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**Hillsborough  
County Florida**

**Board of County Commissioners  
County Internal Auditor's Office**

**PET RESOURCES CENTER  
KENNEL OPERATIONS**

**Report # IA-18-04  
August 15, 2018**



**TO:** Commissioner Victor Crist  
Commissioner Ken Hagan  
Commissioner Al Higginbotham  
Commissioner Pat Kemp  
Commissioner Lesley "Les" Miller Jr.  
Commissioner Sandra Murman  
Commissioner Stacy White

**FROM:** Peggy Caskey, County Internal Auditor

**DATE:** August 15, 2018

**SUBJECT:** Pet Resources Center, Kennel Operations, Audit Report #IA-18-04

The Audit Team performed an operations audit of the Pet Resources Center kennel operations.

The purpose of this Report is to provide management independent, objective analysis, recommendations, counsel, and information concerning the activities reviewed. As such, this Report is not an appraisal or rating of management.

Although the Audit Team exercised due professional care in the performance of this audit, this should not be construed to mean that unreported noncompliance or irregularities do not exist. The deterrence of fraud and/or employee abuse is the responsibility of management. Audit procedures alone, even when carried out with professional care, do not guarantee that fraud or abuse will be detected.

I appreciate the cooperation and professional courtesies extended to the Audit Team. Management of the audited area gave the Audit Team full, free, and unrestricted access to all applicable activities, records, property, and personnel necessary to accomplish the stated objective of this audit engagement. Personnel also provided necessary assistance for the Audit Team to effectively perform the audit in an efficient manner.

Sincerely,

Peggy Caskey, CIA, CISA, CFE  
County Internal Auditor

**CC:** Dexter Barge, Assistant County Administrator  
Christine Beck, County Attorney  
Greg Horwedel, Deputy County Administrator  
Mike Merrill, County Administrator

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## EXECUTIVE SUMMARY

As per the 2018 Annual Audit Plan, the County Internal Auditor's Office conducted an audit of the Pet Resources Center's kennel operations. The principal objectives of this audit were to assess the kennel activities to the Association of Shelter Veterinarians Guidelines for Standards of Care in Animal Shelters and identify opportunities to enhance the activity's management and work processes, as well as its value to the residents of Hillsborough County. The exit conference was held on June 28, 2018. The Audit Team's analysis did not identify any unacceptable levels of practices. Other minor concerns, that may have been identified and not included in this Report, were communicated to management and/or corrected during fieldwork.

## OVERALL OPINION

It is the County Internal Auditor's overall opinion that the kennel activity generally conforms to the levels of practices in the areas that were reviewed. For a detailed list of conformance to these individual levels of practices, see the Conforms to Practice Tables located in Appendix A. Appendixes B - E contain assessments of two animal abuse cases; the Foster Program; pet licensing; and protection of animals from abusers. The Audit Team made observations and identified positive attributes as well as opportunities and recommendations to further improve overall operations which are included in this Report.

The Audit Team utilized a scale of three ratings, "generally conforms," "partially conforms," and "does not conform" which is the same/similar scale used by the Institute of Internal Auditors. *Generally conforms* means that the kennel activity has policies and practices that the Audit Team judged to be in conformance to the levels of practices. The term *partially conforms* means that deficiencies in practice were identified but these activities did not preclude the kennel activity from performing its responsibilities in an acceptable manner. The term *does not conform* means deficiencies in practice were judged to be so material that they seriously impair or impede the kennel activity from performing adequately in all or in significant areas of its responsibilities.

## AUDITED BY

- Peggy Caskey, CIA, CISA, CFE, County Internal Auditor
- Ricardo Cepin, CPA, CFE, former Senior Internal Auditor (from October 18, 2017, to March 15, 2018)
- Melinda Jenzarli, CIA, CISA, CFE, CPA, MBA, Lead Internal Auditor
- Anne Mullett, CPE (Ohio), CIA, MBA, Senior Internal Auditor
- Dr. Cynda Crawford, MS, PhD, DVM, subject matter expert, College of Veterinary Medicine, University of Florida,

Dr. Crawford is Maddie's Clinical Assistant Professor of Shelter Medicine at the University of Florida College Of Veterinary Medicine. This position has given her an opportunity to perform numerous outreach field services to assist shelters. The Maddie's Shelter Medicine Program assists with implementation of industry best practices regarding animal health and welfare and provision of disease outbreak diagnosis, response, and prevention strategies. The Program also provides research to develop and disseminate new knowledge to solve existing and emerging threats to successful sheltering programs.

## BACKGROUND INFORMATION

Population management is an active process of planning, evaluating, and responding to changing conditions for each animal in the Pet Resources Center's care. Animals who are grossly disfigured or acutely injured/sick, confiscated, or held for safe keeping are managed on a case-by-case basis to meet the special needs of the individual animal. For the vast majority of the animals in the general population, the kennel activity uses a five step population management process.

The general population management process begins with the animal's intake (i.e., stray or owner surrender). The intake type determines the length of stay the animal remains in the "hold" stage to allow time for the owner and animal to reunite. The process ends with the animal's outcome (i.e., adopted, rescued, returned to owner, or deceased).

Marketing efforts begin in the hold stage. During the population management process, the animal moves through the adoption, at risk, and high risk stages for about 14 days each. The final stage is extreme risk. When marketing efforts are unsuccessful (the animal hasn't been placed in a home or rescue), space necessity and compassion decisions may result in euthanasia. Compassion decisions take into consideration the animal's physical health, behavioral health, and mental well-being.

Figure 1 General Population Management Process

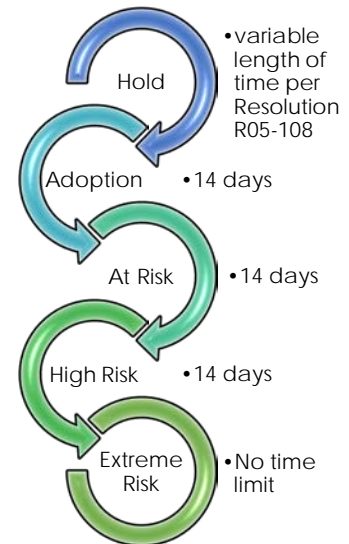
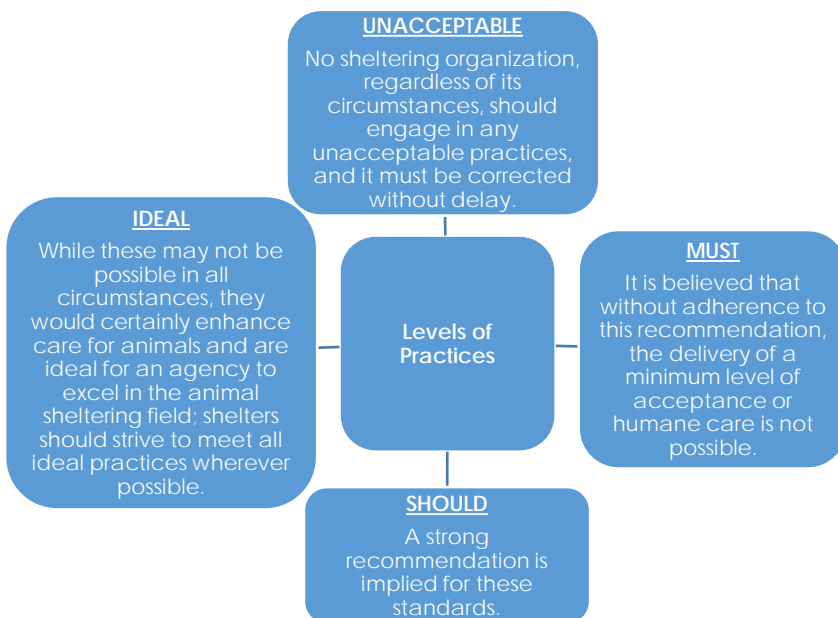


Figure 2 Association of Shelter Veterinarian's Levels of Practices Scale



The Association of Shelter Veterinarians Guidelines for Standards of Care in Animal Shelters provides a practices scale that is designed to assist shelters with identifying and improving upon the most urgent animal needs first (the "unacceptable" practices) and then maturing operations to "must," "should," and "ideal" practices. Ideal is the highest practice that animal shelters should strive to achieve.

The Guidelines for Standards of Care in Animal Shelters provides guidance and recommendations for sheltering organizations to provide sheltered animals with the Five Freedoms for Animal Welfare. These freedoms address basic animal needs such as: ready access to fresh water and a diet to maintain full health and vigor; promoting an appropriate environment including shelter and a comfortable resting area; prevention or rapid diagnosis and treatment; providing sufficient space, proper facilities, and company of the animal's own kind; and ensuring conditions and treatment which avoid mental suffering.



## AUDIT OBJECTIVE

The principal objectives of this audit engagement were to assess the kennel activities against the Association of Shelter Veterinarians Guidelines for Standards of Care in Animal Shelters and to identify opportunities to enhance the activity's management and work processes, as well as its value to the residents of Hillsborough County.

## APPROACH

The audit was conducted in conformance with the *International Standards for the Professional Practice of Internal Auditing*. These Standards require that the County Internal Auditor's Office plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for the audit comments and conclusions based on the audit objectives. The County Internal Auditor believes that the evidence obtained provides this reasonable basis.

## SCOPE

Prior to the Audit Team's commencement of onsite work, preliminary meetings were held with key management of the audited area; and a contract was secured with Dr. Crawford to assist the Audit Team with subject matter expertise and guidance.

During fieldwork, the Audit Team performed onsite observations, conducted interviews, reviewed Chameleon database records, and reviewed other necessary support documentation. The scope of work focused on kennel activities. The scope of work was by and large limited to activities performed between January 1, 2017, and June 15, 2018. The Audit Team reviewed kenneling practices to ensure the Pet Resources Center did not engage in any unacceptable practices and adhered to the minimum level of acceptable practices in the areas that were reviewed. Although the shelter operates on a higher level of practices, the kennel activities were, as applicable, tested against the minimal acceptable levels of practices provided by the Association of Shelter Veterinarians (ASV) Guidelines for Standards of Care in Animal Shelters. The corresponding Shelter Care Checklists Putting ASV Guidelines Into Action, outlines hundreds of "unacceptable," "must," "should," and "ideal" practices. Due to limited audit resources, the Audit Team reviewed the "unacceptable" practices listed in chapters 1-12 and reviewed the

"must" practices listed in chapters 1-4. It is the intent of the County Internal Auditor to assess additional checklist practices at a future date.

## **OBSERVATIONS AND POSITIVE ATTRIBUTES**

Management is endeavoring to further improve kennel practices. Some successful practices observed were.

- The Pet Resources Center's Director was the recipient of the 2016 Maddie's Fund - Maddie's Hero Award for incredible efforts in animal lifesaving and furthering the no kill nation mission. The Pet Resources Center received a \$10,000 grant for this award.
- The Pet Resources Center was the recipient of the Florida Animal Control Association 2018 Outstanding Agency of the Year award.
- Earning strong support from senior management and the Board of County Commissioners.
- Newly implemented Chameleon software.
- Upgraded lobby and customer service area.
- Newly installed cat condos.
- Overall operations are not stagnant. Management continuously strives to:
  - incorporate practices that exceed the minimal acceptable levels of care provided by the Association of Shelter Veterinarians Guidelines for Standards of Care in Animal Shelters; and
  - provide sheltered animals with the five freedoms of animal welfare.
    - Per Dr. Crawford, based on her experience with the Maddie's Shelter Medicine Program, providing shelter animals with the five freedoms of animal welfare is a commendable accomplishment. Many shelters in Florida and other states still employ unacceptable practices.

## OPPORTUNITIES AND RECOMMENDATIONS TO FURTHER MATURE KENNEL OPERATIONS

The Audit Team identified opportunities to further mature kennel activities. These recommendations are intended to build upon the foundation that is already in place. It is important to point out that while some enhancements to overall operations can be made with minimal effort and resources, other more complex improvements may require additional training, planning, long-term commitment of resources, and physical changes to facilities.

### MANAGEMENT AND RECORDKEEPING

1. The potential of an animal being reunited with its owner decreases whenever the animal is not properly scanned for a microchip. Proper scanning is critical for cats. Studies show that only about 2% of stray cats are reunited with their owners. Therefore, encourage rescue groups who intake stray animals directly to utilize a universal chip scanner capable of reading all types of radio frequencies, and provide instructions on how to proceed when a microchip is detected.

#### MANAGEMENT RESPONSE

Concur. All brick and mortar shelters own and use several scanners through their operations. Both Pet Resources (PRC) and the Humane Society of Tampa Bay (HSTB) also provide free scanning to rescues and even citizens for pets they have. Some rescues also have scanners, but the cost for a universal scanner (\$200-400 each) has been a barrier for some rescue organizations. Target Completion Date: No action to be taken – no funding to provide such scanners to outside groups.

2. Immediate and effective animal identification is crucial especially throughout the general population management process for most activities that occur on a daily basis (sanitation, medical health, physical well-being, behavioral health, etc.). Therefore, consideration should be given to having each animal wear a plastic neck band that can be adjusted to fit different widths. A plastic band ensures each animal has identification physically affixed to its body; and the band provides the ability to write the animal identification number or add a bar code on the band.

#### MANAGEMENT RESPONSE

Concur. Where possible, bands have been put into use to help with identification. We have been providing bands initially, but if there is a probable for some reason with a specific pet we may have to remove them or not restore them if the veterinary team has concerns for the pet's safety. Where the bands are difficult to keep on or where they pose a threat to the pet we have instituted a required microchip in those pets for permanent identification. Target Completion Date: May-June 2018.

### FACILITY DESIGN AND ENVIRONMENT

3. Although individual dog kennels/runs are equipped with secure latches and other secure closing devices, these cannot protect the animal or the public when the public is allowed,



or given the ability to, access them without proper supervision. Allowing the public to access individual dog kennels/runs increases the risk that an incident may cause serious injury to the animal or human. Therefore, consideration should be given to enhancing supervision of the public in the dog kennel areas and/or prohibit the public's ability to access individual occupied kennels/runs.

#### MANAGEMENT RESPONSE

Concur. We will research affordable locks keyed alike that can be used for all kennels. We need to ensure safety while also minimizing public perception of a "jail-like" environment, so we will find and implement a lock solution that works effectively with minimal additional time for staff and volunteers to lock and unlock kennels. In the interim, we will continue to use existing locks for pets believed to be a risk so we can limit access to those kennels. Finally, adding more staff also would enhance safety while animals are transferred to and from kennels; once all kennels are secured by locks, adding staff may be necessary to maintain the level of service currently enjoyed by shelter visitors. The Administrator will recommend that the County pursue a capital campaign to raise funds to improve infrastructure and facilities. Target Completion Date: Locks should be able to be purchased and installed by December 2018 (depending on delivery of two hundred locks keyed alike for ease of access by staff and volunteers).

4. The Pet Resources Center does not use sound-absorbent materials to reduce the noise level in the dog kennels. When the shelter was constructed, sound absorbent material was not included as this was not considered as important in that era. Consideration should be given to taking measures to ensure the noise level is safe for animals and humans (comply with Occupational Safety and Health Administration Standards). If sound-absorbent materials are installed, consider materials that are resistant to retaining dirt and mildew. As alternatives, there are some effective ways to keep the noise level down.
  - Build upon existing play groups allowing sufficient time outdoors for dogs to play, under supervision, with other dogs. This benefits the dog's health and welfare and contributes to a quieter environment because they are less anxious and rest more. Consider expanding the Dogs Playing for Life Program, the dog playgroup program led by Aimee Sadler. This Program has been implemented by more than 200 shelters in the Country, including several in Florida. Aimee Sadler trains shelter staff and volunteers on the proper and safe techniques for playgroups.
  - Establish a quiet kennel program that consists of training employees how to reward dogs for being quiet. The quiet kennel program may not be as effective as a play group program.

#### MANAGEMENT RESPONSE

Concur. Retrofitting a nearly 30 year old shelter that was designed in a totally different operational era is difficult in the best circumstances, and cost prohibitive in other circumstances. We have already researched a number of options and continue to research possible noise damping methods. The very design of the roof structure has limited possibilities and the ability to keep the system clean is another concern. This is an ongoing research project to find the workable product and then we will proceed to find the funding. The Administrator will recommend that the County pursue a capital campaign to raise funds to

improve infrastructure and facilities. Target Completion Date: Last study/research May 2018

We have been expanding the Dogs Play for Life playgroup program to get as many dogs out as possible. The shortfall in getting every dog out every day always rests with staffing – both paid staff and volunteer – this is a labor intensive process. We agree the dog to dog socialization is very valuable as well as the physical activity. We have also added ROMP! – a new program that allows dog/person interaction for 20 minutes. That allows for additional socialization between the dogs and people to help relieve stress and also to improve adoptability. Target Completion Date: July 2018, plus ongoing improvements (new training August 2018)

Establishing a quiet kennel program is something for future consideration. There are considerations that must be taken into account for any program – like the size and layout of the kennels. It can be combined with some of the “open paw” programs like handfeeding dogs for socialization and behavior rewards that have shown positive results in other shelters. Target Completion Date: May-June 2019

5. Non-air-conditioned kennel facilities are common in municipal shelters in Florida. Non-air-conditioned kennels favor high humidity and moisture which can cause respiratory problems, infectious diseases, and skin problems for the animals housed in this environment. Therefore, consideration should be given to enhancing climate control for the dog kennels. When implemented, align policies with the American Veterinarian Medical Association to include ambient temperatures kept above 60° F and below 80° F, and the relative humidity should range from 30% to 70%. For example:
  - Install air conditioning and run it throughout the day with the guillotine door closed. The guillotine door can be open at night for the dog to use the bathroom and get some fresh air.
  - Install air conditioning. Change the door that separates the inside and outside areas of the kennel from a guillotine style door to a door that enables the dog to move freely (e.g., flap type doggie door).
  - Install industrial ceiling fans in the kennel building. The current practice of big industrial floor fans negatively affects animal/human movement.

#### MANAGEMENT RESPONSE

Concur. Several pilot programs have been tried to lower kennel temperatures over the past three years. Additionally, a consultant was hired to give estimates for engineering costs and renovations needed to provide cooling. The cost was determined to be prohibitive at this time. Target Completion Date: May- July 2018 engineering study completed

We will further review changing the door to the outside and adding ceiling fans – both would be considered R3M program costs and would have to be worked into longer term budgeting of available R3M money. The Administrator will recommend that the County pursue a capital campaign to raise funds to

improve infrastructure and facilities. Target Completion Date: May – August 2019  
- Next fiscal year budgeting process

## POPULATION MANAGEMENT

6. Although the Pet Resources Center exceeds must levels of population management practices (and meets some should and ideal practices), it lacks written policies and procedures for maintaining adequate capacity for care and housing. Consideration should be given to revising the capacity of care policies and procedures to include the maximum capacity standards and calculations, key performance indicators, and interventions to take in the event of full capacity.

### MANAGEMENT RESPONSE

Concur. The complexity of the process and variables makes the writing of an SOP or protocol very difficult. We have asked for assistance from people knowledgeable of the SOP/protocol writing standards but have not had luck. We will try to get something in writing and then work to perfect it over time due to the complex nature of multi-level variables. Target Completion Date: July 2019 to July 2020- with ongoing improvement

## MEDICAL HEALTH AND PHYSICAL WELL-BEING

7. The Pet Resources Center's comprehensive shelter medical program begins on intake and continues throughout the animal's shelter stay. Medical records indicate that the correct pain management medication was prescribed for the correct reason. However, non pain medication dosing and concentration recordkeeping was unreliable. Accurate medical records are essential. Medical records should be used consistently to document medication, dosage, frequency, and length of time medication is needed.
  - Medical memos indicate that non pain medication dispensed to animals leaving the shelter was not consistently entered into the Chameleon medical record.
  - Non pain medication concentrations were not consistently entered into the Chameleon medical record indicating the proper dosage.
  - The Drug Enforcement Administration requires a standard format for recording the use of each bottle of controlled medication. In June 2018, the Pet Resources Center controlled medication logs were revised to include required body weight and euthanasia route information.
  - There were instances when animals were prescribed/dispensed incorrect doses of non pain related medications.

Consideration should be given to strengthening medical recordkeeping practices and verifying the dosage prior to administering medication to animals.

### MANAGEMENT RESPONSE

Concur. Changes to the drug notations in Chameleon's master list are being changed to include the strength of the medication (this was not the standard for

the system but we see the value in making the change to Chameleon lists) – this will help in the future not having missing records of drug strength along with dosages that were found in the audit. Target Completion Date: January 2019

The lack of consistently entered records has been reviewed and it was determined that two separate causes were at play – simply employee error/failure to follow protocol, and/or further training is required and refresher training will also be offered. Target Completion Date: January/February 2019

With the assistance of IIO and Chameleon, we are working on a process for records to be reviewed for irregularities and emails sent to the employee who made the entry (and to the supervisor if the error is not corrected in a timely manner) – this should reduce the likelihood of entry errors (as well as rapidly correcting those that do occur); and additional training should take care of performance errors. Target Completion Date: Unknown – was supposed to be operational August 2018, but is delayed.

## EUTHANASIA

8. Euthanasia practices follow Florida Statutes 828.058. However, the practice does not follow recordkeeping of the route (which is covered in the 16 hour Technician Certification Course). It is critical to ensure the correct amount of medication and correct route was taken for the specific animal. Unreliable records limit the ability to audit the euthanasia technique, therefore, consideration should be given to the following.

Revise the euthanasia policies and procedures to align with the American Veterinarian Medical Association for the Euthanasia of Animals Guidelines and the Humane Society of the United States Euthanasia Guidelines. For example.

- Require staff members to completely and accurately document the activity in the patient record, the euthanasia log, and the controlled medication inventory log.
- Include the documented euthanasia medical process.

Very recently, a Chameleon euthanasia memo template was created for shelter euthanasia technicians and a Chameleon euthanasia visit template was created for veterinarian euthanasia technicians to ensure the euthanasia route and medication are entered into the animal's record. Not enough time has passed for the Audit Team to provide a reasonable level of assurance that these newly implemented controls mitigate the concern.

### MANAGEMENT RESPONSE

Concur. Although we have a current FACA euthanasia instructor on staff we had not been aware of the new requirements for double verification of unconsciousness or that the route of administration needed to be recorded. We have made efforts to immediately amend our procedures and forms. We also took it upon ourselves to reach out to the executive director of FACA to advise him that these new requirements are not being effectively communicated to agencies in order to help all of the agencies in Florida performing euthanasia. We are always interested in improving our processes and protocols and are

thankful that this was brought to our attention. Target Completion Date: July 2018

## FOSTER PROGRAM

9. During 2015, the Foster Program was reviewed by the Maddie's Shelter Medicine Program. Management recognizes that the Foster Program requires further maturity. Consideration should be given to revising the activity's written guiding principles, modifying processes, and strengthening legal substance in applicable contract/agreement templates. The Audit Team will further assess the Foster Program when it is more fully developed.

### MANAGEMENT RESPONSE

Concur. We are looking to further develop the program by creating separate webpages for resources and forms. We are developing a better tracking system and should be able to utilize an email system being worked on by IIO and Chameleon that will send emails at designated flagged events/times. We think there is a great start to a foster program in place but will work to mature it and improve processes and records. Target Completion Date: January to July 2019

# Appendix A

## Conforms to Practices Tables

The Shelter Care Checklists: Putting Association of Shelter Veterinarians Guidelines Into Action outlines hundreds of "unacceptable," "must," "should," and "ideal" practices. The Audit Team reviewed the "unacceptable" practices listed in chapters 1-12 and reviewed the "must" practices listed in chapters 1-4. For a full list of practices, see the Shelter Care Checklists: Putting ASV Guidelines Into Action at:

[https://www.aspcapro.org/sites/default/files/aspca-asv-checklist-2014\\_0.pdf](https://www.aspcapro.org/sites/default/files/aspca-asv-checklist-2014_0.pdf)

# APPENDIX A

## Chapter 1 Management and Recordkeeping Conforms to Practices Table

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>1. GENERAL</b>					
Must	Organization has a clearly defined mission with policies, protocols that reflect current information, adequate staff training and supervision and proper management of animal care.	X			
Must	Policies address resources and legal/contractual obligations of the organization.	X			
Must	Protocols are developed and written down in sufficient detail to achieve and maintain the standards set by the Association of Shelter Veterinarians and updated as needed to ensure they reflect current industry norms and pertinent legislation.		X		
Must	All staff and volunteers have access to protocols related to the tasks they will be performing.	X			
<b>2. MANAGEMENT PLAN</b>					
Must	Veterinarians have supervision to medical and surgical care of animals.	X			
Must	There is a clearly defined structure that outlines accountability, responsibility and authority or management within the organization and it is communicated to all staff and volunteers.	X			
Must	Authority and responsibility are given only to those who have the appropriate knowledge and training.	X			
Must	When making decisions, each of the following are considered: resource allocation, population health and individual animal welfare.	X			
<b>3. TRAINING</b>					
Must	The skills, knowledge and training to accomplish each task are successfully demonstrated before proficiency is assumed.	X			
<b>4. ANIMAL IDENTIFICATION AND RECORDKEEPING</b>					
Must	A unique identifier (e.g. name and/or number) and record is establish for each animal upon intake.	X			

### Chapter 2 Facility Design and Environment Conforms to Practices Table

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>1. GENERAL</b>					
Must	Shelter provides an environment that is conducive to maintaining animal health.	X			
Must	Facilities are appropriate for the species, the number of animals receiving care and the expected length of stay.	X			
<b>2. PRIMARY ENCLOSURE</b>					
Must	Enclosure is structurally sound and maintained in safe, working condition to properly confine animals, prevent injury, keep other animals out and enable animals to remain dry and clean.	X			
Must	There are no sharp edges, gaps or other defects that could cause an injury or trap a limb or other body part.	X			
Must	There are secure latches or other secure closing devices.	X			
Must	Provides sufficient space to allow each animal, regardless of species, to make normal postural adjustments (e.g., turn freely, easily stand, sit, stretch, and move head without touching top of the enclosure). Animals can lie in a comfortable position with limbs extended, move about and assume a comfortable posture for feeding, drinking, urinating, and defecating.	X			
Must	The size of each primary enclosure is sufficient to meet the physical and behavioral parameters described in this booklet.	X			
Must	Food and water bowls – or suitable alternative receptacles – are provided.	X			
Must	Animals can sit, sleet and eat away from areas of their enclosures where they defecate and urinate.	X			
Must	Cats have litter boxes large enough to comfortable accommodate their entire body.	X			
Must	Crats or cages are not stacked upon each other in a manner that increases animal stress and discomfort, compromises ventilation or allows waste material to fall from the cage above into the cage below.	X			
Must	Cats have places to hide.	X			
Must	As the length of stay increases (beyond 1-2 weeks), mentally and physically stimulating spaces are provided.	X			
Must	Animals who are housed long-term have opportunities to hide, play, rest, feed, and eliminate.	X			
Must	Outdoor spaces are suitably enclosed.	X			
Must	All animal areas have non-porous surfaces that can be easily disinfected and are durable enough to withstand repeated cleanings – especially important in areas where puppies, kittens and animals who are infectious or newly admitted are housed.	X			
Unacceptable	Wire-mesh bottoms or slatted floors are used for cats and dogs.	X			
Unacceptable	Tethering is used as a means of confinement.	X			
Unacceptable	Cages or crates intended for short-term temporary confinement or travel are used as primary enclosures.	X			
<b>3. Surfaces and Drainage</b>					
Must	Adequate drainage is provided.	X			
Must	Drains located in common areas are carefully cleaned and disinfected prior to allowing animal's access to the area.	X			



Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>4. HEATING, VENTILATION AND AIR QUALITY</b>					
Must	Each animal is monitored individually for comfort and to ensure he or she is maintaining proper body temperature.	X			
Must	To ensure animal comfort and safety, necessary measures are taken when an animal appears to be too hot or too cold.	X			
Must	Ventilation is maintained to ensure clean air is provided in all areas of the shelter.	X			
Must	All ventilation systems are adequately maintained.		X		
Must	All ventilation is accomplished without compromising the maintenance of the animals' body temperatures.		X		
<b>5. SOUND CONTROL</b>					
Must	Staff is instructed to avoid creating excessive noise during routine activities.	X			
Must	Sound-absorbent materials are durable enough to permit repeated cleaning.			X	Not used
<b>6. DROP BOXES</b>					
Must or Unacceptable	There are no "must" or "unacceptable" practices.  The County conforms with the "should" practice. The County does not utilize unattended drop boxes, where live animals are placed by the public in receptacles for later intake as this practice may result in suffering and death.	X			

### Chapter 3 Population Management Conforms to Practices Table

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>1. CAPACITY FOR CARE</b>					
Must	Organization practices active population management, which is one of the foundation of shelter animal health and well-being and is based on an appreciation that capacity to provide humane care has limits for every organization, just as it does in private homes.	X			
Must	Organization does not exceed its capacity for care.	X			
Must	Maximum housing capacity is based on the number of animals who can be adequately housed within available primary enclosures.	X			
Must	Maximum housing capacity is not exceeded.	X			
Must	Staffing or volunteer work hours are sufficient to ensure that the basic needs of animals in the shelter are met each day.	X			
Must	The type of care and enrichment provided to sheltered animals is appropriate to the length of stay.	X			
Must	Adequate staffing is available to ensure that each critical point of service (e.g. vaccination or medical evaluation, spay/neuter surgery or a physical move to adoption) is delivered promptly.	X			
Unacceptable	Operating beyond an organization's capacity for care is an unacceptable practice.	X			
<b>2. PROTOCOLS FOR MAINTAINING ADEQUATE CAPACITY FOR CARE</b>					
Must	Shelter has policies and protocols to maintain adequate capacity for care and housing.		X		
Must	Policies provide a means of balancing admission with the outcomes, available (e.g., adoption, transfer, release, returns to owner, euthanasia, or others).	X			
Must	Inspection of all animals is performed daily in order to routinely evaluate and monitor adequacy of capacity and to identify needs for housing, care or service.	X			
Must	Appropriate interventions are made before animal numbers exceed the capacity for care and housing.	X			
<b>3. MONITORING STATISTICAL DATA</b>					
Must	At a minimum, statistics include monthly intake (e.g. stray, owner-surrendered) and outcomes by type (e.g. adoption, euthanasia, returned to owner) for each species.	X			

**Chapter 4 Sanitation  
Conforms to Practices Table**

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Policy Aligns With Standard
<b>1. CLEANING AND DISINFECTION</b>					
Unacceptable	Kennels or cages are sprayed down while animals are inside.	X			
Unacceptable	Animals walk through footbaths.	X			
Must	Due to limited audit resources, the Audit Team did not test the Cleaning and Disinfection must standards.	X			
Must	Sanitation protocols are revised as needed during an outbreak in order to address specific pathogens.	X			
Must	When developing sanitation protocols, considerations include an assessment of the facility, animal population, training, equipment and procedures.	X			
Must	Protocols are based on current knowledge and recommendations developed specifically for animal shelters and include specific methods and agents for achieving the goal of both cleaning and disinfection.	X			
Must	Enough staff is assigned to complete sanitation tasks promptly so animals spend the majority of their time in sanitary conditions.	X			
Must	Detergents and degreasers are used as needed to maintain clean surfaces free of visible dirt and debris.	X			
Must	The disinfectants that are used are effective under the conditions present in a given environment and with demonstrated activity against pathogens for which the animals are at risk.	X			
Must	Sanitation protocols include A) Removal of gross organic matter B) Pre-cleaning of surfaces with a detergent or degreaser C) Application of a disinfectant at the correct concentration and for sufficient time rinsing and drying.	X			
Must	When water or cleaning and disinfecting products are sprayed in or near primary enclosures, animals are removed from the cage or kennel or separated from the area being cleaned by guillotine doors.	X			
Must	When mopping cannot be avoided (e.g. when hosing is not possible), a disinfectant with good activity in the presence of organic matter is used.	X			
Must	Sanitation protocol addresses proper hygiene of shelter staff, volunteers and visitors; includes information about who is responsible for ensuring sanitation compliance, shelter sanitation signage and hand sanitation.	X			
Must	Sinks are equipped with soap and disposable paper towels.	X			
Must	Garments are changed after handling an animal with a diagnosed or suspected serious illness such as parvovirus.	X			
Must	Transport cages, traps and vehicle compartments used for animals transport are thoroughly disinfected after each use.	X			
Must	All clothing and bedding used at the shelter is laundered and thoroughly dried before reuse.	X			
Must	Food and water bowls are disinfected prior to use by a different animal.	X			
Must	When dishes are sanitized by hand, they are thoroughly washed and rinsed prior to disinfection.	X			
Must	Litter pans and dishes are not cleaned at the same time in the same sink.	X			

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Policy Aligns With Standard
<b>2. OTHER CLEANING</b>					
Unacceptable	No "unacceptable" requirements.				na
Must	Outdoor areas around the shelter must be kept clean (recognizing it is impossible to disinfect gravel, dirt and grass).	X			
Must	Feces are removed from outdoor areas a minimum of once a day.	X			
<b>3. RODENT/PEST CONTROL</b>					
Unacceptable	No "unacceptable" requirements.				na
Must	Solutions to rodent and pest problems are humane, safe and effective.	X			

**Chapter 5 Medical Health and Physical Well-being  
Conforms to Practices Table**

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>1. GENERAL</b>					
na	No "unacceptable" requirements.				na
<b>2. VETERINARY RELATIONSHIP AND RECORDKEEPING</b>					
na	No "unacceptable" requirements.				na
<b>3. CONSIDERATIONS AT INTAKE</b>					
na	No "unacceptable" requirements.				na
<b>4. VACCINATIONS</b>					
na	No "unacceptable" requirements.				na
<b>5. EMERGENCY MEDICAL PLAN</b>					
na	No "unacceptable" requirements.				na
<b>6. PAIN MANAGEMENT</b>					
Unacceptable	Treatment for pain is not provided.	X			
<b>7. PARASITE CONTROL</b>					
na	No "unacceptable" requirements.				na
<b>8. MONITORING AND DAILY ROUNDS</b>					
na	No "unacceptable" requirements.				na
<b>9. NUTRITION</b>					
na	No "unacceptable" requirements.				na
<b>10. POPULATION WELL-BEING</b>					
na	No "unacceptable" requirements.				na
<b>11. RESPONSE TO DISEASE AND ILLNESS</b>					
Unacceptable	Shelter allows animals with severe infectious disease to remain in the general population.	X			
<b>12. MEDICAL TREATMENT</b>					
na	No "unacceptable" requirements.				na

**Chapter 6 Behavioral Health  
Conforms to Practices Table**

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>1. GENERAL</b>					
na	No "unacceptable" requirements.				na
<b>2. CONSIDERATIONS ON INTAKE</b>					
na	No "unacceptable" requirements.				na
<b>3. BEHAVIORAL EVALUATION</b>					
na	No "unacceptable" requirements.				na
<b>4. IN-SHELTER CARE</b>					
Unacceptable	Animals confined on a long-term basis, including feral and aggressive animals, are stressed during basic care, daily enrichment and exercise.	X			
Unacceptable	The use of physical force as a punishment or in anger is utilized for behavior modification.	X			

### Chapter 7 Group Housing Conforms to Practices Table

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>1. FACILITIES</b>					
na	No "unacceptable" requirements.				na
<b>2. SELECTION</b>					
Unacceptable	Animals are randomly housed in groups.	X			
Unacceptable	Animals who fight are grouped together.	X			

### Chapter 8 Animal Handling Conforms to Practices Table

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>1. GENERAL</b>					
na	No "unacceptable" requirements.				na
<b>2. RESTRAINT</b>					
Unacceptable	Physical force is used as a punishment or in anger	X			
<b>3. LOCATION AND TIMING</b>					
na	No "unacceptable" requirements.				na
<b>4. EQUIPMENT</b>					
na	No "unacceptable" requirements.				na
<b>5. FERAL CATS</b>					
na	No "unacceptable" requirements.				na

### Chapter 9 Euthanasia Conforms to Practices Table

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
<b>1. GENERAL</b>					
Unacceptable	Agents and/or methods unacceptable to the AVMA Guidelines on Euthanasia are used.	X			
<b>2. EUTHANASIA TECHNIQUE</b>					
Unacceptable	Intra-cardiac injections are used even when it has not been verified that the animal is unconscious, comatose or anesthetized (i.e., lack of deep pain/toe withdrawal reflex).	X			
Unacceptable	Carbon monoxide is used as a method to euthanize dogs and cats even though there are multiple humane, operational and safety concerns.	X			
Unacceptable	Agents that induce convulsions prior to loss of consciousness are used.	X			
<b>3. ENVIRONMENT AND EQUIPMENT</b>					
na	No "unacceptable" requirements.				na
<b>4. RECORD-KEEPING AND CONTROLLED SUBSTANCES</b>					
na	No "unacceptable" requirements.				na
<b>5. STAFF TRAINING</b>					
na	No "unacceptable" requirements.				na

**Chapter 10 Spay & Neuter  
Conforms to Practices Table**

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
1. GENERAL					
Unacceptable	Shelter animals are allowed to breed.	X			

**Chapter 11 Animal Transport  
Conforms to Practices Table**

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
1. GENERAL					
na	No "unacceptable" requirements.				na
2. RESPONSIBILITIES OF PARTICIPATING INDIVIDUALS AND ORGANIZATIONS					
Unacceptable	Shelter transports unconfined or tethered animals in the back of an open pickup truck - - an illegal practice in many jurisdictions.	X			

**Chapter 12 Public Health  
Conforms to Practices Table**

Level of Practice	Practice	Generally Conforms	Partially Conforms	Does Not Conform	Other
1. GENERAL					
na	No "unacceptable" requirements.				na
2. ZOOZOSES					
na	No "unacceptable" requirements.				na
3. Animal-Related Injuries					
Unacceptable	Alternate housing is not provided for any animal housed in an enclosure that requires dogs to be removed by use of a control pole or cats to be removed using nets or tongs for daily cleaning or care.	X			
4. EMERGING DISEASES AND ANTI-MICROBIAL RESISTENCE					
na	No "unacceptable" requirements.				na

# Appendix B - E

Appendix B – Animal Abuse Cases

Appendix C – Foster Program

Appendix D – Pet Licensing

Appendix E – Protection of Animals From Abusers



# ANIMAL ABUSE CASES

The Audit Team reviewed two animal abuse cases.

## Case 1– Animal ID #A1858283

In October 2017, a dog with chronic medical conditions was adopted from the Pet Resources Center. The adopter signed an official notice directing medical care within 72 hours. A few days later, a Pet Resources Center staff member left the adopter a voice mail message regarding required medical care. The monitoring duty was transferred to another Pet Resources Center staff member who did not follow up with the adopter to obtain proof of medical care compliance.

Due to not having an effective medical monitoring and compliance enforcement process, the Pet Resources Center staff discontinued monitoring and compliance activities.

In March 2018, the dog was brought to Critter Adoption & Rescue Effort (CARE) by a citizen who found the dog. The dog was having trouble breathing. CARE determined that the dog was suffering from life-threatening health issues.

### Risk Mitigation Activity

Felony criminal charges were filed against the adopter for animal cruelty failing to provide vet care and animal cruelty by starvation.

In April 2018, the adopter was put on “do not adopt” status in Chameleon, the Pet Resources Center’s internal database. To enhance medical monitoring and compliance, management implemented a Chameleon activity log that notifies staff when medical monitoring and a medical compliance is pending. In the new process, the activity remains open on the log until a staff member marks it as complete.

## Case 2– Animal ID #A1787150

In August 2017, a dog owner was captured on video abandoning his dog from a car. The incident was reported to the Tampa Police Department who turned it over to the Pet Resources Center. A search for the dog and car was initiated. A few days later, Tampa Police found the dog at the owner’s home. The Pet Resources Center impounded the dog.

Per the owner, he was training the dog and his girlfriend was in the car when he let it out. Per the girlfriend, she did not realize the dog had been let out of the car until she turned around. The investigation concluded that the girlfriend was not a conspirator.

### Risk Mitigation Activity

In October 2017, the owner was permanently enjoined by the County Court.

In December 2017, the girlfriend adopted the dog from the Pet Resources Center.

The girlfriend, aware that the boyfriend was on the enjoined list, abandoned the dog at the boyfriend’s home.

In March 2018, Tampa Police found the dog at the boyfriend’s home and a few days later, the dog was captured by the Pet Resources Center. The girlfriend returned legal ownership of the dog to the Pet Resources Center.

### Risk Mitigation Activity

In March/April 2018, the girlfriend was put on “do not adopt” status in Chameleon. She was permanently enjoined by the County Court. A misdemeanor criminal report was filed against her for animal abandonment (for leaving the dog at the boyfriend’s home).

# FOSTER PROGRAM

Foster programs are needed to stay within capacity and to promote a higher live outcome rate. Management recognizes that the Program requires further maturity and, therefore, is revising the activity's written guiding principles and processes. This summary provides a baseline as of March 13, 2018. The Audit Team will further assess the Foster Program when it is better developed.

## Foster Program Paths

- 60 day - designed to provide an animal on the euthanasia list an additional 60 days of marketing.
- Other - designed to provide special care (i.e., manage heart worms, nursing mother with kittens/puppies).

## Population of Animals in Fosters

There were 72 animals housed off-site in 21 foster locations: 7 cats, 44 kittens, 15 dogs, and 6 puppies. All 72 animals had a photograph and a unique animal identification number in the record.

## Length Of Stay

The length of time the animal was in foster ranged from 1 to 256 days with a mean of 24 days. The Pet Resources Center requires proof of sterilization within 90 days of placing the animal in the Program. The Audit Team randomly tested 3 of the 5 animals who were in foster 90 or more days (141, 217, and 217 days). Per management, these animals remain in foster pending proof of sterilization.

Less than 90 days	90 or more days	Missing
66	5 (1 @ 141 days, 2 @ 217 days, 2 @ 256 days)	1

## Foster Location

Of the 21 foster locations, 14 are located in Hillsborough County, 7 are located in other Florida counties.

Due to budgetary restraints and timeliness, national animal abuse background screens and physical periodic visits to the foster location are not performed. Instead the Program relies on:

- Pre-screening the foster for a local history of animal abuse.
  - None of the 21 foster "parents" were on the Hillsborough County Enjoined List or the Animal Abuser Registry.
- Monitoring the animal's condition during scheduled medical visits.

A foster location visit or inspection is performed only when an animal's health declines after being placed in a foster, or when a rescue, foster, or neighbor reports a concern. None of the 21 foster locations have been visited or inspected.

The Audit Team reviewed 7 of the 21 foster "parent's" commitments to the Program.

### Foster Contract/Agreement

- 7 foster contracts/agreements on file
  - The contract/agreement templates and corresponding Foster Application Form lack legal substance and require updating.*

### Scheduled Medical Visits (Monitoring):

- 3 did not require a medical visit
- 3 had a medical visit between January 1st and March 13th
- 1 had no medical care since August 2017

### Micro Chip:

- 4 chipped and registered to Pet Resources Center
- 1 chipped but inadvertently registered to the foster
- 1 not chipped due to underage or weight
- 1 at appropriate age/weight not chipped

### Rabies Vaccination

- 3 vaccinated
- 3 not vaccinated due to underage/weight
- 1 at age/weight not vaccinated

### Sterilization (spayed/neutered)

- 4 sterilized
- 2 not sterilized due to underage/weight
- 1 at appropriate age/weight not sterilized

### April 30th Output Update

- 3 adopted
- 2 remain in foster
- 1 transferred
- 1 still missing (*On May 10th management took corrective action and placed a "do not adopt" status on this foster.*)

# PET LICENSING

The Pet Resources Center requested a review of its pet licensing program. Specifically, management was interested in knowing the in-house cost per license. Understanding the direct and the fixed costs is valuable when comparing in-house and outsource service provider options. Since these types of analysis are based on more than just costs, the Audit Team also provided benchmarking against 10 comparable Florida local government animal shelters.

## Cost Per License

Costs directly related to pet licensing include printing, postage, and data entry fees charged by Chameleon, the database software utilized by the Pet Resources Center. A portion of administration and customer service costs are fixed costs dedicated to the licensing process. If the Pet Resources Center outsourced pet licensing, these fixed costs would remain. In April 2018, the Pet Resources Center reduced its printing cost to 2.5¢ per mailer. The total estimated cost per license, using costs from July 1, 2017, through March 31, 2018, is \$2.98, the fixed cost is \$2.08, and the breakeven point is 90¢.

Total Estimated Cost Per License	
Administration	\$ 151,098.33
Customer Service	\$ 38,081.15
Data Entry Fee (\$0.79 per entry)	\$ 57,928.33
Printing Renewal/Violation Mailers (2.5¢ per mailer)	\$ 2,135.38
Postage for Renewals/Violations/Mail-in Licenses	\$ 21,270.87
Total Cost For Licenses	\$ 270,514.05
Number Licenses Sold	90,736
<b>Cost Per License</b>	<b>\$ 2.98</b>

Estimated Fixed Cost Per License	
Administration	\$ 151,098.33
Customer Service	\$ 38,081.15
Total Fixed Costs	\$ 189,179.47
Number Licenses Sold	90,736
<b>Cost Per License</b>	<b>\$ 2.08</b>

## Breakeven Cost

In order for outsourcing to be financially sound, the Pet Resources Center would need to negotiate a rate at or below the break even cost of 90¢ per license.

Breakeven Cost Per License	
Cost Per License	\$ 2.98
Fixed Costs	\$ 2.08
<b>Remaining Breakeven Costs</b>	<b>90¢</b>

## Benchmarking

The Audit Team benchmarked 10 Florida local government animal shelters.

- Six counties perform pet licensing in-house. These counties' total cost per license is similar to Hillsborough County's total estimated cost per license of \$2.98.
- Two counties outsource their pet licensing program. Their cost per license ranged between \$4.10 and \$5.00.
- Most of the counties have a renewal mailer/email process.
- Multiple counties offer initial license purchase and renewal online.

## Improvements

- Chameleon is capable of performing online animal license purchase and renewals for 35¢ per transaction plus initial set-up and annual fee. Management is assessing this option.
- The Pet Resources Center has been working with the Information and Innovation Office on a program that would allow pet owner renewal notifications by email.

# PROTECTION OF ANIMALS FROM ABUSERS

All animal related businesses and organizations, including the Pet Resources Center, are required to ensure that certain animals are not transferred to an individual registered as an animal abuser. The Pet Resources Center is required to check the Enjoined List and the Animal Abuser Registry before it transfers any animal to an individual either by sale, adoption, or otherwise.

## Enjoined List

On May 1, 2018, the Hillsborough County Enjoined List encompassed 631 individuals. These individuals were prosecuted civilly and ordered by a Judge to, among other things, refrain from contact, ownership, or possession of an animal as deemed appropriate by the Court.

This List is utilized by the Pet Resources Center for internal tracking and enforcement purposes. The individuals appearing on the Enjoined List who violate the Court's order, are subject to the Court's penalties. The List is compiled and maintained by the Pet Resources Center.

## Animal Abuser Registry

On May 1, 2018, the Hillsborough County Enjoined List encompassed 13 individuals who were convicted of an animal abuse offense. Pursuant to Ordinance No. 16-18, these individuals were required to self-register in the Animal Abuser Registry, within 10 business days after release from incarceration or from the date of the conviction judgment. These registered individuals are strictly prohibited from adopting, purchasing, possessing, or otherwise obtaining certain animals from any animal shelter, pet seller, or other person or entity involved in the exchange of animals by adoption, sale, or other means. This Registry is utilized by the Pet Resources Center to ensure that certain animals are not transferred to an individual registered as an animal abuser. The Registry is compiled and maintained by the County Attorney's Office.

## Abuser Screen Effectiveness

The Audit Team compared the full population of individuals on the Enjoined List and the Animal Abuser Registry to the 3,687 individuals who adopted an animal from the Pet Resources Center between November 1, 2017, and May 1, 2018. No exceptions were identified.

## Risk Mitigation Activity

- Prior to being ordered by a judge, upon notification of an animal investigation, the Pet Resources Center proactively places the involved individual on "do not adopt" status in Chameleon.
- After being ordered by a judge to be listed on the Enjoined List or the Animal Abuser Registry, the Pet Resources Center performs an unannounced annual visit/inspection of the individual's home to identify any animals on the premises.
- Moving forward, on a monthly basis, the County Internal Auditor's Office will perform data analytics on the full population of individuals on the Enjoined List and the Animal Abuser Registry and compare these individuals' name and address to the individuals who adopted or fostered an animal from the Pet Resources Center during the prior 12 month period. Pet Resources Center will be responsible for taking any appropriate action.