Medicine Program that contained the following recommendation:

It is recommended that the shelter repair, replace, and/or renovate dog runs so that all runs are double-sided with fully functional dividing doors, and all dogs can be placed on one side of their runs while the other side is cleaned.

A follow-up review consultation report was prepared jointly by JVR Shelter Strategies and the UC Davis Koret Shelter Medicine Program in June 2014 (June 2014 Consultation Report). Select observations and recommendations regarding the housing of animals are listed below:

¹¹ Some animals could be mislabeled as “Normal” in OCAC’s Chameleon System for various reasons including data entry errors, delayed symptoms, and inaccurate initial evaluations by staff.

Dog Housings

- *Observations*
 - *Dog Kennels are not truly double-sided compartments as guillotine doors are mostly non-functional.*
 - *The back panel of dog kennels is made of wood.*
- *Recommendations*
 - *Replace/repair guillotine doors.*
 - *Ensure that all kennel materials are completely disinfectable - Replace back wooden panels of kennels with non-porous materials.*
 - *Eventually, a new facility should be built to accommodate the animal population. Current housing does not meet the guidelines for other aspects that were not within the scope of this consultation. Appropriate housing units with proper drainage and safe materials are a necessary aspect of maintaining the health of the population.*

Individual Cat Housings

- *Observations*
 - *Cat housing dimensions are currently too small to allow cats to express normal behaviors.*
 - *Cat housing areas are poorly ventilated.*
- *Recommendations*
 - *Ensure there is adequate airflow through cat housing areas.*
 - *Create portholes between cages to provide more space for each cat.*

The entire report can be viewed in Appendix D.

In addition to reviewing the consultation reports, the audit team observed the current condition of the shelter in order to validate the findings and recommendations of those reports. Below is photographic documentation of certain observable issues with the condition of the kennels.

Example of non-functioning kennel due to broken door.



Examples of substantial rust and other damage on front kennel doors.

As detailed in the Background section, Contract Cities and the County share the cost of facility maintenance in amounts proportional to their utilization of the shelter. The County's direct cost for any shelter improvements is approximately 5% of the aggregate cost. For example, \$200,000 of site improvements would cost the County approximately \$10,000.

As summarized above, based on the recommendations of trained experts and qualified medical personnel, OCAC should consider certain immediate steps to improve the shelter facility. Because there is no concrete timeframe for the development of a new shelter, and because construction of a new shelter could take up to 24 months once construction begins, OCAC should proceed with deferred maintenance projects that are deemed essential (e.g., repair/replace all non-functional or dangerous kennel doors and improve ventilation of cat housing by retrofitting or replacing the existing modular structure).

Recommendation 5: OC Animal Care management should develop a short-term plan in collaboration with Contract Cities to complete critical maintenance projects, including repairs/replacement of the dog kennel doors and retrofit/replacement of the existing cat housing.

3. Operating Hours

The OC Animal Shelter is open seven days a week from 10:00 AM to 5:00 PM, with extended hours on Wednesday from 10:00 AM to 7:00 PM (51 hours per week). The nearby county-operated animal shelters are open for fewer hours per week than the OC Animal Shelter:

- San Diego County's three shelters are open Tuesday through Saturday from 9:30 AM to 5:30 PM (40 hours per week; 22% less than the OC Animal Shelter).
- Riverside County's West Riverside Animal Shelter is open Monday through Friday from 11:00 AM to 6:00 PM and Saturday from 11:00 AM to 5:00 PM (41 hours per week, 20% less than the OC Animal Shelter).
- Los Angeles County's shelters are open Monday through Thursday from 12:00 PM to 7:00 PM and Friday through Sunday from 10:00 AM to 5:00 PM (49 hours per week; 4% less than the OC Animal Shelter).

During visiting hours at the OC Animal Shelter, the public is able to visit with animals and potentially initiate the adoption process. Currently, there are no established visiting hours at the OC Animal Shelter. Instead, visiting hours occur only when staff can make time. Frequently, the public is unable to visit with animals for all or portions of the day. Some other shelters within Orange County post when the public can visit with animals and initiate an adoption. For example, the City of Irvine Shelter's policy is that people should "arrive at least two hours before closing in order to visit with adoptable animals" and that "adoptions stop one hour prior to closing."

Recommendation 6: OC Animal Care management should establish daily visiting hours for a single, continuous period of time, and post those hours at the entrance to the Shelter and on its website.

If necessary, OCAC should (1) cross train certain staff and/or volunteers to assist with visits, and/or (2) modify the hours that the shelter is open in order to allow for more dedicated time to care for the animals and ensure that visiting hours are more constant.

4. Medical Oversight

According to the "Guidelines for Standards of Care in Animal Shelters" authored by the Association of Shelter Veterinarians: "in cases where animal welfare could be compromised, a veterinarian's decision should not be overridden. Supervision and accountability for all staff and volunteers are essential to ensure that policies and protocols guide daily activity."

OCAC recently recruited a Chief of Veterinary Services. The position is one of four direct reports to the Director of OCAC. As a result of this reporting structure¹², the Chief of Veterinary Services does not have the explicit authority to direct staff in other units, such as Kennel Attendants or Animal Control Officers to do what is in the best interest of the animals. Without cooperation from the Administrative Managers in charge of these divisions, a directive given by the Chief of Veterinary Services would not necessarily have to be followed.

¹² In November 2014, the Director of Veterinary Services was appointed Interim Director of OC Animal Care.

Recommendation 7: OC Animal Care management should expand the authority of the Chief of Veterinary Services to include oversight of all medical aspects of OCAC operations by combining the position with either the Director of OC Animal Care position or the recently created Assistant Director of OC Animal Care position.

5. Availability of Animals

Currently, only animals that have been spayed/neutered are available to the public for visits and potential adoption. As a result, people may be unable to adopt the animals that they are interested in, which may result in them going elsewhere or not adopting at all. There have been cases where members of the public visit the OC Animal Shelter over a period of several days in an attempt to adopt a particular animal without ever receiving definitive information regarding when that particular animal might become adoptable.

Adoptable animals that have met the retention requirement should be made available to the public immediately, regardless of whether they have been spayed or neutered.

As an example, the County of Los Angeles' Department of Animal Care and Control has the following policy:

Available animals that are already spayed or neutered may be adopted that day. If an available animal has not yet been spayed or neutered, the animal care center is required to perform the surgery before the animal goes home. In these cases, you will be required to complete your adoption paperwork and pay all fees, and then return after the surgery is completed. In most cases the surgery is performed the next day but sometimes it may take a day or two longer, particularly if there are weekends or holidays involved.

Recommendation 8: OC Animal Care management should establish a policy to allow the public to begin the process of adopting an animal prior to that animal being spayed or neutered.

Recommendation 9: OC Animal Care management should establish a policy that prioritizes which animals get spayed/neutered and makes adopted animals a high priority.

B. Field Services

Field Services provides 24-hour animal control services for all Contract Cities except Santa Ana, as well as the unincorporated areas of Orange County. The services provided by this group include:

- Providing public health protection against communicable animal diseases, including rabies control;
- Ensuring the safety and well-being of animals;
- Enforcing local, State, and Federal laws, including leash and nuisance laws;
- Transporting injured animals for emergency treatment when an owner is unavailable;
- Providing humane euthanasia of seriously injured animals when an owner is unavailable;
- Educating the public on responsible pet ownership;
- Protecting the public from aggressive and suspected rabid animals;
- Working collaboratively with other shelters, agencies, and local law enforcement;
- Impounding stray or injured animals when an owner cannot be located;
- Conducting investigations of animal cruelty and neglect;
- Quarantining animals involved in bite incidents; and
- Issuing dog licenses and voluntary cat licensing.

In 2013, Field Services performed 59,873 “field actions” including 5,346 bite investigations, 4,732 wild animal calls, 8,012 dead animal pick-ups, and 18,858 stray animal calls.

Field Services is overseen by an Administrative Manager I and consists of one Chief of Field Services, five Supervising Animal Control Officers, ten Senior Animal Control Officers, thirty-one Animal Control Officers (ACOs), seven Dispatch Services Operators, and one Staff Specialist. Officers are assigned to one or more of six geographic zones within the County and respond to calls within those zones based on established priorities. For example, lower priority calls (e.g., dead animal pick-up) may not be handled for several days. The response priority levels for specific calls are set by the Field Services Dispatch Unit using the schedule below and utilized by Animal Control Officers in the field to prioritize their responses.

Priority 1	<ul style="list-style-type: none"> • Rabid Animals • Biting Animals that are Stray at Large • Stray Aggressive animals • Confined animals that have become aggressive • Mountain Lion (4-1-94), affecting public safety • Dogs on school property • Vicious or Dangerous Animals, affecting public safety • Snakes inside residence/building, on school grounds at any time, at a public playground area at any time, or when posing a threat to public safety
Priority 2	<ul style="list-style-type: none"> • Stray Roam Animals causing a traffic hazard • Sick or Injured Animals • 597s (Animal Cruelty/Neglect)
Priority 3	<ul style="list-style-type: none"> • Animals in the custody of an outside agency • Agency Assists
Priority 4	<ul style="list-style-type: none"> • Confined/Trapped/Tied Animals (non-aggressive) • Bite Reports • 597 Follow-up

Priority 5	<ul style="list-style-type: none"> • Routine Stray Roam animals • Owner Surrenders (higher priority if a biting animal) • Citizen Assists • Routine DVD (the attacking animal is no longer stray) • Investigate License
Priority 6	<ul style="list-style-type: none"> • All Others (i.e., kennel violations, follow-ups, etc.) • Dead Animals

As of November 2014, 9 of 56 positions (16%) within Field Services were vacant, including 8 of 31 Animal Control Officers (26%). This high vacancy rate can be attributed to several factors: (1) positions were kept vacant over the last couple fiscal years in order to keep expenditures down, and (2) the hiring/training process is extremely long.

With such understaffing, Animal Control Officers must patrol more than one service area during their shift. In the past, there were eight officers and two supervisors in the field; currently, there might be four officers in the field, including one supervisor. As shown in the table below, estimated Field Services hours have declined over the last several years by approximately 15%.

Field Service Labor Hours¹³

FY	Labor Hours	Annual Change
2010	91,748	-
2011	82,206	-10.4%
2012	81,464	-0.9%
2013	82,616	1.4%
2014	77,897	-5.7%

Given limited hours, management and staff should focus on effectively and efficiently responding to calls. Management and staff do not maintain and track performance targets for response times; therefore, it is difficult to monitor overall performance and take steps to improve performance.

Recommendation 10: OC Animal Care management should establish response time goals for all call priorities.

As shown in the following table, over 65% of field actions were for low priority calls.

¹³ Includes Labor Hours for Budget Control 012-3201 for the following job numbers: CZ3208A0 (Animal Control Public Education), CZ325800 (Rabies Control), CZ327800 (Field Services – Animal Pick-up), and CZ328800 (Animal Control – Field & Special Services). A small number of these hours may be attributable to non-Field Services staff.

Completed Field Actions by Priority (excluded "Unable to Make")

Priority	FY 2012	FY 2013	FY 2014	Total	% of Total
1	1,741	1,883	1,653	5,277	3%
2	17,079	18,136	16,074	51,289	29%
3	1,282	1,497	1,384	4,163	2%
4	148	259	892	1,299	1%
5	36,523	38,516	32,113	107,152	60%
6	2,829	2,729	2,991	8,549	5%
Total	59,602	63,020	55,107	177,729	100%

ACOs spend a significant amount of time on calls that could be handled by other staff. As a result, operational response times suffer.

Another way to evaluate responsiveness is to look at the number of calls that could not be completed in a given shift. These calls were labeled "UTM" or "Unable to Make." Between FY 2012 and FY 2014, the total number of UTMs increased from 25% to 39% of all actions.

Action Result	FY 2012	FY 2013	FY 2014	Total
Unable to Make	19,753 (25%)	28,624 (31%)	35,625 (39%)	84,002 (32%)
Other Action Result	59,602 (75%)	63,020 (69%)	55,107 (61%)	177,729 (68%)
Total Actions	79,355 (100%)	91,644 (100%)	90,732 (100%)	261,731 (100%)

The following are two case studies that evaluate two types of low priority calls: License investigations (Priority 5) and Dead Animal Pick Up (Priority 6). As shown in the table, 18% of the 177,729 field actions completed over the last three fiscal years were for either (1) Dead Animal Pick Up or (2) License Investigation.

Activity Description	FY 2012	FY 2013	FY 2014	Total
DEAD ANIMAL PICK UP	8,138 (14%)	8,279 (13%)	7,522 (14%)	23,939 (13%)
INVESTIGATE LICENSE	2,969 (5%)	3,511 (6%)	2,086 (4%)	8,566 (5%)
ALL OTHER	48,495 (81%)	51,230 (81%)	45,499 (83%)	145,224 (82%)
TOTAL	59,602 (100%)	63,020 (100%)	55,107 (100%)	177,729 (100%)

CASE STUDY: LICENSE INVESTIGATION (PRIORITY 5)

For 70% of the 8,566 Investigate License actions, the assigned ACO left a door tag that states the following: "Animal Control Officer from Orange County called at your residence today in regards to: Failure to Obtain a Dog License. OCCO 4-1-70." In less than 8% of cases was an ACO actually able to issue a new license. In one particular case, 86 door tags were left at a residence over an eight-month period, or 2.6 door tags per week.

Activity Description	FY 2012	FY 2013	FY 2014	Total
Door Tag	1,923 (65%)	2,609 (74%)	1,481 (71%)	6,013 (70%)
License Issued or Renewed	315 (11%)	224 (6%)	130 (6%)	669 (8%)
All Other	731 (25%)	678 (19%)	475 (23%)	1,884 (22%)
TOTAL	2,969 (100%)	3,511 (100%)	2,086 (100%)	8,566 (100%)

Animal Control Services Representatives in the Canvassing Unit are trained and qualified to respond to calls for license investigations. More information on the Canvassing Unit can be found in Section IV.C Canvassing.

CASE STUDY: DEAD ANIMAL PICK UP (PRIORITY 6)

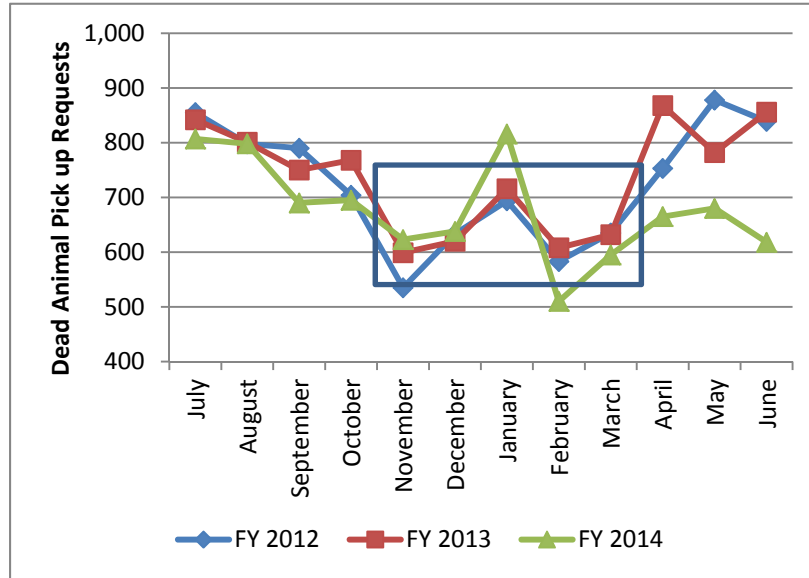
OCAC has poor response times when it comes to Dead Animal Pick Up. Staffing and resource issues have significantly impacted the ability of Field Services to address low priority calls such as Dead Animal Pick Ups.

In the past three years, the total number of “Unable to Make” actions for Deal Animal Pick Up calls increased by over 100% from 5,544 to 11,217 per year.

Action Result	FY 2012	FY 2013	FY 2014	Total
Unable to Make	5,544 (41%)	8,250 (50%)	11,217 (60%)	25,011 (51%)
Other Action Result	8,138 (59%)	8,279 (50%)	7,522 (40%)	23,939 (49%)
Total Actions	13,682 (100%)	16,529 (100%)	18,739 (100%)	48,950 (100%)

Additionally, there appear to be significant fluctuations in the number of new Dead Animal Pick Up requests. As shown in the chart and table below, there are significantly fewer requests for Dead Animal Pick Ups from November to March (“low season”) than from April to October (“high season”). Over the last three fiscal years, there were 23% more new requests for dead animal pick-up each month during the “high season” than there were during the “low season,” which equates to 144 more requests each month.

Chart: Dead Animal Pick-up Requests by Month



	New Dead Animal Pickup Requests (monthly average)
Low Season (Nov. - March)	629
High Season (Apr. - Oct.)	773

Given that staffing levels at OCAC are generally flat throughout the year, seasonal increases in the number of new calls can negatively impact response times. Subsequent to the start of this audit, the Director of OCAC authorized the use of extra help staff to assist in reducing the backlog of uncollected dead animals and improving response times during some of the “high season” months.

Recommendation 11: OC Animal Care management should direct the Canvassing Unit to handle licensing checks on behalf of the Field Services group, when appropriate.

Recommendation 12: OC Animal Care management should formalize the use of seasonal staff or other staff resources to handle the increased volume of new dead animal pick up requests during specific high-volume months of the year.

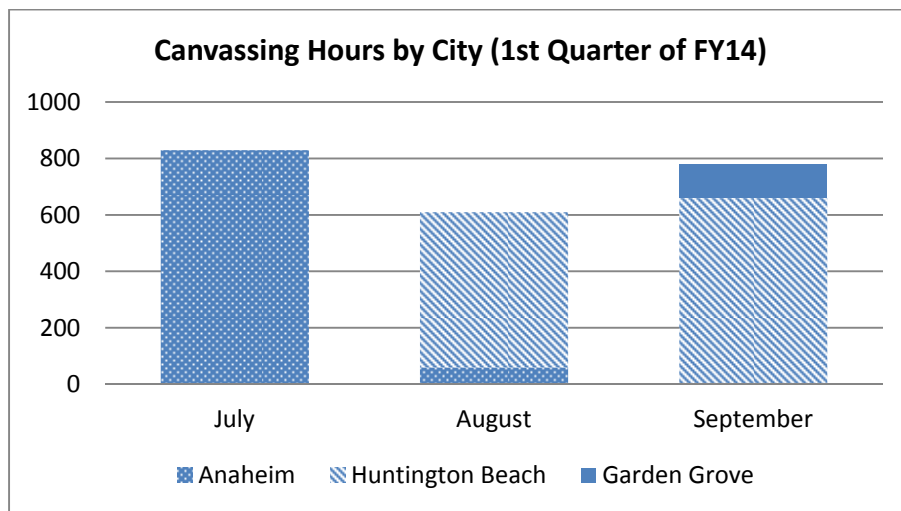
Recommendation 13: OC Animal Care management should evaluate whether any other field activities could be completed by other staff or by other means (e.g., over the phone) and, if appropriate, modify the relevant policies and procedures.

C. Canvassing

The Canvassing Unit, which is part of Administrative Services, consists of 12 Animal Control Services Representative (ACSR) positions including two part-time positions. Hours spent annually in each city are based on usage/fees paid. OCAC budgets approximately 15,000 hours per year for canvassing, but this number can fluctuate based on staffing; cities are guaranteed a percentage of available hours but not guaranteed an actual number of hours.

Total Canvassing Hours	
FY 2010	11,826
FY 2011	9,463
FY 2012	13,102
FY 2013	12,820
FY 2014	12,648

The ACSR’s canvass all residents rather than only residents with pets or those with delinquent animal licenses. OCAC does not utilize any information available through the Chameleon system when determining how to allocate Canvassing resources. Based on the FY 2013 Fee Study, the Canvassing Program cost \$938,339, or \$65.98 per labor hour.¹⁴ The entire Canvassing Unit can spend several months of the year in a few cities rather than target areas with delinquent licenses. For example, during the first quarter of FY 2014, canvassers only visited three cities.



¹⁴ This total is based on labor hours and S&EB costs from FY2011. Between FY 2011 and FY 2013, labor hours for Field Canvassing (job number: CZ322800) increased by 33% from 14,186 to 18,880. As such, the annual cost of this program is likely well in excess of \$1 million. Total labor hours for the Canvassing Unit include hours spent canvassing as well as hours spent on non-canvassing and administrative activities.

According to OCAC, canvassers' goals are to visit 100 houses per day and issue five licenses. Canvassers only work Monday through Thursday from 7:00 AM to 5:30 PM. Since these are typical work hours, it is likely the case that people are not home.

Using productivity data provided by OCAC, it appears that the Canvassing Program does not fully recover its cost. In FY 2012, the Canvassing Program recovered an estimated 73% of its total cost.

Canvassing Productivity - FY 2012

Total Revenue	\$665,612
Total Direct Expenditure (CZ322800)	\$689,620
Estimated Indirect Expenditure	33%
Estimated total annual cost of canvassing program	\$915,871
Estimated Direct Cost Recovery of Canvassing Program	97%
Estimated Total Cost Recovery of Canvassing Program	73%

While this analysis may be an oversimplification¹⁵, available data was insufficient to conclude that the program is highly effective. Subsequent to the start of this audit, OCAC initiated steps to have the Canvassing Group begin utilizing Chameleon for certain aspects of its operation, including gathering productivity data. The following case study looks at program activities in greater detail.

Case Study: Canvassing in June 2014

In June 2014, the Canvassing Unit visited a total of 7,774 residences. There was no one home at 80% of the households. The Canvassing Program encountered 3,610 dogs, of which 69% had valid licenses, 16% had delinquent licenses, and 15% had no license or a license that was due for renewal but not yet delinquent. A subset of this latter group would represent potential "new dog" licenses. However, the actual number of "new dog" licenses that could be issued is not currently tracked, but would likely be significantly lower than 533, as listed below.

¹⁵ This analysis does not account for certain factors including (1) that some revenue generated by the Canvassing Unit would likely be gathered by other means such as direct mail, and (2) that one interaction could result in revenue collection for multiple years over the course of a particular cycle.

# of Residences with No One Home	6,218	80.0%
Total # of Residences Visited	7,774	100.0%

# of Licensed Dogs (or Dogs with Licenses)	2,500	69%
# of Dogs with Delinquent Licenses (<i>Notice to Obtain</i> ¹⁶)	577	16%
# of New Dogs without Licenses or Dogs with licenses that are due but not yet delinquent (<i>Notice to Comply</i> ¹⁷)	533	15%
Total # of Dogs	3,610	100%

Recommendation 14: OC Animal Care management should develop approaches to enhance the cost effectiveness of the canvassing program by utilizing Chameleon.

Recommendation 15: OC Animal Care management should make the following modifications to the Canvassing Unit: (1) Move the Canvassing Unit from Administrative Services to Field Services, (2) Direct canvassing staff to handle all license checks, when appropriate, and (3) Schedule canvassers seven days a week.

D. Licensing

1. Multi-year Animal Licenses

OCAC only offers one-year animal licenses. Some neighboring agencies including the County of San Diego, which provides services to six contract cities, and the City of Irvine allow for the purchase of multi-year licenses.

Based on Orange County Ordinance Section 4-1-70, “an owner may purchase a license for six (6) or twelve (12) months, depending upon the date and kind of [rabies] vaccine used, upon payment of the fee established by resolution of the Board of Supervisors.” The above language was adopted in 1975 and has not been modified since then.

Based on California State Code, local governments have the authority to issue licenses for up to three years for dogs that are 12 months or older and have appropriate vaccinations.

(g) In addition to the authority provided in subdivision (a), the ordinance of the responsible city, city and county, or county may provide for the issuance of a license for

¹⁶ Notice to Obtain –notice to complete licensing for dogs with Chameleon records that are delinquent.

¹⁷ Notice to Comply –notice to complete licensing for (1) new dogs with no previous Chameleon records or (2) dogs with Chameleon records that are due for renewal and not yet delinquent.

a period not to exceed three years for dogs that have attained the age of 12 months or older and have been vaccinated against rabies or one year for dogs exempted from the vaccination requirement pursuant to subdivision (b). The person to whom the license is issued pursuant to this subdivision may choose a license period as established by the governing body of up to one, two, or three years. However, when issuing a license pursuant to this subdivision, the license period shall not extend beyond the remaining period of validity for the current rabies vaccination and, if a dog is exempted from the vaccination requirement pursuant to subdivision (b), the license period shall not extend beyond one year. A dog owner who complies with this subdivision shall be deemed to have complied with the requirements of subdivision (a).¹⁸

As of December 31, 2013, there were a total of 161,140 dog and cat licenses. OCAC would likely save money by offering pet owners the ability to purchase multi-year licenses.

Based on its currently policy of issuing 12-month licenses, OCAC would have to process 483,420 licenses over three years assuming annual licenses remain constant (Scenario 1). If 20% of owners purchased 3-year licenses rather than 1-year licenses, OCAC would process 64,456 fewer licenses over this period, which would be a reduction of 13.3% (Scenario 2). The Licensing Group estimates that it sends out approximately 35,000 pieces of mail monthly, or 1.26 million pieces of mail over three years. For illustrative purposes, a 13.3% reduction in the number of licenses to be processed would eliminate the need to send 168,000 pieces of mail every three years.

	1-year / 3-year	Year 1	Year 2	Year 3	3-year total
Scenario 1	100% / 0%	161,140	161,140	161,140	483,420
Scenario 2	80% / 20%	161,140	128,912	128,912	418,964
Savings (#)		-	32,228	32,228	64,456
Savings (%)		0.0%	20.0%	20.0%	13.3%

To put this potential savings in perspective, over the last three fiscal years, the OCAC Licensing group spent an average of \$160,000 annually on postage alone plus an additional \$94,000 annually on related printing and processing services (not including staff costs).

¹⁸ California Health and Safety Code §121690

Recommendation 16: OC Animal Care management should investigate the impact of issuing multi-year licenses for up to three years and, if appropriate, work with County Counsel to develop revised language to Orange County Ordinance Section 4-1-70 and present those revisions to the Board of Supervisors for its consideration.

In order to properly account for this revenue, OCAC could make accounting adjustments so that revenue from future year license payments is not immediately recognized. Additionally, OCAC could craft its refund policy so that future license payments are non-refundable, since this option would be voluntary and could be seen as a logistical benefit to the customer.

2. Cat Licenses

Unlike licensing of dogs, licensing of cats is not required by State law or County ordinance. Sec. 4-1-85 of the Orange County Ordinance summarizes the requirements and process for obtaining a cat license:

*The owner of any cat may, upon submission of proof of rabies vaccination, certified to by a licensed veterinarian, and upon payment of the fee established by resolution of the Board of Supervisors, be issued a license certificate and tag. No person shall remove a registration tag from a cat without the consent of the owner thereof. Licensing shall be valid for the period of the rabies vaccination. **The obtaining of such a license shall be optional on the part of the owner, except as provided in section 4-1-76.***

OCAC estimates that as of December 31, 2013, there were 371,095 cats living in households within its service area. Of this number, only 439 were licensed, which represents a license rate of 0.12%.

There are several examples of California counties with significant populations of licensed cats. In 2012, four California counties had significant numbers of cat licenses: Alameda (10,533), Los Angeles (27,553), Sacramento (8,596), and Santa Clara (19,192).

In 2013, cats represented 11,351 of 26,444 live animals¹⁹ (42.9%) that were impounded at OCAC's shelter. Additionally, cats represented 6,886 of 9,822 (70%) animals that were euthanized by OCAC in 2013. **Only 202 (1.8%) impounded cats were returned to their owner.** Currently, voluntary cat licenses can be obtained at a cost of \$6.00 annually.

Since most cats in the County are neither microchipped nor licensed, it is extremely difficult to reunite lost cats with their owners. Since many cats are considered "outside pets," it may take many days for an owner to realize that his or her cat is missing. Given this delay, there is the potential that a cat could be impounded and euthanized before the owner realizes that it is missing.

¹⁹ Excludes OWNER REQUESTED EUTHANASIA and DECEASED ANIMAL IMPOUND.

Of the 11,351 live cats that were impounded, 17.1% (1,941) were adopted and 1.8% (202) were returned to their owners. The expenses related to the impoundment of the remaining 80% of cats have no corresponding fee revenue from cat owners. The vast majority of this cost is funded through (1) general fund contributions from Contract Cities and the County, and (2) fee revenue paid by dog owners.

The approximate annual revenue collected from cat licensing fees totaled \$2,634 (439 x \$6.00) in 2013, based on a “compliance rate” of 0.12%. By comparison, the overall “compliance rate” for dogs is 45.4%. If OCAC was able to increase compliance from 0.12% (439) to 15% (55,664), it could generate approximately \$334,000. If the annual license fee was increased to a rate equal to that of dog licenses (\$27), the additional revenue would equal \$1.5 million.

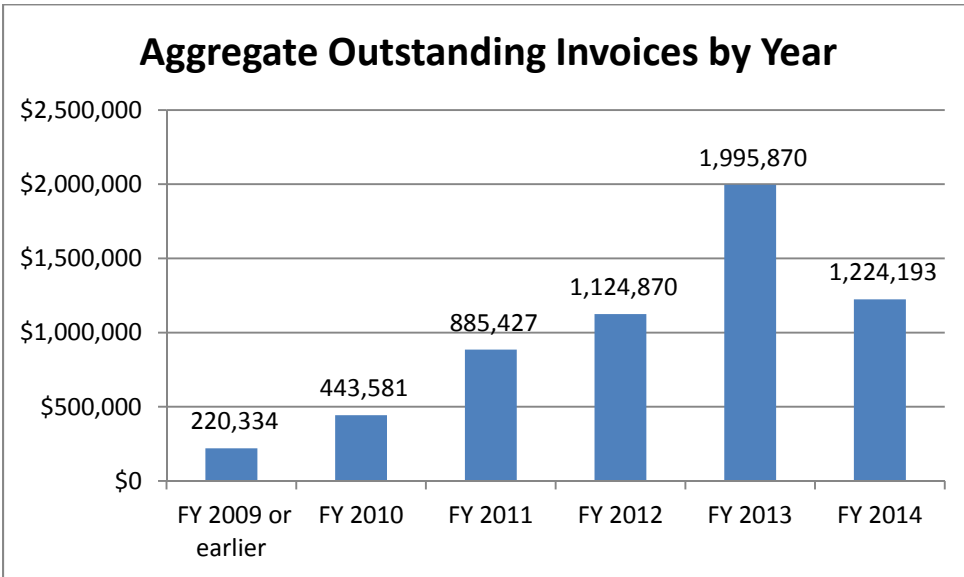
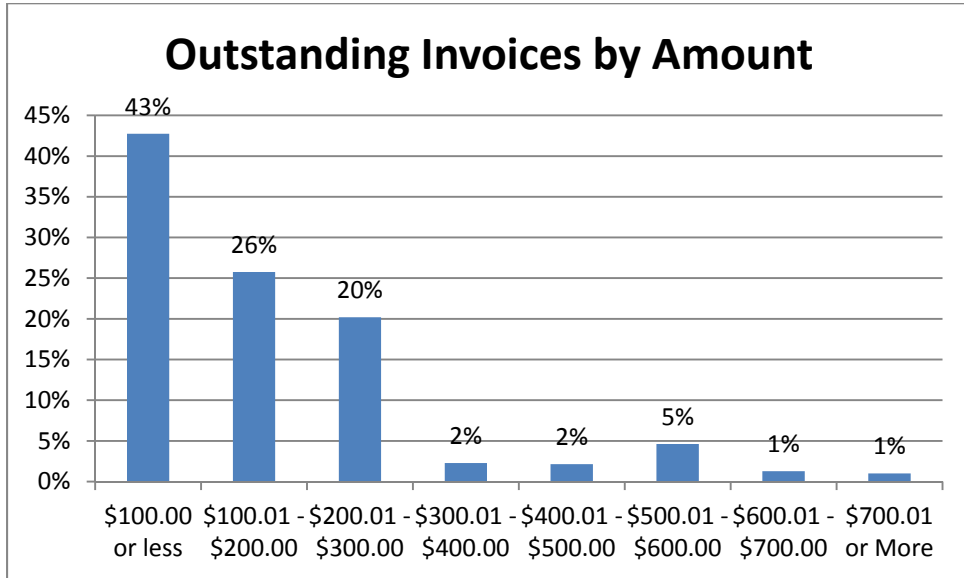
Recommendation 17: OC Animal Care management should work with County Counsel to develop revisions to Orange County Ordinance Section 4-1-85 to require that all domestic cats within the County of Orange be licensed and present those revisions to the Board of Supervisors for its consideration.

E. Collections

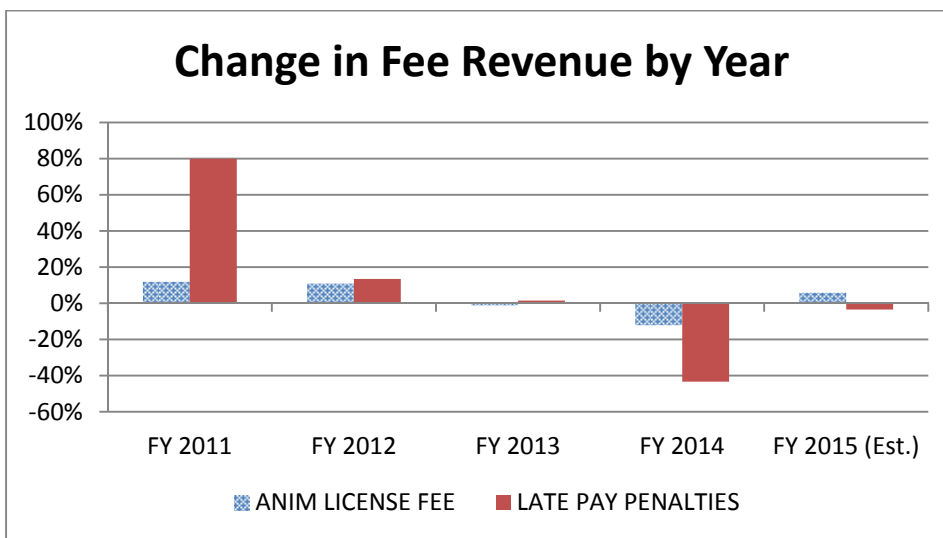
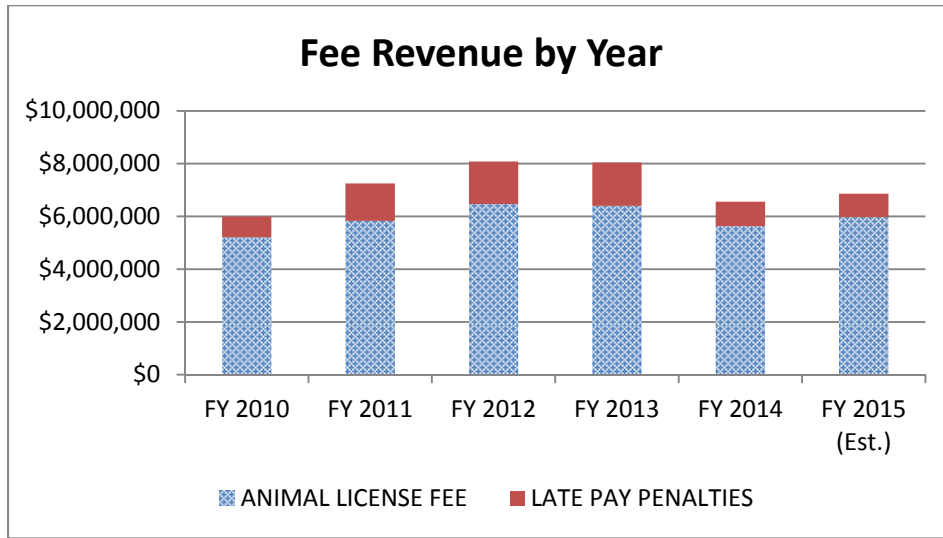
OCAC relies on the Treasurer-Tax Collector (TTC) for collections services and spends a significant amount of money trying to collect delinquent accounts. All overdue invoices are sent to TTC for follow-up (approximately 600 per month). However, OCAC does not evaluate the effectiveness of collections nor does it have formal policies/guidelines regarding the extent to which TTC should attempt to collect. OCAC’s TTC charges have increased by more than 300% between FY 2012 and FY 2014 to \$483,887.

TTC provides monthly updates on the aggregate amount collected but does not directly report the corresponding costs. For example, OCAC does not know how much it costs to collect on a particular outstanding invoice. Additionally, OCAC does not have a formal policy for what levels of collections services are appropriate given specific types/amounts of debt. TTC makes all reasonable efforts to collect. Given that this information is not reported or evaluated by OCAC staff, it is possible that certain collections activities (small claims court, etc.) are not cost effective.

As of September 2014, there was a total of \$5.9 million in uncollected revenue. As shown in the following graph, 43% of the 31,237 unpaid invoices are for \$100 or less and only 1% are greater than \$700. And, \$2.7 million of outstanding invoices has been delinquent since 2012 or earlier.



OCAC began utilizing TTC to collect delinquent payments in FY 2010. As a result, there was a corresponding increase in animal licenses and licensing revenue through FY 2013. By FY 2014, fee revenue, particularly from late payment penalties has dropped considerably. Over this same period, OCAC's collection costs have continued to increase.



Recommendation 18: OC Animal Care management should work with the Treasurer-Tax Collector to evaluate the effectiveness of its various collection activities and, if appropriate, implement new ones to reduce costs.

Recommendation 19: OC Animal Care management should develop a formal policy for how it utilizes the Treasurer-Tax Collector in its collections effort.

F. Contract City Billing

Agreements

Contract Cities have entered into contracts that are automatically renewed annually and contain mutual 6-month termination clauses, with the County for animal care services. These services are funded through two primary sources: (1) user fees related to licenses, adoptions, and other services; and (2) direct “general fund” contributions from Contact Cities and the County. For FY2014, user fees covered approximately 53% of total OCAC expenses. Cities are required to pay actual costs on a quarterly basis.

Accrual Accounting

Accrued revenue is immediately credited to Contract Cities to offset their required contributions regardless of whether that revenue is collected. However, if bad debt is written off, it will not necessarily become the responsibility of the city that originally received credit. As of September 2014, there was approximate \$5.9 million of uncollected receivables, almost half of which have been on the County’s books for over two years.

It is unclear what would happen to these liabilities if a city terminated its contract with OCAC. Additionally, if accrued revenue exceeds annual expenses in any year, cities are provided a rollover "credit."

The auditor was told that due to limitations with OCAC’s IT systems (Chameleon and CAPS+) a more accurate accounting of revenue is currently not feasible. However, OCCR is currently evaluating a switch from accrual basis to cash basis, which could eliminate this issue.

Case Study: Radical Reptiles in Stanton

Following the closure of Radical Reptiles, a pet store in the City of Stanton, OCAC housed 442 animals for a 3-month period at a cost of over \$100,000. The County initiated a lawsuit against the storeowner in order to collect payment for the related shelter expenses. According to OCAC’s billing summaries for FY 2010 through FY 2014, the City of Stanton’s total annual expenses and total annual revenues were approximately \$80,000 higher in FY 2010 than they were in each of the next four fiscal years.

	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
Expenditure	\$357,248	\$274,420	\$277,126	\$260,196	\$271,353
Revenue	235,301	149,054	164,970	148,109	111,113
<i>Billed to City of Stanton</i>	<i>\$121,947</i>	<i>\$125,366</i>	<i>\$112,156</i>	<i>\$112,087</i>	<i>\$160,240</i>

It appears that (1) these increased expenses are attributable to the cost to care for the animals from

Radical Reptiles, and (2) the increased accrued revenues are attributable to the owner of Radical Reptiles' unpaid invoice. Under its current funding methodology, OCAC gives Contract Cities credit for accrued revenue, whether or not it is collected.

In March 2013, the County settled a countersuit with the owner of Radical Reptiles that included "the waiver of an assessment by the County against [the storeowner] for the caring for the animals, in the amount of \$158,436 (the assessment plus accrued interest)." At that time, the uncollected balance of \$106,349 should have been written off because it was uncollectable. However, as of September 2014, the outstanding invoice referenced above remained on a list of unpaid invoices that the Treasurer Tax-Collector is attempting to collect on behalf of OCAC. It appears that in this case OCAC has provided the City of Stanton a subsidy of over \$100,000 since FY 2010.

Recommendation 20: OC Animal Care management should track the corresponding jurisdiction of all accrued but uncollected revenue, periodically (e.g., quarterly) provide that information to the Contract Cities, and, if appropriate, adjust billings accordingly.

Recommendation 21: OC Animal Care management should work with the Auditor-Controller to develop a plan to move from an accrual accounting basis to a cash accounting basis.

G. Donations & Sponsorships

1. Donations

OCAC solicits and receives donations from private donors and various non-profit organizations. Individuals can make donations on OCAC's website, as well as via the license renewal form. Over the last three years, OCAC was able to utilize donation proceeds of between \$50,000 and \$69,000 annually. The majority of those proceeds were used for veterinary services, spay/neuter operations, and general shelter services, as shown in the following table.

Use of Donation Proceeds	2012	2013	2014	Total
CANINE SPAY/NEUTER	\$13,712	\$13,247	\$20,890	\$47,849
SHELTER SERVICES	\$17,401	\$12,938	\$16,085	\$46,424
VETERINARY SERVICES	\$8,034	\$7,624	\$11,486	\$27,143
FELINE SPAY/NEUTER FEE	\$4,866	\$6,695	\$9,045	\$20,606
VACCINATIONS-OTHER	\$3,227	\$3,545	\$3,685	\$10,457
VACCINATIONS-RABIES	\$2,388	\$1,684	\$2,267	\$6,339
ACS MICROCHIP	\$1,189	\$1,373	\$2,596	\$5,158
DAILY FEED AND CARE	\$502	\$1,315	\$2,444	\$4,261
IMPOUND FEES	\$270	\$936	\$540	\$1,746
IMPOUND FINES	\$0	\$225	\$160	\$385
RELINQUISHMENT FEES	\$162	\$35	\$180	\$377
Total	\$51,749	\$49,616	\$69,378	\$170,743

As a General Fund department, OCAC has to spend or encumber any donation revenue in the fiscal year that it is received. Currently, it does not have the ability to accumulate reserves and spend them in future fiscal years.²⁰ Any unused donation revenue has to be returned to the General Fund at the end of each fiscal year. As a result, OCAC may not be maximizing its benefit from public donations because (1) donations might be “lost” to the general fund, (2) donations that must be spent quickly might not be utilized for the most critical purposes, and (3) potential donors might be dissuaded from donating, because there is no assurance that their donation will go towards its intended purpose.

As one workaround, OCAC has worked with Auditor-Controller to make a technical adjustment during the Quarterly Budget Report process in order to “save” donation revenue that could not be spent in the prior fiscal year, a bad long-term solution.

Alternatively, OCAC explored the idea of establishing a dedicated trust fund, similar to what was done to secure the \$5 million that was set aside by the Board of Supervisors for a new facility in 1995. The Auditor-Controller Department rejected this proposal citing the requirement that revenue must be recognized in the year that it is received. Our review indicates that there are several examples of such trust funds at other animal control agencies around the State.

- The County of San Diego’s Animal Services has established several donation trust funds including separate donation funds for its three shelters and its Spirit Fund, which is used for medical care only.
- The City of Los Angeles maintains the Animal Welfare Trust Fund 859 and the Animal Sterilization Fund 842.

²⁰ For example, if OCAC receives a \$5,000 donation on June 29th, it would have one day to spend or encumber all \$5,000. Any amount that was unspent or unencumbered at the end of the fiscal year would be returned to the General Fund.

- The County of Mendocino has established a trust fund for its Mobile Spay/Neuter Program in order to ensure that “all funds stay within the program and that they are NOT considered part of the County's General Fund.”

Recommendation 22: OC Animal Care management should formally request that the Auditor-Controller establish a dedicated donation fund for OCAC.

2. Sponsorships

Currently, OCAC is unable to participate in certain types of partnerships with private companies and non-profits. Because OCAC does not have an established Marketing Policy that permits such activities, it could be forgoing potential significant revenue from sponsorships.

In November 2014, OCCR was working on an Agenda Staff Report (ASR) for consideration by the Board of Supervisors. The recommended actions include “adopt[ing] Marketing Plans for OC Animal Care, OC Community Services, and OC Public Libraries to pursue sponsorships with non-profit organizations, private sector organizations, and businesses in support of programs and events.” For example, OCAC’s marketable assets that could be utilized for sponsorship opportunities include signage on buildings, animal housing units, cages and kennels, walkways, and informational kiosks. According to the “OC Animal Care Marketing Plan” that was included as an attachment to the draft ASR, “OC Animal Care estimates its short-term (12-24 months) revenue goal at \$100,000,” and “OC Animal Care projects its long-term revenue goal at \$1,000,000 from this type of market program.” The Plan also notes that other jurisdictions and public agencies take advantage of such marketing opportunities.

Subsequent to the start of this audit, OCCR stopped pursuing its department-specific marketing plan because CEO/Real Estate was working to develop a countywide “marketing” strategy that would include these types of activities.

Recommendation 23: OC Animal Care management should continue to work with OCCR and CEO/Real Estate to establish a marketing plan that would allow OC Animal Care to pursue private sponsorships.

H. Volunteer Services

Volunteers play an important role in the operations of OCAC and, in particular, the care and nurturing of its animals. OCAC has approximately 400 volunteers who support OCAC in a variety of capacities, including 160 volunteers who foster young or injured animals.

Over the past three years, OCAC volunteers have completed more than 100,000 hours of service annually. The bulk of these hours (89%) were completed by volunteers fostering animals at their own homes. Total foster volunteer hours for 2013 were equivalent to 66.5 full-time equivalent individuals (FTEs), and total volunteer hours at the shelter were equivalent to 7.1 FTEs. Between 2012 and 2013, total volunteer hours declined by 8% following an increase of 57% from the prior year.

Volunteer Hours/FTEs by Activity

	2011	2012	2013
Foster	93,472 hrs. 44.9 FTE	150,650 hrs. 72.4 FTE	138,340 hrs. 66.5 FTE
Shelter	12,696 hrs. 6.1 FTE	15,665 hrs. 7.5 FTE	14,708 hrs. 7.1 FTE
Off-site/Special Event	450 hrs. 0.2 FTE	1,203 hrs. 0.6 FTE	1,503 hrs. 0.7 FTE
Total	106,618 hrs. 51.3 FTE	167,518 hrs. 80.5 FTE	154,551 hrs. 74.3 FTE

1. Volunteer Training

OCAC conducts orientation and training sessions for prospective volunteers four times per year (January, April, July, and October). Below is an overview of the steps required to become a volunteer for OCAC.

1. **Submit RSVP.** RSVPs are accepted approximately one month prior to the four scheduled orientation dates, which means there is no way to register to volunteer at OCAC during eight months of the year. Because of these reservation procedures, a prospective volunteer may have to wait more than three months to submit an RSVP.
2. **Get selected to attend Orientation.** Once prospective volunteers have RSVP'd, they are not necessarily guaranteed a spot in the upcoming orientation session. According to OCAC, they receive between 150-200 RSVPs to attend volunteer training, but can accept only 50 per session due on space constraints. By limiting the number of volunteers based on the capacity of the conference room at OCAC headquarters, the County turns away approximately 100-150 potential volunteers every quarter. As such, a prospective volunteer might have to wait almost one year to attend an orientation session.
3. **Attend Orientation.** During the orientation session, prospective volunteers are provided with an overview of OCAC, including volunteer program requirements, shelter statistics related to intake and euthanasia, and an overview of the following volunteer positions:
 - a. Dog Walker/Socializer
 - b. Cat Socializer/Enrichment
 - c. Rabbit Socializer/Enrichment
 - d. Kitten Nursery Attendant
 - e. Bather/Groomer

- f. Greeters/Pet Detectives
 - g. Special Events
 - h. Foster Caretaker
4. **Submit Application.** At the end of the orientation session, prospective volunteers are presented with an overview of the “Volunteer Selection Process,” which included consenting to a background check and completing a cover letter detailing interest in volunteering and feelings/opinions about euthanasia. According to OCAC, of the fifty people who attend orientation, two to three may self-select out of the program and, depending on the content of their cover letters or results of the background check, some may be excluded from the program.

Due to the current practices, OCAC can onboard fewer than two hundred volunteers annually. According to OCAC, volunteers have complained that there are not enough other volunteers on staff at a particular time to assist with required tasks. For example, there may only be one “Dog Walker/Socializer” volunteer available to walk all adoptable dogs on a particular day.

Recommendation 24: OC Animal Care management should modify the volunteer onboarding process to (1) require all potential volunteers to complete the volunteer application, including a consent to the requisite background check, as part of the initial RSVP process; (2) allow prospective volunteers to RSVP at any time; and (3) include those potential volunteers in the earliest possible orientation session.

If necessary to accommodate larger groups, OCAC should split up sessions or conduct them at larger facilities (e.g., HOA Board Hearing Room, Soda Fountain Pavilion at Irvine Regional Park).

2. Volunteer Job Duties

After receiving proper training, volunteers at the shelter are able to work on the following activities.

Dog Walker	Dog walkers exercise and socialize dogs that are currently available for adoption. Through this interaction, volunteers provide the dogs with mental stimulation creating a healthier, happier, more adoptable dog. Some volunteers work with dogs to develop good manners, such as walking well on a leash, that will help them be more successful in their new homes. Dog walkers may also bathe adoptable dogs as needed.
Cat Socializer	Cat socializers work with cats that are currently available for adoption, providing them with mental stimulation and practice being handled in various manners.
Rabbit Socializer	Rabbit socializers handle rabbits that are currently available for adoption at the shelter. Some rabbits are not used to being handled and these volunteers help to create more social, and thus more adoptable, bunnies.

Greeter/Customer Service	These volunteers greet and offer assistance to the public at OC Animal Care's front gate. Greeters are a visitor's first contact with OC Animal Care and, through their warm greeting and courtesy, may influence a person's decision to adopt an animal from the shelter.
Community Events/Special Shelter Events	Volunteers act as shelter ambassadors and help to spread the mission of OC Animal Care throughout the community. Volunteers participating in special events, both on-site and off-site, help to promote the adoption of shelter animals. Through education and a positive attitude, these volunteers help build lasting relationships with the community OC Animal Care serves.
Clerical Support	Volunteers assist shelter staff with various office projects, helping to improve the efficiency of work completed at OC Animal Care. Projects are intermittent and are assigned to clerical volunteers as the need arises.
Groomer	Volunteers groom shelter dogs to create quality bonding time between themselves and the dogs, thus increase a dog's adoptability. These dogs often come to us matted and dirty. This special attention from a grooming volunteer enables the dog's true personality to shine through and increased his chance of being adopted. At this time OC Animal Care is unable to offer thorough grooming training, but we welcome those who possess grooming skills.
Kitten Nursery Attendant	Kitten nursery attendants help to feed, clean, and care for small kittens that are housed in OC Animal Care's kitten nursery. These kittens are currently awaiting placement with a rescue organization or a foster home. With the help from these volunteers, OC Animal Care and its extensive network of foster caretakers and rescue organizations have saved thousands of underage kittens.

The June 2014 Consultation Report recommended “increasing the volunteer program to provide additional support to staff” since OCAC was not currently meeting standards regarding minimum staffing levels needed to properly care for the animals on site and because significant staffing increases were unlikely to occur in the short-term.

Shelter duties that volunteers could do but are currently not permitted to perform include:

- Cleaning and sanitizing kennels of adoptable dogs and cats;
- Helping the public visit with adoptable animals;
- Maintaining shelter flowerbeds;
- Sweeping and hosing the shelter;
- Working on shelter beautification projects; and
- Helping with certain facility projects.

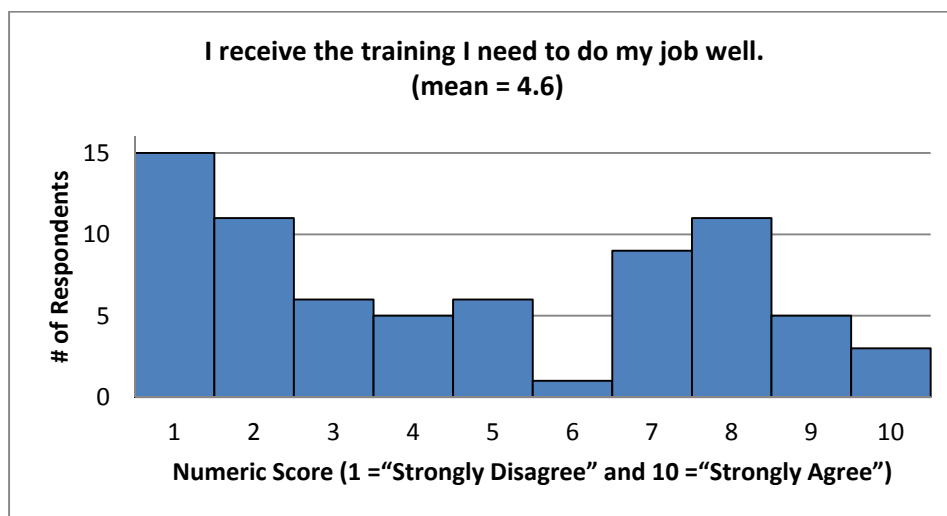
Recommendation 25: OC Animal Care management should expand the list of volunteer activities to include additional duties at the Animal Shelter, such as assisting with public visits and shelter beautification projects.

I. Professional Development

At OCAC, certain job functions receive extensive training, while others receive only limited, on-the-job training. Due to a lack of training opportunities, staff may not be fulfilling their job duties as

efficiently as possible. As discussed in greater detail in Section B. Field Services, Animal Control Officer Trainees receive several months of comprehensive classroom and field training before working in the field.

As part of the audit process, the auditor invited all OCAC employees to participate in an anonymous online survey. As part of the survey, employees were asked to what extent they agreed with the statement: *I receive the training I need to do my job well.* On a scale of 1 to 10, with 1 being “Strongly Disagree” and 10 being “Strongly Agree”, the average score was 4.6, with 26 of 72 respondents (36%) providing scores of 1 or 2, indicating strong disagreement.



With the exception of field operations staff, OCAC employees receive limited formal training opportunities. OCAC does not have a formal internal training program. Veterinary staff could provide training tutorials to field and kennel staff regarding the latest best practices in the industry, and staff could routinely be updated on new information and best practices developed by experts in the field, such as the UC Davis Koret Shelter Medicine Program, which routinely publishes reports and information sheets that may be relevant to OCAC staff. Similarly, volunteers who do not receive ongoing training could benefit from such training sessions led by OCAC staff. A lack of resources was one reason cited for the lack of training opportunities. Additionally, there is at least one OCAC Policy and Procedures (P&Ps) related to staff training with which OCAC is not in compliance.

Recommendation 26: OC Animal Care management should ensure that all training sessions required by law or OCAC policy are completed by staff.

Recommendation 27: OC Animal Care management should develop formal training opportunities for staff on relevant topics including both technical skills and soft skills.

J. Enterprise Application Software System

OCAC uses Chameleon/CMS© (“Chameleon”), an enterprise application software system, to assist with most aspects of its operations, including animal records, kennel operations, field operations, clinic activities, and licensing activities. The Chameleon software is based on SQL database language and can collect information on all aspects of OCAC’s operations. Data collected by the system is then used to populate hundreds of reports using a reporting program called Crystal Reports.

Chameleon is one of the more popular off-the-shelf systems in the industry. However, there are certain functional limitations of the system, including that it is not linked to the County’s accounting system, CAPS+. OCAC has evaluated alternatives to Chameleon, including developing a new system in-house, but has no current plans to pursue an alternative.

OCAC staff is generally trained to use certain aspects of Chameleon to fulfill their day-to-day job duties, including running standardized reports that have been developed with the assistance of OC Community Resources/Information Technology, the Chameleon vendor, and OCAC staff. In the past, OCAC staff received formalized training that including training on how to develop reports using Crystal Reports, but presently only a few people at OCAC have the technical training to effectively utilize the full functionality of these systems.

OCAC staff may not have the technical training to understand how to assess and validate data and summary reports. Below is a brief case study to illustrate this issue.

Case Study: Chameleon Report & Data Integrity Issues.

OCAC staff can run standardized reports using Chameleon and Crystal Reports that provide Average Field Activity Response Times by Call Priority over a designated timeframe. The former Director of OCAC acknowledged using these reports to monitor the performance of the Field Operations Division. Over the course of the audit, it was determined that some of the formulas within these reports were inaccurate. For example, a report of Response Times for Priority 6 Field Activities indicated average response times by month of three to four hours and no response times that exceed 48 hours. Based on this information, one might conclude that low priority response times were actually quite good. However, response times for Priority 6 calls frequently and consistently

exceed several days. If management used these reports to assess OCAC's operational efficiency, it would have based decisions on bad information.

Additionally, the quality of some of the data contained in Chameleon is in question. For example, a review of intake data from FY 2012 to FY 2014 found that of animals that were dead at the time of impound, one was adopted, one escaped, and twenty were returned to the wild. Additionally, in various instances, completed events have time stamps of dates in the future.

Recommendation 28: OC Animal Care management should identify dedicated data analytics resources/personnel within OC Animal Care to coordinate all operational aspects of the OC Animal Care's enterprise software systems (i.e., Chameleon and Crystal Reports).

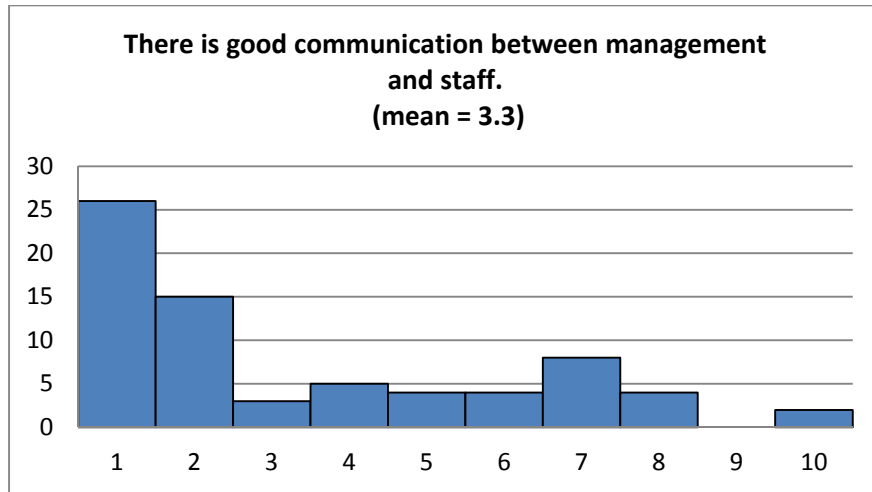
Recommendation 29: OC Animal Care management should establish regular training sessions on its enterprise software systems for all relevant employees, including all management and administrative staff.

Recommendation 30: OC Animal Care management should conduct a review of existing system controls and take appropriate measures to ensure data integrity (e.g., enhance logic/limits of certain fields to ensure proper data entry).

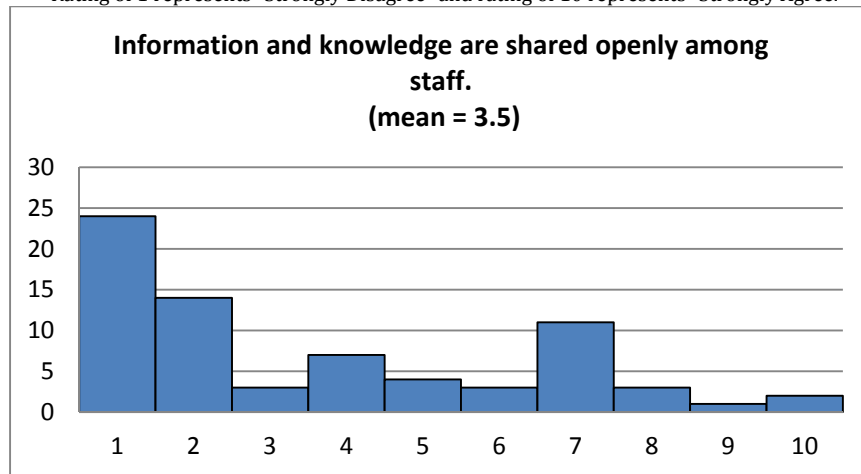
K. Internal Communications

Based on staff interviews and the survey conducted as part of this audit, many OCAC employees do not believe that information and knowledge are shared effectively and believe that the department lacks a sense of teamwork.

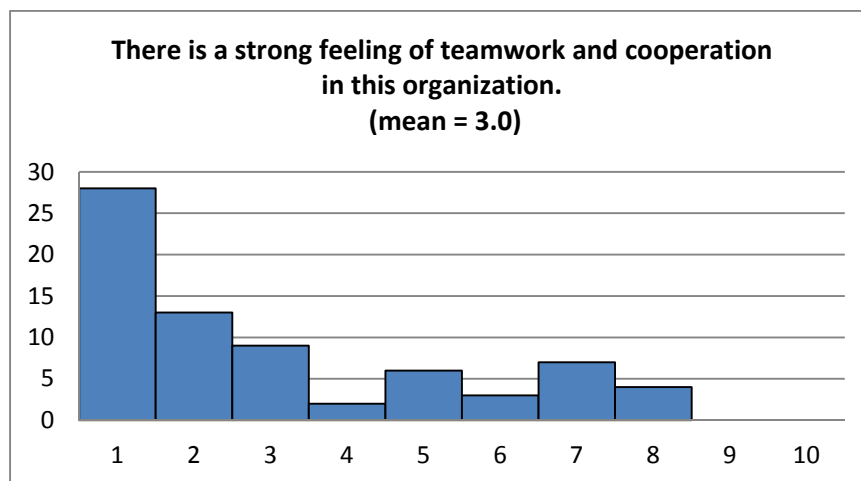
The following are survey results related to communications and staff morale:



*Rating of 1 represents "Strongly Disagree" and rating of 10 represents "Strongly Agree."



*Rating of 1 represents "Strongly Disagree" and rating of 10 represents "Strongly Agree."



*Rating of 1 represents "Strongly Disagree" and rating of 10 represents "Strongly Agree."

Regarding all three statements, more than 50% of respondents provided scores of 1 or 2, indicating strong disagreement.

Historically, the Director of OCAC held all-hands staff meetings, but at some point prior to the start of this audit, those meetings were discontinued.

Surveys similar to the one used during this audit can highlight issues within an organization that might not otherwise be readily apparent. While OCAC currently does not survey its employees, during the audit OCAC management expressed support for developing a similar tool to routinely monitor staff morale and how employees feel OCAC is doing operationally.

Recommendation 31: OC Animal Care management should hold all-hands staff meetings at least every quarter.

Recommendation 32: OC Animal Care management should provide an anonymous survey to staff annually in order to monitor staff morale and identify opportunities for improvement and report and track the results.

L. Key Performance Indicators

OCAC tracks and reports certain Key Performance Indicators (KPIs), as shown in the following graphic. However, based on discussions with OCAC management, staff does not regularly track other types of data that could be used for decision-making. Management has not prioritized the use of data for decision-making. OCAC does not evaluate trends in its operation, such as field service response times and may be unable to quickly identify operational issues.

Based on the Balanced Scorecard results, it appears that OCAC either met or exceeded its targets in 12 of 17 categories. However, it may be appropriate for management to reevaluate the existing performance targets. For example, the target for Owner Redemption Rate for cats is 2%. For FY 2012, OCAC met this apparently low target.

Also, though several years of OCAC's statistics can be found on its website at <http://ocpetinfo.com/about/stats>, there appear to be some inconsistencies in the data. For example, euthanasia numbers on the OCAC Impound Summary vary between data tables. The discrepancies may be attributable to issues related to OCAC's database, which is discussed in greater detail in Section IV.J Enterprise Application Software System. Inconsistencies in the reported data may cause people to question the overall integrity of the information.

**OC Community Resources 2013 Business Plan Update
Balanced Scorecard Summary**

	Trend (FY 10-11 vs. FY 11-12)	Performance Results for FY 2011-12		
		Exceeds Target	Meets Target	Below Target
OC Animal Care				
Service Area: Public Safety				
Total percentage of licensed dogs spayed and neutered	↓		▲	
Total number of dog licenses issued	↑	●		
% of total potentially adoptable impounded Cats spayed or neutered at the shelter	↔	●		
% of total potentially adoptable impounded Dogs spayed or neutered at the shelter	↔	●		
% of total potentially adoptable impounded Rabbits spayed or neutered at the shelter	↔	●		
Response time for priority calls 1 & 2 (humans and animals at risk)	↔		▲	
Service Area: Humane Treatment of Animals				
Adoption rate (Cats)	↔		▲	
Adoption rate (Dogs)	↔			◆
Adoption rate (Rabbits)	↔			◆
Owner redemption rate (Cats)	↔		▲	
Owner redemption rate (Dogs)	↔			◆
Owner redemption rate (Rabbits)	↓			◆
Customer satisfaction	↔			◆
Service Area: Community Outreach & Education				
Total number of volunteer hours	↔	●		
Total classes/programs/events	↔	●		
Total attendees to classes/programs/events	↔	●		
% of total adoptions via rescue groups	↔	●		

1

Recommendation 33: OC Animal Care management should periodically evaluate performance targets, and track and report Key Performance Indicators relevant to OCAC's mission and primary operating objectives.

Recommendation 34: OC Animal Care management should establish quality assurance procedures to ensure that information reported on OCAC's website is accurate and consistent.

V. Conclusion

For years, OC Animal Care has been impacted by increasing demand for animal control and shelter services with limited resources, caused mainly by population growth within the County, an aging shelter, and vacant positions due to financial constraints of the County as well as Contract Cities. With dedicated employees and volunteers, OCAC has done a reasonable job coping with these financial and operational constraints, but more can be done.

This audit report contains 34 recommendations that will enhance OCAC's operational effectiveness and efficiency by improving operating practices, restructuring OCAC's organization, and improving utilization of technology. These recommendations include:

- Establishing scheduled visiting hours at the Shelter;
- Improving efficiency of the Canvassing Group;
- Developing new revenue opportunities;
- Enhancing the Volunteer Program; and
- Increasing training and development opportunities for staff.

The complete list of audit recommendations, as well as management responses thereto, can be found in Appendix A of this report.

As a result of discussions with the audit team during the course of the audit, OCAC management has already taken steps to begin implementing a number of the audit recommendations.

VI. Appendices

A. Recommendations & Management Response

B. List of Local Shelters

Coastal Animal Services Authority
Dana Point
San Clemente
Inland Valley Humane Society
La Habra
Irvine Animal Care Center
Irvine
Laguna Beach Animal Services
Laguna Beach
Laguna Woods
Long Beach Animal Care Services
Los Alamitos
Mission Viejo Animal Services
Aliso Viejo
Laguna Niguel
Mission Viejo
OC Animal Care
Anaheim
Brea
Cypress
Fountain Valley
Fullerton
Garden Grove
Huntington Beach
Laguna Hills
Lake Forest
Orange
Placentia
Rancho Santa Margarita
San Juan Capistrano
Santa Ana
Stanton
Tustin
Villa Park
Yorba Linda
Unincorporated
Orange County Humane Society
Costa Mesa
Newport Beach
Seal Beach Animal Care Center
Seal Beach
Southeast Area Animal Control Authority (SEAACA)
Buena Park
La Palma
Westminster Veterinary Group
Westminster

C. FY 1998-99 Strategic Financial Plan Document

D. 2014 Shelter Consultation Summary Report