



Clerk of the Circuit Court

Brevard County, Florida

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<http://www.brevardclerk.us>

Scott Ellis, Clerk

September 14, 2009

Mr. Bobby Bowen
Interim Director
Brevard County Animal Services & Enforcement
5100 West Eau Gallie Blvd.
Melbourne, FL 32935

RE: Review and Analysis
Brevard Animal Services & Enforcement (BASE)
North Animal Care Center (NACC)

Dear Mr. Bowen:

At the request of Scott Ellis, we have conducted a limited review of the North Animal Care Center. The following is a report of findings and recommendations along with your departmental and our final comments. An exit conference was not requested by County Management; however, we are available to meet with you concerning the report should you desire.

Sincerely,

Internal Auditor,
Clerk of Courts
Brevard County

C: Scott Ellis, Clerk of Courts
Stockton Whitten, Interim County Manager
Commissioner Robin Fisher, District 1
Commissioner Chuck Nelson, District 2
Commissioner Trudie Infantini, District 3
Commissioner Mary Bolin, District 4
Commissioner Andy Anderson, District 5

Animal Services and Enforcement (BASE) Department
North Animal Care Center (NACC)

Executive Summary:

The Brevard County Animal Services and Enforcement Department is governed by Sections 125.01, 767, and 828 Florida Statutes, Brevard County Code Chapter 14, the Brevard County Animal Services Manual, and Brevard County Administrative Orders and Policies.

FINDINGS

Finding 1: There is inadequate staffing at the North Animal Care Center (NACC).

Finding 2: NACC does not have a veterinarian or veterinary technician on staff.

Finding 3: Many animals at NACC are not receiving a rabies vaccination which is a violation of Florida Law.

Finding 4: There is no written intake policy or intake checklist in use for the intake of animals into the North Animal Care Center (NACC).

Finding 5: Animals are not being inoculated immediately upon entry into NACC, which is in violation of the Vaccination Protocol in the Animal Services Manual and an administrative directive of the Interim Director.

Finding 6: There is insufficient training on the use of the animal services computer software application known as Chameleon.

Finding 7: Euthanasia procedures and protocol are not being followed, which is a violation of Euthanasia Protocol in the Animal Services Manual and an administrative directive of the prior Director and current Interim Director of Animal Services and Enforcement.

Finding 8: Documentation for the behavior observed (BO) of animals euthanized is insufficient to justify euthanasia.

Finding 9: We were unable to match 9 animals (30%) on the inventory list of 30 animals with corresponding foster files at NACC and documentation of foster care is lacking.

Finding 10: The Animal Services Policy and Procedure Manual are not current and contain policies that conflict with policy/administrative directives that are currently in place.

Finding 11: NACC/BASE does not require rescue groups to record the name and address of the new owner upon subsequent transfer of ownership of an animal which is a violation of Brevard County Code §14-45(c)(1).

Finding 12: There is a lack of consistency on the fee being charged for the adoption of animals.

Finding 13: All cash donations at NACC are not recorded in the Chameleon system and not deposited in the department's bank account.

Finding 14: Bank deposits are not timely.

Finding 15: The cash register does not provide a summary report of revenues by revenue type necessary to document revenues entered in SAP.

Animal Services and Enforcement (BASE) Department
South Animal Care Center (NACC)

Purpose:

The purpose of our review was to evaluate the operations of the South Animal Care Center (NACC) as to their compliance with Florida Statutes, Brevard County Code Chapter 14, the Brevard County Animal Services and Enforcement (BASE) Guidelines, and other Brevard County Policies and Administrative Orders pertaining to animal services and enforcement.

Scope and Objectives:

The scope and objective of the review of NACC were to ensure compliance with Florida Statutes, Brevard County Code Chapter 14, the Brevard County Animal Services and Enforcement (BASE) Guidelines, and other Brevard County policies and Administrative Orders pertaining to animal services and enforcement. Although the scope included a limited review of administrative functions, the main focus encircled animal care issues.

Background:

Brevard County has two animal care centers, the North Animal Care Center (NACC) in Titusville and the South Animal Care Center (SACC) in Melbourne. SACC was previously operated by the Central Brevard Humane Society until it became part of Brevard Animal Services and Enforcement (BASE) in January of 2002. Although the scope of this review is primarily on NACC, some information collected is relevant to both NACC and SACC.

Methodology:

The Clerk's Internal Auditors reviewed governing laws, codes, policies and procedures, and operational manuals and directives. We met with the BASE Interim Director and personnel to discuss the scope and objectives of the review, obtain preliminary data, and establish working arrangements for the collection of NACC records and information. We interviewed administrative (BASE) personnel, shelter management personnel, various shelter staff, and registered volunteers of NACC. Unfortunately, there is no Doctor of Veterinary Medicine (DVM) on staff at NACC and the staff DVM at SACC has not been available to provide the auditor with requested information. However, we are hopeful the information is forthcoming.

We obtained an animal inventory list, exported from Chameleon software utilized by BASE, of all animals from January 1, 2009 to the current date of request (March 2009). We selected a random sample of records in order to review documentation, operations, procedures, and disposition protocol for animals that have been euthanized, adopted, released to rescue organizations, and fostered for care. We also reviewed kennel cards from January 2009 through May 2009.

We reviewed all deposits for Animal Enforcement (all departments SACC, NACC and Enforcement, for the period of Oct 2008 through March 2009 during the internal audit review of SACC, (report dated June 18, 2009). For this audit we expanded our audit for the deposits of April – June 2009.

FINDINGS AND RECOMMENDATIONS

Finding 1:

There is inadequate staffing at the North Animal Care Center (NACC).

The National Animal Control Association (NACA) recommends that every shelter and animal care facility be staffed each day with the appropriate number of kennel personnel to ensure that all animals are properly cared for in a safe and humane manner and to maintain a safe working environment for employees.

Sheltered animals require daily cleaning and sanitation to reduce the spread of disease, maintain the health of the shelter population and to maintain a clean and odor free facility. Shelters and animal care centers must maintain an appropriate daily feeding schedule for each animal in its care and ensure there is adequate staff and time to complete all other duties and responsibilities of caring for sheltered animals including but not limited to voluminous amounts of laundry, dish washing, lost and found services, stocking, inventory of animals, clerical duties and record keeping, and supplemental waste removal throughout the day.

It is the responsibility of all animal shelters and animal care facilities to, at a minimum, meet the minimum standards of animal care for all impounded animals by maintaining adequate staffing to ensure minimum animal care standards. In fact, recommended statistics on minimum kennel staffing needs was presented by the Interim Director of Animal Services at a recent budget workshop where he indicated that both SACC and NACC are inadequately staffed. Below is an excerpt from that budget presentation that was presented to the Board of County Commissioners:

- The Florida Animal Control Association recommends one animal enforcement officer for every 15,000 to 18,000 people in the area to be served. Using the compromised figure of 1/17,000, this department should have a minimum staffing level of 32 animal enforcement officers. We currently have 21 field officers. This does not include the Captain and Sergeant positions.
- The Department handles over 18,000 animals annually in our shelters (SACC & NACC). The Florida Animals Control Association recommends one kennel worker per 1,000 animals for **handling, cleaning, feeding, and sheltering**. This does not include adoptions and other services that the shelters provide to the public and other groups.
- Staffing Level for NACC = 5 full time and 3 part time employees. This includes the shelter supervisor.
- Staffing Level for SACC = 12 full time and 7 part time. This includes the shelter supervisor, kennel supervisor, Lead Worker, 1 Vet, and 2 vet technicians.
- Shelter positions vacant and not advertised at this time, are: One shelter supervisor for NACC and one Animal Care Tech for SACC. The NACC supervisor is currently being filled with a position from SACC as an interim.

Even though the approved position listing includes 8 positions for NACC (1 kennel supervisor, 3 full-time animal care technicians, 3 part-time animal care technicians, and 1 veterinarian technician (which is currently assigned to SACC), NACC has been operating on 1 kennel

supervisor, 3 full-time animal care technicians, and 1 part-time animal care technician. In July, NACC inventory rose to 170 cats and 90 dogs. Current inventory as of the report date is 103 cats, 73 dogs, 3 rabbits, 2 pigs, and 1 iguana. These statistics on animal population versus the total number of staff at NACC (4.75 FTE's) make it virtually impossible to provide adequate animal care and customer services to Brevard County residents.

Recommendations:

1. We recommend that all funded vacant positions be filled by County Management immediately.
2. One veterinarian technician position needs to be moved to NACC where the position has been budgeted.
3. We recommend that BASE launch an aggressive campaign for the recruitment of additional volunteers for both shelters.

Departmental Response: Simply put, when the animal population exceeds the number of animals the building was designed to hold, that then requires additional staffing to care for those animals, and yes, this does create an inadequate staffing issue. This is where both NACC and SACC finds itself more often than not. Through the years the county's population has grown but the animal care facilities have not.

There has been a number of vacant positions created by personnel leaving the County's employment for better paying jobs. At the same time, there was a cross-the-board hiring freeze. The Interim County Manager has unfrozen nearly all of those positions and employment interviews have taken place, and individuals have been chosen as replacements. However, even at full approved staffing, the shelters are still understaffed as we provide additional services that were not taken into consideration when the staffing levels were first decided upon many years ago. The County's animal population has increased throughout the years and services have expanded to meet that growing need. However, staffing has not.

The Department handles over 18,000 animals annually in our shelters (SACC and NACC). The Florida Animal Control Association recommends one kennel worker per 1,000 animals for **handling, cleaning, feeding, and sheltering**. This does not include adoptions and other services that the shelters provide to the public and other groups.

Finding 2:

NACC does not have a veterinarian or veterinary technician on staff.

Currently Animal Services has one staff veterinarian and two veterinary technicians and all are assigned to the South Animal Care Center (SACC). Conversely, NACC does not have a veterinarian or any veterinary technicians. In addition, neither the staff veterinarian nor the veterinarian technicians rotate or provide regular services to the animals or staff at NACC. Staff interviews provided information confirming the lack of presence of professional veterinary staff with the exception of distemper testing that took place in February 2009.

A review of Animal Services invoices indicates that all professional veterinary services are paid services provided by Garden Street Animal Hospital. All spay and neuter surgeries are provided by the SPCA of North Brevard for a typical cost of \$30 to \$65 dollars per animal.

Below is a chart of the costs associated with veterinary services and spay/neuter services for the current fiscal period for NACC:

Provider Name	Type of services provided	Amount	Time Period
SPCA of North Brevard	Spay/neuter services	\$5,832.00	10/01/08 – 06/10/09
Garden St. Animal Hospital	Medical care services/various	\$4,275.83	10/01/08 – 06/10/09

By having the staff veterinarian rotate to NACC on a regular basis and one of the veterinary technicians moved to NACC on a permanent basis, the cost paid for outside veterinary services should be reduced and help with the issue of understaffing.

Recommendations:

1. We recommend the staff veterinarian rotate to NACC to provide professional services at least one (1) day per week.
2. We recommend NACC have one full-time veterinarian technician on staff, per the current budget.

Departmental Response: After the NACC veterinarian ended employment with the County some time ago, rotation to NACC from SACC one day a week was attempted. This was neither productive, nor cost effective.

Having the veterinarian at SACC rotate to NACC would decrease productivity due to the increased case load at SACC, compared to NACC. Further, animals needing animal care on the day the veterinarian is at NACC would need to go to the Emergency Medical Care Clinic on Eau Gallie Boulevard for care. The cost of services at this facility is far greater than at Garden Street Animal Hospital where NACC is currently taking their animals.

Moving one of the two veterinarian technicians to NACC on a permanent basis would also decrease productivity and efficiency. It would cause understaffing at SACC and reduce the number of animals receiving surgery and treatments due to the decrease in veterinary personnel. Veterinarian technicians cannot diagnose, and therefore would still require instruction and supervision by a veterinarian. If a technician were to succumb to illness or injury SACC would then be left without a trained technician due to lack of a second technician.

Staff Veterinarian Recommendations:

Hire the part-time veterinarian and veterinarian technician at NACC that was proposed in April 2009. If funding does not allow this then continue to permit Garden Street and SPCA to provide animal care as needed.

1. Animals needing medical care can be transported for examination and treatment to SACC and then returned to NACC if the veterinarian is available to see the animal.
2. A once per month or quarterly visit to NACC by the veterinarian to ensure proper protocols regarding animal disease/health are being followed by staff. Additional information or changes to protocol can be discussed at this time.
3. Consideration needs to be given to closing NACC for adoptions and using it as a holding facility only. Citizens would still have access to adoptable animals through SPCA in Titusville and CBHS in Cocoa.

Finding 3:

Many animals at NACC are not receiving a rabies vaccination which is a violation of Florida Law.

Rabies is a fatal disease caused by a virus and all warm-blooded animals are susceptible; and is the only vaccine *required by state law, §828.30(1), Florida Statutes*. Only a licensed veterinarian may administer a rabies vaccination. Since there is no veterinarian available to administer the vaccine, the only animals to receive a state mandated rabies vaccination are those that are seen for medical care by the Garden Street Animal Hospital or the SPCA of North Brevard at the same time a spay/neuter procedure is performed. Therefore, if an animal does not receive professional animal care or have a disposition of adoption, then an animal at NACC does not receive a rabies vaccination, which is a violation of state law.

Recommendations:

1. We recommend that management establish procedures for rabies inoculations to ensure compliance with Florida Statutes; AND such certification be adequately documented in the Chameleon system.
2. We recommend the staff veterinarian rotate to NACC to provide professional services at least one (1) day per week and ensure that all eligible animals receive a rabies vaccination.

Departmental Response: Regarding whether or not the County is in violation of Florida Law by not providing the rabies vaccine to sheltered animals upon entry is subject to judicial interpretation. Upon closer examination of the entire chapter one would get the sense that the intent of the law applies to owners of animals and not necessarily to a municipal shelter. However, the County's shelters do provide rabies vaccination for all dogs upon adoptions. Dr. Cynda Crawford with the University Of Florida School Of Veterinarian Medicine, agrees, because: "*Many shelters do not have a veterinarian, and the vaccine can only be administered by veterinarians, not technicians or staff*".

Auditor's additional comments: A legal opinion should be obtained to determine if Florida Law requires shelters to administer the rabies vaccination.

Finding 4:

There is no written intake policy or intake checklist *in use* for the intake of animals into the North Animal Care Center (NACC).

The Brevard County Animal Services Policy and Procedural Manual contain specific "Guidelines" for the disposition of animals; however, it does not contain a written "Guideline" for animal intake. A review of existing policies, office protocol and administrative directives reveal that some intake procedures are required for *all* animals while others apply dependent upon the type of entry, i.e. – stray vs. confiscation or animals that have been surrendered by their owner. Reviews of animal records depict a lack of consistency surrounding animal intake protocol for such procedures as vaccination, microchip checks, titer testing, distemper swabs, etc. Although staff interviews indicate that most personnel are aware of "routine" intake protocol, the absence of a written intake policy contributes to intake procedures being missed or not conducted in a timely fashion.

During the review of SACC, we made a recommendation that a written intake policy along with a checklist be written and included in the Brevard County Animal Services Policy and Procedural Manual as a specific "Guideline" to ensure the consistency of intake protocol. Although Animal Services management has indicated that an intake policy is currently in draft form, neither a written intake policy nor a checklist has been finalized or published to Animal Services personnel for use. This is especially important during times of distemper outbreaks which have affected SACC and NACC, as well as other shelters throughout the State of Florida.

Recommendation: We recommend that an intake policy along with a checklist be written and included in the Brevard County Animal Services Policy and Procedural Manual as a specific "Guideline" to ensure the consistency of intake protocol.

Departmental Response: This would apply to both SACC and NACC shelters. However, a draft intake policy was written on June 16, 2009 by the Interim Director and presented to the Animal Welfare Working Group for their approval. The Group has yet to act on the draft.

Finding 5:

Animals are not being inoculated immediately upon entry into NACC, which is in violation of the Vaccination Protocol in the Animal Services Manual and an administrative directive of the Interim Director.

Animal records indicate that many animals are not being inoculated (rabies, distemper, bordetella, etc.) immediately upon entry into NACC which is a violation of the Guideline for Vaccination Protocol and an administrative directive (via memorandum). In addition, follow-up vaccinations are also lacking. *This is especially important during times of distemper outbreaks which have affected both SACC and NACC, as well as other shelters throughout the State of Florida.*

The following chart is based upon records reviewed for the month of April and May of 10 dogs.

Dogs				
Animal ID	Date of Entry	Date of Vacc.	# of days	Intake Type
A471064	04/01/2009	04/10/2009	9	Stray
A471361	04/04/2009	04/10/2009	6	Stray
A471506	04/06/2009	04/10/2009	4	Stray
A471497	04/07/2009	No Vaccine		Owner surrender
A472116	04/12/2009	No Vaccine		Stray
A472677	04/14/2009	04/23/2009	9	Gatebox
A472339	04/14/2009	No Vaccine		Stray
A472633	04/16/2009	Vaccine sticker – No date recorded	?	Stray
A477328	05/24/2009	05/29/2009	5	Owner surrender
A477329	05/24/2009	05/29/2009	5	Owner surrender

Recommendations:

1. We recommend that proper vaccination protocol be followed at *all* times and that staff make all attempts to inoculate animals upon entry into NACC.
2. We recommend that management have a written intake policy that addresses inoculation issues for all animals at intake.

Departmental Response: In February 2009, when Brevard County became a victim of the deadly distemper virus. The University of Florida’s Veterinarian School of Medicine introduced a protocol to vaccinate all dogs entering our facilities. Shelter staff was directed to inoculate all dogs arriving at the shelters. This was not done prior to the distemper outbreak.

For the most part, this is happening. However, test results revealed that there were some dogs that had not been inoculated. Staff points to the shortage of personnel and overpopulation as the root cause.

Staff has been reminded that ALL cats, dogs, and ferrets, which are of age, are to be inoculated upon intake prior to the animal being placed in communal housing. This is part of the Intake Policy. If for some reason an animal cannot be inoculated upon intake due to age, behavior or temperament issues, the information is to be documented on the animal kennel card and in the Chameleon database under the animal’s ID number and should be inoculated at the first opportunity.

A spread sheet has been created to assist with updating distemper boosters at 2 week intervals. The Policy will reflect the best course of action to be taken with animals that are difficult to handle. The policy will also reflect the need for field officers to vaccinate incoming animals as well as animals arriving over the counter (OTC). If an animal is fractious and could potentially cause injury to an employee, administering the vaccine may be delayed to give the animal ample time to settle down or grow accustomed to its new environment.

Finding 6:

There is insufficient training on the use of the animal services computer software application known as Chameleon.

NACC transitioned to computerized records using the Chameleon Software in October 2003. The application provides database automation for most activities within the Animal Services department. Currently, Chameleon has modules for call intake and enforcement dispatch, shelter management, animal care and inventory, product inventory and cash register functions. Recently, the Chameleon application was reviewed by Brevard County Information Systems (BCIS) and recommendations were made to enhance the use of the product.

A review memorandum from BCIS stated: *"It is apparent that training has not been provided at the level necessary to ensure effective operation."* Although their review was based on SACC personnel, all NACC staff interviewed, including the shelter manager and kennel staff, indicated that additional training is needed. In addition, modules are not currently being used consistently and/or not populated with animal care information.

This finding was also included in the review of SACC and the response below from County Management was offered. However, as of the date of this report no staff training on the Chameleon application has been conducted.

"County Management's Response: The Administrative Support Supervisor is scheduling the start of staff training for July 7, 2009. She is currently working on setting up computer training modules at B.A.S.E. The Department will also look into customizing many of the fields in the Chameleon system to improve on data entry.

- a. The Policies and Procedures manual for the shelters will include the specific Chameleon instruction for each area that uses Chameleon. The process of revising the manual was underway prior to this audit being started.*
- b. Again, training sessions will begin for the shelter staff on July 7, 2009. Once the training session is complete, staff will be required to sign for the training received and a training log will be maintained for each staff member. Any changes to procedures will be done in a written format and staff will be required to acknowledge the changes in writing. Supervisory staff will be expected to ensure that proper procedures are being followed and to take the necessary steps to correct any issues.*
- c. The Chameleon manual will be revised during the training period that will have specific steps for each procedure that is used at the shelters.*

The Department will continue to work with Information Systems to institute the recommendations as outlined in their report."

Recommendations:

1. We recommend additional training is provided on the use of the Chameleon application for all NACC personnel.
2. We recommend that the "Review of Animal Services computer system" memorandum issued by BCIS be reviewed together by BASE and NACC management and appropriate recommendations to enhance the product's use be considered.

Departmental Response: A training lab has been established. The original class that was scheduled for July 7, 2009 was cancelled as the supervisors at both shelters did not have enough staffing to handle the cleaning and care of the animals, much less send to training classes. At the same time, the department was advised by the Human Resources Department that mandatory classes on Organizational Culture Change would be held for the entire department. The training classes were broken down by divisions; Enforcement, Shelters, Administration, and Management. There are a series of three classes and as of August 28, two of the three classes will be completed.

Due to continuing staff shortages and mandatory HR classes it has been difficult to schedule Chameleon training. Positions have been unfrozen and selections have been made to fill existing vacancies. Staff is working very hard to get these individuals on board and trained. In addition, the department began a new program working with the Sheriff's Department in using inmate services for cleaning the shelters. There were a total of four (4) staff members who were required to attend jail inmate training before we could utilize the inmates. The Department is responsible for picking up and dropping off inmates who are working at the shelters.

At a staff meeting held on Wednesday, August 12, 2009 the issue for the need for training of all personnel on the Chameleon database system was discussed with all Department Supervisors (including shelters) and the Interim Department Director. The Administrative Support Supervisor is in the process of rescheduling Chameleon training as soon as the HR training series is complete. With the newly hired employees and inmate help we feel that we are in a better position to commence Chameleon training.

Finding 7:

Euthanasia procedures and protocol are not being followed, which is a violation of Euthanasia Protocol in the Animal Services Manual and an administrative directive of the prior Director and current Interim Director of Animal Services and Enforcement.

Based on the random review of animal records from January to May 2009, euthanasia procedures and protocol are not being followed OR documented to ensure compliance. Examples include:

1. Euthanasia is being performed with only one euthanasia technician present which is a violation of Euthanasia Guideline EAU-100, Page 5 of 8. This finding is based on the lack of required signatures of the euthanasia technician and another staff member on the

animal kennel card *and* interviews of personnel. *Note: Shelter management has indicated they feel that the Euthanasia Guideline should be changed to allow one (1) certified technician to euthanize cats only.*

2. Euthanasia is being performed without sufficient documentation on the kennel card or in Chameleon to support a disposition of PTS (put to sleep). *Note: Euthanasia Guideline EAU-100 is not specific on the requirement to populate the EUTH Reason field.*
3. Euthanasia is being performed *without documentation* of two staff members who have examined and inspected all documents/information relative to the animal before the animal is euthanized, which is a violation of Euthanasia Guideline EAU-100, Page 7 of 8. This finding is based on the lack required signatures of the euthanasia technician and another staff member on the animal kennel card and/or the lack of signatures of two managers in the 1st Management Approval and 2nd Management Approval fields on the kennel card.

Recommendation: We recommend *all* staff be re-trained on proper euthanasia protocol, policies, and procedures and that major emphasis are placed on proper euthanasia documentation into the Chameleon application and on the kennel cards.

Departmental Response: All euthanasia is performed by a certified euthanasia technician with a staff person present and is indicated as such on the animal's kennel card with both staff members "signing off". Euthanasia justification is documented on the animal's kennel card. Upon receipt of this audit, euthanasia justification is also documented in Chameleon under the animal's ID number.

The "guideline" for euthanasia states that at least two staff members must be present during this procedure. While the Department's Staff Veterinarian believes that large and/or aggressive animals may require assistance from two staff members, it is not always necessary to have two technicians present during euthanasia procedures. The policy will be revised to state that two staff members may be required during euthanasia procedures. Example: A small non-aggressive animal does not require two staff members for this procedure.

Finding 8:

Documentation for the behavior observed (BO) of animals euthanized is insufficient to justify euthanasia.

A review of random records of dogs that were euthanized revealed the initials BO (behavior observed) on the kennel card as the reason for the euthanasia. However, there was insufficient documentation or no documentation on the kennel card *and* in the Chameleon computerized records describing any such behavior.

Recommendations:

1. We recommend management establish written procedures that require all attributable behaviors and the dates of those behaviors observed be adequately documented in the Chameleon system and on the kennel care.
2. We recommend management establish written procedures that require a verification of actual behavior observed prior to an animal being euthanized.

Departmental Response: All animals euthanized based on behavior observed, have specific observations, including the date and staff member initials, documented on the animals kennel card. The department is in the process of creating a listing of specific canine aggressive behaviors and symptoms. None of these symptoms should be ignored; each can be a predictor of serious aggressive behavior. In no case should the animal be abandoned to a shelter or rescue organization for adoption by an unsuspecting new owner.

Staff has a list of individuals who have specialized training in animal behavior they may contact before a final decision is made to euthanize. The Staff Veterinarian shall also be involved in the decision making process as best she can.

BASE Recommendation: Develop a checklist of the various animal behaviors that would justify euthanasia to protect the health, safety, and welfare of the general public, the mental or medical condition of the animal itself, an animal that could not be considered adoptable, and for the protection of staff and the other animals within the shelter environment. Instead of providing a long narrative on the animal's kennel card, code letters would suffice. Example: Food Aggressive = FA. Detailed information may then be entered into the Chameleon database at a later time.

Finding 9:

We were unable to match 9 animals (30%) on the inventory list of 30 animals with corresponding foster files at NACC and documentation of foster care is lacking.

BASE personnel provided the auditor with a list of animals that NACC currently has listed in foster care. The inventory contained 30 animals which are being fostered by 19 different individuals or organizations. Of the 30 animals, 9 (30%) could not be matched with corresponding foster files. The auditor will be providing a list of those animals that could not be accounted for to NACC personnel for a determination of disposition or status of the animal.

In addition, a review of foster files indicates that follow-up communication with fosters is lacking. Some issues include:

1. Five (5) foster files do not have foster agreements on file
2. One foster file has one (1) foster application on file for six (6) animals but no foster agreement with corresponding animal identification numbers, (although the animal identification numbers are in the Chameleon system).

3. One foster has applied for and been approved for adoption; however, the adoption fee has not been paid.

Recommendations:

1. We recommend that new procedures for tracking and communicating with fosters be implemented.
2. We recommend documentation be kept current to ensure the proper care of the animal.

Departmental Response: In recent weeks, the foster files at NACC have been updated and re-organized. All foster records are current as of receipt of this audit report.

Finding 10:

The Animal Services Policy and Procedure Manual are not current and contain policies that conflict with policy/administrative directives that are currently in place.

The Animal Services Policy and Procedure Manual are not current and contain policies that conflict with policy/administrative directives that are currently in place; however, administrative personnel have indicated that the manual is currently being rewritten. Examples include:

1. Animal Rescue Organizations Guideline ARO-100, Page 101 requires that "All animals placed with a rescue organization must be spayed or neutered prior to placement. The rescue organization will pay \$70.00 for dog rescue and \$50.00 for cat rescue. The staff DVM stated that it is neither feasible nor possible to spay or neuter all animals prior to placement with a rescue organization.
2. Not all rescue organizations are being charged a fee for animals being rescued. However, administrative personnel have indicated that the manual is currently being rewritten.

Recommendations:

1. We recommend the Animal Services Policy and Procedure Manual be rewritten and distributed to all NACC personnel.
2. We recommend all policies and procedures that are augmented through administrative directive, such as a memorandum, should be revised and distributed to all personnel to ensure that manuals are kept current and all staff are informed and working consistently and commensurate with policy.

Departmental Response: Policies and Procedures are being addressed to reflect policy changes and/or recent administrative directives issued over the past months. Since the last SACC audit report, dated June 8, 2009, four (4) new policies have been written and issued to department staff along with training, except the Animal Intake Policy that is currently under review by the Animal Welfare Working Group.

The draft Field Officer Training Manual is expected to be completed in a few weeks and will be reviewed by the entire Enforcement Section prior to being released. This manual provides a 12 week training and guidance program to newly hired Animal Enforcement Officers. This is a first for the Enforcement Section.

A new "Foster-to-Adopt" procedure has also been completed and released to the shelters to follow.

Finding 11:

NACC/BASE does not require rescue groups to record the name and address of the new owner upon subsequent transfer of ownership of an animal which is a violation of Brevard County Code §14-45(c)(1).

Brevard County Code §14-45(c)(1) allows the County to transfer ownership of animals to a person, institution or agency, provided that such person, institution or agency agrees to record the name and address of the new owner upon subsequent transfer of ownership of the animal.

The auditor verified with shelter management that BASE does not request this information and they (BASE) do not keep records of the final destination of animals. Note: This was also a finding in the Internal Audit report dated June 15, 2007.

Recommendations:

1. We recommend that BASE staff follow their procedures and track all animals, including those given to a rescue organization, until their final destination; OR
2. We recommend amending Brevard County Code §14-45(c)(1) if the County has deemed that this requirement revised or eliminated.

Departmental Response: The receipt issued for animals sent to Rescues includes the full Rescue Agreement. That agreement includes the following language:

"I, rescue name, as a recognized Rescue for the Brevard County Animal Services and Enforcement, understand that under Brevard County Code Chapter 14, Section 14-45 (c) (1), agree to record the name and address of the new owner upon subsequent transfer of ownership of the animal. In addition, I understand that the Brevard County Animal Services and Enforcement or their designee may ask to see these records at any time and will make them available to them."

The Rescue receipt automatically puts in the name of the rescue and there is supposed to be a signed receipt for each animal. This specific receipt was created in response to the 2007 audit to address this item.

The auditor is focused on the section of the code that reads, "provided that such person, institution or agency agrees to record the name and address of the new owner upon subsequent transfer of ownership of the animal; or..."

From the Department's perspective, when an animal is released to a legitimate rescue organization and the Rescue Agreement has been executed there should be no further burden on the Department to track the animal. The Department has done its due diligence by placing the animal in the custody of a legitimate Rescue who then takes ownership. *This language in the code should be stricken as it only burdens the Department to track an animal when it is no longer necessary to do so.*

Finding 12:

There is a lack of consistency on the fee being charged and documentation for the adoption of animals.

All adoptions for the month of January through March 2009 were reviewed for required adoption documentation and appropriate fees. The review revealed a lack of consistency on the fee being charged for adoption. While the auditor noted that not all adoption fees will be consistent due to special adoption events, specific animal discounts, etc, documentation should exist that denotes a waiver from the typical adoption fee(s) in Chameleon or the kennel card.

Recommendations:

1. We recommend NACC personnel require all adoption records be complete and the appropriate adoption fee be charged for all adoptions in accordance with Animal Services Guidelines AA-100, Page 1 of 1.
2. We recommend all deviations concerning adoption fees being fully documented in Chameleon and on the kennel card.

Departmental Response: The concern here is that there could be a perception that someone may receive something that no one else would have an opportunity to receive.

It has been explained that fees may vary on special adoptions or when there is incidents where a citizen may have provided additional care to an animal in foster and should be given credit, such as medical. Flexibility must be permitted where the Shelter Center Supervisors and/or Department Director has sole discretion regarding special circumstances. The shelter would not want to continue to shelter an animal just because an owner could not afford to free it from the shelter. Staff will continue to work with citizens and take into account existing circumstances before releasing an animal back to its owner. Staff will collect what it can and suggest a payment plan to recoup costs, as it has done in the past. Certainly, detailed documentation would be required and any payments received shall be duly noted in the Chameleon database.

Finding 13:

All cash donations at NACC are not recorded in the Chameleon system and not deposited in the department's bank account.

All cash transactions should be entered into the Chameleon system, including ALL cash donations. The Chameleon system generates a receipt for each transaction and transactions cannot be deleted, they must be voided. The system also tracks all voids. These controls, programmed in the system, provide strong controls over ALL cash receipts and ensure accountability for all transactions entered.

However, staff at NACC stated that some individuals request that their donation be used for the animals at NACC. To comply with their request staff does not enter their donation into Chameleon and their funds are not deposited unless the donor requests a receipt. Instead, those funds are kept in a separate envelope and used to purchase food and/or supplies as needed at NACC. There are no records for the receipt and use of these undeposited funds.

Upon learning of this finding, the auditor brought the issue to the attention of the department's Finance Manager and they are working to correct this.

Recommendations:

1. We recommend administration explain to all staff, the importance of proper accounting controls over cash receipts and all funds received.
2. We recommend administration review their procedures over cash receipts to ensure that funds received are properly accounted for and that the wishes of donors are met.

Departmental Response: When the Animal Services and Enforcement Interim Director became aware of this practice the Shelter Center Supervisors were directed in an e-mail dated 7/24/2009 to stop immediately. NACC staff stated they were using the funds to purchase food for the animals. It was discovered that staff did not have a credit card for these purchases and was subsequently issued a credit card to make food purchases.

During a training meeting on deposits on August 15, 2009, the department Finance Manager stated cash donations will be entered into the Chameleon database and deposited to the bank account. This is now occurring.

Finding 14:

Bank deposits are not timely.

A review of all deposits for Animal Enforcement (all departments SACC, NACC and Enforcement, for the period of Oct 2008 through March 2009, reveals that the average number of days between receipt and deposit is 10; and 81 receipts (21%) were deposited 15 days or more of day of receipt. This was a finding of the SACC audit dated 6/18/2009. County Management's response stated: *"A shelter procedure has been written and approved by the Interim Director for distribution that includes daily deposits by each shelter."*

For this audit we expanded our audit for the deposits of April – June 2009 and noticed an improvement. In June 2009, the average number of days between receipt and deposit dropped to 6. However, this time period is still not in compliance with proper internal accounting controls.

The Department Finance Manager provided us with the newly drafted shelter procedures. These new procedures are scheduled to have commenced on August 3rd and will be tested for 30 to 60 days. The new procedure includes requiring staff to prepare the deposit each morning, make the deposit at the nearest affiliated bank, and then submit all backup information to BASE within 2 business days.

Recommendation: The finance staff should continue to monitor the timeliness of deposits and make necessary changes to their procedures for the continued enhancement of internal accounting controls.

Departmental Response: Bank deposits for NACC will be made a minimum of two times per week on Tuesday and Thursday. Staff will send the paperwork through the courier or by an employee to BASE.

Auditor's additional comments: Bank deposits should not be transported via courier to ensure all funds reach BASE.

Finding 15:

The cash register does not provide a summary report of revenues by revenue type necessary to document revenues entered in SAP.

As a procedure, for each bank deposit and revenue transaction for SAP, administrative staff prepares a spreadsheet that lists each transaction. This procedure is very time consuming and unnecessary. It duplicates ALL the information entered into the cash register. However, since the information is already in the cash register, the department's information technology staff could write a program to produce a report that meets the needs of the administration staff. This too was a finding in the SACC audit dated 6/18/2009. County Management's response stated: *"A shelter procedure has been written and approved by the Interim Director for distribution that includes daily deposits by each shelter."*

The finance staff stated that they are currently working with information technology staff to improve their reports.

Recommendation: Administrative staff should request and receive a report that would summarize revenues by revenue type from their information technology staff.

Departmental Response: Staff has requested the report be written by the Chameleon vendor who provides maintenance support under their contract. The department is waiting for the new upgrade that is about to be released for the report to be completed.

Additional Information:

The current volunteer coordinator has been assigned to the position for approximately two months. The following is a list of efforts currently being employed to enhance the volunteering opportunities at SACC and NACC.

1. Advertising in veterinary clinics and local newspapers.
2. Coordination with Pet Co in Titusville for increasing adoption exposure.
3. A volunteer opportunity advertisement board has been placed in the lobby at NACC.
4. Working with local high schools to increase student volunteer hours.
5. Revising the volunteer manual for a more positive document.
6. Having volunteers work with a dog handler to increase skills and safety.

Multi Year Comparison
Fund Center/Group 220610

Date 08/04/2009
Fund Center Description Animal Care-North

Commitment Items	FY 2010	FY 09	FY 09	FY 08	FY 08	FY 07	FY 07
	Proposed Budget	Current Budget	Actuals/Commitments	Budget	Actuals	Budget	Actuals
* SALARIES	170,609	176,208	149,206	177,682	173,578	157,610	137,344
* BENEFITS	80,738	89,493	74,559	87,916	84,484	79,681	67,194
** COMPENSATION AND BENEFITS	251,347	265,701	223,765	265,598	258,062	237,291	204,538
* Professional Services	30,000	32,750	13,500	32,750	8,198	32,750	10,050
* Other Contracted Services	1,000	2,000	600	2,000	600	2,000	455
* Travel and Per Diem	400	400	230	400	663	400	55
* Communications and Freight	2,100	2,100	1,410	2,100	1,734	2,100	1,226
* Utility Services	16,689	14,850	13,950	14,850	12,732	14,850	10,041
* Rentals and Leases	1,500	2,000	750	2,000	640	2,000	501
* Insurance	1,914	1,976	1,675	2,030	2,003	2,464	2,212
* Repair and Maintenance	2,000	2,000	790	2,000	1,864	2,000	3,292
* Printing and Binding	50	50	45	50	45	50	291
* Other Current Charges	2,000	500	2,067	500	922	500	0
* Office Supplies	1,000	0	723	0	459	0	0
* Operating Supplies	35,377	34,678	67,120	44,678	25,832	45,559	25,514
* Books, Publications and Memberships	500	1,000	0	1,000	195	1,000	0
** OPERATING EXPENSES	94,530	94,304	102,859	104,358	55,887	105,673	53,637
**** Total	345,877	360,005	326,624	369,956	313,949	342,964	258,175

Multi Year Comparison
Fund Center/Group 220620

Date 08/04/2009

Fund Center Description Animal Care-South

Commitment Items	FY 2010	FY 09	FY 09	FY 08	FY 08	FY 07	FY 07
	Proposed Budget	Current Budget	Actuals/Commitments	Budget	Actuals	Budget	Actuals
* SALARIES	496,880	487,074	541,411	513,053	474,434	483,428	425,256
* BENEFITS	209,021	226,690	213,149	227,346	210,863	211,454	196,137
** COMPENSATION AND BENEFITS	705,901	713,764	754,560	740,399	685,297	694,882	621,393
* Professional Services	11,000	11,000	9,250	11,000	1,114	11,000	49,969
* Other Contracted Services	65,000	59,720	53,580	55,520	54,188	55,520	5,015
* Travel and Per Diem	2,000	2,050	145	2,050	1,100	2,050	509
* Communications and Freight	2,000	2,000	2,827	2,000	1,814	2,000	1,218
* Utility Services	35,000	33,225	43,891	33,225	43,968	33,225	41,226
* Rentals and Leases	0	2,000	1,500	2,000	1,681	2,000	875
* Insurance	5,548	5,391	5,090	5,674	5,082	6,216	5,524
* Repair and Maintenance	3,000	3,000	9,073	3,000	16,431	3,000	14,942
* Printing and Binding	100	100	89	100	45	100	696
* Promotional Activities	0	0	39	0	5,535	0	0
* Other Current Charges	3,000	500	1,427	500	1,211	500	0
* Office Supplies	3,000	5,000	773	5,000	1,362	5,000	0
* Operating Supplies	150,000	152,090	221,987	212,429	254,514	202,000	233,339
* Books, Publications and Memberships	0	0	1,237	0	325	0	1,107
** OPERATING EXPENSES	279,648	276,076	350,907	332,498	388,369	322,611	354,421
* Machinery and Equipment	0	2,360	2,927	8,049	8,106	0	0
* CIP	0	0	0	0	0	0	0
** CAPITAL OUTLAY	0	2,360	2,927	8,049	8,106	0	0
** Insurance Claims	0	0	0	0	0	0	-183
**** Total	985,549	992,200	1,108,394	1,080,946	1,081,772	1,017,493	975,630

Formula for Determining Kennel Staffing Needs

Indicator	Value	Formula	Value	Indicator
Incoming Animals per Year	A	÷ by 365 days =	AA	Incoming Animals per Day
Incoming Animals per Day	AA	x B Day Average Hold Period =	BB	Animals in Shelter per Day
Animals in Shelter Per Day	BB	x 10 Minutes per Animal =	CC	Number of Minutes Needed
Minutes Needed	CC	÷ 60 minutes =	DD	Number of Hours Needed
Number of Hours Needed	DD	÷ 3 hours =	EE	Staff Needed per Day

Source: The Humane Society of the United States

1. The average total of live domestic animals received by your agency over a 3-5 year period.
2. Using your agency's average or minimum legal holding period in days (the number of days required by law to hold an impounded animal for possible redemption). Keep in mind that some animals may be held for a much shorter period; however, many animals may be held for a period exceeding your average.
3. This formula is based on a per-animal time of 7 minutes for cleaning and 3 minutes for feeding.
4. These 3 hours are solely for the performance of cleaning and feeding - allow further time in the day to perform routine maintenance such as laundry, dishes, lost and found checks, etc.