

Report received from UT-MTAS and presented by UT-MTAS to the Advisory Board on August 25, 2015



Elizabethton-Carter County Animal Shelter Report (2015 by UT-MTAS)

Introduction

The University of Tennessee - Municipal Technical Advisory Service, or UT-MTAS, was asked to conduct a report to examine the operations of the Elizabethton-Carter County Animal Shelter. From this point forward the Elizabethton-Carter County Animal Shelter will be referred to as ECCAS. The following is a brief summary of the basics of the report:

- A review of the ECCAS itself, including basic operations, accountability tools, and the management of the ECCAS.
- An examination of the ECCAS's efficiency.
- Adoption rates and euthanasia rates over the last five years.

In order to explain and expand upon the preceding three points, the following tools and methods were used:

- Four other animal shelters were used to compare the ECCAS. The shelters include the Washington County-Johnson City Animal Shelter; Unicoi County Animal Shelter; Cleveland Animal Control, which also has a shelter; and the Cookeville-Putnam County Animal Shelter.
- Data including animal intake numbers, euthanasia rates, adoption rates, financial information, etc. was collected from the ECCAS and the four comparative shelters.
 - o Visits were made to the ECCAS, a visit was made to two comparative shelters, and information was used from a similar study that was completed earlier this year by UT-MTAS.
- Data from 2010 to 2014 regarding euthanasia and comprehensive live release numbers were collected from the ECCAS.
- National guidelines created by the National Animal Care and Control Association was used.

Summary of Report

The recommendations stemmed from the report are provided on page 16. The following is a summary of the report findings:

1. The ECCAS is efficient when examined against national standards and comparison organizations. However, the figures are artificially inflated.
 - a. The Director works an average of 7.5 unpaid hours of overtime a week.
 - b. At no cost to the County or ECCAS, County Trustees perform fifty hours of work per week at the shelter.
 - c. The front desk is not staffed properly, i.e. the front desk rarely has someone working behind it while the ECCAS is open to the public.
2. Adoption rates and fees are a little low and could be increased.
3. The annual euthanasia rate and total number of animals euthanized have

decreased over the last five years, and the annual comprehensive live release and total number of comprehensive live releases have increased over the last five years. However, the cat comprehensive live release figures should be better.

4. Basic accounting and budgeting processes are functioning well.
5. Significant improvements are needed to improve accountability and basic management tools.
 - a. Currently, the ECCAS does not have an administrative manual, and it is in need of a supplemental personnel policies and procedures manual.
 - b. Currently, the Director does not have adequate authority to discipline or dismiss employees of the ECCAS.
 - c. Currently, the Board does not formally evaluate the Director of the ECCAS.
6. Not all of the animals, that need to be, are provided with the necessary vaccinations.
7. Although the situation is not drastic, the ECCAS facility could be cleaner and the offices could be less cluttered.

Overview

The ECCAS is a full-service agency. The ECCAS provides the following animal control and shelter-related services for residents of both the City of Elizabethton and Carter County:

- House, feed, and care for animals;
- Investigate cases of suspected animal cruelty;
- Enforce animal control laws of the state, city, and county;
- Assist in the prosecution of cruelty offenders;
- Quarantine domestic animals that have bitten a human(s);
- Pick up strays and owned animals from residents;
- Promote animal welfare;
- Respond to complaints and questions;
- Medicate sick and injured animals;
- The ECCAS provides an extensive adoption program;
- The ECCAS provides volunteer opportunities for students interesting in completing eight hours of public service required to earn two years of free college tuition;
- If available and there is a demand, some surplus animal food may be provided to residents without the means to feed their animals.

The ECCAS is a shared city and county governmental agency with a seven-member Advisory Board, as follows:

1. Leon Humphrey, who is also the Carter County Mayor
2. Sam Shipley
3. Wayne Buckles

4. Cody McQueen
5. Robert White
6. John Bland
7. Mike Barnett, who is also the Chair of the Board

Operations

Table 1 provides basic operational inputs, outputs, etc. of the ECCAS and four comparative animal shelters in Tennessee. From this point forward Washington County-Johnson City Animal Shelter will be referred to as WCJCS, Unicoi County Animal Shelter will be referred to as UCAS, Cleveland Animal Control will be referred to as CAC, and Cookeville-Putnam County Animal Shelter will be referred to as CPCAS.

	WCJCS	ECCAS	UCAS	CAC	CPCAS
Population	25,546	88,886	17,963	87,965	74,165
Square Miles	330	341	186	30	403
Total # Animals	5,167	2,271	1,092	2,512	2,905
Total # Adoptions	2,281 (44%)	779 (34%)	478 (40.1%)	1,188 (47%)	798 (27.5%)
Calls for service	6,020	Unavailable	591	5,232	Unavailable
# Kennels/cages	147	76	89	56	108
# FT Employees	4	3	3	6	5
# PT Employees	12	1	3	0	0
Total Employee hrs/wk	480	3120	182	240	213
# Hours Open To Public	35	23	30	32	36
# Hours of Operation	60	57.5	66	47	84
Fees	\$68 average for dogs & \$50 average for cats.	\$20 if animal is sterilized, \$55 dollars if animal spayed and neutered.	Cats are \$80 each. Dogs are \$95.	\$50 for all adoptions - includes spay or neuter	Cats range from \$15 to \$70 and dogs range from \$65 to 110.

Table 1 - This table provides the basic operational figures of the ECCAS and four comparative animal shelters. Information about the animal shelters was retrieved through interviews and site visits to the comparative animal shelters over the course of 2015. Information about population was retrieved by using the 2014 estimates of the United States' Census Bureau, or <http://www.census.gov/>. Information regarding the square mileage of each county was obtained using a previous animal shelter study and from the State of Tennessee's website, or <http://www.tn.gov/>.

The following conclusions can be drawn from the data in Table 1:

- The number of hours the ECCAS is open to the public, 23 hours, is well below the average, 31.2 hours, and the median, 32 hours, of the group of five shelters. It would be advantageous for ECCAS to increase the number of hours the ECCAS is open to the public to better serve the citizens of Carter County.
- The ECCAS's fees are a little low compared to the four comparative shelters. Increasing the ECCAS's fees would be advantageous.
- The ECCAS's adoption rate, 34 percent, is below the average, 41 percent, of the group. However, it should be noted that this figure has improved dramatically over the past five years. In 2010 the adoption rate was 15 percent, in 2011 it was 13 percent, in 2012 it was 15 percent, and in 2013 the adoption rate was 18 percent. So, although ECCAS's adoption rate is below the average of the five shelters that were studied, ECCAS has improved its adoption rate dramatically. The comprehensive live release rate, which provides a more comprehensive examination of the ECCAS's positive animal release figures, will be discussed later in this study.
- The ECCAS does not keep a record of the number of calls for service. Keeping a record of the number of calls for service can be used to better determine which policies should be enacted to better serve the citizens and animals of the City of Elizabethton and Carter County. For example, if the ECCAS has an abnormally high number of calls for service, then the ECCAS may need to hire another animal control officer and place more resources towards programs, for example, specifically meant to decrease the number of stray animals, which would decrease the number of calls for service. The ECCAS needs to keep a record of the number of calls for service.
- The employees of the ECCAS work 120 hours per week, which is far fewer hours than the average, 247 hours a week, and the median, 213 hours a week, of the group. It is not surprising the number of hours worked by the employees of the WCJCAS is higher than the ECCAS, as it is much more populous and the animal in-take numbers were much higher for the year of 2014. However, it is surprising the combined hourly workweek of the ECCAS is so much smaller than the median and average of the group. One reason for this may be due to the Director working an average of 7.5 hours over the 37.5 weekly hours she receives compensation, which is not included in the weekly hours listed in Table 1. Throughout this report, the Director of the ECCAS will be referred to as the Director. Also, the Director stated during an interview that County Trustees complete about fifty hours of work a week at the ECCAS each week, whose hours are not included in the average work week of the

ECCAS. From this point forward County Trustees will be referred to as Trustees. For reasons that will be discussed later in this report, it would be advantageous for the ECCAS to hire two part-time regular employees or an additional full-time employee.

Director Wage Comparison

Table 2 provides the annual salary of the Director of each animal shelter that was studied.

Annual Director Salary				
WCCPAS	ECCAS	CCAS	CA	CPAS
\$43,465	\$30,000	\$29,120	\$46,130	\$35,000

Table 2 - This table provides the annual salary of the ECCAS and the four comparative shelters. The information in Table 2 was retrieved from a similar study that was performed by UT-MTAS earlier this year, by interviewing the Director of the respective shelter, and is from the most recent fiscal year.

The salary of the Director of the ECCAS is smaller than the average of the salaries of the Directors, \$36,743.00, and the median, \$35,000.00. Although it should be expected that a director would receive a larger compensation for managing a larger, more complex organization, like Cleveland and Washington County-Johnson City, the salary of the ECCAS could be increased slightly.

Euthanasia Figures and Comprehensive Live Release Figures Over the Last Five Years

This section of the report analyzes the ECCAS's euthanasia rates and its comprehensive live release figures over the past five years. Figure 1 and Figure 2 analyze the number of animals euthanized and the euthanasia rates and from 2010 to 2014.

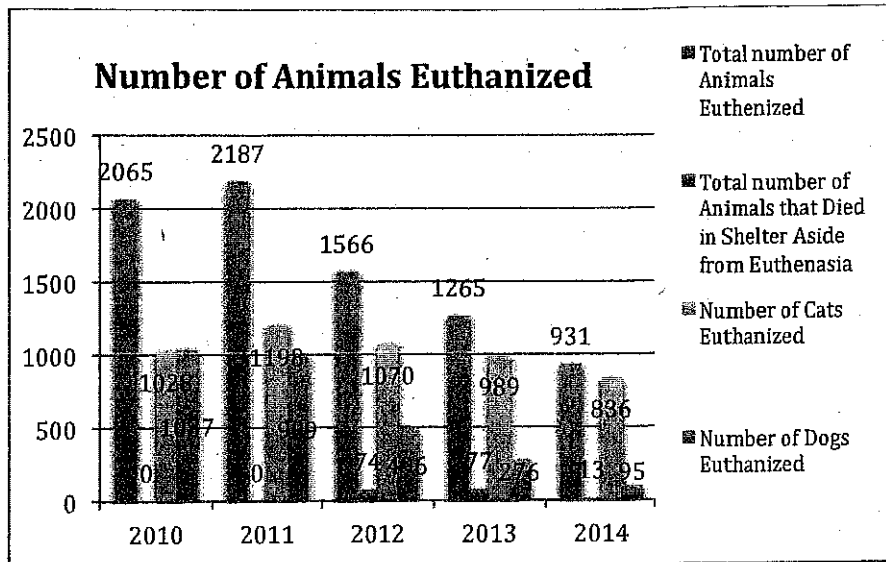


Figure 1 - This Table provides a visual of the annual number of animals euthanized, the annual number of animals euthanized by species, and the number of animals that died as a result of other causes at the ECCAS over the last five years.

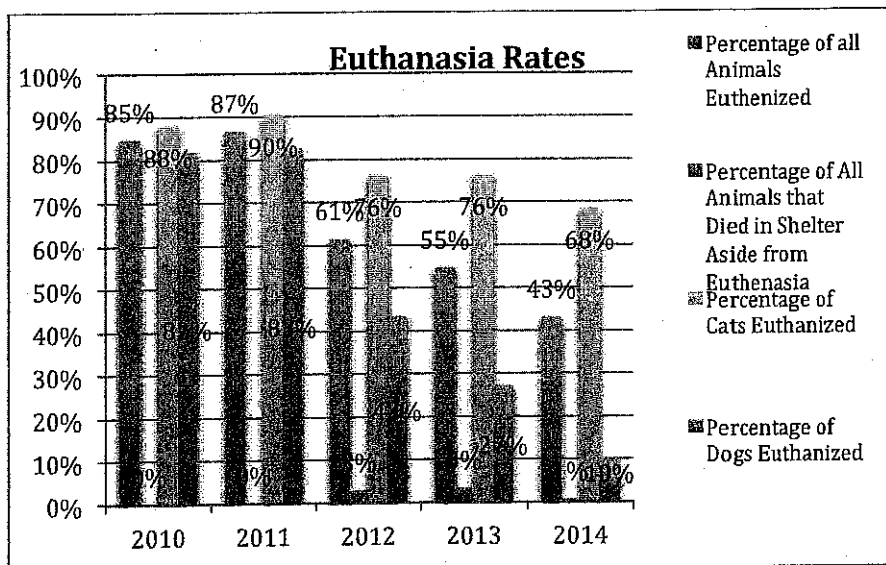


Figure 2 - This figure provides a visual of the annual percentage of animals euthanized, the percentage of each species euthanized, and the percentage of animals that died as a result of other causes at the ECCAS over the last five years.

The preceding figures show the steady decline in the rate and total number of animals euthanized each year in the ECCAS. This is likely due to the increase in the comprehensive live release rate and total number of live releases over the last few years, which is compiled in the following two figures. However, it is clear that the euthanasia rate of cats has not decreased much over the past five years.

Comprehensive Live Release Rates

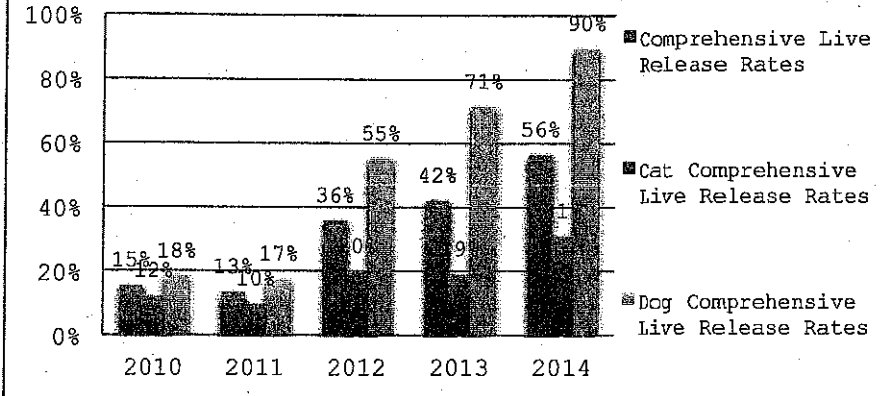


Figure 3 - This figure shows the annual comprehensive live release rates of the ECCAS over the last five years.

The comprehensive live release rate is found by taking the annual number of shelter adoptions, Pet Sense adoptions, rescued transfers, the number of animals returned to their owner, and the number of animals released in the wild; adding all of them together; and dividing the sum by the annual number of animals taken in by the shelter during the same year. The annual number of comprehensive live releases is found by taking the sum of the annual number of shelter adoptions, Pet Sense adoptions, rescued transfers, the number of animals returned to their owner, and the number of animals released in the wild. It should be noted that only one animal has been released to the wild in the last five years.

Comprehensive Live Release Figures

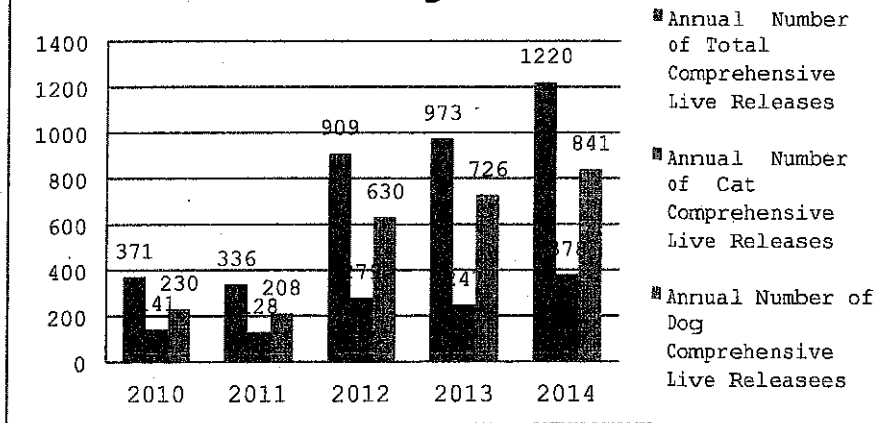


Figure 4 - This figure shows the annual number of comprehensive live releases of the ECCAS over the last five years.

The preceding figures tell two stories: One, the overall comprehensive live release figures and the comprehensive live release figures for dogs has improved dramatically. Two, the comprehensive live release figures for cats has improved very little. Overall, a great deal has been done to improve the comprehensive live release rate of animals at the ECCAS, and the effort to increase the comprehensive live release rate is certainly commendable. However, more needs to be done to improve the comprehensive live release rate of cats.

Staffing and Management

a. Personnel Policy and Procedures and Administrative Manual

The By-Laws state that the employees of the ECCAS are considered employees of Carter County, and must follow the Carter County Employee Handbook. The Carter County Handbook, which is basically a personnel policy and procedure manual, provides basic information regarding employment with Carter County. The Handbook is sufficient for many aspects of employment with the ECCAS, but additional policies specific to the needs of the ECCAS are needed. A supplemental personnel policies and procedures manual and an administrative manual could help fill that gap. A supplemental personnel policies and procedures manual would also fulfill Section V paragraph three of the By-Laws, which states that the manager shall follow the policy and procedure manual once the manual has been approved by the Advisory Board. From this point forward, the Advisory Board will be referred to as the Board.

Although the Carter County Employee Handbook provides useful information, and should continue to be used by the ECCAS, employment at the ECCAS demands specific work requirements not required of many other departments of Carter County. For example, although the Carter County Employee Handbook has a dress code and all of the ECCAS employees appeared to be following the policy, it would be advantageous for the ECCAS to implement a specific code that includes the use of standard uniforms. A dress code including matching polos and pants would make the ECCAS appear more professional. Also, employees need to work on the weekends from time to time. Policies that address situations, like the examples in the preceding sentences, are needed. Fortunately, the Director has written numerous policies that could act as, or at least act as a building block for the, ECCAS's supplemental personnel policies and procedures manual.

Writing and implementing an administrative manual will act as a tool to train new employees and help current employees better understand the day-to-day duties required to keep ECCAS functioning properly. It would be advantageous for the ECCAS to adhere to the National Animal Care and Control Association by thoroughly examining many of its guidelines when writing an

administrative manual for the ECCAS. The National Animal Care and Control Association will be referred as NACA from this point forward.

So, although the ECCAS has a personnel policies and procedures manual in the Carter County Employee Handbook, it would be advantageous for the ECCAS to complete and implement a supplemental personnel policies and procedures manual and an administrative manual. The implementation of both could improve the day-to-day operations of the ECCAS, improve the professionalism of the ECCAS, fulfill Section V paragraph three of the BY-LAWS, and increase the accountability of the employees and Director if specific policies are implemented.

b. Director's Tools to Manage Effectively

The ECCAS's By-Laws state that the Board has the authority to recommend the dismissal of an employee or the discipline of an employee to the County Mayor. The Director and the author of this report discussed a situation in which the Director, with the support of the County Mayor wanted to dismiss an employee. However, the Board overrode the County Mayor, and the employee was not dismissed from the ECCAS. Although the By-Laws are clear, the actual authority required to discipline an employee and dismiss an employee is unclear. It is difficult to manage when it is unclear who holds the authority to dismiss and discipline employees. It would be advantageous for the Board to amend the By-Laws to provide the Director with the means to discipline and dismiss employees, and it would be advantageous to include a policy in the supplemental personnel policies and procedures that outlines the hiring process.

By giving the authority to hire, dismiss, and discipline employees to the Director of the ECCAS, it may appear that the Board and the County Mayor would be giving up a great deal of power. However, authority can be maintained by writing and approving policies related to the way in which employees of the ECCAS are hired, fired, etc. in the supplemental personnel policies and procedures manual. It is found that if a board focuses on policy while management (the Director of the ECCAS) focuses on management, the department will function far better. If the Director does not have the adequate authority to discipline, dismiss, and hire his or her employees, the Director cannot be held accountable for the operations of the ECCAS.

Feedback System

After examining several monthly reports that are provided to the Board from the Director regarding business of the ECCAS, it is clear that the Director provides the Board with quality, detailed, and informative reports. The reports created by the Director allow the Board to better understand how the ECCAS is functioning on a monthly basis. This aspect of the feedback system appears to be working well.

However, the overall feedback system could be improved. For example, there is no formal evaluation of the Director. It is imperative that the Director receives formal feedback from the Board in the form of a collective

voice. This should be done no less than once per year. An example of an annual director evaluation can be found in Appendix A.

Comparison to National Standard

For the purpose of analyzing the staffing of the ECCAS, kennel-only staffing levels will be examined. Kennel-only refers to a benchmark established by The NACA. The NACA has created many useful guidelines and recommendations for animal control agencies and animal shelters. This section of the study will use the NACA's standards to determine whether the ECCAS is meeting the NACA's benchmark for kennel-only staffing. A Kennel-only staffing standard was created to "...insure that the facility, and every animal within, is maintained at, or in excess of, minimum care standards."¹ This benchmark is based on an average 4-day holding period with a daily per-animal care rate of 9 minutes and 6 minutes for feeding.²

Based on the NACA's recommendations, the ECCAS should have 2.07 staff per day for feeding and cleaning functions. This standard can be calculated using figures related to the number of animals in the shelter for the past year and using an "average holding days" estimate to determine the average number of animals in the shelter on any particular day.³ The calculations are as follows:

2271 animals in 2014
÷ 365 days/year
6.22 animals per day
X 4 - average holding days
24.88 - average animals per day
X 15 minute care standard
373.2 minutes/day required
÷ 60 minutes/hour
6.22 hours required/day
÷ 3 hours for cleaning and feeding
2.07 (number of staff required for ECCAS to meet standard)

The Director stated that two to three full time employees are available to work at the ECCAS each day. So, according to the NACA's formula, the ECCAS is meeting the NACA's kennel-only staffing level if they spend nearly all of their time working in the kennel.

A second formula was created by UT-MTAS, which can be found below. The formula uses the basic parameters of the NACA guidelines, but also considers the number of hours not spent working in the kennels by the staff. The second formula adds another dimension to the study, and will help better

¹ National Animal Care and Control Association, "NACA Guidelines", last updated September 3, 2014, 2015: 44-45.

[http://c.ygcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA Guidelines.pdf](http://c.ygcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA%20Guidelines.pdf)

² National Animal Care and Control Association, "NACA Guidelines", last updated September 3, 2014, 2015: 44-45.

[http://c.ygcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA Guidelines.pdf](http://c.ygcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA%20Guidelines.pdf)

³ National Animal Care and Control Association, "NACA Guidelines", last updated September 3, 2014, 2015: 44-45.

[http://c.ygcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA Guidelines.pdf](http://c.ygcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA%20Guidelines.pdf)

determine whether the NACA's kennel-only staffing recommendation is regularly met by the ECCAS.

100 hours/week of work conducted by ECCAS employees (excluding the Manager)
23 hours/week open to public X 0 staff at front desk (100-0=100)
100= hours/week available for non-front desk work
÷ 7 days/week
14.3 hours/day available non-front desk personnel
÷ 8 hours per available employee/per day
1.79 (number of staff available at ECCAS to meet standard)

The ECCAS has enough staff each day, 2.5, to meet the kennel-only staffing benchmark of the NACA. The ECCAS does not appear to meet the NACA's benchmark according to UT-MTAS's formula. However, the above formula does not take into account the fifty hours of work performed by Trustees each week. The following formula adds the fifty hours of work performed by the Trustees:

150 hours/week of work conducted by ECCAS employees (excluding the Manager)
23 hours/week open to public X 0 staff at front desk (150-0=150)
150= hours/week available for non-front desk work
÷ 7 days/week
21.43 hours/day available non-front desk personnel
÷ 8 hours per available employee/per day
2.68 (number of staff available at ECCAS to meet standard)

So, with the addition of the work performed by Trustees, the ECCAS is currently meeting the NACA's kennel-only staffing level according to both formulas.

The Director informed the author of this report that the ECCAS rarely has an employee who works at the front desk while the ECCAS is open to the public. The Director also stated that the new ECCAS facility requires the staff to spend more time tending to the green space surrounding the ECCAS, which is now three acres in total including the structure. However, the area surrounding the ECCAS is not being mowed and taken care of the way it needs to be. The ECCAS is using its resources to meet the necessary kennel-only staffing level, as it should, at the expense of adequate customer services and aesthetics.

The extra fifty hours worked by the Trustees is vital to the ECCAS. The Trustees are keeping the costs down for the shelter while also maintaining the ECCAS's proper kennel-only staffing level. If the practice of using Trustees in the ECCAS were for some reason stopped or if the Trustees' hours were reduced, the ECCAS would suffer greatly. If the County were to change the role of the Trustees at the current ECCAS staffing level, the front desk would continue to be empty, the green-space would continue to be in need of care, and the ECCAS's kennel only staffing level would no longer meet the NACA's recommendation.

Annual # of
employee
hours per
animal

Table 3 - This table shows the number of employee hours spent per animal. These numbers were determined by dividing the number of employee hours worked in 2014 over the number animals taken in by each shelter in 2014. Information regarding the animal shelter was retrieved through interviews and site visits to the respective animal shelters over the course of 2015.

The ECCAS has the second lowest annual number of hours worked per animal. It should be noted that the ECCAS's 4.35 hours per animal figure includes the Trustees' fifty hours and the Director's 7.5 weekly hours of unpaid overtime. If the Trustees' fifty weekly hours and the Director's 7.5 hours of weekly-unpaid overtime were removed, the ECCAS's annual number of employee hours per animal decreases to 3.03. So, the ECCAS's budget is only paying for 3.03 employee hours per animal. Data like this could be considered good news. However, by considering what the ECCAS is lacking due to the small staff, such as an empty front desk while it is open to the public, the data provides more evidence to suggest that the ECCAS is understaffed.

Customer Orientation

The front entrance of the ECCAS that citizens first see when using the services of the ECCAS appeared clean and orderly during the site visit. However, the offices of the ECCAS were cluttered with numerous boxes and other items not typically stored in an office or front desk area. It would be advantageous to remove some of the things in the office area. It should be highlighted that during the site visit it was apparent that there is not a great deal of storage space, which may be the reason the offices were so cluttered. Also, although the kennels for the animals appeared clean during the visit, the kennel area could have been cleaner. For example, the floors could have been swept and mopped. It is certain that this is due to the staffing level. If the staffing level were adequate, the halls would be swept and mopped more frequently.

Although the front entrance appeared orderly and welcoming, the Director informed the author of this report that the front desk rarely has an employee behind it ready to serve customers. The Director also pointed out that this is a common complaint among citizens who use the services provided by the ECCAS. As discussed earlier, in order to maintain the ECCAS's kennel-only staffing level and place an employee behind the front desk while ECCAS is open to the public, an additional employee is needed.

Comparison with NACA Guidelines for Animal Shelter Facilities and Layout

The NACA requires that local governments should include animal shelter facilities in their capital improvement budgets and review their animal

shelter facility on a regular basis. The NACA also recommends a state of the art facility that provides "compassionate housing" for cats and dogs that prevents disease, segregates animals by species and age, segregates sick and healthy animals, and a separate area for surgery.⁴ The ECCAS is in a newly constructed animal shelter that has or practices most of the NACA recommendations listed in the preceding sentence. However, the Director States that the ECCAS does not have adequate space to properly quarantine sick cats. Also, the air conditioner is not working properly in parts of the ECCAS, and air conditioning needs added to several parts of the ECCAS, such as cat kennels.

The NACA also recommends the following items: shelters should include areas exclusive for adoption of animals, sufficient office space, easily accessible to the public, and enclosed vehicle parking and unloading areas.⁵ The lack of storage space has led to the office space of the ECCAS to be cluttered with numerous boxes, which would likely be in a closet if one was available.

The NACA also provides guidelines on vaccinations for animals. The NACA highly recommends vaccinating all animals against rabies and other communicable diseases cats and dogs may transmit to other cats and dogs.⁶ Unfortunately, the ECCAS does not vaccinate 100 percent of the animals that are healthy and in need of vaccines against diseases, such as rabies. Supplying all healthy animals with the proper vaccines is standard among the comparative shelters. The Director recently completed the necessary calculations to find that it would cost the ECCAS \$11,933 annually to increase the vaccination rate to 100 percent. It is highly recommended that the ECCAS increase the vaccination rate to 100 percent of animals that need vaccines.

Shelter Finances and Efficiency Measures

All accounting is performed by the Carter County Finance Department, not the ECCAS. After speaking with the Deputy Finance Director the system appears to be working well, as there have not been any serious audit findings in recent years. Also, basic accounting safeguards and practices are in place.

The Finance Department of Carter County also works with the ECCAS when creating the budget. However, the overall decision to pass the budget is made by the Carter County Commission

The following table, Table 4, compares the efficiency of the ECCAS by using its 2014 budget, the population of Carter County, and the number of animal intake figures:

⁴ National Animal Care and Control Association, "NACA Guidelines", last updated September 3, 2014, 2015: 10.

[http://c.ymcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA Guidelines.pdf](http://c.ymcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA%20Guidelines.pdf)

⁵ National Animal Care and Control Association, "NACA Guidelines", last updated September 3, 2014, 2015: 10.

[http://c.ymcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA Guidelines.pdf](http://c.ymcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA%20Guidelines.pdf)

⁶ National Animal Care and Control Association, "NACA Guidelines", last updated September 3, 2014, 2015: 58.

[http://c.ymcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA Guidelines.pdf](http://c.ymcdn.com/sites/www.nacanet.org/resource/resmgr/Docs/NACA%20Guidelines.pdf)

	WCJCAS	ECCAS	UCAS	CAC	CPCAS
Population served	122,546	16,886	17,963	87,563	74,165
2014 animal intake figures per 1000 residents	41	40	66	29	39
Budget	\$632,300	\$155,929	\$1,711,711	\$638,105	\$277,001
Number of animals	5167	2271	1192	2512	2905
Per Capita expenditures for control and shelter services	\$5.18	\$9.07	\$95.89	\$7.32	\$3.76
Per animal expenditure	\$119	\$69	\$104	\$256	\$78
Annual # of employee hours per animal	4.83	3.22	7.92	21.67	3.80

Table 4 - This table provides a comparison of the efficiency of the ECCAS and the four shelters used to compare its efficiency. Information regarding the animal ECCAS was retrieved through interviews and site visits to the respective animal shelters over the course of 2015.

The annual number of employees per animal was already displayed in Table 3. However, in order to better show why the ECCAS's per capita and per animal expenditures are dramatically lower than the four comparative shelters, the data from Table 3 needed to be included in Table 4. Table 4 provides the cost per animal and cost per animal of the ECCAS and the four comparative animal shelters. The data show that the ECCAS is the most efficient animal shelter of the five studied. However, these figures are misleading. The ECCAS's per capita expenditures and per animal expenditure are artificially low for five reasons: the Director works an average of 7.5 hours of unpaid overtime each week, the value of the Trustees' hard work cannot be included in the budget, the front desk is left vacant in order to ensure the animals are cared for properly, and the additional green-space is not cared for the way it needs to be.

	Proposed Pay Per Hour	Hours per week	Number of Weeks Worked	Benefits	Total
One part-time Employee	\$9.50	29	52	\$3,950	\$18,279
Two Part-time Employees	\$9.50	58	52	\$7,907	\$36,559
One Full Time Employee	\$9.50	70	52	\$3,621	\$28,587

Table 5- The data in 5 was created by examining the 2014-2015 budget and the Carter County Employee handbook to determine which benefits are applicable for part-time employees, how many hours part-time employees can work, and the cost of benefits for an employee.

It is clear that, at a minimum, one part-time regular employee needs to be hired by the ECCAS. Table 5 provides a break down of the cost of hiring one part-time regular employee, two part-time regular employees, and one full-time employee. Even with two part time employees, the most expensive option listed in Table 5, the ECCAS's per capita expenditure and per animal expenditure will increase to \$3.38 and \$85, respectively. If ECCAS were to hire two part-time regular employees at \$9.50 to work twenty-nine hours per week, ECCAS would have the second lowest per capita expenditure and per animal expenditure when compared to the other four shelters analyzed in the study.

Conclusion

Over the past five years, the ECCAS has dramatically decreased the number of animals it euthanizes and increased its comprehensive live release figures. This accomplishment is commendable, but the comprehensive live release rate of cats could be improved. Although the ECCAS does not fulfill each of the NACA's recommendations, and although some of the recommendations may be extravagant, some are not and should be fixed. For example, all healthy animals that enter and leave the shelter need to be provided with all necessary vaccinations. Other improvements need to be made, as well. For example, the ECCAS is in need of an additional employee so an employee can help customers from behind the front desk, take care of the area surrounding structure of the shelter, and help with Director related activities so the Director does not have to work an average of 7.5 hours of overtime a week. The ECCAS could be cleaner and the office space should have less clutter. Also, the ECCAS is in need of an administrative manual and a supplemental personnel policies and procedures manual. Last, the Director does not have the level of authority required to discipline or dismiss employees, which needs to change.

Recommendations

1. Write and implement an administrative manual.
2. Write and implement a supplemental personnel policies and procedures manual.
3. Keep a record of the number of calls for service.
4. Hire another employee. In order to continue the ECCAS's adequate kennel-only staffing level, place an employee behind the front desk during all hours the ECCAS is open to the public, and ensure the green-space surrounding the structure is maintained, an additional employee needs to be hired. At a minimum, a part-time regular employee needs to be hired, but two part-time regular employees or one full-time employee would be far more advantageous.
5. The Director must have some authority to discipline and dismiss the ECCAS employees. If the Director does not, for example, have the authority to discipline his or her employees, the Director cannot be held accountable for ECCAS operations.
6. The Director of the ECCAS should be evaluated on an annual basis.
7. The facility should be cleaner and less cluttered. This primarily pertains to the back of the ECCAS, especially the halls in the back. The offices should be less cluttered.
8. The air conditioning needs to be fixed and expanded, and a new heat pump needs to be installed. As previously mentioned the air conditioner needs to be fixed, and it should be expanded to several parts of the ECCAS, such as the cat kennels. NACA highly recommends providing all animals with compassionate care. Fixing and expanding the air conditioning in the cat kennels would help ensure cats are cared for compassionately. Also, the Director stated that the heat pump is far too small for the ECCAS, and it is likely the cause of a \$1000 bi-weekly gas bill in the winter. Due to the large gas bill, purchasing a new heat pump may pay for itself very quickly. Since the current ECCAS structure is new, it may be advantageous to contact the contractor who built and/or placed the heat pump in the building in order to fix or replace the current heat pump with a properly sized hear pump.
9. Increase the vaccination rate of animals in need of vaccines to 100 percent. The Director compiled the figures necessary to determine the cost of increasing the vaccination rate to 100 percent, and the cost to the shelter would be \$11,933 annually. The Director's brief study can be provided to the Board upon request. In order to cover part of the cost of increasing the vaccination rate, the ECCAS could increase its fees. In comparison to the other four shelters, ECCAS's fees are low and could be increased slightly. Also, one comparative shelter charges animal owners a per diem fee, which is based on the number of days the owner's animal lives in the shelter before being returned to its owner. Both together could decrease the amount of money required to increase the budget of the ECCAS.

APPENDIX A

Sample Director Evaluation Instrument

Shelter Director Evaluation

This exercise is meant to provide insight into the way the Shelter Director's leadership skills are perceived by the Board. At your convenience, please complete the attached **Worksheet** and return to _____ . The results will be averaged and returned to the Board for discussion with the Manager.

Please take your time with the assessment and be honest and objective.

If you have any additional comments, please provide those on another sheet of paper or at the bottom of the **Worksheet**. If additional comments are added you will need to sign your name.

On the attached **Worksheet**, please rate according to the following scale:

1. Well Below Standard (Unsatisfactory)
2. Below Standard (Marginal)
3. On Standard (Satisfactory)
4. Above Standard (Commendable)
5. Well Above Standard (Outstanding)

Thanks for your time.

Shelter Director Evaluation

Rating

	1. Understands and identifies with the basic goals, philosophy, and values of the Shelter.
	2. Anticipates problems before they occur.
	3. Collaborates with other organizations, both public and private, to achieve common goals/objectives.
	4. Rating of overall attitude toward job.
	5. Makes good use of resources including employees, outside experts, supplies, equipment, budget, etc.
	6. Obtains feedback for self-improvement.
	7. Is responsive to requests and suggestions made by customers and the Board.
	8. Considers alternatives before making a decision.
	9. Is effective in all aspects of animal control/care.
	10. Has a genuine concern for people within the organization.
	11. Uses time effectively and efficiently: meets deadlines.
	12. Handles emergencies and crisis effectively.
	13. Has a strong concern for production.
	14. Writes effective memos, letters, reports, and makes clear presentations.
	15. Has adequate job knowledge and skills.
	16. Has a positive attitude toward the public.
	17. Produces high quality work.
	18. Takes initiative, can act without instructions and has the ability to make constructive suggestions.
	19. Produces a reasonable quantity of work.
	20. Actively develops teamwork and cooperates with those in related agencies/businesses.

Shelter Director Evaluation

Diagnosing Performance Grid

5.	PROVIDE MOTIVATION	PROVIDE ADEQUATE RESOURCES AND WORKING ENVIRONMENT
3.	REASSESS/TRANSFER DISCHARGE	PROVIDE ADDITIONAL TRAINING
1.		

HAS ADEQUATE
JOB KNOWLEDGE
AND SKILLS

1.

3.

5.

RATING OF OVERALL ATTITUDE TOWARD JOB

How To Use the Diagnosing Performance Grid:

Determine the average rating on question 15 ("Has adequate job knowledge and skills"). Find the point between 1 and 5 on the side of the grid, which corresponds to the average rating. Then determine the average rating on question 4 ("Rating of overall attitude toward job"). Find the point between 1 and 5 on the bottom of the grid that corresponds to the average rating. Mark the point on the grid at which these two lines meet.

The grid can tell you something about what should be done with the Manager in order to maximize their benefit to the County and City. Depending on the section of the grid in which the lines meet, the following will apply:

If the lines met in the section marked:

"Provide Motivation" - This indicates the Manager was rated high in job knowledge and skills, and low in overall attitude toward the job. In order to increase the Manager's benefit to the organization, a motivating environment should be provided.

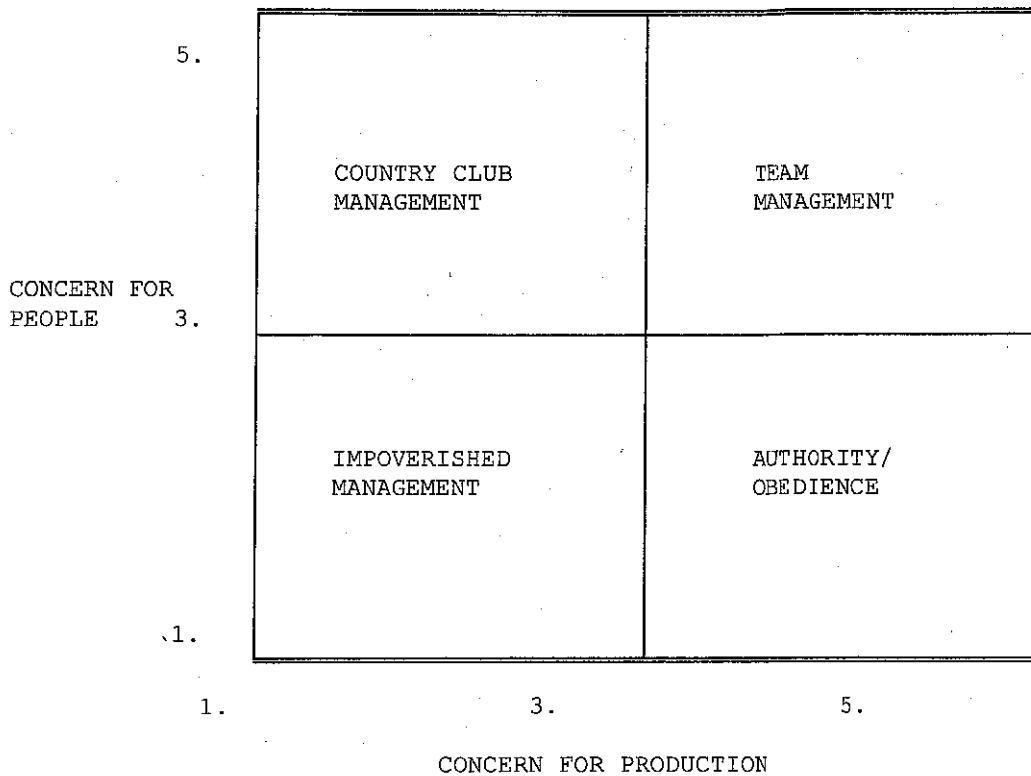
"Provide Additional Training" - This indicates the Manager was rated high in overall attitude toward the job, and low in job knowledge and skills. In order to correct this situation, the Manager should be provided additional training in order to improve job knowledge and skills.

"Provide Adequate Resources and Working Environment" - This indicates the Manager was rated high in overall attitude toward job and adequacy of job knowledge and skills. In order to utilize the Manager's talents to the fullest, the organization should simply provide the resources necessary to undertake the job, and create an environment where the Manager can continue to contribute.

"Reassess/Transfer/Discharge" - This indicates the Manager was rated low in both job knowledge and skills, and overall attitude toward the job. In this case, the Manager is obviously not working in the right place, and the organization would be served best if they were transferred, discharged, or at least reassessed in terms of where they are in the organization.

Shelter Director Evaluation

THE MANAGERIAL GRID



How to Use the Managerial Grid:

Find the average rating on question 10 ("Has a genuine concern for people in the organization"). Find the point on the side of the grid that corresponds with the average rating. Do the same for the bottom of the grid using the average score on question 13 ("Has a strong concern for production"). The point at which the two lines meet will tell you something about the Manager's management style.

If the lines meet in the area of the grid marked:

"Country Club Management" - The average rating was high in concern for people, and low in concern for production. Perceptions are that the Manager tends to give thoughtful attention to the needs of people. They believe that satisfying relationships leads to a comfortable and friendly organizational atmosphere and work tempo.

"Authority/Obedience" - The average rating was high in concern for production, and low in concern for people. The Manager is perceived as being largely concerned with efficiency of operations which results in a tendency to arrange conditions of work in such a way that human elements interfere to a minimum degree.

"Team Management" - The average rating was high in both concern for people, and concern for production. Perceptions are that the Manager believes work accomplishment comes from committed people; interdependence through a "common stake" in organizational purpose leads to relationships of trust and respect.

"Impoverished Management" - The average rating was low in both concern for people and concern for production. The Manager is perceived as tending to exert the minimum required effort to get work done.

If the rating averaged "3" on both measures - This means the average rating was near a "3" on concern for people and on concern for production. Perceptions are that the Manager believes adequate organizational performance is possible through balancing the necessity to get out work (production) with maintaining morale of people at a satisfactory level.



APPENDIX B

Ideas Generated from Facility Visits

- Implement an extensive spay and neuter program. The ECCAS has policies in place that ensure all animals are fixed before they are six months of age and before they are adopted. The ECCAS has a partnership with the local Humane Society and volunteer veterinarians to have the surgeries conducted at an affordable price for the ECCAS. However, some of the other shelters have taken spay and neuter programs to another level, like education programs. If the public has a deep understanding of the importance of getting their animals spayed and neutered, there will be fewer animals in need of a shelter. Although a program like this would cost more money upfront, the number of calls for service, the number of animals being dropped off at the ECCAS, etc. would decrease. Therefore, running the ECCAS would require fewer resources. One of the comparative animal shelters implemented a similar program and had a great deal of success.

- Implement a fostering program. Shelters with a fostering program provide animals to designated foster families for them to care for the animals until the animal is adopted. A fostering program could cut down on resources needed for food, cleaning equipment, staff time, etc. One of the comparative animal shelters implemented a fostering program, and it has been successful.