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**Report To:** General Government Committee  
**Date of Meeting:** January 22, 2018  
**Report Number:** CAO-001-18      **Resolution:** GG-046-18  
**File Number:**      **By-law Number:**  
**Report Subject:** **Service Review - Animal Shelter Services**

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### **Recommendations:**

1. That Report CAO-001-18 be received;
2. That Council endorse the action items set out in sections 2.3 and 2.4 of this Report; and
3. That staff continue to consider opportunities for continuous improvement which may include implementing further recommendations set out in the consultant's Service Delivery Review of Animal Shelter Services.

## Report Overview

Through Report CAO-002-17, Council approved a service delivery review approach. Services to be reviewed are chosen by the Audit Committee based on a set of criteria defined in the Report. This Report presents the results of the independent Animal Shelter Services Review and recommends actions to improve service delivery.

## 1. Background

- 1.1 One of Council's strategic priorities in the 2015-2018 Strategic Plan is "Demonstrate Good Governance and Value for the Tax Dollar". In March 2017, Council accepted the Service Delivery Review Approach as described in Report CAO-002-17. The Audit Committee chose Animal Shelter Services as the first service to be reviewed.
- 1.2 Through a Request For Proposal (RFP) process WSCS Consulting Services (Tammy Wolters) was selected to undertake the review. Ms. Wolters has considerable experience with service level reviews, a strong financial background and extensive municipal experience. On August 10, 2017 the service level review was initiated. The report was completed later than the original scheduled date due to a number of factors including a decision to undertake a customer survey.
- 1.3 Animal Shelter Services has undergone some significant changes over the past few years. In 2015, animal licences ceased to be sold door-to-door. Through an RFP, animal licence sales were awarded to Docupet, an online provider. Animal licences have declined over this transition, but there have been some marketing initiatives by Docupet to promote animal licences sales. There have also been some changes in realigning enforcement services to introduce efficiencies in enforcement. As part of the 2015-2017 CUPE Local 74 contract negotiations, the By-law, Parking and Animal Enforcement Officers are now classed as Municipal Law Enforcement Officers I or II (MLEO I) and MLEO II. Incumbent Parking Enforcement Officers were reclassified as MLEO I's, and incumbent Animal Services Officers remained in the same classification. The combining of enforcement units allows a more streamlined and efficient process for enforcement, especially if multiple issues occur at the same location or in close proximity to each other. As noted in the consultant's report, this transition has been challenging for the Animal Services Officer staff.
- 1.4 A steering committee was formed to coordinate the service delivery review process. This steering committee members were the Chief Administrative Officer, Manager of Internal Audit, the Clerk, Manager of Municipal Law Enforcement and Acting Animal Services Manager. The process required a significant amount of resources including the time and commitment of the steering committee members and most importantly the Animal Services staff.

## 2. Service Delivery Review Recommendations

- 2.1 The Service Delivery Review of Animal Shelter Services dated January 12, 2018 is attached to this Report. In it, the consultant has made 17 recommendations. While the review was focused on the Animal Shelter Services such as adoptions, feeding, cleaning and education, these services do not stand alone. Therefore, some of the recommendations contained in the consultant's report address animal licencing and enforcement as they affect the efficiency of the Animal Shelter Services.
- 2.2 Several recommendations require further investment of time and resources to investigate. As a result, not all recommendations can be implemented immediately.
- 2.3 Based on the consultant's report and discussion amongst steering committee members, the following actions are considered priority and will be implemented:
  - (a) Recommendation 8 – “Move the Animal Services Officers to Municipal Law Enforcement offices and standardize the roles but allow for the specialty skill sets as a transition”. This recommendation validates the work previously initiated and builds on the separation of enforcement and animal care functions. This recommendation will be put into effect immediately. Completing the transition will clarify the roles of the Animal Service Officers in enforcement and the Animal Care Attendants in care and maintenance of the animal shelter. The specialty skill set of the Animal Service Officers will assist with the transition to a full service enforcement team.
  - (b) Recommendations 4 and 5, which apply to the patrolling of parks for Animal By-Law issues, will be transferred and incorporated into the Municipal Law Enforcement Division activities to achieve efficiencies.
  - (c) Recommendation 7 to reclassify the Animal Services Manager is logical and reasonable given that the role will be more narrowly focussed with fewer staff. Given the transfer of the Animal Services Officers to Municipal Law Enforcement, this role will be reclassified to an Animal Shelter Supervisor and will report to the Manager Municipal Law Enforcement.
  - (d) The service activity and service hours analysis demonstrated that other improvements could be achieved by modifying the hours for adoptions and other customer driven services. Reducing the hours of adoption when they are more likely to be demanded will free up Animal Care Attendants to do the routine cleaning and feeding without interruption. This would be possible as the enforcement duties will be performed by staff from the Municipal Law Enforcement offices. A review of services will be undertaken with services hours modified as deemed appropriate.
  - (e) Several of the recommendations look to improve the efficiency of processes at the Animal Shelter. Improvements to technology and expanding on the use of technology in daily processes can result in savings in the time needed for regular activities. This would result in streamlining the process on record keeping as well as having a better understanding of the cost and tracking of activities. Animal Services

staff will investigate if the current software and hardware systems can be better used to improve processes and maximize efficiency or if better alternative software/hardware should be deployed.

- (f) It is clear through this review that the Animal Shelter is valued by the community. The shelter receives many donations of supplies from the public as well as monetary donations. Finance staff, in cooperation with Communications and Clerk's staff, will investigate the establishment of an online donation program as per Recommendation 15.
- (g) As per Recommendation 3, Animal Services staff will work with Communications staff to undertake customer surveys on a regular and transactional basis. This will provide valuable information on an ongoing basis.

2.4 The remaining recommendations, while relevant and worthwhile, will be considered for implementation at a later date.

- (a) Recommendation 1 – “Explore partnership opportunities with neighbouring municipalities”. This will be formally investigated before construction of a new facility is contemplated. The current Animal Shelter facility has a limited life. Due to future highway development the current site is not viable. The Development Charges Background Study and the Land Acquisition Strategy (2017) have scheduled a replacement site to be determined for the Animal Shelter. At this point, the timing of new location has been pushed to 2022-2027. This allows for the Municipality of Clarington to fully explore partnership opportunities for Animal Shelter Services.
- (b) Recommendation 9 - “Utilize the savings from the re-classifying to implement a volunteer program”. Animal Services in the past has worked on developing a volunteer program, however, there have been some challenges with sustaining the program, managing training and retaining the volunteers.
- (c) Recommendation 11 - “Review the licensing program”. A study will be conducted on the Animal Services fees and licences, factoring in the true cost of services such as adoption.
- (d) Recommendation 13 - “Develop a communication and outreach strategy”. In the past, Animal Services did have an outreach program. Due to increasing demands over the years, the program has lapsed. Once developed, the program would be delivered to various groups throughout the Municipality with a view to reducing the need to Animal Shelter services through more responsible pet ownership.

2.5 In the fall of 2017, Communications staff undertook to streamline and better promote the Municipality's complaint process on the Municipal website, as was identified through Recommendation 6 of the consultant's report.

2.6 The key to knowing the effectiveness of a service is having benchmarks or performance indicators to measure the performance from year to year. Through the process of the

service review there were several viable indicators suggested. Through a study of goals and desired outcomes, the relevant performance measures can be determined.

### **3. Concurrence**

This report has been reviewed by the Municipal Clerk and the Manager of Internal Audit who concur with the recommendations.

### **4. Conclusion**

This service delivery review proved to be very informative with many recommendations being relatively easy to implement, with minimal or no actual cost, and which staff believe will improve business processes and services. Recognizing that not all recommendations can be implemented at once and that success will come through commitment and careful implementation, it is respectfully recommended that Council endorse the action plan for implementation of the Animal Shelter Service Delivery study recommendations as detailed in this Report.

### **5. Strategic Plan Application**

The recommendations contained in this report conform to Council's strategic priority to "Demonstrate Good Governance and Value for the Tax Dollar".

Submitted by:



Andrew C. Allison, B. Comm, LL.B  
CAO

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Staff Contact: Catherine Carr, Manager of Internal Audit, 905-623-3379 ext 2606 or ccarr@clarington.net

There are no interested parties to be notified of Council's decision.

### Service Delivery Review

#### Animal Shelter Services



Adopt a pet



January 12, 2018

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## Contents

Executive Summary .....	2
Project Objective .....	4
Project Scope.....	5
Methodology .....	6
Opportunities and Recommendations.....	10
Background.....	12
Demographics.....	14
Benchmarking – Why Compare to Other Communities? .....	15
Strengths, Weaknesses, Opportunities and Threats (SWOT).....	16
Key Findings.....	20
Recommendations/Opportunities .....	66
Conclusion .....	68
Acknowledgement .....	68
Appendix A: Community Survey Results .....	69
Appendix B: Staff Checksheet results.....	98

# Service Delivery Review

## Animal Shelter Services

### Executive Summary

The Municipality of Clarington (the Municipality) is a vibrant community located at the eastern edge of the Greater Toronto Area, one of eight municipalities in Durham Region. Its population of 95,000 is expected to continue to grow due to its proximity to the 401/407 and the desire for people to escape the city. It is a large Municipality, covering an area of approximately 612 square kilometres with four major urban centres and 13 hamlets. That and the blend of urban and rural mix is both attractive and challenging for the Municipality to serve. Expectations of those moving from the city are high in terms of breadth of service and response time while those living in the rural areas resist intervention through traditional municipal by-laws.

As the Municipality grows, it needs to be able to meet the changing demands that growth brings and improve existing services. To this end, Clarington has committed to undertake Service Delivery Reviews (SDR) of some or all of its 145 identified services<sup>1</sup> over the next few years. The criteria for the selection of services to review range from those that have had challenges meeting budget allocations, quality of service concerns or requests from the service itself.

Animal Shelter Services was selected as the first review as it has seen many changes over the past two years and is often challenged to meet the diverse expectations of the community every day. Its mandate is to ensure that animals are not at-large and residents are able to enjoy their surroundings, free of noise, and nuisance. The service provides both care for animals brought to the shelter, promoting adoption and transfer as well as enforcement of the Responsible Pet Owners By-law. To some extent, these

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<sup>1</sup> March 6 2017 – CAO002-17 – Service Delivery Review Approach- Report to General Government Committee

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services require different skill sets and approaches which has led to some organizational changes, including the separation of the roles of Animal Services Attendant and Municipal Enforcement Officer. The transition has been challenging and the resources to manage the shelter have been stretched. It is important to note that the Municipality embarked on changes for Animal Shelter Services and enforcement over the past two years. It was recognized that structural changes were necessary and some of those changes were implemented. This report supports those initiatives.

This review is intended to assess the service and provide recommendations for consideration.

## Project Objective

WSCS Consulting Inc. was engaged to undertake a service delivery review in order to assist the Municipality in assessing its Animal Shelter Services. The objective of this review was to provide an objective view of services, explore opportunities for alternatives and make recommendations for improvements. The key focus is to determine if the municipality has opportunities to:

- a. improve service and outcomes;
- b. meet new or increased demand from customers for services;
- c. improve service delivery mechanisms and processes;
- d. maintain existing service levels in the face of competing priorities or decreasing revenues;
- e. reduce costs; and/or improve revenues.

The approach that Clarington chose to utilize was outlined in the guide to service delivery reviews released by the Ontario municipal affairs and housing. The guide suggests that 10 key questions should be addressed

<b>10</b>		<b>CRUCIAL</b>	
		<i>Questions</i>	
<b>Service Delivery Review</b>			
01		Do we REALLY need to be in this business?	
02		What Do Citizens Expect of the Service? What outcomes does Council want for the service?	
03		How Does Current Performance Compare to Expected Performance?	
04		Do the activities logically lead to the expected outcomes?	
05		How is the DEMAND for services being managed?	
06		What are the full costs and benefits of the service?	
07		How can benefits and outputs of the service be increased?	
08		How can the number and costs of inputs be decreased?	
09		What are the alternative ways of delivering the service?	
10		How can a service change best be managed, implemented and communicated?	

**Clarington**



in SDRs as shown in Figure 1: 10 Service Delivery Review Questions as follows:

1. Do we really need to continue to be in the business/service?
2. What do citizens expect of the service and what outcomes does council want for the service?
3. How does current performance compare to expected performance?
4. Do the activities logically lead to the expected outcomes?
5. How is demand for the service being managed?
6. What are the full costs and benefits of the service?
7. How can benefits and outputs of the service be increased?
8. How can the number and cost of inputs be decreased?
9. What are the alternative ways of delivering the service?
10. How can a service change best be managed, implemented and communicated?

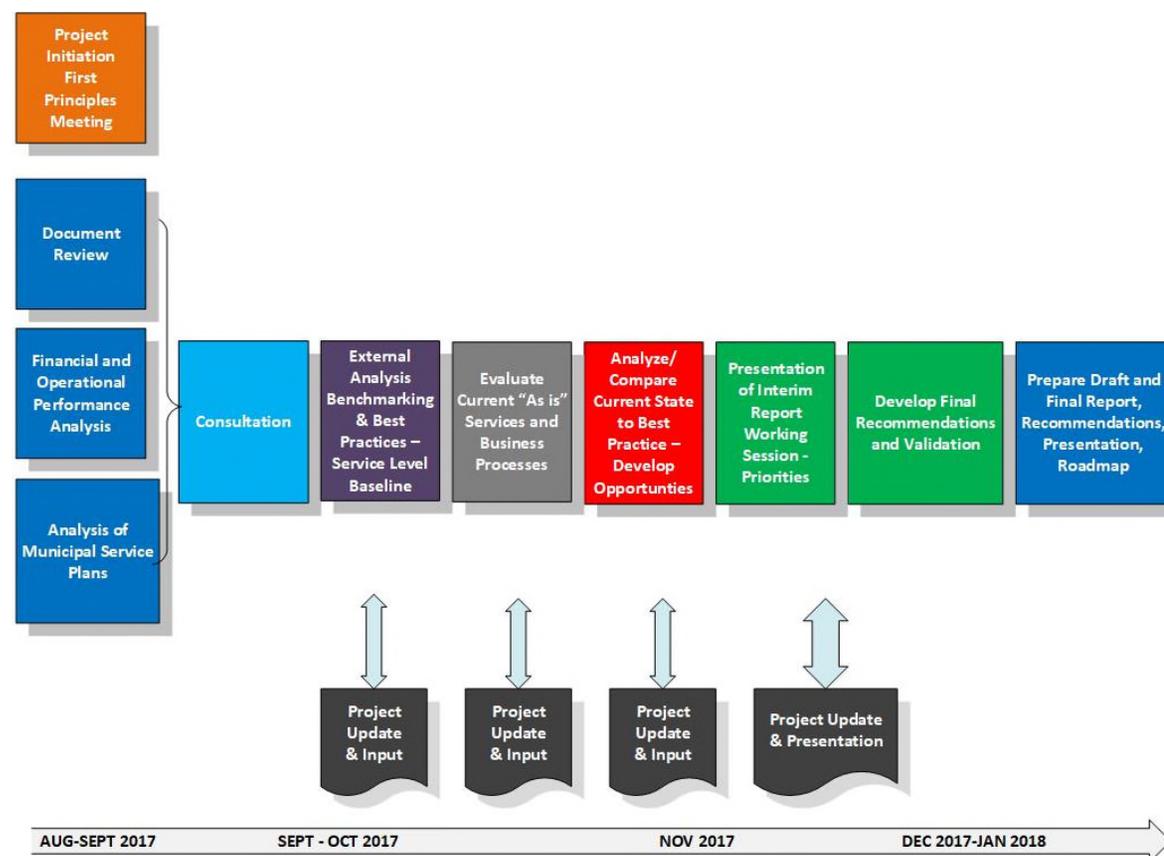
**Figure 1:10 Service Delivery Review Questions**

## Project Scope

1. **Project Initiation:** Met with Clarington's SDR Animal Services Steering Committee to clarify expectations, refine lines of inquiry, and develop a subsequent work program for the engagement.
2. **Steering Committee:** Meetings held to provide updates and facilitated focus group sessions. Individual interviews with members of the Steering Committee was also undertaken.
3. **Staff Consultations:** Interviewed all Animal Shelter staff, performed service walkthroughs and facilitated focus group sessions.
4. **Staff Workload Survey:** Development and administration of staff survey/checksheet to track workload and activities from November 14 to 26, 2017.
5. **Community Survey:** Conducted an online survey from November 6, 2017 to December 15, 2017. The survey remained open until December 31, 2017.
6. **Environmental Scan:** Reviewed relevant documentation; benchmarked Municipality services against comparators to identify opportunities for improved efficiencies and effectiveness.
7. **Review of Current Service Delivery Model:** Developed an inventory of services and processes provided by Animal Shelter Services.
8. **Opportunity Identification:** Identified potential opportunities to achieve the most efficient and operationally effective approach to service delivery and address the 10 key questions.
9. **Final Report & Presentation:** Developed and presented an interim report to the Steering Committee with key findings. Final report with recommendations on the Municipality's service delivery model scheduled for January 2018.

## Methodology

Our methodology shown in **Figure 3: Project Methodology** included a combination of documentation reviews, consultations, focus groups, interviews, system walkthroughs, benchmarking and data analysis. This work was undertaken over a five-month period commencing August 2017 with interim findings to the Steering Committee in November 2017. The opportunities and recommendations are expected to be presented to Committee in January 2018. Figure 3: Project Schedule shows the timing of each activity. In summary, staff and management consultations took place in August and September 2017 followed by focus groups and system walkthroughs in October and November. We administered the Community Survey in November as well as the staff workload survey through the utilization of checksheets. Interim results were presented to the Steering Committee in November with the draft report in December. Following some input from the committee, we updated this report.



**Figure 2: Project Methodology**

# Project Schedule

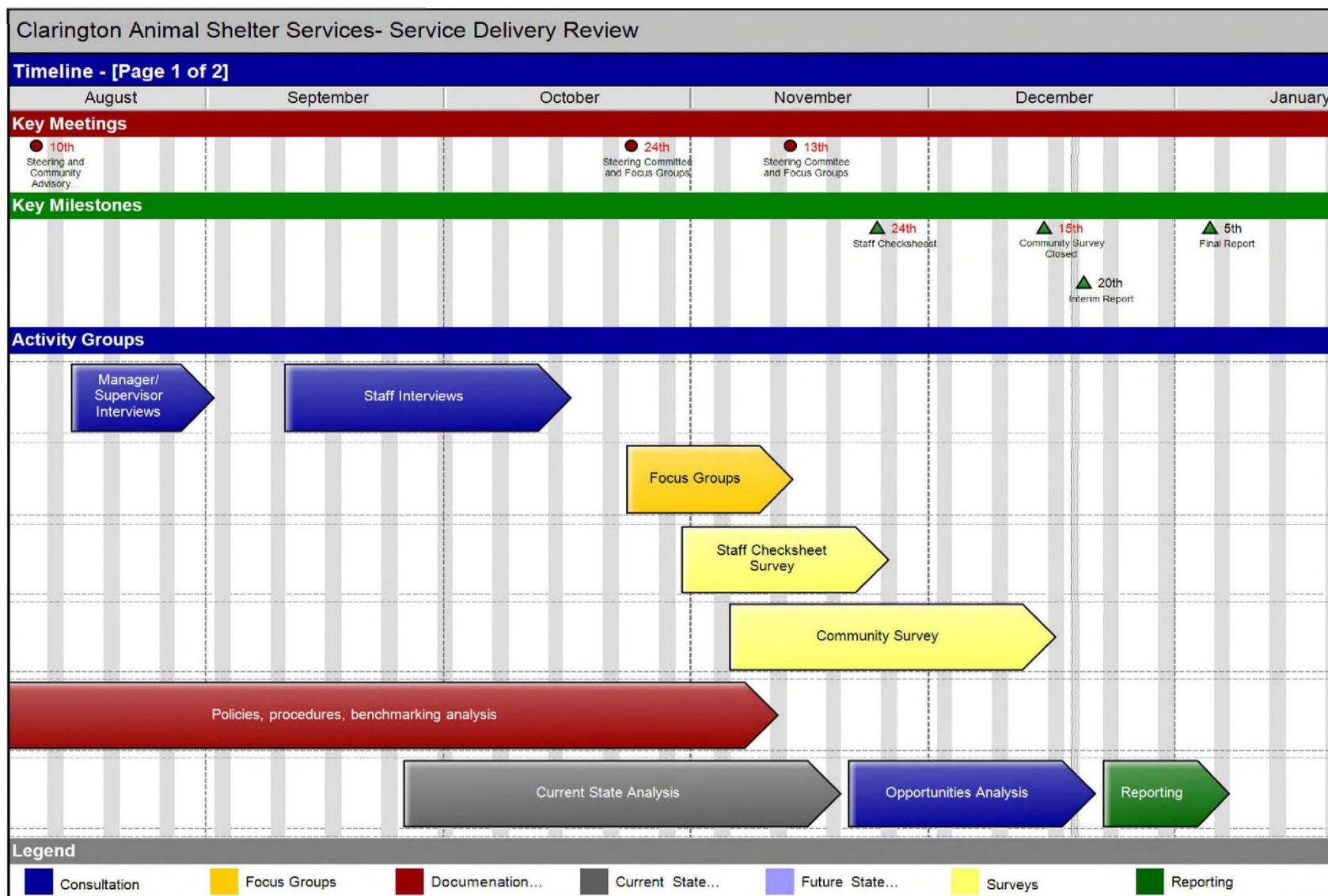
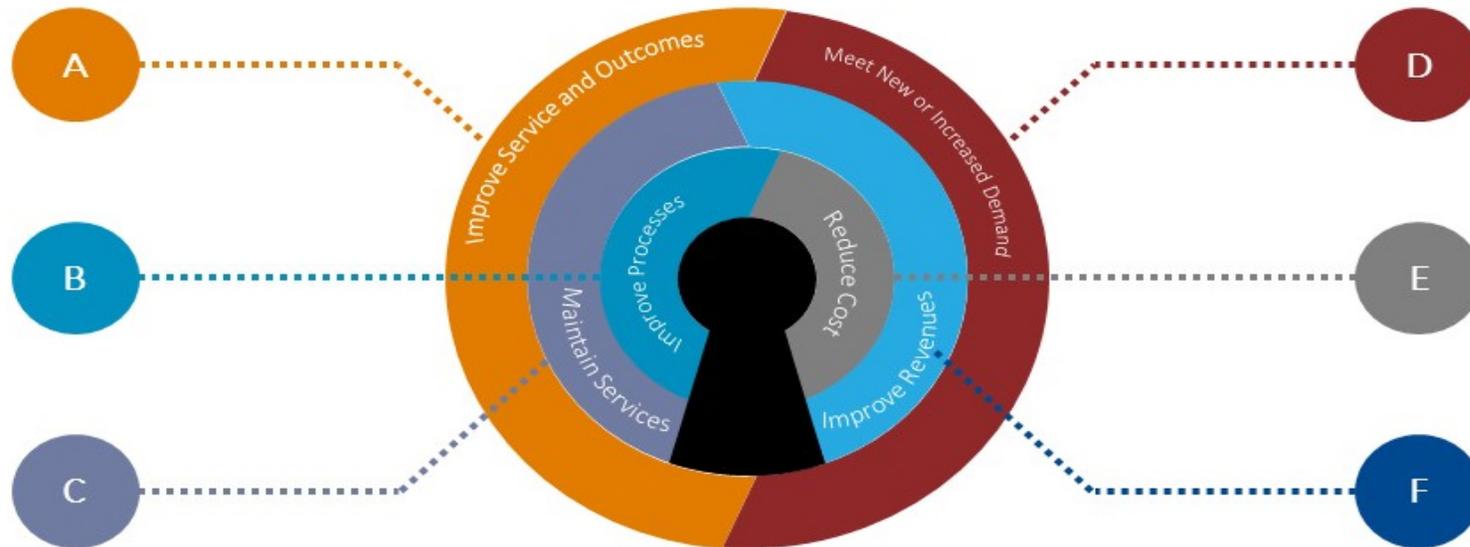
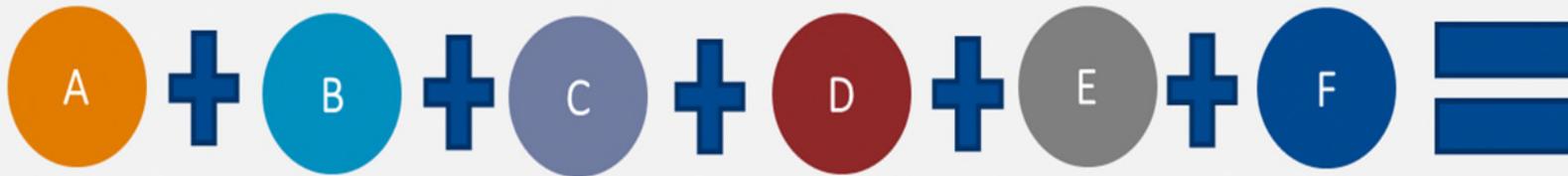


Figure 3: Project Schedule

## Key to Success



**Key to success include: A: Improve Service and Outcomes, B: Improve Processes, C: Maintain Services, D: Meet New and Increased Demand, E: Reduce Cost and F: Improve Revenues**



**Better customer focussed services & delivery**

Outcome: Improved Customer Satisfaction, Reduced Costs

**Improve Service Delivery Mechanisms through Greater operational integration**

Outcome: "Better decision Making and management"

**Greater Economy, Alternative Service Delivery Models**

Outcome: "Reduced Costs and Improved Services"

**Improved processes, efficiency and productivity**

Outcome: Reduced Waste and Improved controls = Good Management

**Meet New or Increased Demand from Customers**

Outcome: Economic Development, Immigration, Growth

**Increased Revenues**

Outcome: Fiscal Sustainability, Flexibility and reduced vulnerability

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## Opportunities and Recommendations

**Recommendation 1:** Explore partnership opportunities with neighbouring municipalities.

**Recommendation 2:** Undertake a strategic planning session to fully explore the goals and outcomes as well as performance indicators to assess client expectations.

**Recommendation 3:** Undertake a client survey on a regular and transactional basis.

**Recommendation 4:** As part of the strategic planning process, update activities and review the need for patrolling parks.

**Recommendation 5:** Transfer this responsibility to all municipal law enforcement officers and set up municipal patrol areas.

**Recommendation 6:** Advertise the municipality's complaint line/email/services at various locations to allow citizens to easily report infractions via mobile.

**Recommendation 7:** Reclassify the Animal Services Manager to a supervisor reporting to the Manager of Municipal Law Enforcement.

**Recommendation 8:** Move the Animal Services Officers to municipal law enforcement offices and standardize the roles but allow for specialty skill sets as a transition.

**Recommendation 9:** Utilize the savings from the reclassification of the manager position to implement a volunteer program.

**Recommendation 10:** Undertake a fee study to determine the true cost of adoption and licensing and a policy on the amount of subsidization.

**Recommendation 11:** Review the licensing program and at minimum, introduce automated renewals and welcome packages.

**Recommendation 12:** Review and expand the use of technology to improve processes, record keeping and workload management in the Animal Shelter as well as investigate mobile technology for the Animal Services Officers (By-law).

**Recommendation 13:** Develop a communication and outreach strategy in line with the strategic plan on a regional basis.

**Recommendation 14:** Improve client relationship management through tracking and service quality standards.

**Recommendation 15:** Develop a donation campaign with online, automated receipts. Track all donations and determine the true cost of operations.

**Recommendation 16:** Implement activity based costing, tracking of animal care, medications and performance measures/standards.

**Recommendation 17:** Develop a change management program.

## Background

Situated on beautiful Lake Ontario, the Municipality of Clarington (the Municipality) is a lower-tier municipality in Durham Region which has picturesque harbours at the eastern border of the GTA. The municipality has a mix of urban and rural and is large (611.40 square kilometres) which creates challenges for service provision.

The municipality prides itself with the “small Municipality feel” but in fact, the Municipality is not “small” in relative terms to most municipalities in Ontario. It represents 0.684% of the province’s population and there are 386 (93%) lower/single tier municipalities in Ontario that are smaller. However, it’s population of 92,013<sup>2</sup>, has experienced significant growth at 8.8% since 2011. This is well above Durham Region’s (the Region) growth rate of 6.2% and the 4.6% growth rate across Ontario. Like many municipalities outside the GTA, the Municipality is aging but not at the same rate as the province. Its median age is 38.9 years which is 2.1 years less than Ontario’s median age of 41 years. Being a relatively young municipality with growing families, will create demands for a wide range of services and programs while facing budgetary pressure and fiscal constraint.



**Figure 4: Map of Municipality of Clarington, Source: 2016 census**

The key focus of the SDR is to determine if the Municipality has opportunities to:

- a. Improve service and outcomes;
- b. Meet new or increased demand from customers for services;
- c. Improve service delivery mechanisms and processes;

<sup>2</sup> 2016 Census, Statistics Canada

- d. Maintain existing service levels in the face of competing priorities or decreasing revenues;
  - e. Reduce costs; and/or
  - f. Improve revenues.
- 

Our review revealed that the Municipality has many opportunities to improve animal shelter services, better manage its service demand and positively impact the community.

The recommendations are a combination of service, technological solutions and process improvements. There

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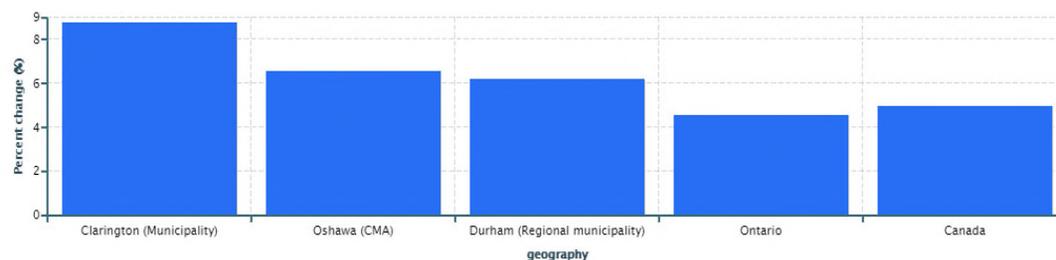
are also opportunities to improve interdepartmental cooperation to ensure that duplication of effort is not evident.

However, it is very important that the reader understand that, because of the lack of pure data, particularly time spent on processes, that the numbers in the report in terms of cost and savings are to be viewed as estimates. The most important conclusion and recommendations surround the processes and mechanisms to improve services.

## Demographics

The Municipality has seen significant growth (8.8%) between 2011 and 2016 in comparison the rest of Durham Region. Clarington is slightly younger than its regional counterparts which indicates that the likelihood of animal services requirements will increase.

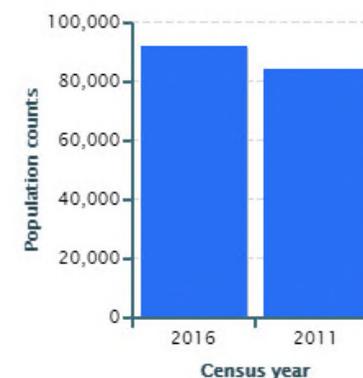
Population change (in percentage) for Clarington and higher level geographies, 2011 to 2016



Clarington (Municipality) – Neighbouring census subdivisions, population change, 2011 to 2016

Census subdivision (CSD) name	CSD type	2016 Population	2011 Population	% change
Clarington	MU	92,013	84,548	8.8%
Port Hope	MU	16,753	16,214	3.3%
Cavan Monaghan	TP	8,829	8,601	2.7%
Kawartha Lakes	CY	75,423	73,219	3.0%
Oshawa	CY	159,458	149,607	6.6%
Scugog	TP	21,617	21,569	0.2%

Population, 2016 and 2011 censuses



Provincial population rank

28 of 552

National population rank

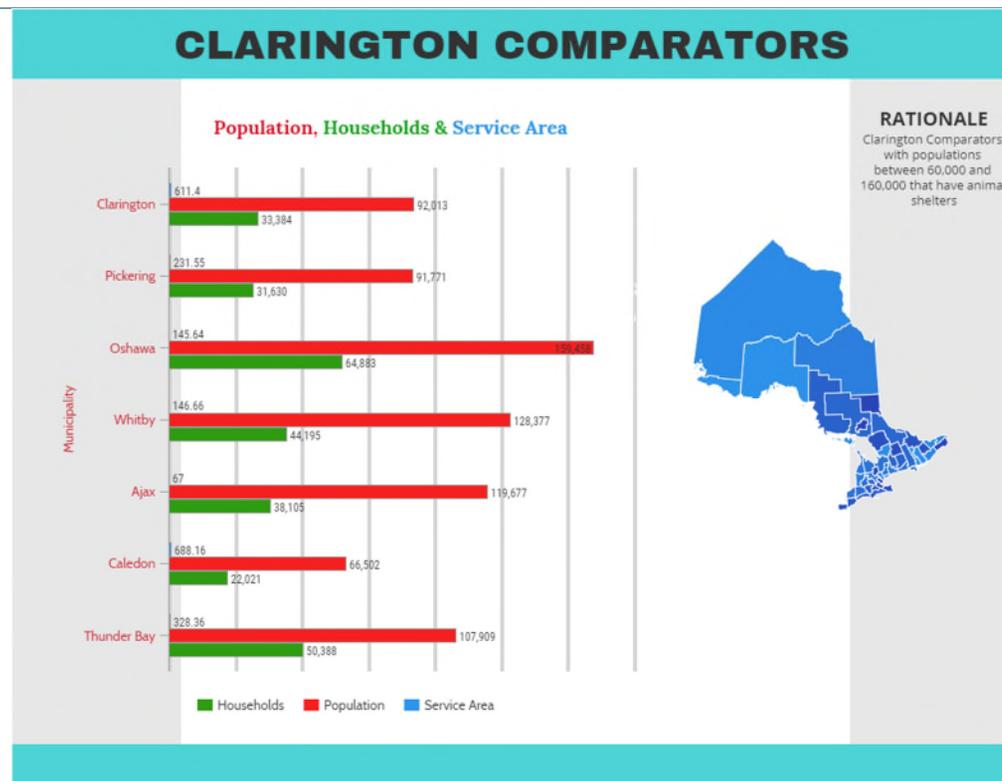
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## Benchmarking – Why Compare to Other Communities?

For the purposes of the project, comparator communities were selected as municipal comparators based on population growth, urban/rural characteristics, and animal shelters.

The primary purpose of benchmarking and comparative analysis is to understand the performance of comparator municipalities and to identify opportunities to change how the Municipality's organization is aligned to deliver municipal services.

- Communities with similar financial benchmarks/service levels – insight into operating efficiencies
- Communities with different financial benchmarks/service levels – opportunities to change existing organizational structure/processes to reflect common service levels



Municipality	Households	Population	Service Area
Clarington	33,384	92,013	611.4
Pickering	31,630	91,771	231.55
Oshawa	64,883	159,458	145.64
Whitby	44,195	128,377	146.66
Ajax	38,105	119,677	67
Caledon	22,021	66,502	688.16
Thunder Bay	50,388	107,909	328.36

opportunities for improvement or alternative delivery mechanisms. It is important to note, however, that **Whitby and Ajax share one animal shelter facility.**

It is imperative to understand that comparators must be taken as information and not an indicator of effectiveness. Financial performance has both benefits and risks as the underlying assumptions and variables must be taken into account when analyzing results. We have used these and other benchmarks throughout the report to illustrate

## Strengths, Weaknesses, Opportunities and Threats (SWOT)

SWOT analysis - SWOT stands for strengths, weaknesses, opportunities and threats. A SWOT analysis identifies strengths and weaknesses within an organization, in this case, the Municipality, and outside opportunities and threats. The most important parts of a SWOT analysis specify the actions that correspond to the elements that are identified. By using the results of the analysis to improve the situation of the Municipality, one can reduce the likelihood of developments that negatively affect the business while improving performance. The two most critical outcomes of a SWOT are as follows:

Important threats coupled with the municipality's weaknesses typically put the future at risk, and the SWOT analysis identifies these threats. The analysis pairs external threats with internal weaknesses to highlight the potential opportunities and the threats that could impede on its success. We undertook SWOT sessions with the Steering Committee and staff, both of whom identified that the building condition and its location were a threat. This creates opportunities for alternatives.

### Improving Performance, Identifying Opportunities

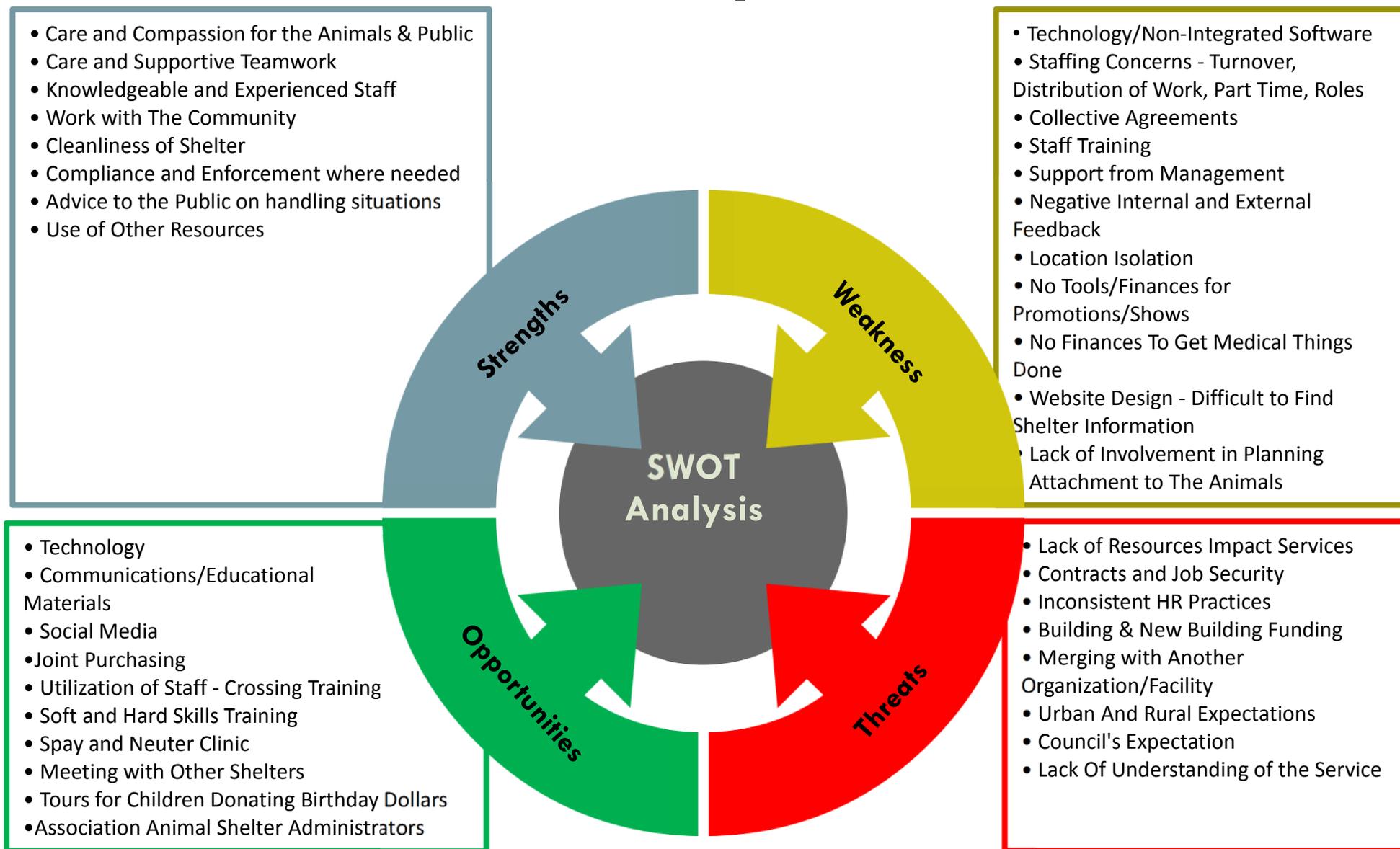
The SWOT analysis provides the Municipality with actions that should be considered to improve the performance and new opportunities that could be explored. The analysis in this report pairs the internal strengths with the external opportunities. Taking advantage of an opportunity from a position of strength helps ensure the success of the corresponding venture. For example, some strengths identified include customer focus and compassion for the animals. Opportunities to improve their services include additional training and utilization of social media which was also highlighted by the community as a way to improve service.

- 
- Strengths: characteristics of the organization, or project team that give it an advantage over others
  - Weaknesses (or Limitations): are characteristics that place the team at a disadvantage relative to others
  - Opportunities: external chances to improve performance
  - Threats: external elements in the environment that could cause trouble for the municipality or project
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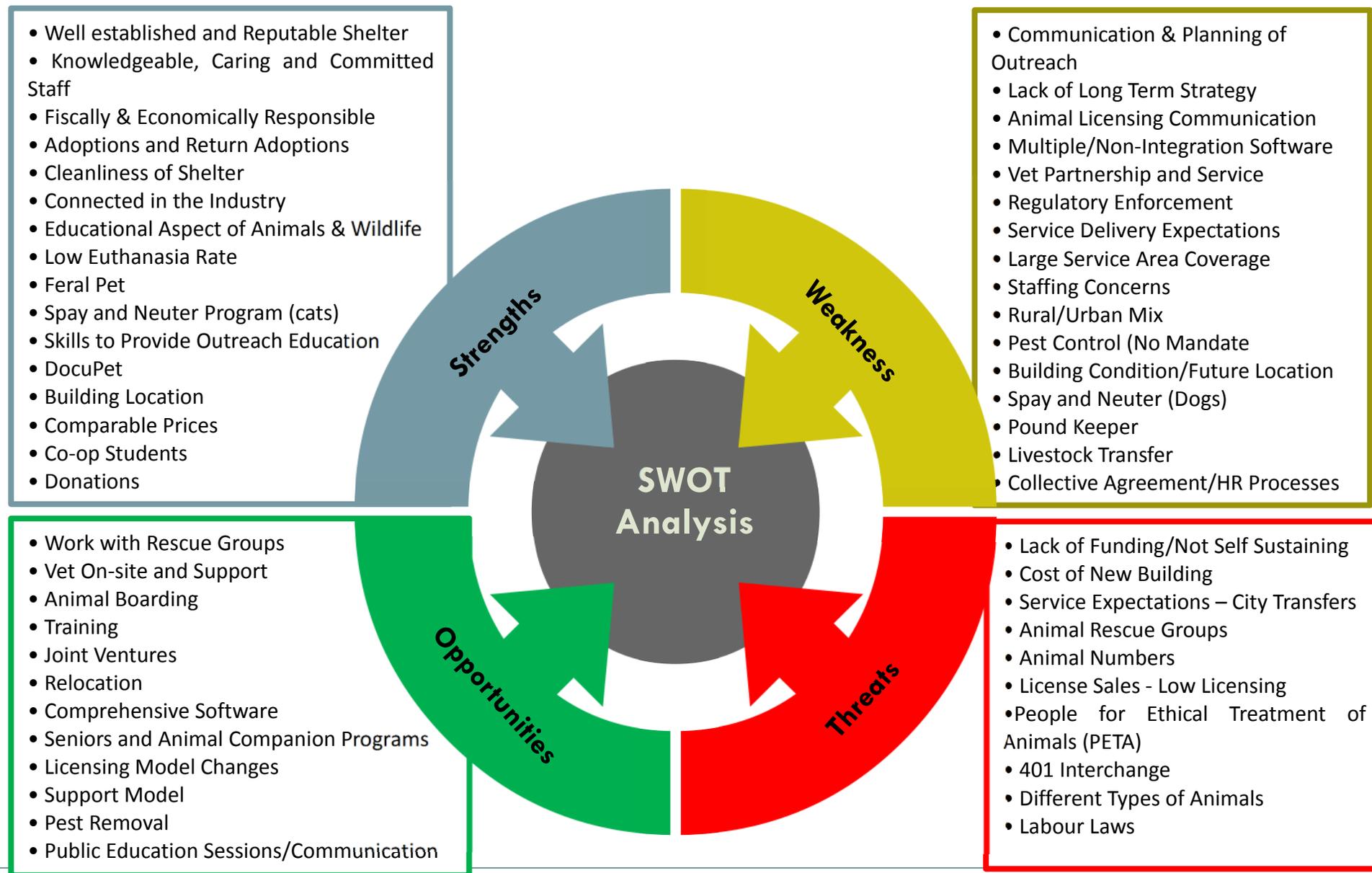
Based upon information gathered during focus groups and documentation reviews, the municipality has many positive strengths and opportunities that will render changes to animal shelter services successful.

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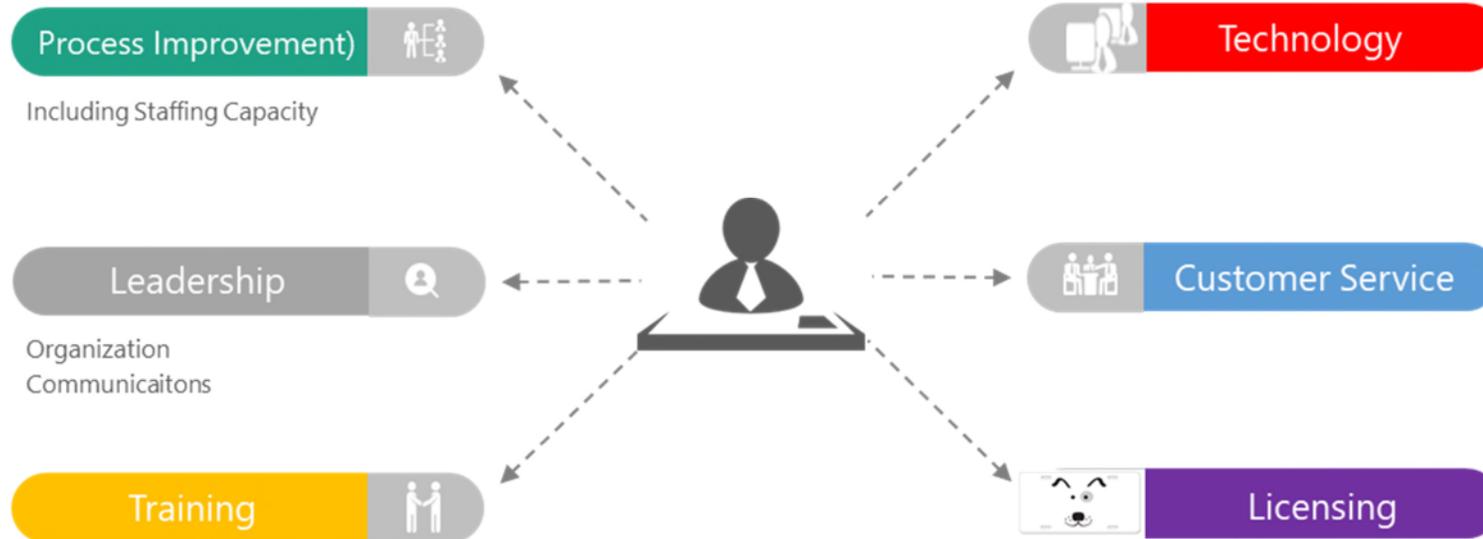
# SWOT Analysis – Staff



# SWOT Analysis – Steering Committee



## LEADING THEMES FROM STAFF AND MANAGEMENT



## Key Findings

The key findings of the service delivery review are as follows:

### 01



Do we REALLY need to be in this business?

#### 01- Do we REALLY need to be in this business?

Clarington's Animal Shelter Services mandate has been described as "promoting a safe and healthy environment for people and all animals and ensuring pets and stray animals are not "at-large" in the community. Through a set of by-laws and legislation, both the municipality and population at large have outlined the minimum standards expected of the public and residents. Some of the key legislation and municipal by-laws include: Municipal Act, 2001, Dog Owner's Liability Act (DOLA), Pounds Act, Exotic Animal By-law, Kennel Bylaw and the Responsible Pet Owners By-law. Through these regulations, the municipality and other levels of government have illustrated the need to manage animals in a humane way while ensuring that all citizens live comfortably and free from noise and nuisance.

### 09



What are the alternative ways of delivering the service?

#### 09- What are the alternative ways of delivering the service?

While the community survey did not receive a large number of responses, 61% of respondents indicated that the shelter and its services were essential.

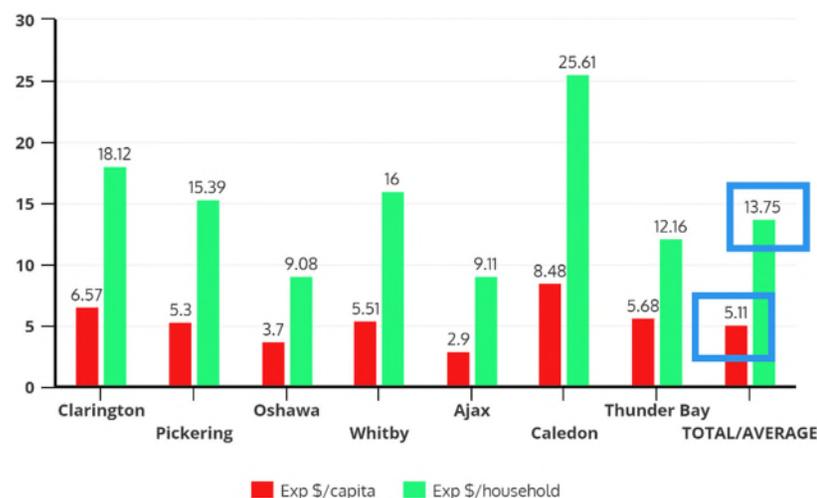
However, the municipality has alternative ways in which to deliver some services, particularly in terms of sheltering. Out of the 386 pounds and shelters listed on the Ontario Pounds/Shelter site<sup>3</sup>, only 44% of municipalities utilize a municipal shelter, many of which are shared between several municipalities or are regional. The remaining shelters are managed by the OSPCA/Humane Societies or private/not-for-profits. Research indicates, that while many municipalities have outsourced these services, the costs have not necessarily been lower than municipal shelters.

For example, in 2013 Chatham-Kent analyzed the service which was outsourced to many shelters. The cost per capita ranged from \$2.58 with private shelters to \$6.45 (\$6.98 in 2017 dollars) for the OSPCA.

<sup>3</sup> Pounds, Shelters and Municipal Animal Control Ontario, <http://www.pawswithheart.com/Ontario%20Pounds%20and%20Shelters.htm>

Municipality	Exp \$/capita	Exp \$/household
Clarington	\$6.57	\$18.12
Pickering	\$5.30	\$15.39
Oshawa	\$3.70	\$9.08
Whitby	\$5.51	\$16.00
Ajax	\$2.90	\$9.11
Caledon	\$8.48	\$25.61
Thunder Bay	\$5.68	\$12.16
<b>AVERAGE</b>	<b>\$5.11</b>	<b>\$13.75</b>

## Animal Services Budgeted Expenses per Capita and Household 2017



Municipalities have also been challenged when outsourcing in some cases. Since many of the organizations, such as the Humane Societies are primarily funded by donations and corporate sponsorships, some communities have been faced with local closures leaving them with few alternatives.<sup>4</sup>

Private shelters have also been utilized by

many municipalities at lower rates. However, the costs of inspections and monitoring the contracts have not been tracked. Therefore, the true costs are higher but unknown.

Comparator municipalities in Figure 5 show the average expense per capita of \$5.11, which is lower than the OSPCA. Clarington is at the higher end at \$6.57 but lower than the OSPCA. However, as mentioned above, the expenses at each municipality differ due to staff types and duties.

**Figure 5: 2017 Budgeted Expenses per capita and household - comparator municipalities (Note: Clarington Budget adjusted to eliminate by-law activities)**

<sup>4</sup> <https://www.muskokaregion.com/news-story/3635327-animal-shelter-closing-public-meetings-on-future-shelter-scheduled-for-2008/>

[http://www.pennlive.com/news/2017/07/devastating\\_sPCA\\_closing\\_leave.html](http://www.pennlive.com/news/2017/07/devastating_sPCA_closing_leave.html)

It is assumed that other municipalities do not have enforcement as part of their animal services budget. Therefore, Clarington's budget was adjusted to eliminate the Animal Services Officer from the published budget (\$0.82 per capita) in order to provide comparable numbers for analysis.

It is important to note, that Whitby and Ajax currently share their animal shelter services. Taken together, the average cost per capita is \$4.25 which is lower than Pickering and Clarington but higher than Oshawa. Therefore, it would appear that sharing facilities could result in lower costs per capita with effective management practices.

Another consideration that must be taken into account in terms of Clarington, is that its growth will likely mean increased intake, customer complaints and enforcement over time. When analyzing the animal shelter services, it has become evident that the services resources are stretched to meet the demands of the shelter and customer services. While that is partly due to inefficient business practices, the management of the shelter is challenging due to the hours of operation.

The Animal Shelter's current location and building condition are also considerations in assessing alternatives. It is located beside the 401 and slated at the location of the new interchange. Some believe that the location is a good one in terms of ease of access while others indicated that it is isolated from the rest of the Municipality. While the building is in relatively good condition according to the engineer's report, the opportunity to partner with other municipalities, such as Oshawa, should be considered before investing in the current building.

Other options include relocation in a more centralized location if the municipality was to build an alternate building.

### **Findings: The municipality needs to be in the animal shelter services business**

So, while our finding is that Clarington needs to be in the business of animal shelter services, based upon the information we were able to gather from comparators, there is an opportunity to share resources and partner with others. Partnering on animal shelter services has proved to be beneficial in many areas including Uxbridge/Scugog. Regional approaches have also been successful such as Greater Sudbury, Owen Sound to name a few. We believe that Clarington has the opportunity to improve its services, reduce costs and address the issues of managing the shelter by partnering with Oshawa and/or others across the Region.

### **Recommendation 1: Explore partnership opportunities with neighbouring municipalities.**

Our analysis indicates that synergies in terms of multiple municipalities and joint ventures with other organizations have many benefits. For Clarington in particular, the shelter is understaffed and it is difficult to manage the adoption hours. The staff indicated that there is little time to train or improve services as well as processes. Joint ventures can lead to sharing of communications, documents, staffing and facilities.

## 02



What Do Citizens Expect of the Service? What outcomes does Council want for the service?

**02- What do citizens expect of the service? What outcomes does Council want for the service?**

In its Strategic Plan, the Municipality focuses on 6 key priorities:

1. Job Creation, Business Development and Expansion
2. Good Governance and Value for Tax Dollars
3. Manage Growth while Maintaining “Small Town Feel”
4. Enable Safe Efficient Traffic Flow and Active Transportation
5. Promote Resident Engagement in the Community
6. Enhance Access to the Unique Natural Environment

In order to support the 6 priorities outlined in the Strategic plan, it is imperative that any review have a long-term view.

Animal Shelter Services is a unique service in that its desired outcomes are often not specifically measured. In light of the strategic priorities, we suggest that the service enables these priorities by ensuring that animals are provided with dignity and safe environment off the streets of Clarington. As well, by providing medical assistance, cleaning and housing while waiting for a new home, the release of the animals ensures

<sup>5</sup> Note: Survey Gizmo indicates typical response rates of survey that are not targeted is 2%.

that they are healthy and do not promote disease in the community. Businesses and residents are more likely to locate in municipalities that do not have animals on the streets. Further, animals that are allowed to roam the natural environment spaces creates fear and trepidation to residents and tourists which would impact the access to parks and trails.

Citizen’s expectations are often difficult to determine. In many cases, taxpayers indicate that they simply want lower taxes. This is a general theme across all municipalities. However, this is partly due to the fact that municipalities do not necessarily demonstrate the value of a particular service in terms of outcomes. Council expectations are often reflected in the bylaws that it passes and the degree to which enforcement is supported.

In an effort to gain an understanding of the citizen expectations, the Steering Committee designed a community survey to assess the degree to which Animal Shelter Services are valued and how services are managed. The online and paper based survey was administered by WSCS over the period November 6, 2017 to December 15, 2017. At that time, the Municipality received 100 responses representing 0.3%<sup>5</sup> of Clarington’s households of 33,384<sup>6</sup>. This is not a large number on which to base the silent majority, however, it provided insight into the community’s view of the

<sup>6</sup> 2016 Census, Statistics Canada

municipalities Animal Shelter Services. The survey provided a good cross section of age groups which responded by giving the Municipality some interesting metrics for moving forward. The survey results can be found at Appendix D to this report.

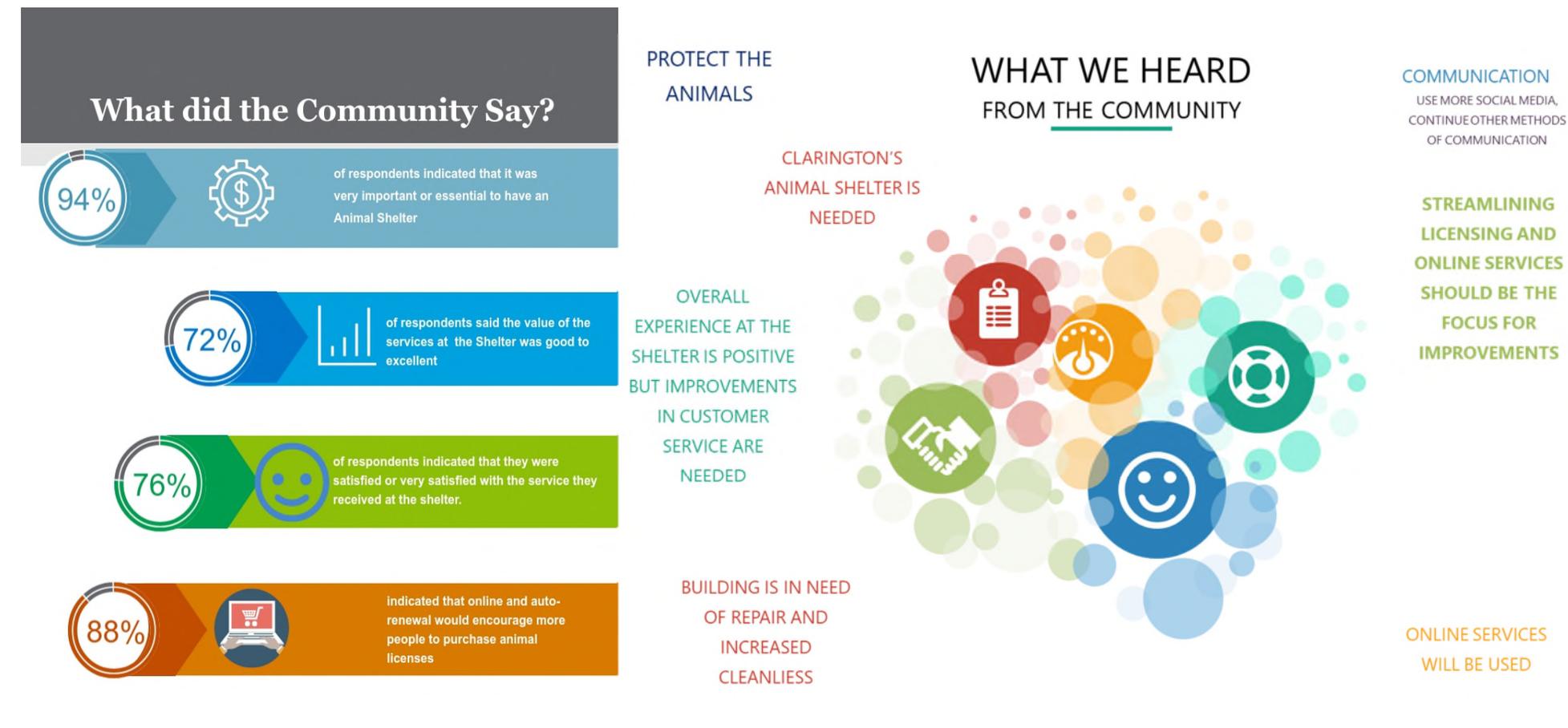


Figure 6: 2017 Community Survey Highlights

In an effort to develop expectations and outcomes, we facilitated focus groups to develop a Logic Model as shown in Figure to identify the key goals and outcomes the Animal Shelter Services are attempting to achieve.

### The Logic Model

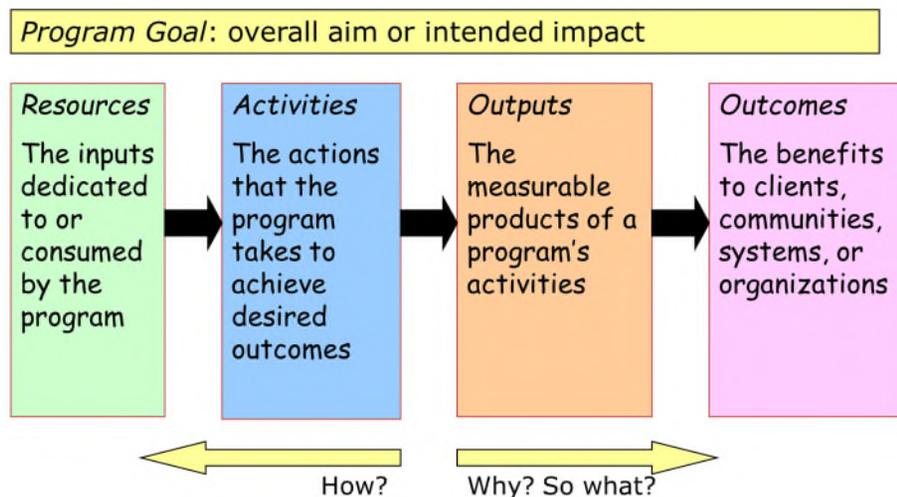
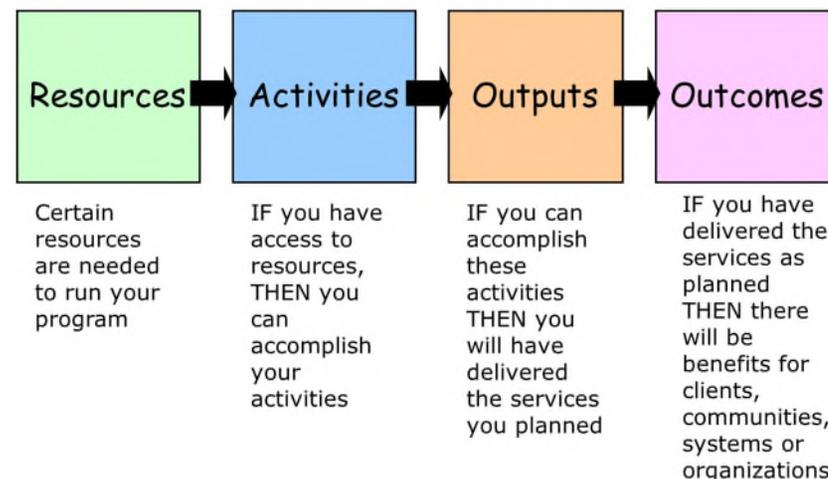
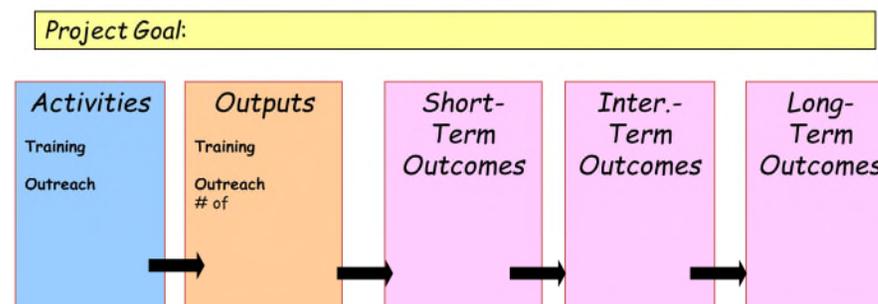


Figure 7: Logic Model

### The Logic Model: A Series of "If-Then" Statements



### Chain of Outcomes



As an example of a logic model, three goals have been identified for consideration by the Municipality following the focus group discussions:

<b>Goal 1: Continue to improve the quality of care provided to animals in the shelter.</b>					
<b>Objectives</b> <i>(Specific, Measurable, Achievable, Relevant, and Time-bound)</i>	<b>Activities</b> <i>(what we do to achieve objectives/goals)</i>	<b>Inputs/Resources</b> <i>(human, financial, technology, etc... resources needed for activities)</i>	<b>Outputs</b> <i>(tangible and direct products of activities that lead to desired outcomes)</i>	<b>Outcomes</b> <i>(short, medium, and long-term desired results of activities)</i>	<b>Indicator/Data Source</b> <i>(indicators we look for to measure implementation, progress and success)</i>
<b>1.1 Maintain accurate medical and tracking records and provide supportive medical care</b>	Medicating	Animal Care Attendants Technology	# of outbreaks # of visits to the vet	Complete records Healthy animals for adoption No animals in the shelter	Time to adoption Retention rates Number of animals in the shelter
<b>1.2 Provide all cats and dogs that are being cared for at the shelter have standard vaccinations, a microchip, grooming, flea treatment and screening test within 2 days</b>	Vaccination Microchipping	Animal Care Attendants Technology Inventory	# of returned animals # of euthanized # of vaccinations # of microchipped		
<b>1.3 Provide quality care for animals by ensuring proper feeding, exercise and housing.</b>	<ul style="list-style-type: none"> <li>• Providing Care</li> <li>• Cleaning and feeding</li> <li>• Walking and exercise</li> </ul>	Animal Care Attendants Technology Inventory	# of animals transferred # of adoptions		

<b>Goal 2: Create and maintain an efficient, model facility that is compliant and meets community expectations for an animal shelter.</b>					
<b>Objectives</b>	<b>Activities</b>	<b>Inputs/Resources</b>	<b>Outputs</b>	<b>Outcomes</b>	<b>Indicator/Data Source</b>
<b>2.1 Create a model facility that serves the municipality's needs</b>	Facility cleaning Facility planning	Financial Building Analysis	<ul style="list-style-type: none"> <li>• \$per square foot</li> <li>• \$ per animal</li> <li>• #of visitors</li> </ul>	High standard of cleanliness Positive satisfaction	Condition assessment
<b>Goal 3: Decrease the shelter's intake of unwanted animals</b>					
<b>3.1 Provide information and resources for citizens to enable affordable sterilization of dogs and cats</b>	Outreach Microchipping By-law enforcement Partnerships with other shelters	Site Manager Animal Care Attendants Bylaw officer Volunteers & Students Vets	<ul style="list-style-type: none"> <li># of sessions</li> <li># of animals adopted</li> <li># of animals surrendered</li> <li># of animals reunited</li> <li>length of stays</li> </ul>	Level of awareness, compliance with bylaws, no animals at large	Adoption rate increase Number of animals in shelter
<b>3.2 Improve the quality and quantity of shelter adoptions</b>	Adoptions Counselling	Attendant Care Attendants	<ul style="list-style-type: none"> <li># of adoptions</li> <li>Retention rates</li> </ul>	No repeat animals	Adoption retention rate
<b>3.3 Raise community awareness/consciousness with regard to the causes and consequences of pet overpopulation and wildlife space</b>	Outreach Partnerships with other shelters Issuing vouchers Communications Proactive Education Enforcement Patrolling of parks Complaints	Site Manager Animal Care Attendants Bylaw officer Volunteers & Students Vets	<ul style="list-style-type: none"> <li># of licenses</li> <li># of education sessions</li> <li># of calls/complaints</li> <li># of partnerships</li> <li># of vouchers redeemed</li> <li># of vouchers issued</li> </ul>	No animals at large Fewer injured animals	Rate of complaints Awareness Compliance rates

Figure 8: Animal Services Logic Model

**Findings:** Citizens expectations and council desired outcomes have not been validated in terms of the logic model.

**Recommendation 2:** Undertake a strategic planning session to fully explore the goals and outcomes as well as performance indicators to assess client expectations.

**Recommendation 3:** Undertake a client survey on a regular and transactional basis.

03



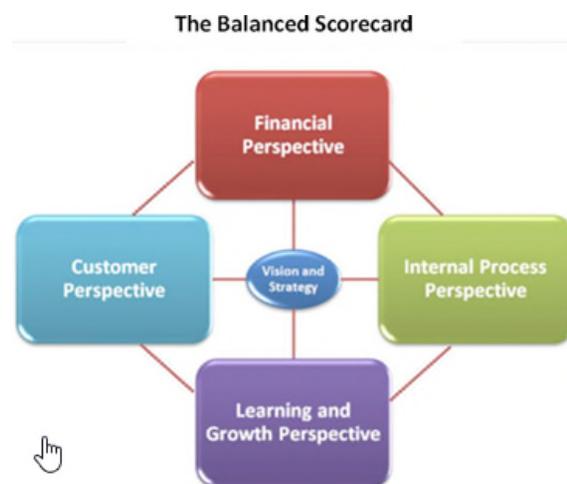
How Does Current Performance Compare to Expected Performance?

03- How does current performance compare to expected performance?

## Performance Metrics & Reporting

Performance measurement and reporting is extremely important to ensure that the Municipality is going in the right direction. The Municipality does not have a dashboard or performance measures in place for monitoring of Animal Shelter Services.

One effective method is the utilization of a balanced scorecard approach and performance measures. It helps show the value and link to vision.



**Principle #1 - The measurement system must be tied to the vision of the Municipality. Clarington's vision is to "build a sustainable, creative, caring community."**

In particular, there should be some goals identified such as:

- Improve turnaround time of applications, information
- Improve client satisfaction for various elements such as consistency, time to respond, time to decide, understanding of processes
- Elimination of paper, copies and process steps.
- Reduced cost of providing services
- Reduced time for adoption/stay in shelter
- Growth

**Principle #2 - The measures must be balanced (comprised of financial and non-financial data).**

**Principle #3 - Measures must be a mix of process data and outcome data taken over time.**

The measurement system must reflect all programs and activities the Municipality conducts, both internal and external. It is not sufficient to measure just past results. It is essential to also analyze what the processes are generating on an on-going basis. Process data in time order provides a 'lagging' indicator of the organization's operational or output efficiency, but can also serve as a 'leading' indicator - providing a signal on whether policies and programs are

contributing to the targeted outcomes and the intended results. The service delivery review we undertook is the first step in this direction. On an ongoing basis, processes need to be analyzed and controlled.

**Principle #4 - Measures must be within the Municipality's sphere of influence.**

The measures must reflect the activities undertaken by the Municipality.

**Principle #5 - Measures must be dynamic, relevant and timely.**

The measurement system should provide meaningful, relevant, and timely information. Tracking performance leads to increased knowledge and appreciation of the operational environment. As the Municipality's knowledge of the performance improves, each of the measures will need to be revised or changed to incorporate this new knowledge and understanding. Continual review of performance indicators is essential to ensure you have appropriate performance information to support decision-making, especially in a changing environment. Dynamic measures serve as indicators of current performance and assist in the prediction of future performance.

**Principle #6 - Measures must be interconnected (ie: always reported collectively, never singly).**

The measurement system is essentially a report card on the organization's operational performance, hence the balanced scorecard. The causal links between outputs and outcomes is explicitly displayed in logic models and strategy maps. Those same causal linkages should be reflected in the performance measures. If measures are analyzed individually, the Municipality will lose the understanding and appreciation of the interactions between programs and the improvement potential that is inherent in improved coordination.

**Principle #7 - Senior Management is accountable for the measures.**

Senior management is ultimately responsible and accountable for the Municipality's processes and practices. Employees need to be held responsible for data input, collection and the initial interpretation and analysis of the performance information. This should be a responsibility of the Supervisor, Animal Shelter Services proposed in this report. However, the accountability for the performance of the organization lies with the senior managers and, as such, the Municipal Clerk must take responsibility and demonstrate active leadership in supporting the performance measurement practices by using the performance information in their communications with staff and in their decision-making.

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**Principle #8 - Measures must be limited in number but still provide a holistic view.**

Many organizations develop detailed logic models and then identify 2-3 performance measures for each output and outcome in the model. By the end of the initiative, the team has identified an unmanageable number of performance indicators. Instead, key outputs should be selected that are most vital - then select the outcomes that have the greatest level of influence. Establish key measures that gauge the efficiency in which outputs are generated and track the progress in achieving the intended outcomes. Eg. Number of client interactions, intakes, transfers, adoptions, reduction in paper/time.

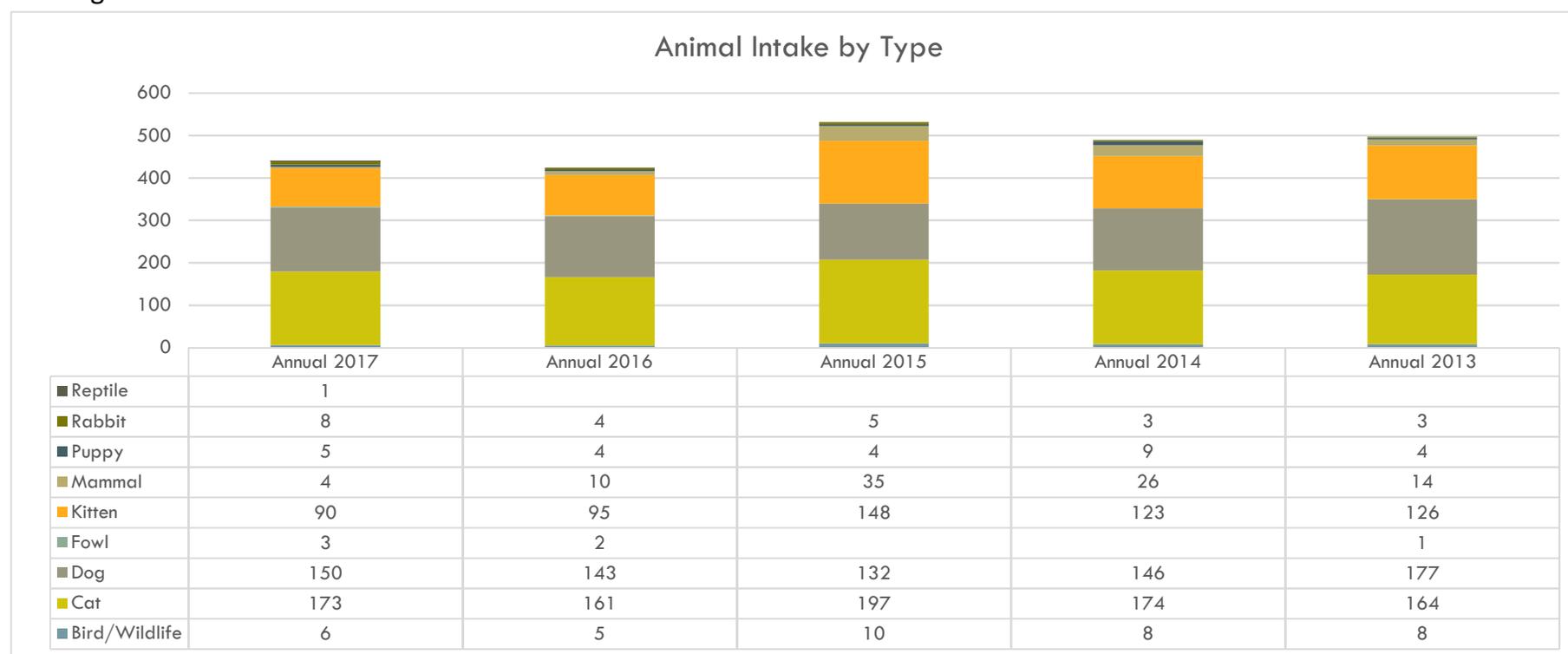
**Principle #9 - Measures must be communicated and documented.**

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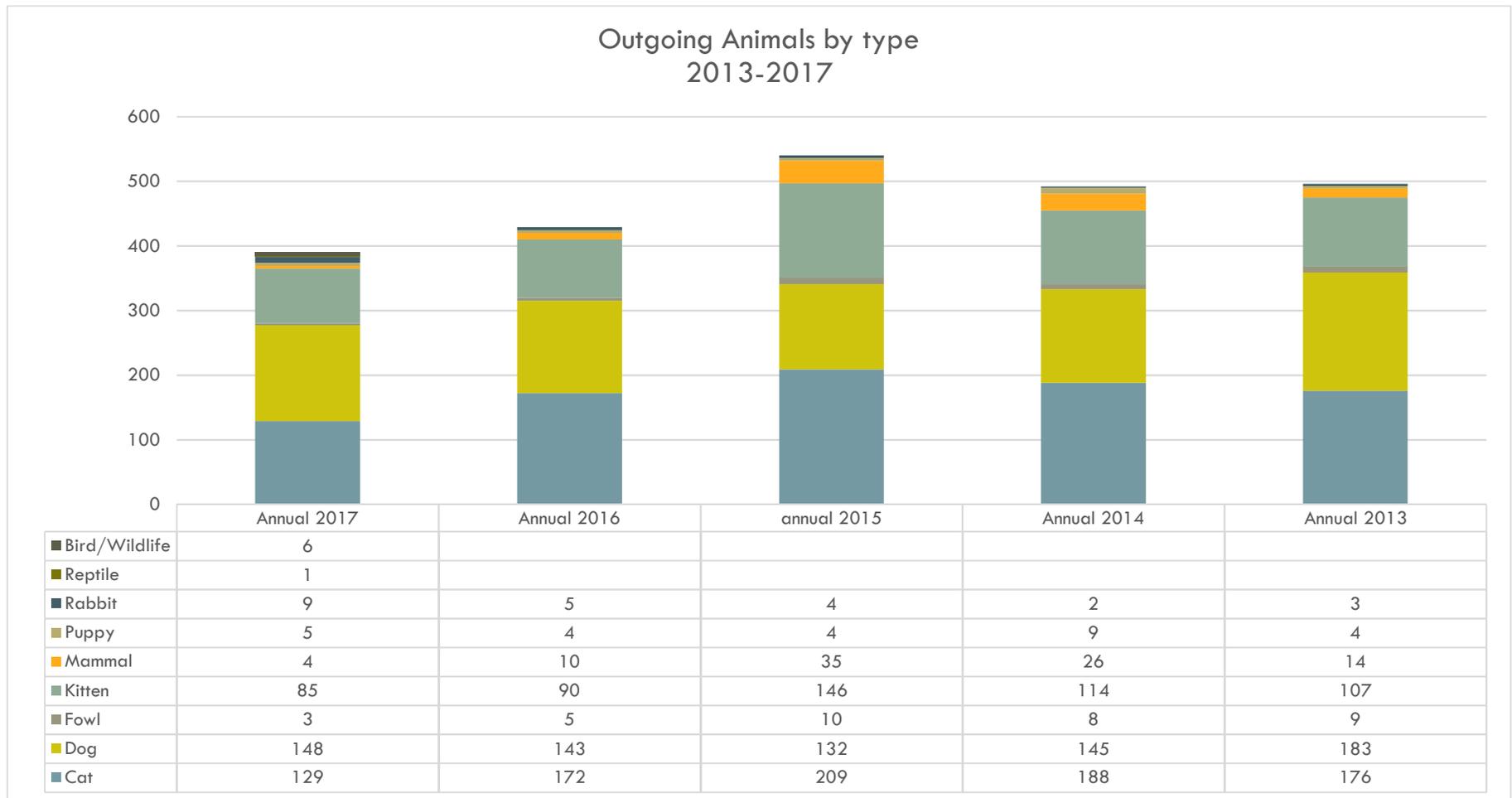
Employees throughout the municipality should be able to study the measures for themselves to determine how Animal Shelter Services is performing. It is not enough to simply communicate the results; employees must be actively engaged and allowed to use the performance information in their own decision-making, in contributing to policy and program changes, and for their continuous process improvement efforts.

## Current Performance Measures

As of the date of the report, the following key performance measures were tracked by Animal Shelter services. One key measure would be intakes and outgoing animals. This indicates the effectiveness of the activities and the ability to transfer animals or adoption. As can be seen by Figure 9 and Figure 10, the Shelter has seen an increase in intakes but the outgoing animals are decreasing. One would conclude that the shelter has an increase in animal resident in the shelter but this is not the case. Therefore, the data is not complete and 2017 data represents 10 months. It does appear the population is declining indicating that the shelter is having the impact that it had intended. With reduced intake, the shelter can look at other activities such as training and outreach.

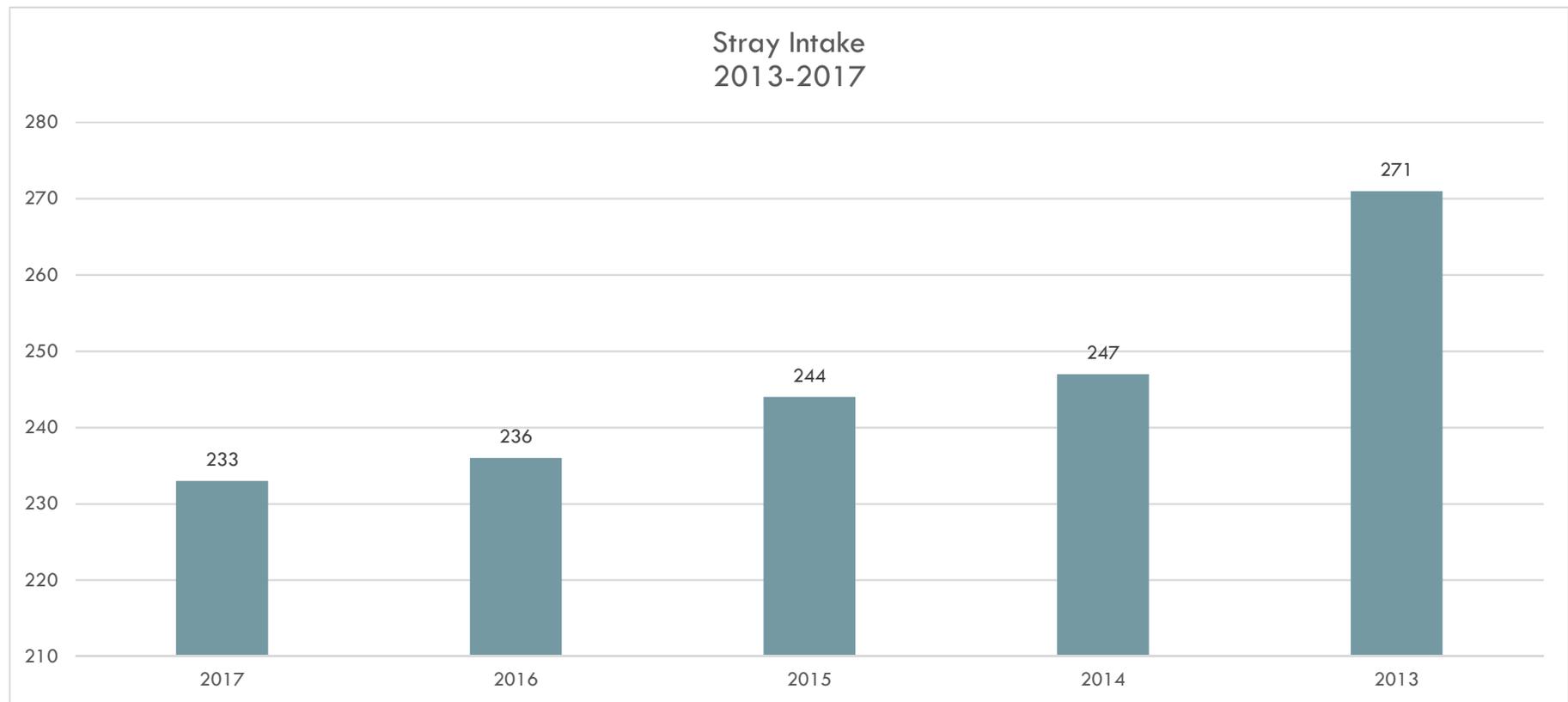


**Figure 9: Animal Intake - 2013-2017**



**Figure 10: Outgoing Animals 2013-2017**

Stray intake is declining slightly also indicating that the communication, and licensing programs are having an impact as shown in Figure 11.



**Figure 11: Strays 2013-2017**

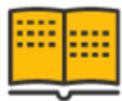
In terms of other indicators and expectations, client service indicators are not available. However, the community survey provided some insight into response time and satisfaction levels. When asked how long it took staff to assist a client, 6% had to wait more than 24 hours. The majority had very little wait time. However, only 76% were satisfied or very satisfied with the level

of service provided. As well, referring to the Appendix, Question 25, the overall impression of the shelter could be improved (15%).

## How long did it take for staff to assist you?



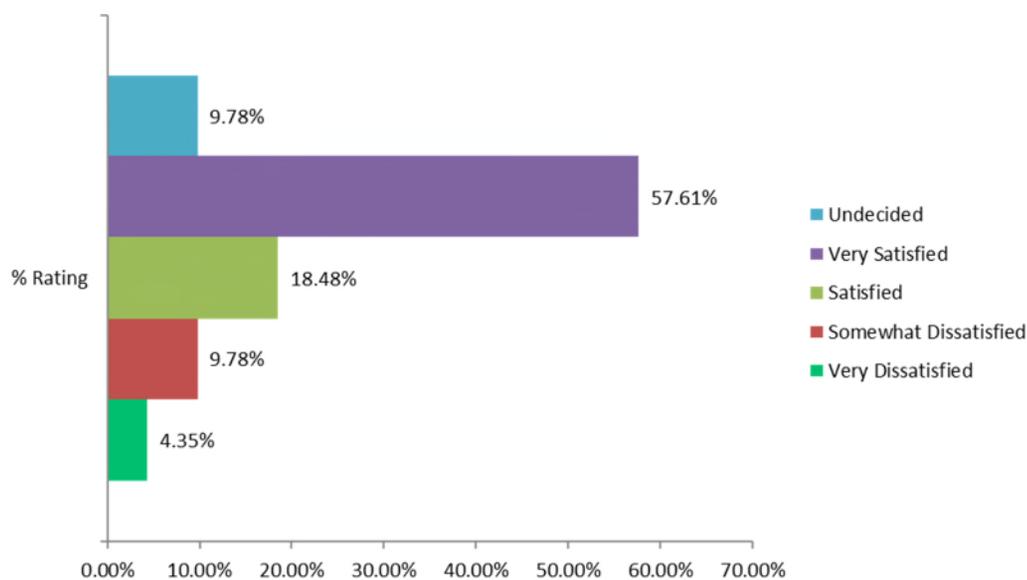
04



Do the activities logically lead to the expected outcomes?

#### 04- Do the activities logically lead to the expected outcomes?

How satisfied were you with the level of service you received from Clarington Animal Shelter Services?



**Findings: There are currently no performance indicators to assess expectations or benchmarks.**

The logic model found in Figure 8 identifies the types of activities that are undertaken at the shelter as well as from a bylaw perspective. When reviewing the activities, it is clear that they would logically lead to the expected outcomes in most cases. Certainly, administering medicine and recording should logically lead to healthy safe animals to be adopted and reduce the number of animals in the shelter. No person will want to adopt a pet that is not healthy and does not have its records. Similarly, education sessions could logically lead to increased awareness of animal safety and reduction in cruelty to animals. Animal licensing is intended to improve the likelihood of returning the pet to its rightful owner, thereby, reducing strays, intake and numbers in the shelter. However, patrolling the parks does not necessarily lead to increased compliance or reduction in numbers in the facility. Further, it is very costly and time consuming with little value. Animal Services Staff spend a significant amount of time patrolling and the municipality is very large. It would be a “hit and miss” result. Certainly, if staff are in areas and observe infractions, these should be dealt with.

**Findings: The activities undertaken by animal services logically leads to the desired outcomes as identified in the logic model with the exception of patrolling parks.**

**Recommendation 4:** As part of the strategic planning process, update activities and review the need for patrolling parks.

**Recommendation 5:** Transfer this responsibility to all municipal law enforcement officers and set up municipal patrol areas.

**Recommendation 6:** Advertise the Municipality’s complaint line/email/services at various locations to allow citizens to easily report infractions via mobile.

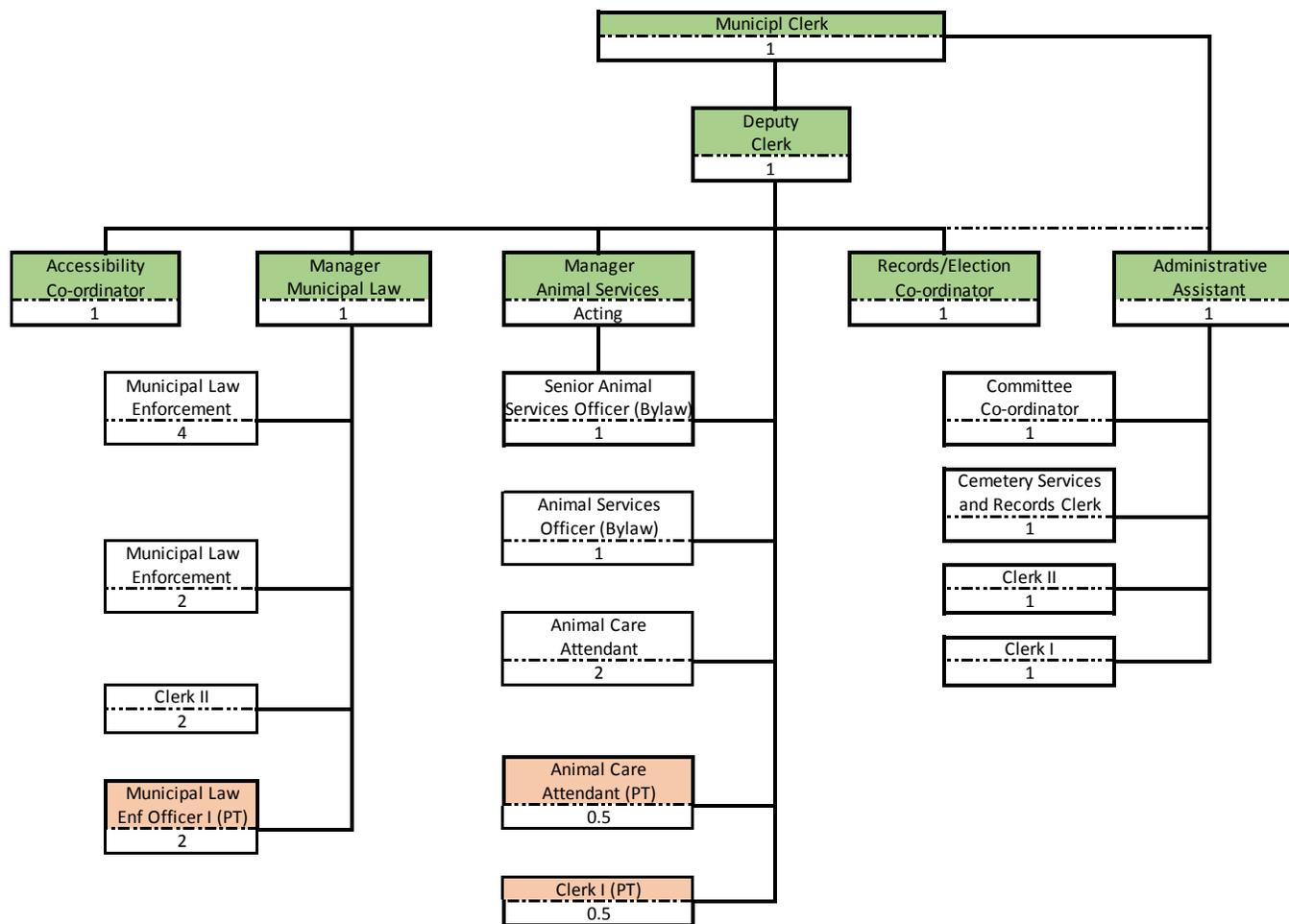
# 05



## How is the DEMAND for services being managed?

Currently, Animal Shelter Services is part of the Clerk's department with an onsite manager. As shown in Figure 12, the service has the following positions:

**Clerk's Department Organization Chart 2017**



**Figure 12: 2017 Clerks Department Organization Structure**

Position	Duties
Manager	<ul style="list-style-type: none"> <li>• Oversees the facility and all management functions</li> <li>• Performance management</li> <li>• Budget and financial management</li> <li>• Facilities management</li> <li>• Work assignment and management</li> <li>• Reporting</li> </ul>
Animal Care Attendant	<ul style="list-style-type: none"> <li>• Daily cleaning and disinfecting animal housing areas and facility.</li> <li>• Conducting general physical/behavioral exams of all animals.</li> <li>• Feeding, general care and medicating of animals under the general direction of a Veterinarian.</li> <li>• Assisting in the adoption, returning to owner, delivery to Veterinarian and euthanizing any animals in care as required or directed.</li> <li>• Entry and maintaining of all animal related information into Shelter Database.</li> <li>• Animal licenses</li> <li>• Interacting with the public and staff in a courteous and professional manner.</li> <li>• Repetitive lifting of heavy items, repetitive motions and standing for prolonged periods of time.</li> <li>• Providing general information to Public for all aspects of Animal Services</li> <li>• General Clerical duties including data entry, call dispatch, handling cash and answering phones</li> </ul>
Animal Services Officer/Bylaw (One Senior)	<ul style="list-style-type: none"> <li>• Media relations</li> <li>• Enforcement of all applicable laws</li> <li>• Kennel Inspections</li> <li>• Patrolling- parks, fields subdivisions and school grounds for dogs at large to ensure public safety</li> <li>• Picking up stray/injured animals, livestock, wildlife, reptiles</li> <li>• Adding information into the Shelter Buddy software system such as record management, investigative notes, enforcement records all must be kept up to date for court purposes</li> <li>• Order to Restrain investigations</li> </ul>

Position	Duties
	<ul style="list-style-type: none"> <li>• Customer service</li> <li>• Animal Care as per above (prior to the change was 50%)</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>• Manage front desk</li> <li>• Accounts payable and receivables</li> <li>• Customer enquiries</li> </ul>

The Animal Shelter also hosts Co-op students during the school year and volunteers.

The hours of adoption services at the Shelter are above average against the comparators all of which are closed on Sundays. This is interesting to note as Sundays would likely be favourable for the public. Clarington may wish to review the hours of adoption to increase the likelihood of reducing the numbers of animals in the shelter, perhaps reducing weekday hours when few adoptions occur.

Municipality	MON	TUE	WED	THURS	FRI	SAT	SUN	Total Open Hours
Clarington	10:00am-5:30pm	10:00am-5:30pm	10:00am-5:30pm	10:00am-5:30pm	10:00am-5:30pm	8:00am - 2:30pm	Closed	44
Pickering	10:00am-4:00pm	10:00am-4:00pm	10:00am-4:00pm	10:00am-4:00pm	10:00am-4:00pm	10:00am-2:00pm	Closed	34
Oshawa	10:00am-4:00pm	10:00am-4:00pm	10:00am-4:00pm	10:00am-4:00pm	10:00am-4:00pm	10:00am-4:00pm	Closed	36
Whitby/Ajax	8:00am - 4:30pm	Closed	51					
Caledon	10:00am-4:00pm	10:00am-6:30pm	10:00am-4:00pm	10:00am-6:30pm	10:00am-4:00pm	10:00am-2:30pm	Closed	39.5
Thunder Bay	11:00am - 5:00pm	12:00am - 4:00pm	Closed	34				
<b>AVERAGE</b>								39.75

Figure 13: Hours of Service - Comparators

**The staff work in shifts as follows:**

Position	Weekday	Saturday	Sunday
<b>Manager</b>	8 – 4:30		
<b>Animal Care Attendant</b>	7 am -3 pm (1 FT) 9:30 – 5:30 (1 FT)	7 am – 3 pm (1 FT) 7 am – 3 pm (1 PT)	7 am – 1 pm (1 PT)
<b>Animal Services Officer/Bylaw (One Senior)</b>	8 am -4 pm (1 FT) 10 am – 6 pm (1 FT)		
<b>Clerk (PT)</b>	9 am – 2:30 pm (1 PT)		
<b>Co-op Students</b>	2 (one morning, one afternoon)		

The following slides, Figures 14 to 17 show that the workload peaks at 10 am but also shows increases at 5 pm. This study allows management to review the work practices to determine if changes to the schedule are necessary. For example, if there are Co-Ops or volunteers available, it would appear that 10 am to 2 pm are the peak times for services.

As was seen in the comparators study, Figure 13: Hours of Service - Comparators, Caledon has elected to have late opening hours two days a week in favour of a shorter day on Saturday. The municipality may wish to look at extended hours in order to improve the likelihood of adoptions, perhaps at certain times of the year.

The detailed charts for each day throughout the survey period, can be found at Appendix B. These figures show that there may be opportunities to change adoption hours to better align with workload of staff as well as client service.

In terms of volunteers, staff and management indicated that it has been a challenge managing volunteers in the past. This is partly due to the unionized environment as well as health and safety concerns. Further, staff time is needed to manage the volunteers and ensure they are trained and scheduled. A strategy and program are the only way to ensure that a volunteer program is successful. It can be very rewarding and elevates the profile of the shelter in the community. We understand that the Municipality had been developing a volunteer program but lacked the structure and resources to support the program to make it successful. Figure 14: Volunteer Hours 2013-2017 shows that volunteer hours are down significantly over the 5 year period.

<b>Volunteer Hours</b>	2017	2016	2015	2014	2013
Cat Socializing	111.56	411.27	725.13	595.68	25.87
Dog Walking	0	3.92	25.93	205.95	10.50
	111.56	415.19	751.06	801.63	36.37

<b>Volunteer Numbers</b>	2017	2016	2015	2014	2013
Cat Socializing	46	23	27	24	4
Dog Walking	0	2	9	14	3
	46	25	36	38	7

**Figure 14: Volunteer Hours 2013-2017**

## # OF HOURS BY ACTIVITY AVERAGE WEEKDAY FOR NOVEMBER 14TH TO 26TH, 2017

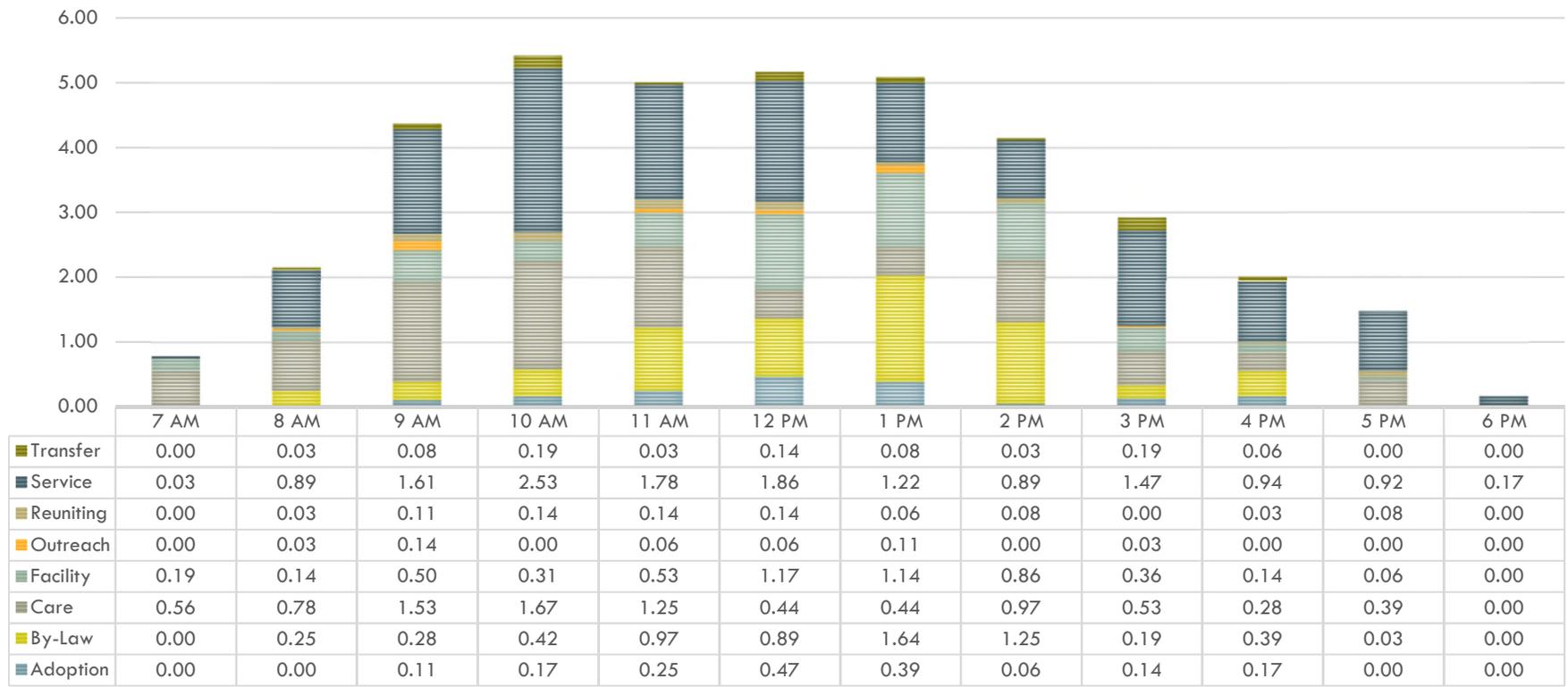


Figure 15: Average Daily Activities - Weekday - From Staff Survey November 14-26, 2017

## # OF HOURS BY ACTIVITY AVERAGE - SATURDAYS - NOVEMBER 18TH AND 25TH, 2017

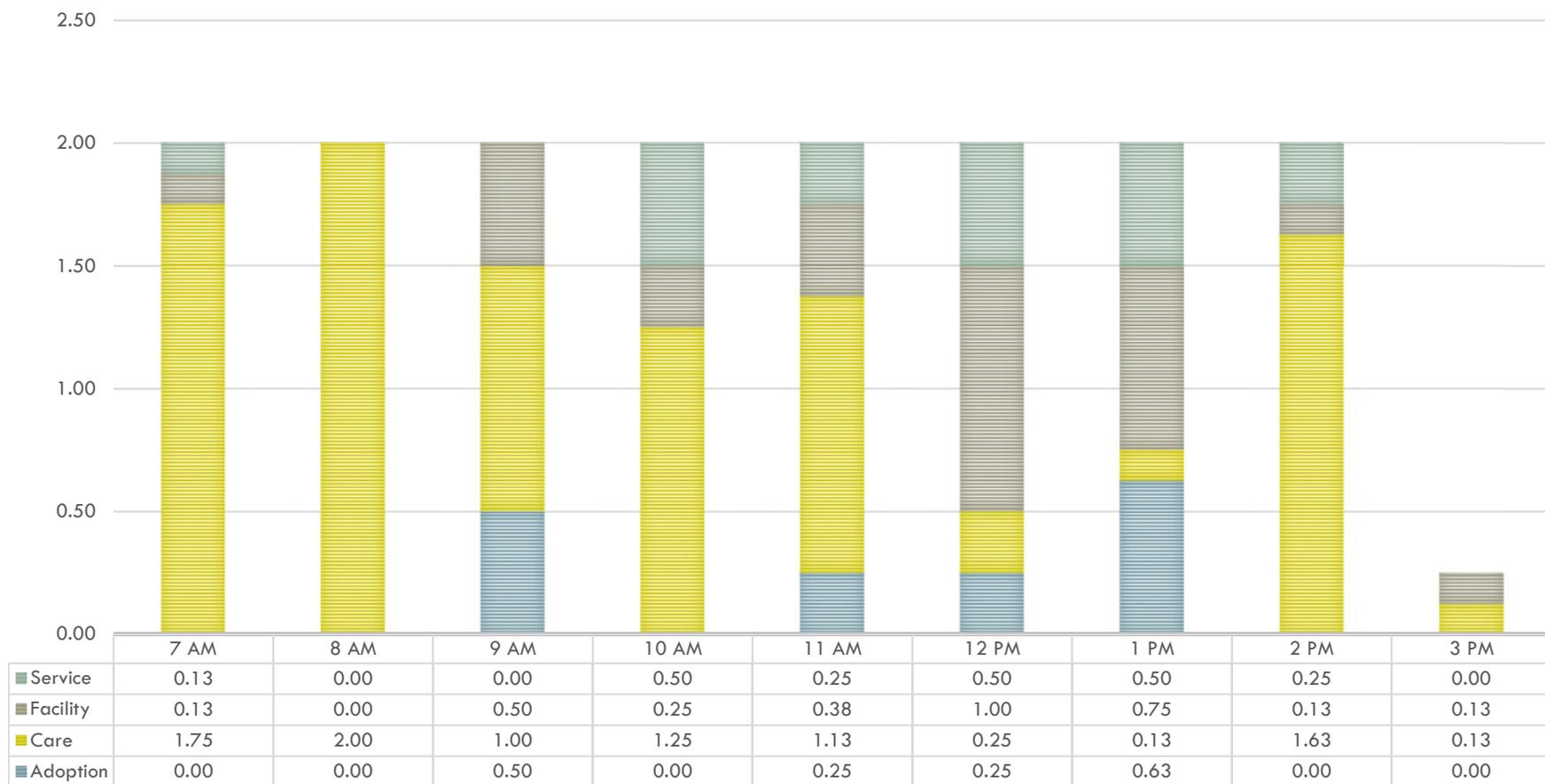


Figure 16: Average Daily Activities - Saturdays - From Staff Survey November 14-26, 2017

## # OF HOURS BY ACTIVITY AVERAGE - SUNDAYS - NOVEMBER 19TH AND 26TH, 2017

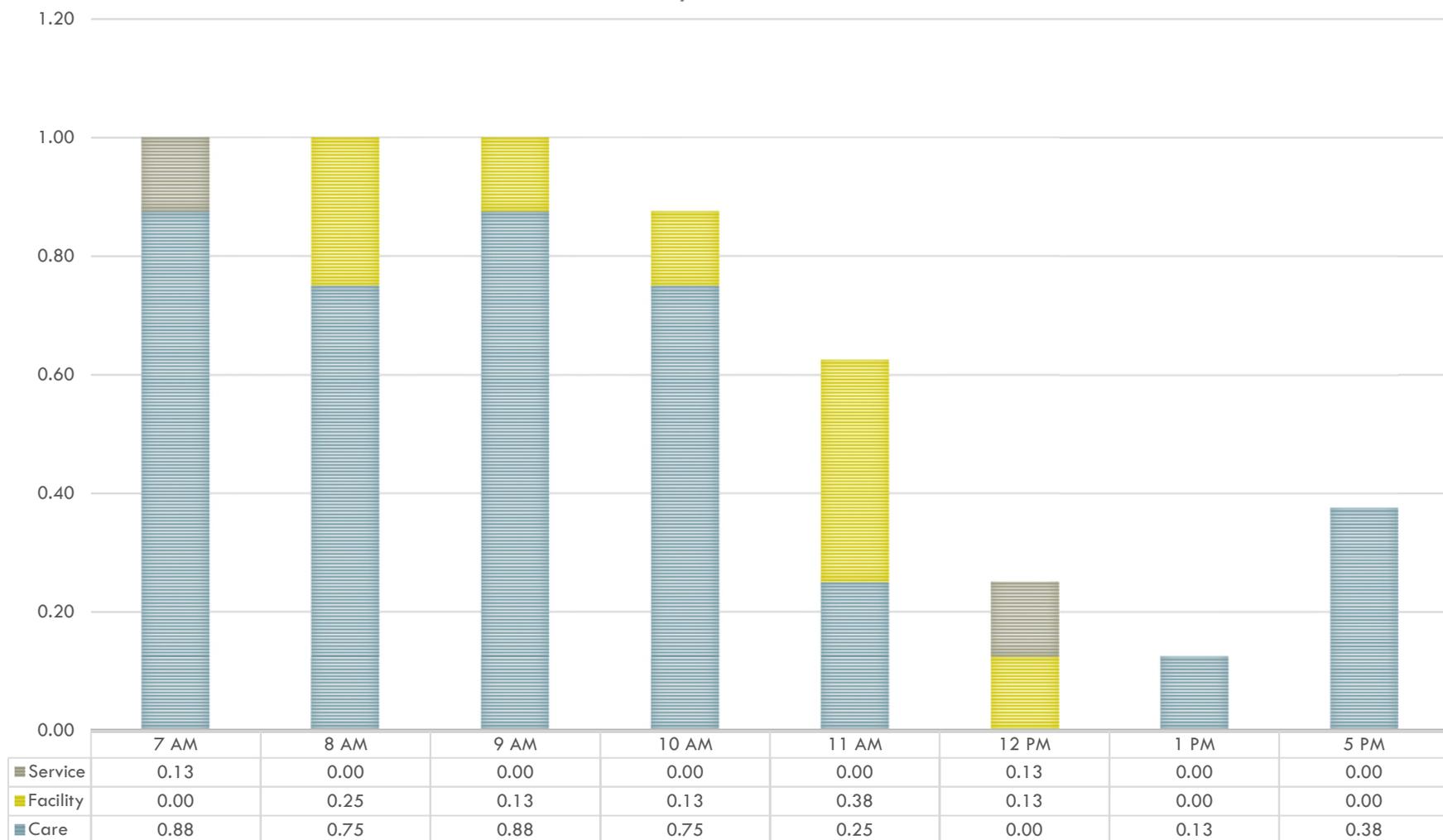


Figure 17: Average Daily Activities - Sundays - From Staff Survey November 14-26, 2017

Animal Shelter Services has had some staffing and organizational changes over the past two years. The key change being the move of the Animal care component from the Animal Services/Bylaw Officer. This has created much confusion and staff dissatisfaction. Since the role of the Animal Services Officer is primarily enforcement and confrontational, the skill set required is very specific. Staff indicated that the combination of the care and enforcement roles in the past was more desirable as it provided balance between the types of work. However, it also can create a conflict. It was the intention of the municipality to standardize the Municipal Law Enforcement Officer role and move the animal control enforcement into the “Municipal By-law Enforcement” section as shown in Figure 12. However, management faced resistance from both the Municipal Law Enforcement Officers and the Animal Services Officers, primarily due to the unique skills required to handle animals. As new employees are hired, this requirement has been built into the position. At the current time, the Animal Services Officers reside at the Animal Shelter and are not part of the Municipal By-Law Enforcement section. This has its challenges, primarily due to the physical location of the staff. Clients at the front desk look for services from the shelter but the Animal Services Officers do not necessarily assist. This may be due to the fact that the municipality is unionized and there are clear lines of responsibility. However, clients do not view this as being good service. Other challenges have arisen as a result. Limited staff during illness or vacation, make it very difficult for coverage at the shelter as well as bylaw services.

In reviewing the role of the onsite manager, it would appear that, because of the small staff size, that this role requires both “supervisory” roles as well as operational activities. This may result in human resource issues in the future as it would appear that union activities are undertaken by management. Being a small service, direct reports are limited and the managerial function is not significant.

As shown below, much of the work that is performed by the Animal Care Attendant outside of adoption hours provides for the preparation of the building and caring for animals. Depending upon the number of animals in the shelter at any given time, the preparation may continue throughout the day. When both attendants are onsite, the staff undertake the services requiring two people such as vaccinations. Some concerns were raised in the community survey that there were not any staff available to assist them in the animal area. This may be due to the time of day or the lack of resources.

**Findings: There is no requirement for a full onsite manager but rather a supervisor. the position of animal services officers/by-law should be integrated with the municipal law enforcement officer role**

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**with workload allocations based upon skill set. The volunteer program is not managed or robust due to a lack of resources. Successful volunteer programs generally require a coordinator who can manage both the people, training and ensuring that the work continues to attract interested, dedicated volunteers.**

We are of the opinion that Animal Services should report through Manager of Municipal Law Enforcement with an onsite supervisor. The Animal Services Officers/Bylaw should also report to the Manager of Municipal Law Enforcement and be located with other officers.

**Recommendation 7:** Reclassify of the Animal Services Manager to a supervisor reporting to the Manager of Municipal Law Enforcement.

**Recommendation 8:** Move the Animal Services Officers to municipal law enforcement offices and standardize the roles but allow for specialty skill sets as a transition.

**Recommendation 9:** Utilize the savings from the reclassification of the manager to implement a volunteer program, perhaps with a coordinator role.

### Clerk's Department Organization Chart - Recommended

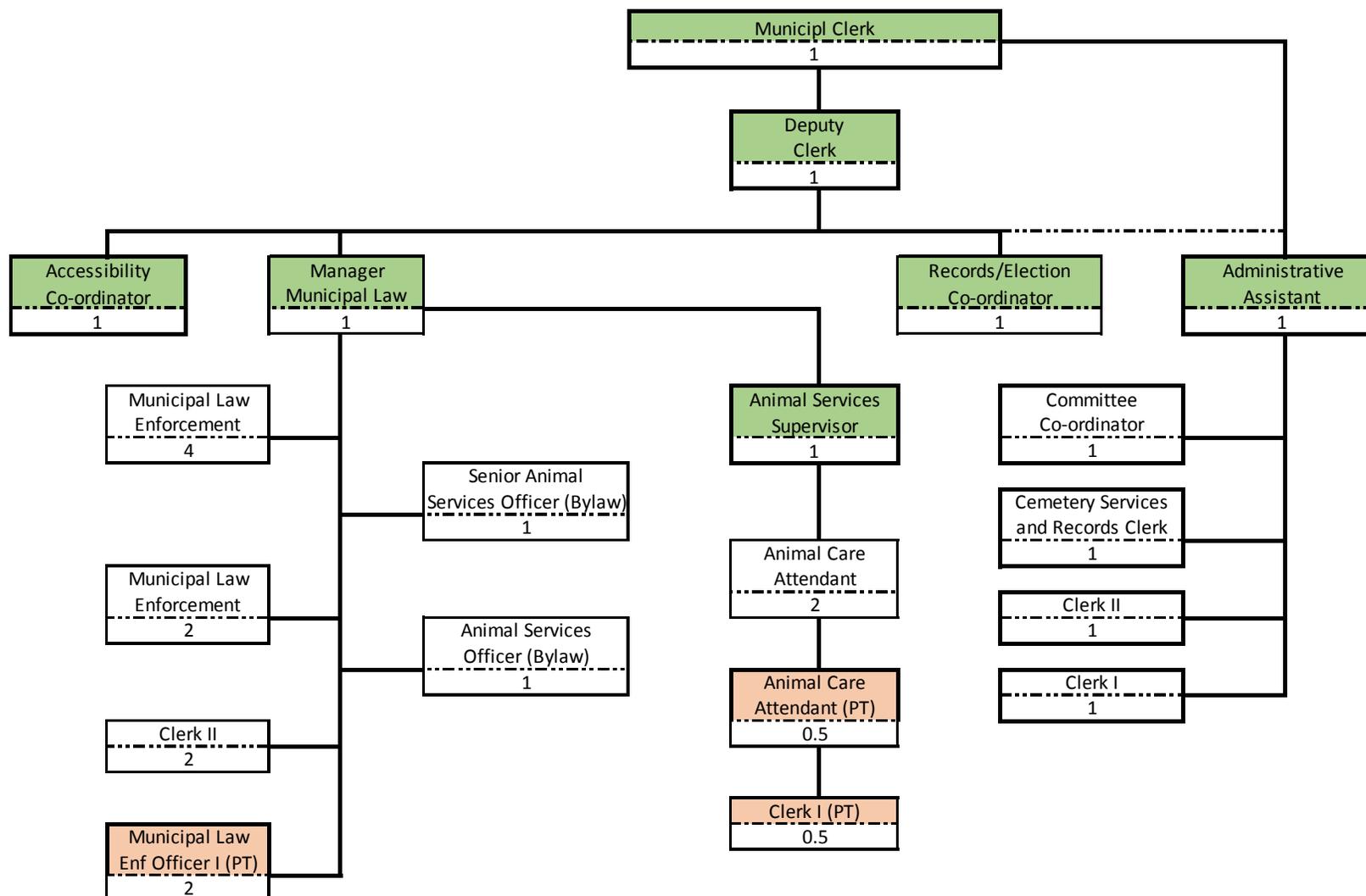


Figure 18: Recommended Organization Chart

06



What are the full costs and benefits of the service?

The cost of services based upon the 2017 is as follows:

Municipality	Annual Operating Expenses	Salaries and Wages	Other Expenses	Annual Operating Revenue	Net	Net \$/capita	Net \$/household	Cost per Animal Intake
Clarington	\$604,830	\$467,485	\$137,345	\$77,800	\$527,030	\$5.73	\$15.79	\$690.45

Figure 19: 2017 Operating Budget and Cost Per Animal Intake

On a per capita basis, each taxpayer contributes \$5.73 a year or 48 cents per month to operate the shelter and ensure that its bylaws are enforced. Assuming that 50% of the cost is attributable to housing and caring for animals, each animal housed will cost approximately \$690. This is fairly consistent with the calculations based upon the time spent by staff on each activity. As shown in Figure 20: 2017 Revenue and Expenses Per Capita And Household - Clarington Comparators Figure 5: 2017 Budgeted Expenses per capita and household - comparator municipalities, Clarington's costs are higher than the comparators and lower revenues in some municipalities. We were unable to capture the intake for the comparators with the exception of Oshawa who had 1411 intakes in the first 9 months of 2017 which is 3.5 times more than Clarington. Since Oshawa's costs are significantly lower than Clarington's on a per household basis, it indicates that there are some efficiencies that are realized with both volume and economies of scale.

Municipality	Rev \$/household	Exp \$/household
Clarington	-\$2.33	\$18.12
Pickering	-\$2.92	\$15.39
Oshawa	-\$0.85	\$9.08
Whitby	-\$3.71	\$16.00
Ajax	-\$1.55	\$9.11
Caledon	-\$4.10	\$25.61
Thunder Bay	-\$2.77	\$12.16
<b>AVERAGE</b>	<b>-\$2.38</b>	<b>\$13.75</b>

### Animal Services Revenues/Expenses per Household Budget 2017

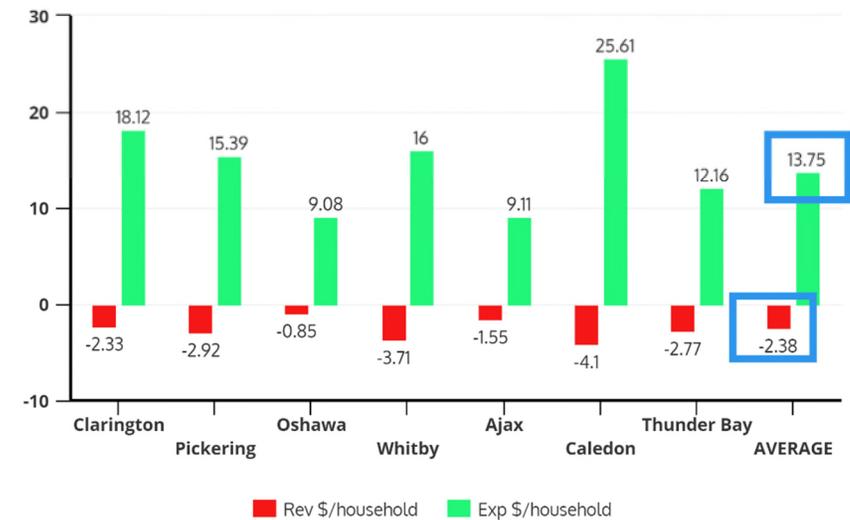


Figure 20: 2017 Revenue and Expenses Per Capita And Household - Clarington Comparators

In 2015, Clarington decided to outsource its licensing to DocuPet, an online provider following an Request for Proposal process. Prior to that point, the municipality collected at the municipal office and had “door-to-door” salesmen. This had mixed results. While the revenues were higher, some complaints about the door-to-door approach were received by the municipality. Unfortunately, however, the implementation of DocuPet has not been very successful. Partially due to the fact the incentives are not in place for the veterinarians to license pets under this regime, which is a significant loss in revenues. Further, DocuPet is not integrated with the Animal Shelter system, Shelter Buddy and staff must access both systems to determine if an animal has a licence. It is not accessible in the field for the Animal Services Officers should they encounter an animal. The community survey indicated that 3% of respondents did not know that pets had to be licensed. Of those that did license their pet, 26% indicated they purchased their licence from the veterinarian.

# Purchased Licence	2017	2016	2015	2014	2013
10% Disc - Spay/Neuter & Chip				49	32
10% Disc - Spay/Neuter & No Chip				93	15
10% Disc - Unaltered				23	9
Adoption Licence	121		109	133	125
Agriculture				4	10
Agriculture - Subsequent Dog				24	72
Early Bird Spay/Neutered		39	190		
Early Bird Spay/Neutered & Microchipped		62	123		
Early Bird Unaltered		18	36		
Lifetime	-	4	83	235	293
Microchip Only				6	
Replacement Tags Charged	34	30	27	18	24
Replacement Tags No Charge	6				
Service Licence	6	5	3		
Spay/Neuter & Microchipped	667	305	178	461	515
Spay/Neuter & Microchipped (Dec Rate)	4	280			
Spay/Neuter No Microchip (Dec Rate)	2	281			
Spay/Neuter ONLY	647	307	272	1557	2159
Unaltered	254	188	109	261	312
Unaltered (Dec Rate)	-	60			
Unknown S/N				27	
TOTAL	1,741	1579	1130	2891	3566

**Figure 21: Volume of Pet Licences Sold (Early Bird and Lifetime are no longer provided (2017))**

\$ Licence Sales	2017	2016	2015	2014	2013
10% Disc - Spay/Neuter & Chip	-			661.50	720.00
10% Disc - Spay/Neuter & No Chip	-			2,092.50	202.50
10% Disc - Unaltered	-			828.00	324.00
Adoption Licence	-				
Agriculture				400.00	1,000.00
Agriculture - Subsequent Dog					
Early Bird Spay/Neutered		877.50	4,275.00		
Early Bird Spay/Neutered & Microchipped		823.50	1,660.50		
Early Bird Unaltered		648	1,296.00		
Lifetime	-	10,000.00	6,640.00	18,800.00	23,440.00
Microchipped Only				240.00	
Replacement Tags Charged	170.00	120.00	135.00	90.00	120.00
Replacement Tags No Charge	-				
Service Licence	-				
Spay/Neuter & Microchipped	10,005.00	4,575.00	2,670.00	6,915.00	7,725.00
Spay/Neuter & Microchipped (Dec Rate)	54.00	3,780.00			
Spay/Neuter No Microchip( Dec Rate)	45.00	6,322.50			
Spay/Neuter ONLY	16,175.00	11,000.00	6,800.00	38,925.00	53,975.00
Unaltered	10,160.00	7,520.00	4,360.00	10,440.00	12,480.00
Unaltered(Dec Rate)	-	2,160.00			
Unknown S/N				1,080.00	
TOTAL	36,609.00	47,826.50	27,836.50	80,472.00	99,986.50

More than 50% indicated that online and automated renewals would be the best mechanism to increase the likelihood of utilization of the online licensing program.

Figure 22: Revenues From Pet Licences Sold (Early Bird and Lifetime no longer provided (2017))

In terms of revenues, we analyzed the comparators fees which shows that Clarington's fees are below all other municipalities resulting in lower revenues.

Price Per Service	Clarington	Pickering	Oshawa	Whitby	Ajax	Caledon	Thunder Bay
Adoption Fee - Dog	\$95.00	\$250.00	\$250.00	\$250.00	\$250.00	\$155.00	?
Adoption Fee - Cat	\$130.00	\$120.00	\$150.00	\$150.00	\$150.00	\$105.00	?
Adoption Fee - Other				\$50.00	\$50.00	\$10.00	
Agriculture	\$100.00						
Early Bird Spay/Neutered	\$22.50						
Early Bird Spay/Neutered & Microchipped	\$13.50						
Early Bird Unaltered	\$36.00						
Lifetime	\$80.00	N/A					
Lifetime - microchipped/unaltered		N/A	\$60.00				\$15.00
Lifetime - spayed/neutered/microchipped			\$40.00				
Replacement Tags Charged	\$5.00	\$5.00		\$5.00	\$5.00	\$5.00	
Service Licence			Free	Free	Free	Free	
Spay/Neuter & Microchipped	\$15.00	\$20.00		\$20.00	\$20.00	\$40.00	
Spay/Neuter ONLY	\$25.00	\$25.00	\$25.00	\$25.00	\$25.00	\$40.00	\$20.00
Unaltered	\$40.00	\$50.00	\$50.00	\$50.00	\$40.00	\$40.00	\$50.00
Microchip Only		\$40.00		\$45.00	\$35.00		\$35.00
Kennel Fee		\$250.00					
Late fee for Kennel		\$50.00					
Animal Breeder Fee		\$250.00					
Late fee for Breeder		\$50.00					
Redemption Fees (dog)						\$80.00	
Redemption Fees (cat)						\$20.00	
Disposal of Animals						\$20.00- \$100.00	
Obligated to Licence	Dog/Cat	Dog/Cat	Dog/Cat	Dog/Cat	Dog/Cat	Dog	Dog/Cat

**Note: Adoption fees for Clarington do not include spay/neuter**

In terms of activities, the staff undertook a 12-day process whereby they tracked their time which showed the cost per activity which we have extrapolated based upon 260 days. While the shelter staff are onsite on Sundays, a conservative view would have indicated that proportion of cost for animal services, Figure 23: 2017 Estimated Activity Costs shows that 30% of time is spent servicing customers which entails email, telephone and complaints. Therefore, improving customer service processes would yield improvements.

Activity	12 days	Annual 315 days
Adoption	548.85	14,407.31
By-Law	2,022.45	53,089.31
Care	2,936.55	77,084.44
Facility	1,309.05	34,362.56
Outreach	127.95	3,358.69
Reuniting	203.25	5,335.31
Service	4,602.00	120,802.50
Transfer	256.20	6,725.25
Unreported	3,555.48	93,331.28
<b>Grand Total</b>	<b>15,561.78</b>	<b>408,496.66</b>

Note that 23% was not reported over the period so it is likely that each activity has some additional time. As well, breaks and lunches were not specifically captured.

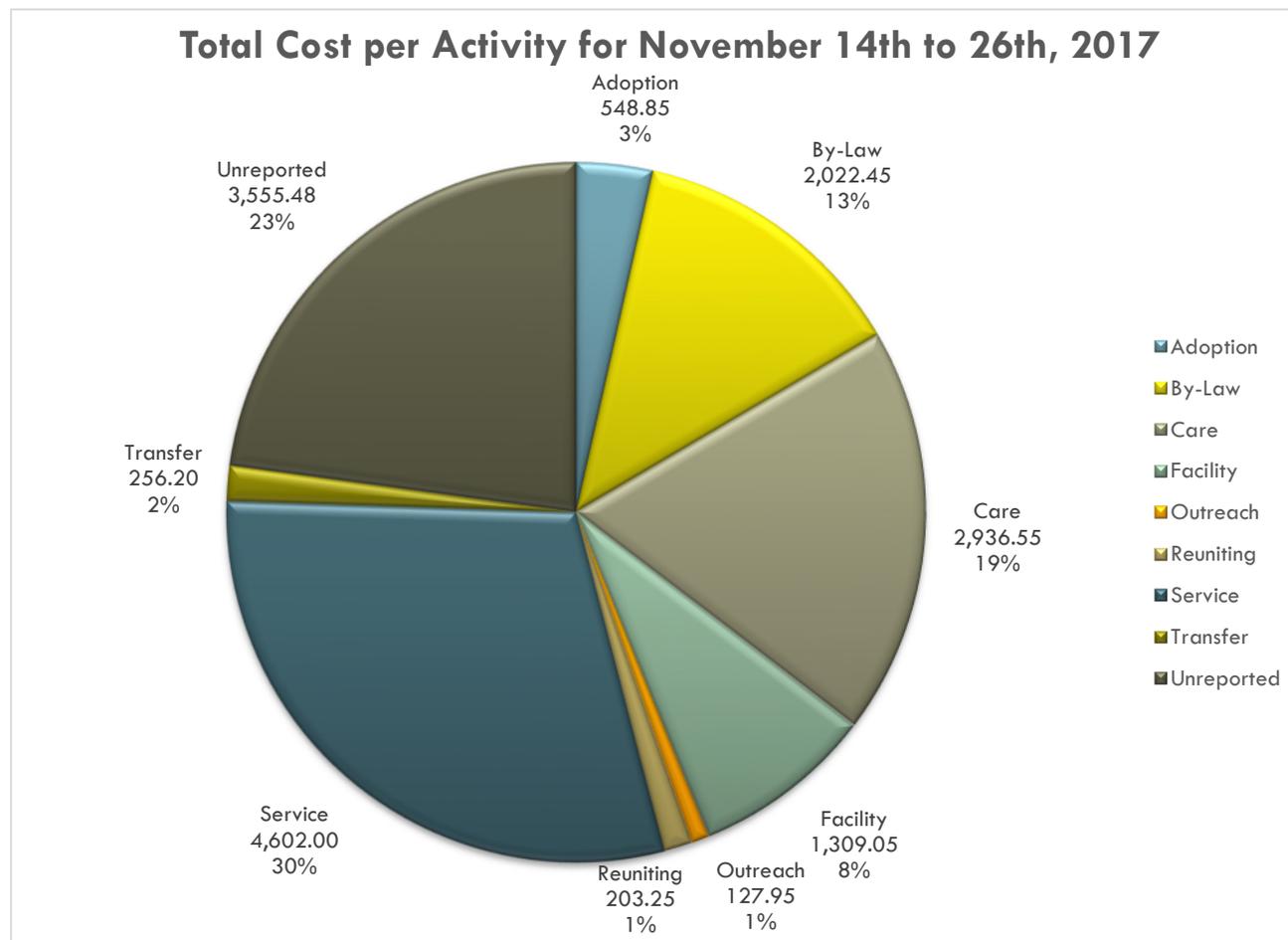


Figure 23: 2017 Estimated Activity Costs

Figure 24: 2017 Estimate By-law Activity Costs shows that more than 55% of the Animal Services Officer's time is spent patrolling. As indicated in this report, we are of the opinion that this should be reviewed. Significant savings (\$15k per year) could be realized with a 50% reduction in patrolling time. Further, it should be noted that most of the processes undertaken by Animal Services Officers is paper based and staff return to the office to enter data in the Shelter Buddy system. This could be eliminated with mobile technology which would reduce the time required to undertake these activities.

Activity	Total Cost	
	per Activity	Annual 315 days
B1 - By-Law warning	173.40	4,551.75
B2 - Charges	51.00	1,338.75
B3 - Enforcement	370.95	9,737.44
B4 - Patrolling	1,120.50	29,413.13
B6 - Pickup Dead Animals/I	163.50	4,291.88
B7 - Dog Licensing	143.10	3,756.38
<b>Grand Total</b>	<b>2,022.45</b>	<b>53,089.31</b>

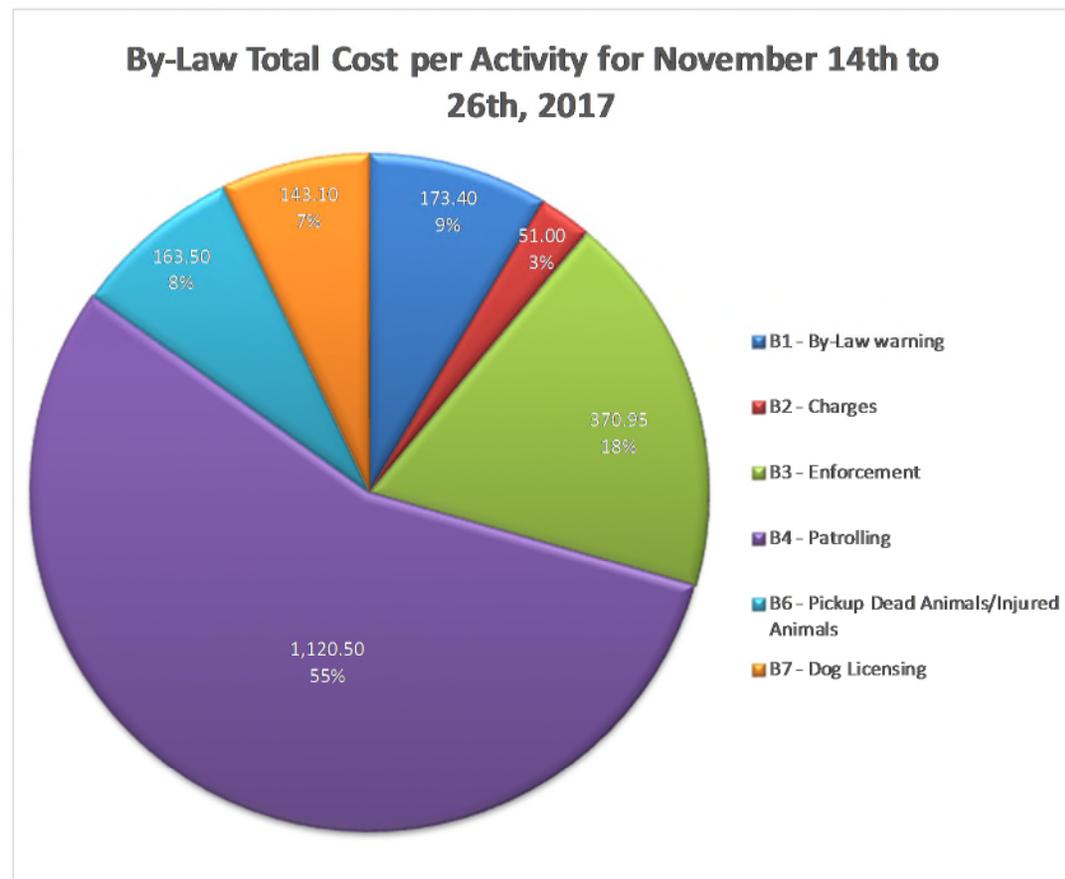


Figure 24: 2017 Estimate By-law Activity Costs

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**Findings: Fees are below that of comparators and do not reflect costs or an analysis of cost. online licensing program has not been overly successful. patrolling is costly and likely does not result in increases in compliance.**

Based upon the cost of housing an animal of approximately \$690 and an adoption fee of \$130, it would appear that adoptions are subsidized by the taxpayer at a rate of \$560. While the intention is not to fully recover costs in shelters, it is clear that the rate is lower than most of the neighbouring communities and likely creates “competition”. The adoption process is effective and must be balance against the revenues. However, there is an opportunity to increase fees appears to be palatable, at least up to the comparators.

In terms of animal licenses, improved communication is required to demonstrate why licences are helpful. Some municipalities have eliminated the fee for licensing as it is a deterrent to the outcome of returning pets to their owner.

**Recommendation 10:** Undertake a fee study to determine the true cost of adoption and licensing and a policy on the amount of subsidization.

**Recommendation 11:** Review the licensing program and at minimum, introduce automated renewals and welcome packages.

**Recommendation 12:** Review and expand the use of technology to improve processes, record keeping and workload management in the Animal Shelter as well as investigate mobile technology for the Animal Services Officers (By-law).

07



How can benefits and outputs of the service be increased?

The key outputs identified in the logic model that could be “increased” and benefits be realized include:

Output	Benefit	RECOMMENDATIONS
# of licences	Increased revenues, increased likelihood of reunited animals	<ul style="list-style-type: none"> <li>✓ Improved services online including automatic renewals via credit card</li> <li>✓ Increased communication through social media</li> <li>✓ Allow for mobile licensing for Municipal Law Enforcement Officers at the scene</li> <li>✓ Advertise at all parks</li> <li>✓ Provide a package for all new residents upon move in or with the property tax bill</li> <li>✓ Increase number of locations for purchasing licences</li> <li>✓ Engage with veterinarians to encourage participation.</li> </ul>
# of microchipped	Increased number of pets reunited, reduced in the shelter	<ul style="list-style-type: none"> <li>✓ Advertising and increased social media presence indicating benefits.</li> </ul>

Output	Benefit	RECOMMENDATIONS
# of vaccinations	Increase number of healthy pets, reduced likelihood of disease and euthanasia	<ul style="list-style-type: none"> <li>✓ Initiate a regional campaign</li> </ul>
# of calls/complaints	Increased awareness and compliance	<ul style="list-style-type: none"> <li>✓ Improve client relationship management practices to allow for online submission of complaints/concerns on the website/mobile</li> <li>✓ Institute a work order system that will track the time spent on complaints.</li> <li>✓ Implement a standardized service level and priority system for response</li> <li>✓ Track response</li> </ul>
# of partnerships	Increased reach, compliance and service	<ul style="list-style-type: none"> <li>✓ Work with the other shelters and partners to develop a regionwide strategy to improve compliance</li> <li>✓ Standardize, as much as possible, the bylaws across municipalities</li> </ul>
# of vouchers redeemed/issued	Reduced numbers of pets and strays	<ul style="list-style-type: none"> <li>✓ Track and report on the effectiveness of vouchers issued</li> <li>✓ Create a follow-up system that alerts clients to outstanding vouchers.</li> </ul>
# of education sessions	Increased awareness, licensing, reduced animals in the shelter	<ul style="list-style-type: none"> <li>✓ Develop a strategy for a long-term outreach including other organizations, trade shows,</li> <li>✓ Develop educational tools that can be used for multiple sessions, and online training for new pet owners</li> <li>✓ Track attendance and perform analysis on impact.</li> </ul>
# of animals adopted	Increased number of pets in safe and healthy homes, reduced costs and number of animals in the shelter	<ul style="list-style-type: none"> <li>✓ Promote the shelter utilizing social media and other communication media</li> <li>✓ Increase number of hours for viewing.</li> </ul>

Output	Benefit	RECOMMENDATIONS
		<ul style="list-style-type: none"> <li>✓ Transform all forms to allow for online completion and input into Shelter Buddy</li> <li>✓ Provide for “error proofing” of applications by asking questions throughout the application process.</li> </ul>
# of animals reunited	Increased number of pets in safe and healthy homes, reduced costs and number of animals in the shelter	<ul style="list-style-type: none"> <li>✓ Increase utilization of social media to increase likelihood of reunited animals.</li> </ul>

### **Findings: Processes and tools are not in place for communication and outreach.**

We are of the opinion that Animal Services can improve its services, increase its outputs by improving its paper based services, developing some tools to assist in education activities and developing a strategy.

**Recommendation 13:** Develop a communication and outreach strategy in line with the strategic plan on a regional basis.

**Recommendation 14:** Improve client relationship management through tracking and service quality standards.

08



How can the number and costs  
of inputs be decreased?

Animal Services is primarily driven by salary and wage costs and supplies for the animals including veterinarian, medicine, food, cleaning products and utilities. The community is very generous and provides donations of goods, blankets, toys and food on a regular basis. These are not recorded. As well, donations of cash are also made. We have reviewed the procurement of some of the key items and note that the Municipality has had challenges getting competitive bids for its veterinarian services over the past few years. This may be due to the lack of incentives or a belief by the industry that the competition does not exist.

There is an opportunity to partner with other organizations to leverage joint purchases for items such as food and cleaning supplies. However, it is noted that costs as shown in Figure 25: 2012 To 2017 Expenses have actually declined since 2013. This may be due to an influx of donations but most likely due to the fact that intake has reduced by significant amounts, particularly between 2015 and 2016 where there was a 20% decline. Note that Figure 25 attributes all of the cost to intake when likely, this represents 50% of the activities.

EXPENSE	2017	2016	2015	2014	2013
SALARIES AND WAGES	580,481	567,785	554,400	488,038	430,422
NON COMPENSATION EXPENSES	97,578	124,182	135,189	206,112	162,985
TOTAL EXPENSE	717,826	691,967	689,589	694,150	593,407
CHANGE	4%	0%	-1%	17%	13%
COST PER INTAKE	\$ 1,638.87	\$1,632.00	\$ 1,298.66	\$ 1,419.53	\$ 1,193.98

**Figure 25: 2012 To 2017 Expenses**

## COST OF SERVICES

In reviewing the activities undertaken by staff, it is evident that the inputs are higher than the comparators as well as the standard. The National Animal Control Association (NACA) and the Humane Society of the United States (HSUS 2010) recommend a minimum of 15 minutes of care time per day for feeding and cleaning each animal housed in the shelter (9 minutes for cleaning and 6 minutes for feeding)<sup>7</sup>. As indicated above, the staff undertook an exercise to capture their activities over a 12-day period. The results in Figure 26, indicated that the minutes per day for each animal equated to 55 for cleaning and 12.75 for feeding which is significantly higher than the standard equating to \$26 per animal per day (average 0.50/minute). This equates to \$10k per year based upon 400 animals per year. The largest reason for the amount of time spent is process. The shelter utilizes paper based tools which are time consuming. There is a lack of mobile tools and software to assist Animal Care Attendants in the care areas. As well, record keeping is all manual in terms of the care which leads to errors and omissions not to mention time consuming. If the shelter had technology that could be used in the care areas including online check sheets, staff would have access to the information without having to access paper. Further, management would be able to monitor the workload, ensure that the appropriate care and medicine is administered and the time of day.

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<sup>7</sup> 2010 Association of Shelter Veterinarians, Guidelines for Standards of Care in Animal Shelters

Activity	Sum of # of Minutes	Sum of Cost/Activity	Sum of # Min/Animal	Sum of Minutes per animal per day
<b>Care</b>	<b>6,360.00</b>	<b>2936.55</b>	<b>1,601.51</b>	<b>133.46</b>
C1 - Medicating	420.00	209.25	122.50	10.21
C10 - Microchipping	45.00	20.25	37.50	3.13
C2 - Grooming	60.00	29.4	34.29	2.86
C3 - Exercising	930.00	492.9	285.00	23.75
C4 - Cleaning	2,490.00	1057.35	666.70	55.56
C5 - Feeding	1,440.00	666.45	153.02	12.75
C6 - Vaccinations	150.00	82.95	72.50	6.04
C7 - Deworming	15.00	6.75		0.00
C8 - Assessments	240.00	122.55	82.50	6.88
C9 - Socializing the animals	570.00	248.7	147.50	12.29
<b>Grand Total</b>	<b>6,360.00</b>	<b>2936.55</b>	<b>1,601.51</b>	<b>133.46</b>

**Figure 26: Cost and Time Per Animal - November 14-26 2017**

**Findings: Donations are not pursued on a systematic basis, joint purchasing is not robust, time spent on activities is not tracked or benchmarked.**

We are of the opinion that donations should be tracked and valued to reflect the true cost of operations. A campaign and online donations link could be set up and allocated to a reserve for utilization for purchases and/or upgrades to the building or towards new/expanded shelter. Processes should be reviewed to eliminate paper. Mobile technologies should be enhanced to allow for improved tracking of activities and animal care.

**Recommendation 15:** Develop a donation campaign with online, automated receipts. Track all donations and determine the true cost of operations.

**Recommendation 16:** Implement activity based costing, tracking of animal care, medications and performance measures/standards.

10



How can a service change best be managed, implemented and communicated?

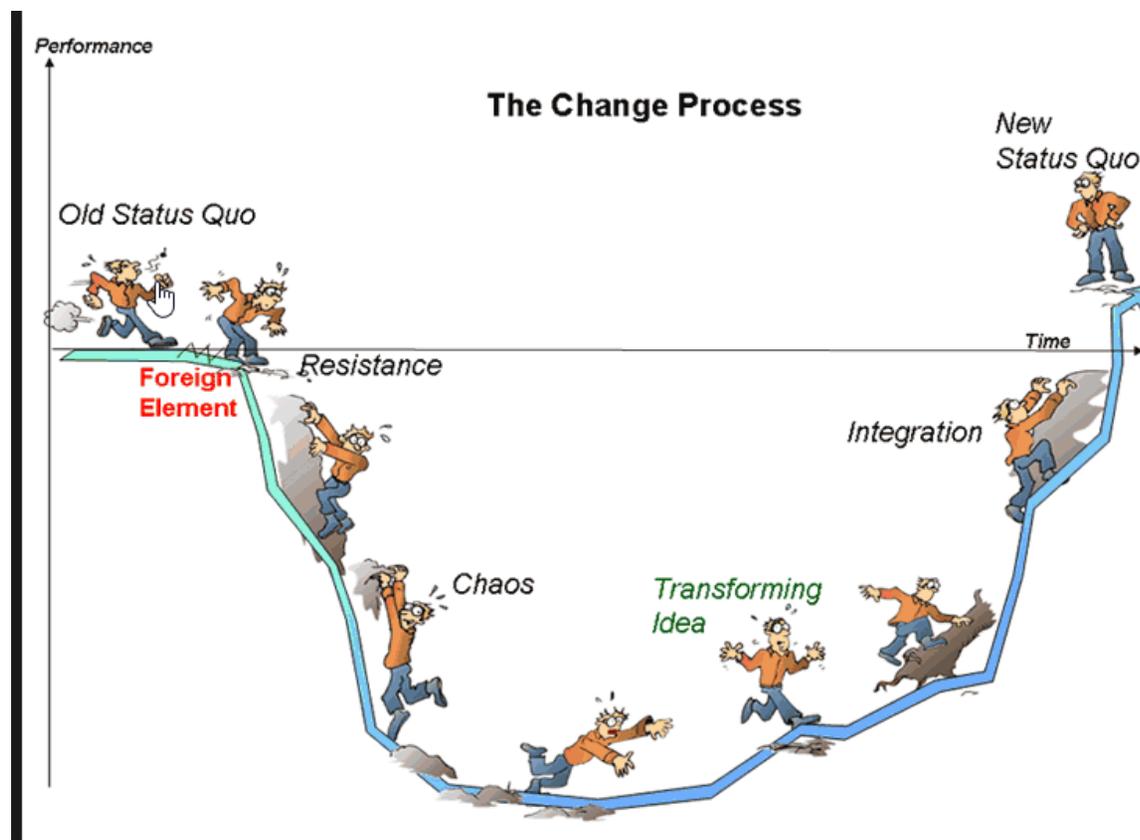
Animal Shelter Services

## Change Management

Municipality staff consist of professionals, many of whom have been with the Municipality for many years, some in excess of 20 years. Some of the changes in this report may seem threatening and may cause concerns about job security. The manner in which the Municipality handles these changes will determine the overall outcome. Ongoing communication, continuous improvement and performance measurement is key to effective change management.

Improvement is always possible. Online services are no different than any other type of change that the Municipality has tried to implement. This conviction is the heart of the transformation system developed by Virginia Satir who assists people in improving lives by transforming the way they see and express themselves.

An element of the Satir System is a five-stage change model (see the Figure above) that describes the effects each stage has on feelings, thinking, performance, and physiology. Using the principles embodied in this model, the Municipality can improve how it promotes process change and how management can help staff process change.



The Table below summarizes suggestions on how to help during each stage of the change model:

Stage	Description	Symptoms	How to Help
<b>1</b>	Late Status Quo	The staff is at a familiar place – paper based transactions. The performance pattern is consistent. Stable relationships give members a sense of belonging and identity. Members know what to expect, how to react, and how to behave. New information and concepts from outside the group can open members up to the possibility of improvement.	Encourage people to seek improvement information and concepts from outside the group. Develop a communication plan that outlines the implementation. Create a website or suggestion box for people to ask questions in a safe manner. Pilots are a good way at addressing some fears as well as a planned implementation in consultation with staff.
<b>2</b>	Resistance	The staff confronts a foreign element that requires a response. Often imported by a small minority seeking change, this element brings the members whose opinions count the most face to face with a crucial issue. This will likely occur when the staff see the report and processes being revamped.	Help people to open up, become aware, and overcome the reaction to deny, avoid or blame. This can be done through lunch and learns, workshops, focus groups or individual meetings.
<b>3</b>	Chaos	The group enters the unknown. Relationships shatter: Old expectations may no longer be valid; old reactions may cease to be effective; and old behaviors may not be possible. This stage is vital to the transformation process.	Help build a safe environment that enables people to focus on their feelings, acknowledge their fear, and use their support systems. Help management avoid any attempt to short circuit this stage with magical solutions. Undertake pilots and facilitate feedback.
<b>4</b>	Integration	The staff discover a transforming idea that shows how the changes can benefit them.	Offer reassurance and help finding new methods for coping with difficulties. Provide ongoing training.

		The team becomes excited. New relationships emerge that offer the opportunity for identity and belonging. Staff can become frustrated when things fail to work perfectly the first time. Although staff feel good, they are also afraid that any transformation might mysteriously evaporate disconnecting them from their new relationships and plunging them back into chaos.	
5	New Status Quo	If the change is well conceived and assimilated, the teams and its environment are in better accord and performance stabilizes at a higher level than in the Late Status Quo. We believe that the Municipality Staff will be here about a year after implementation.	Help people feel safe. Recognize that the project can always be improved.

**Figure 27: Change Management Strategy**

The actions in the table will help people cope. But organizations that create a safe environment where people are encouraged to cope with change and embrace it, will increase their capacity for change and are much more able to respond effectively to whatever challenges are thrown their way.

**Recommendation 17:** Develop a change management program or supports.

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## Recommendations/Opportunities

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There are 17 recommendations/opportunities that arise from the service delivery review for consideration:

**Recommendation 1:** Explore partnership opportunities with neighbouring municipalities.

**Recommendation 2:** Undertake a strategic planning session to fully explore the goals and outcomes as well as performance indicators to assess client expectations.

**Recommendation 3:** Undertake a client survey on a regular and transactional basis.

**Recommendation 4:** As part of the strategic planning process, update activities and review the need for patrolling parks.

**Recommendation 5:** Transfer this responsibility to all municipal law enforcement officers and set up municipal patrol areas.

**Recommendation 6:** Advertise the municipality's complaint line/email/services at various locations to allow citizens to easily report infractions via mobile.

**Recommendation 7:** Reclassify the Animal Services Manager to a supervisor reporting to the Manager of Municipal Law Enforcement.

**Recommendation 8:** Move the Animal Services Officers to municipal law enforcement offices and standardize the roles but allow for specialty skill sets as a transition.

**Recommendation 9:** Utilize the savings from this move to implement a volunteer program.

**Recommendation 10:** Undertake a fee study to determine the true cost of adoption and licensing and a policy on the amount of subsidization.

**Recommendation 11:** Review the licensing program and at minimum, introduce automated renewals and welcome packages.

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**Recommendation 13:** Develop a communication and outreach strategy in line with the strategic plan on a regional basis.

**Recommendation 14:** Improve client relationship management through tracking and service quality standards.

**Recommendation 15:** Develop a donation campaign with online, automated receipts. Track all donations and determine the true cost of operations.

**Recommendation 16:** Implement activity based costing, tracking of animal care, medications and performance measures/standards.

**Recommendation 17:** Develop a change management program.

## **Conclusion**

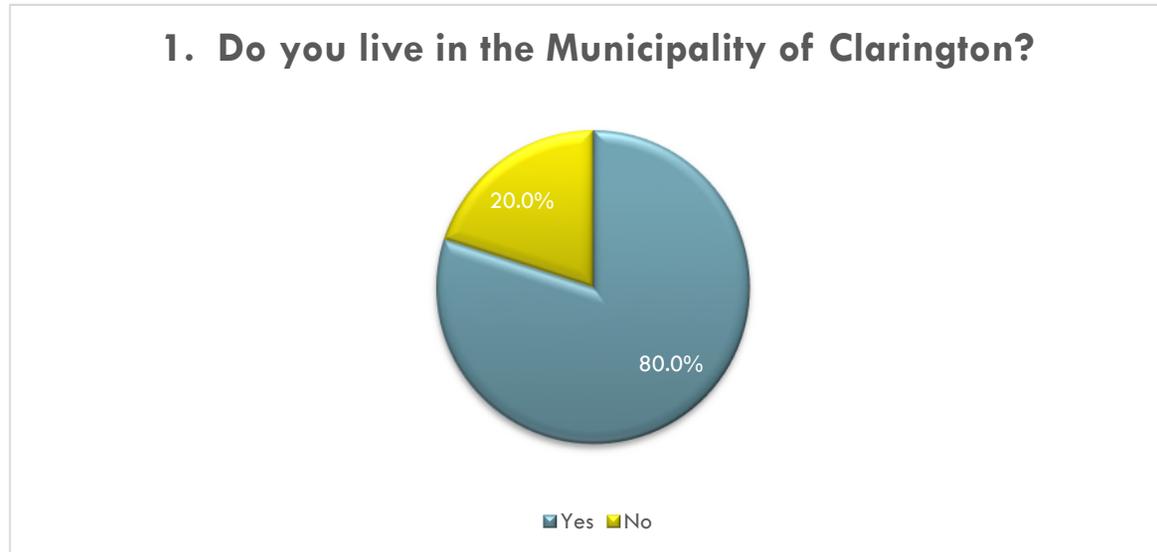
In conclusion, the Municipality of Clarington's Animal Services provides good services but utilizes old methods. The shelter is well respected in the community and it appears to have the support. However, there are areas where there are clear opportunities for improvement, particularly in the area of process, technology and performance management. Revenues have slipped in recent years, following changes to the licensing program. The building is in jeopardy of being moved and therefore, opportunities to work with other municipalities are abundant. To support any change, the Municipality needs to invest in its people and technologies so that it has the capacity to make change happen. We are confident that the recommendations in this report are a positive step in that direction.

## **Acknowledgement**

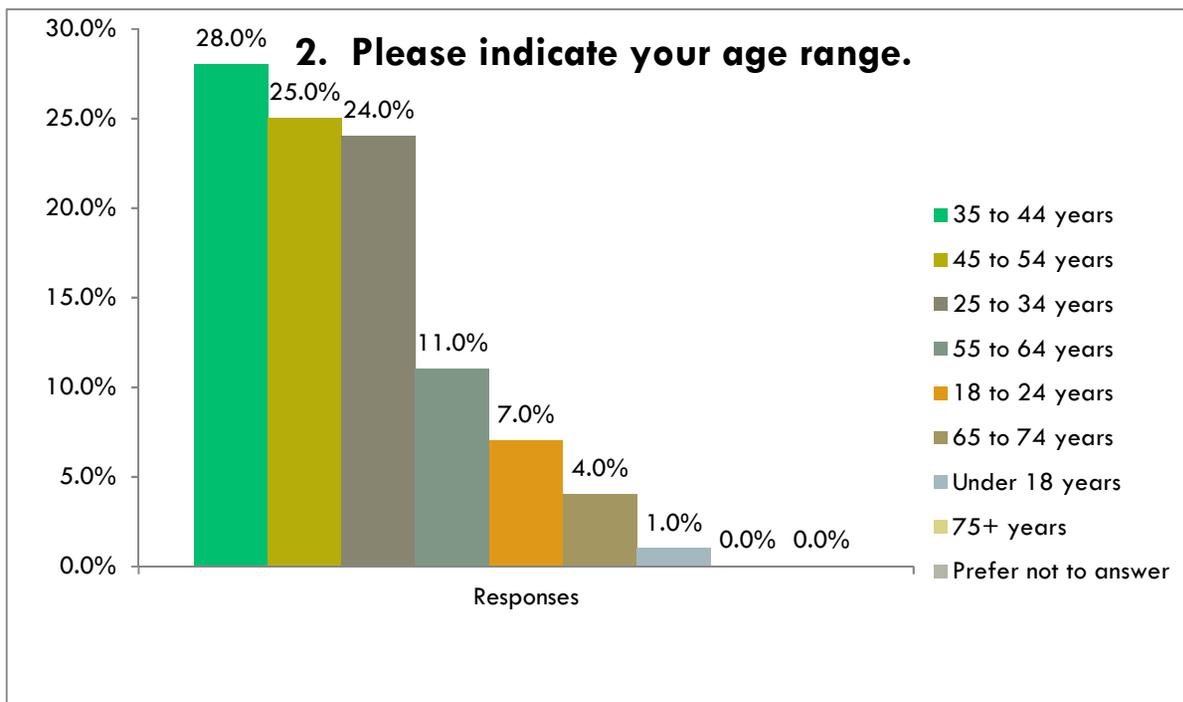
We wish to express appreciation to the staff, management, the Steering Committee, for their participation, cooperation and assistance throughout the project.

## Appendix A: Community Survey Results

This survey was administered from November 6 to December 15, 2017 through Survey Monkey. A total of 100 responses were received representing 0.3% of Clarington's households.

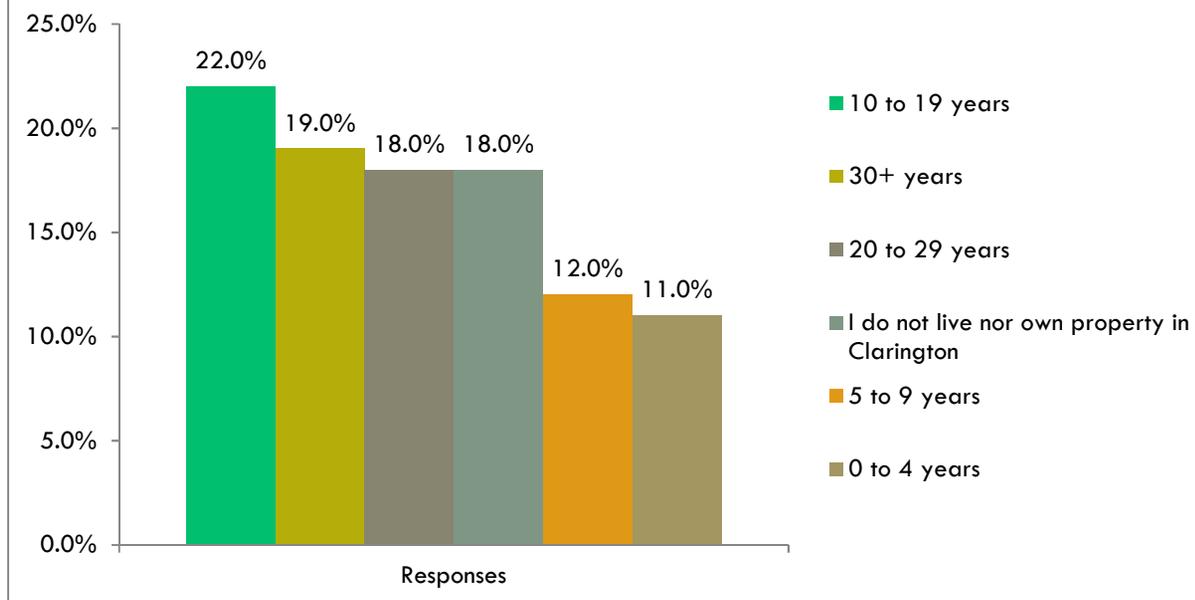


Answer Choices	Responses	
Yes	80.0%	80
No	20.0%	20
	<b>Answered</b>	<b>100</b>
	<b>Skipped</b>	<b>0</b>



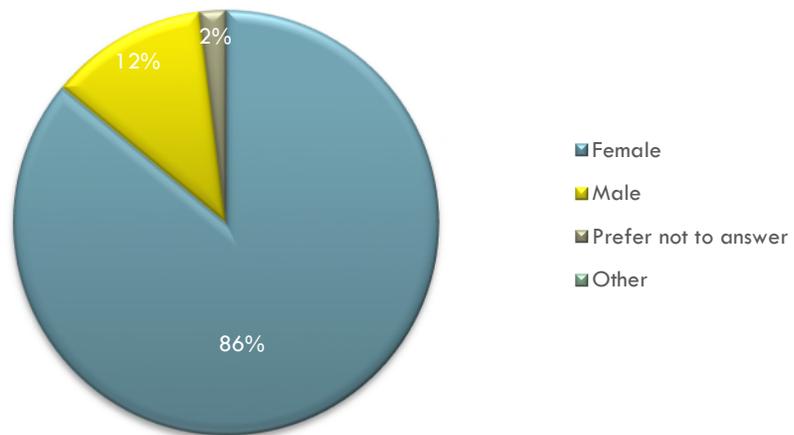
Answer Choices	Responses	
35 to 44 years	28.0%	28
45 to 54 years	25.0%	25
25 to 34 years	24.0%	24
55 to 64 years	11.0%	11
18 to 24 years	7.0%	7
65 to 74 years	4.0%	4
Under 18 years	1.0%	1
75+ years	0.0%	0
Prefer not to answer	0.0%	0
	<b>Answered</b>	<b>100</b>
	<b>Skipped</b>	<b>0</b>

### 3. If applicable, how long have you lived in the Municipality of Clarington?



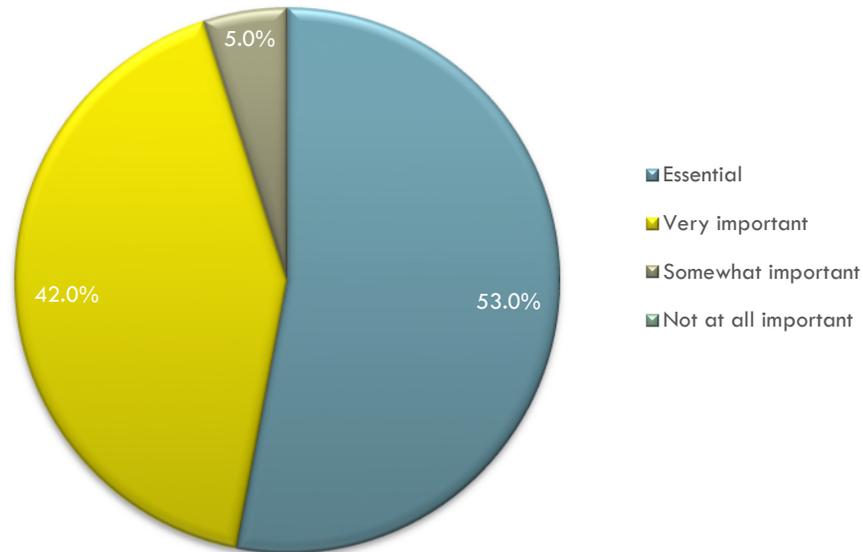
Answer Choices	Responses	
10 to 19 years	22.0%	22
30+ years	19.0%	19
20 to 29 years	18.0%	18
I do not live nor own property in Clarington	18.0%	18
5 to 9 years	12.0%	12
0 to 4 years	11.0%	11
	<b>Answered</b>	<b>100</b>
	<b>Skipped</b>	<b>0</b>

#### 4. Please provide your gender.



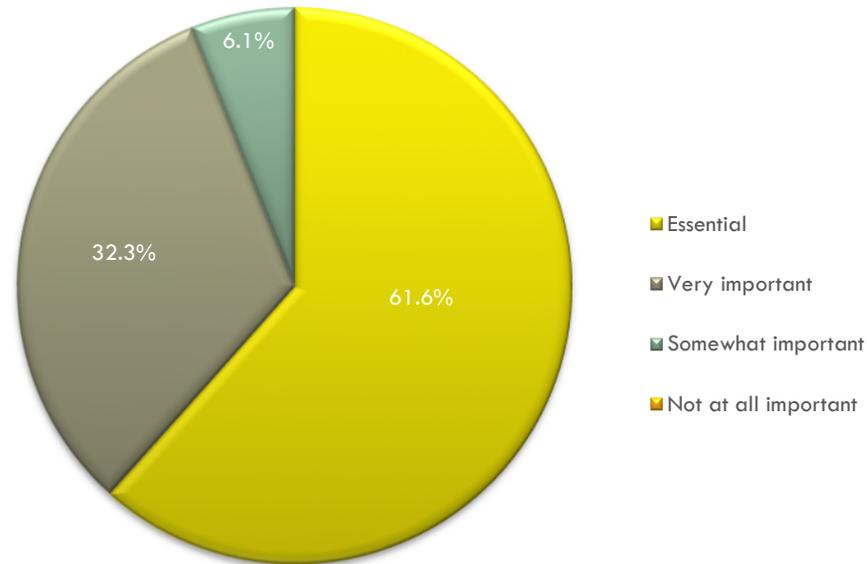
Answer Choices	Responses	
Female	86.00%	86
Male	12.00%	12
Prefer not to answer	2.00%	2
Other	0.00%	0
	<b>Answered</b>	<b>100</b>
	<b>Skipped</b>	<b>0</b>

**5. How important is it that animals are protected and do not run at large in the Municipality of Clarington?**



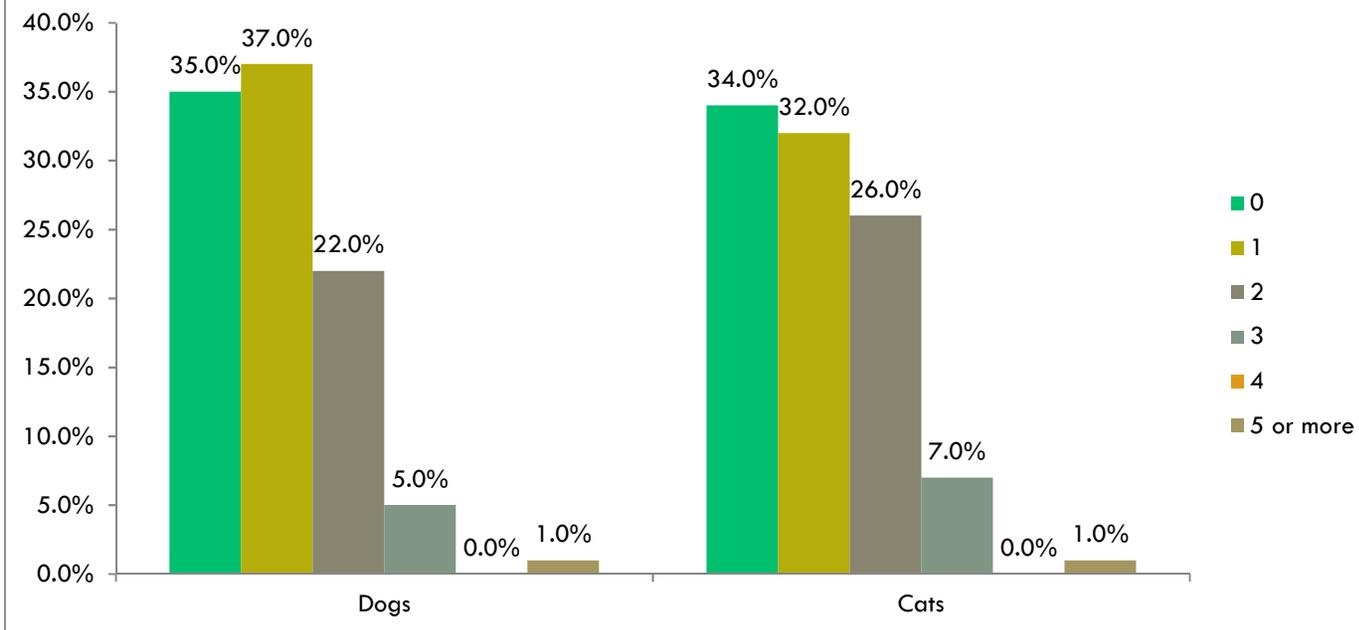
Answer Choices	Responses	
Essential	53.0%	53
Very important	42.0%	42
Somewhat important	5.0%	5
Not at all important	0.0%	0
	<b>Answered</b>	<b>100</b>
	<b>Skipped</b>	<b>0</b>

## 6. How important is having an Animal Shelter for the Municipality of Clarington?



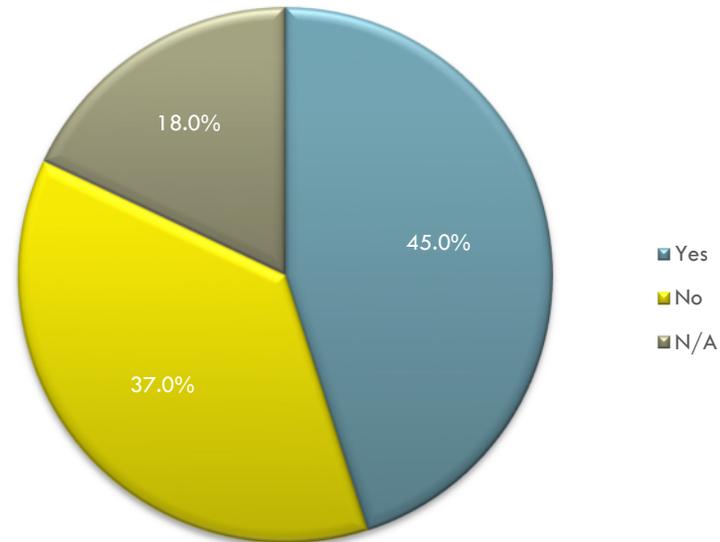
Answer Choices	Responses	
Essential	61.6%	61
Very important	32.3%	32
Somewhat important	6.1%	6
Not at all important	0.0%	0
	<b>Answered</b>	<b>99</b>
	<b>Skipped</b>	<b>1</b>

### 7. Please indicate the number and types of pets in your household, if any.



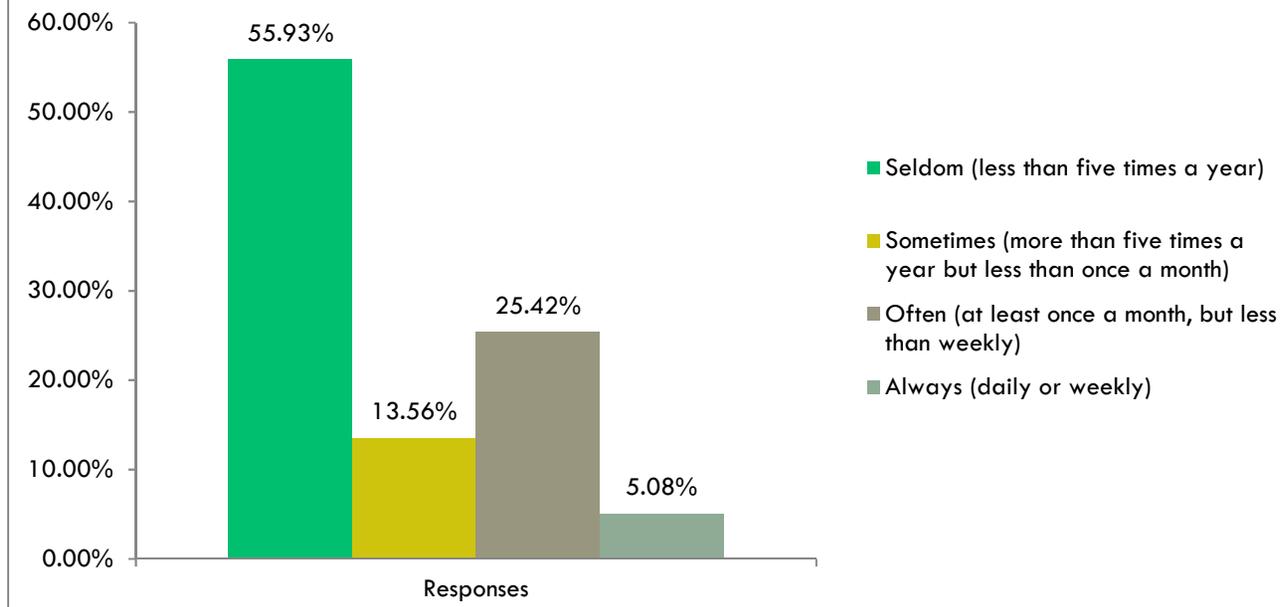
	Dogs	Cats
<b>0</b>	35.0%	34.0%
<b>1</b>	37.0%	32.0%
<b>2</b>	22.0%	26.0%
<b>3</b>	5.0%	7.0%
<b>4</b>	0.0%	0.0%
<b>5 or more</b>	1.0%	1.0%

**8. Clarington has two off-leash dog parks that provide a safe place for dogs to run leash free. Have you used the off-leash dog parks in Clarington?**



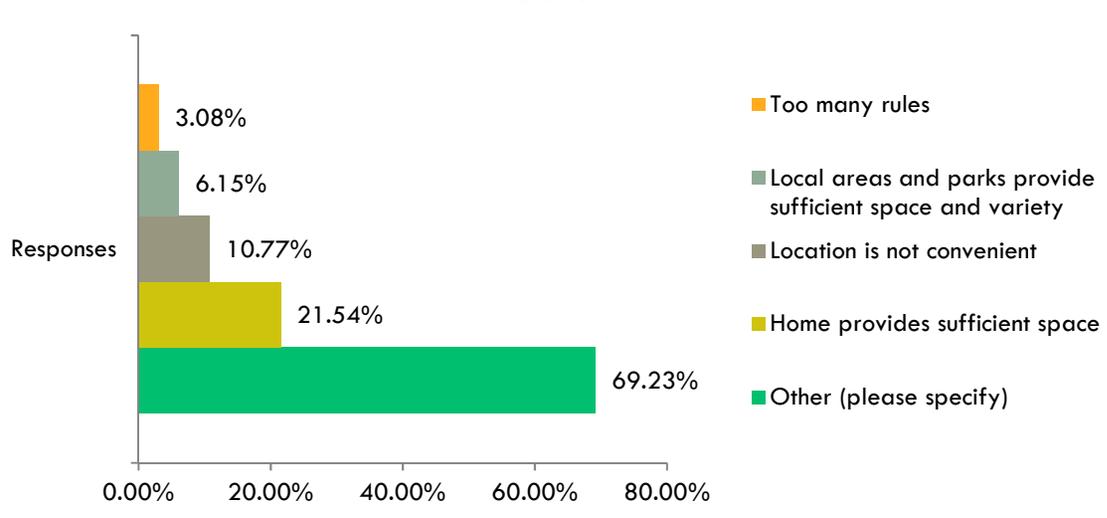
Answer Choices	Responses	
Yes	45.0%	45
No	37.0%	37
N/A	18.0%	18
	<b>Answered</b>	<b>100</b>
	<b>Skipped</b>	<b>0</b>

**9. If you HAVE USED the off-leash parks, please indicate how often you have used them.**

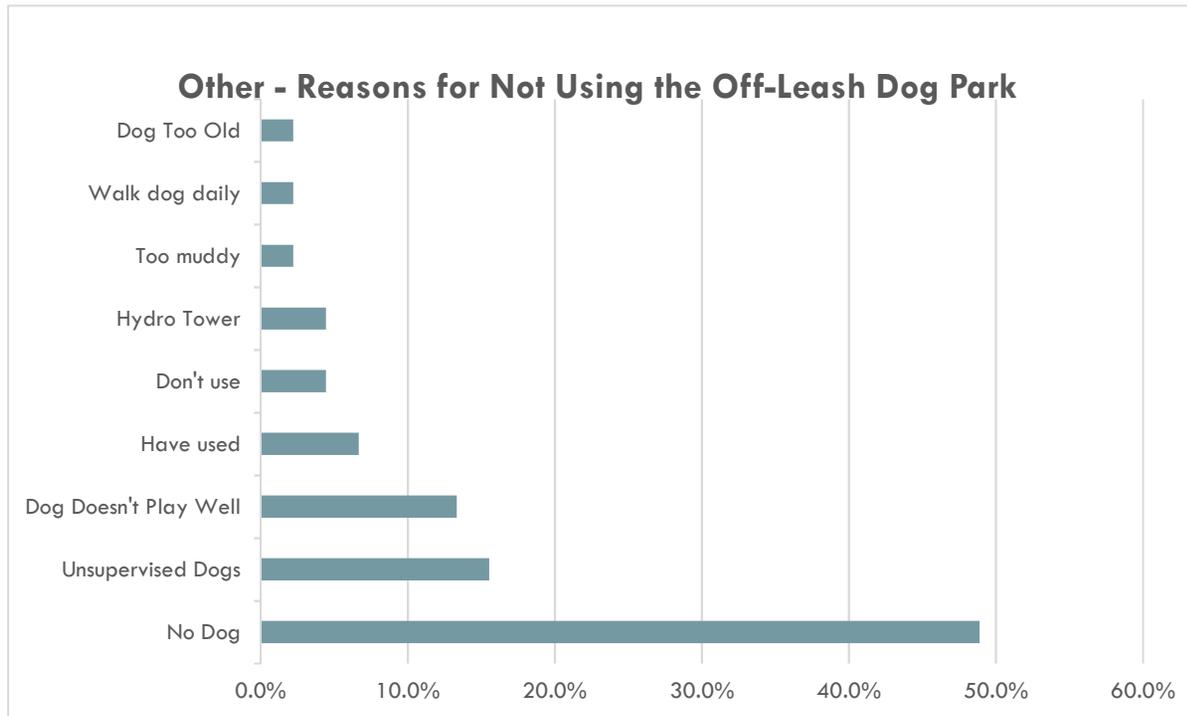


Answer Choices	Responses	
Seldom (less than five times a year)	55.93%	33
Sometimes (more than five times a year but less than once a month)	13.56%	8
Often (at least once a month, but less than weekly)	25.42%	15
Always (daily or weekly)	5.08%	3
	<b>Answered</b>	<b>59</b>
	<b>Skipped</b>	<b>41</b>

**10. If you have NOT used the off-leash parks, please provide the reason(s) (choose all that apply).**

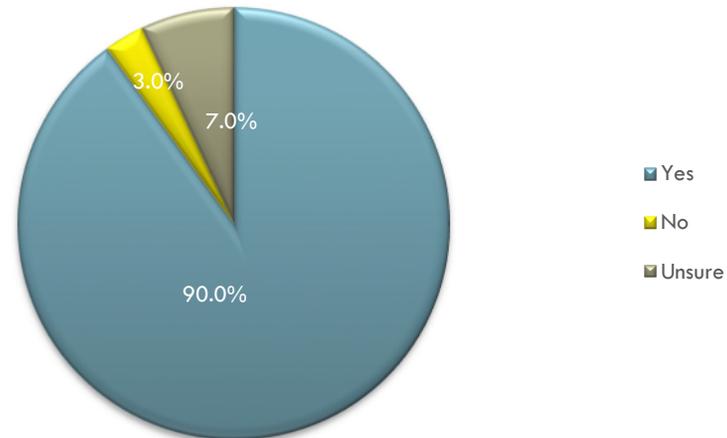


Answer Choices	Responses	
Other (please specify)	69.23%	45
Home provides sufficient space	21.54%	14
Location is not convenient	10.77%	7
Local areas and parks provide sufficient space and variety	6.15%	4
Too many rules	3.08%	2
	<b>Answered</b>	<b>65</b>
	<b>Skipped</b>	<b>35</b>



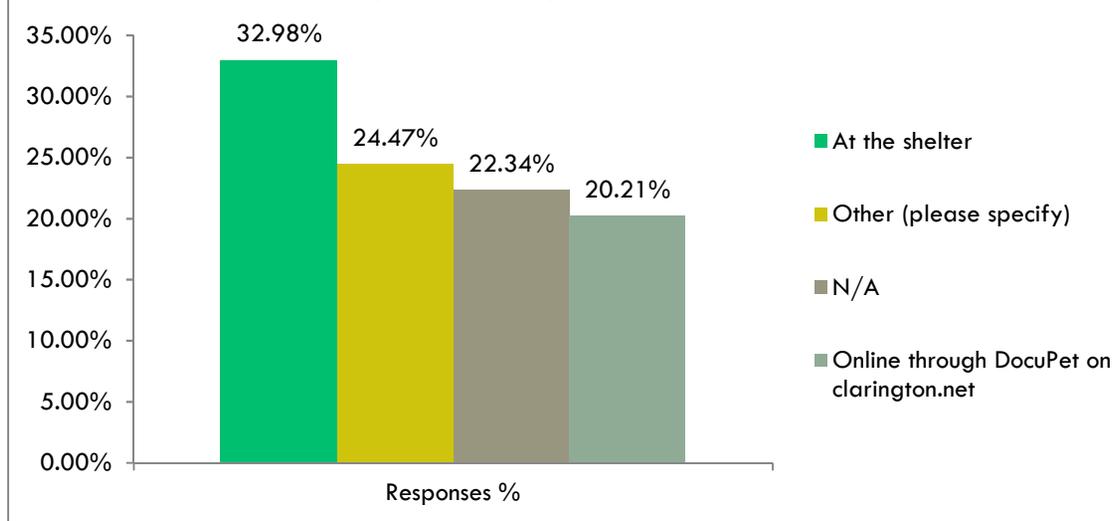
<b>Other Reasons For Not Using Dog Park</b>	<b># of Respondents</b>
No Dog	48.9%
Unsupervised Dogs	15.6%
Dog Doesn't Play Well	13.3%
Have used	6.7%
Don't use	4.4%
Hydro Tower	4.4%
Too muddy	2.2%
Walk dog daily	2.2%
Dog Too Old	2.2%
<b>Grand Total</b>	<b>100.0%</b>

**12. Animal licences are intended to improve services and meant to increase the likelihood that a lost pet is returned. Are you aware that dogs and cats must be licensed annually in the Municipality of Clarington?**



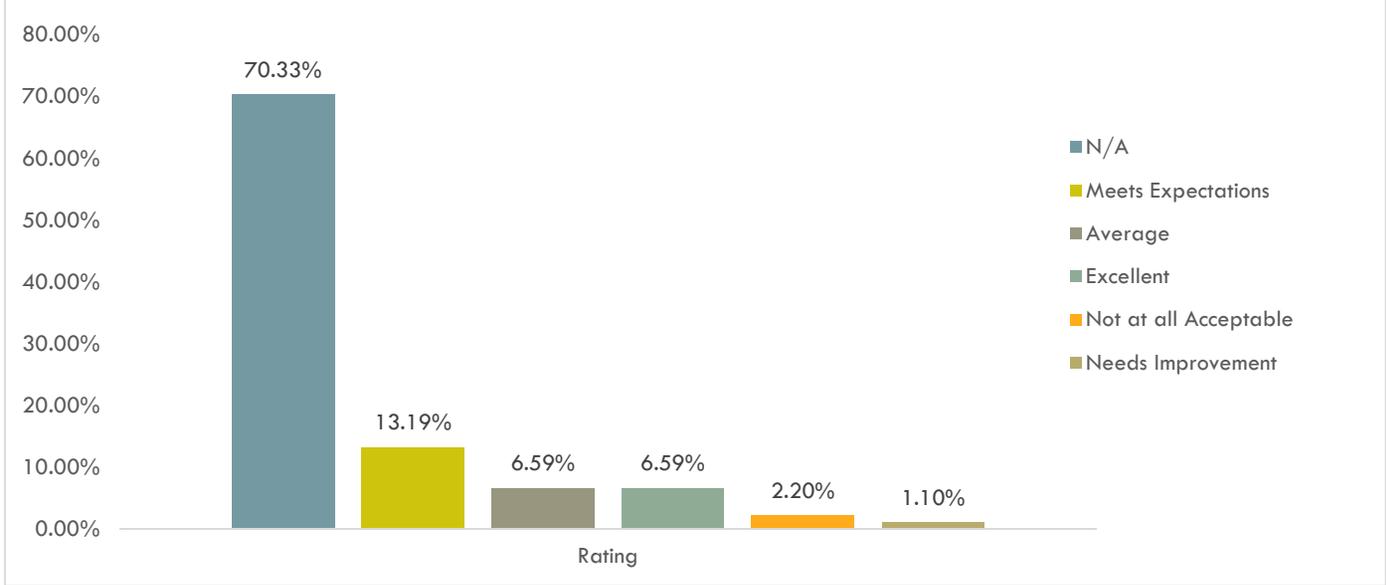
Answer Choices	Responses %	#
Yes	90.0%	90
No	3.0%	3
Unsure	7.0%	7
	<b>Answered</b>	<b>100</b>
	<b>Skipped</b>	<b>0</b>

### 13. If you are aware of the licensing requirements and you own a pet, where did you purchase your licence?



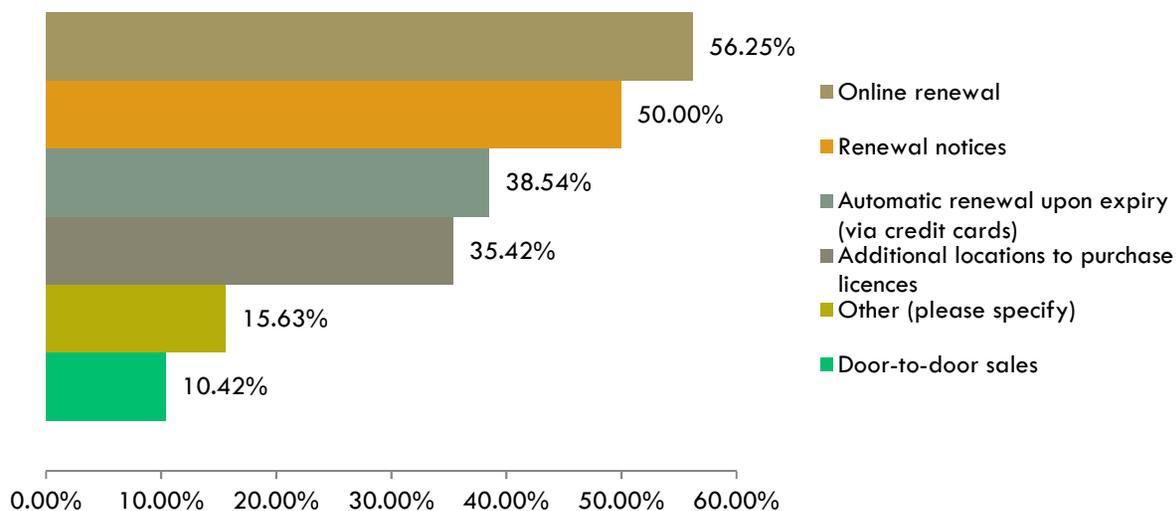
Answer Choices	Responses %	#
At the shelter	32.98%	31
Other (please specify)	24.47%	23
N/A	22.34%	21
Online through DocuPet on clarington.net	20.21%	19
	<b>Answered</b>	<b>94</b>
	<b>Skipped</b>	<b>6</b>

**14. If you purchased your licence online, please provide your assessment on the ease of use with the DocuPet website.**



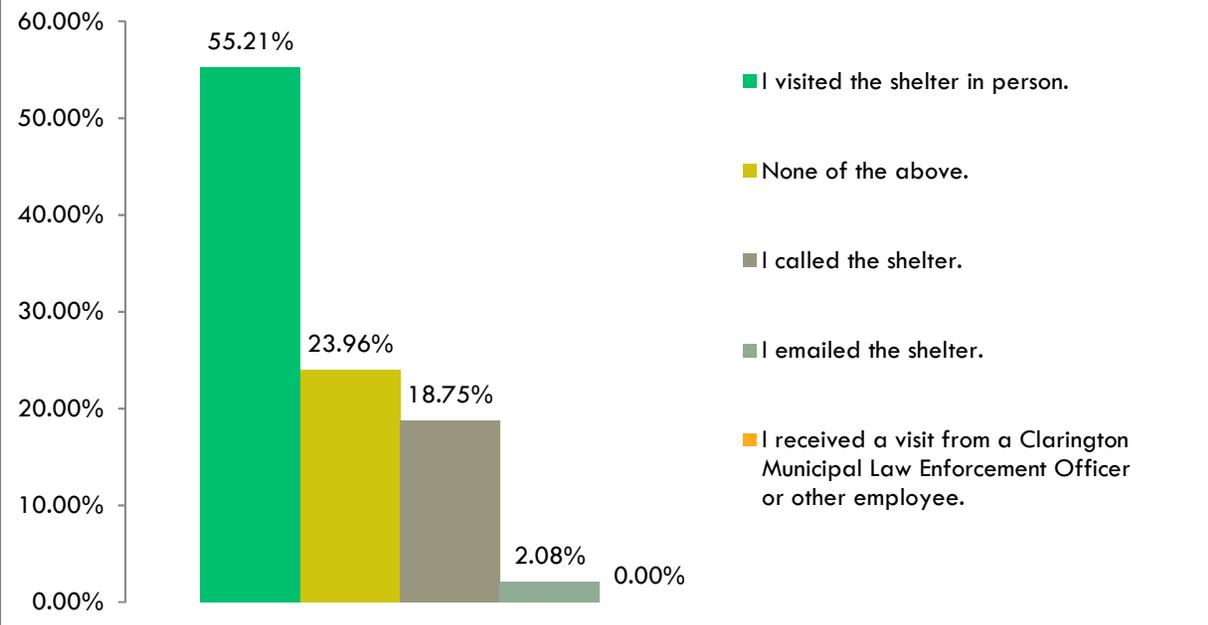
Star	Rating	#
N/A	70.33%	64
Meets Expectations	13.19%	12
Average	6.59%	6
Excellent	6.59%	6
Not at all Acceptable	2.20%	2
Needs Improvement	1.10%	1
	<b>Answered</b>	<b>91</b>
	<b>Skipped</b>	<b>9</b>

**15. Our goal is to ensure that animals are protected and aren't running loose. Please indicate ways that animal licensing can be improved to encourage people to license their pets (choose all that apply).**



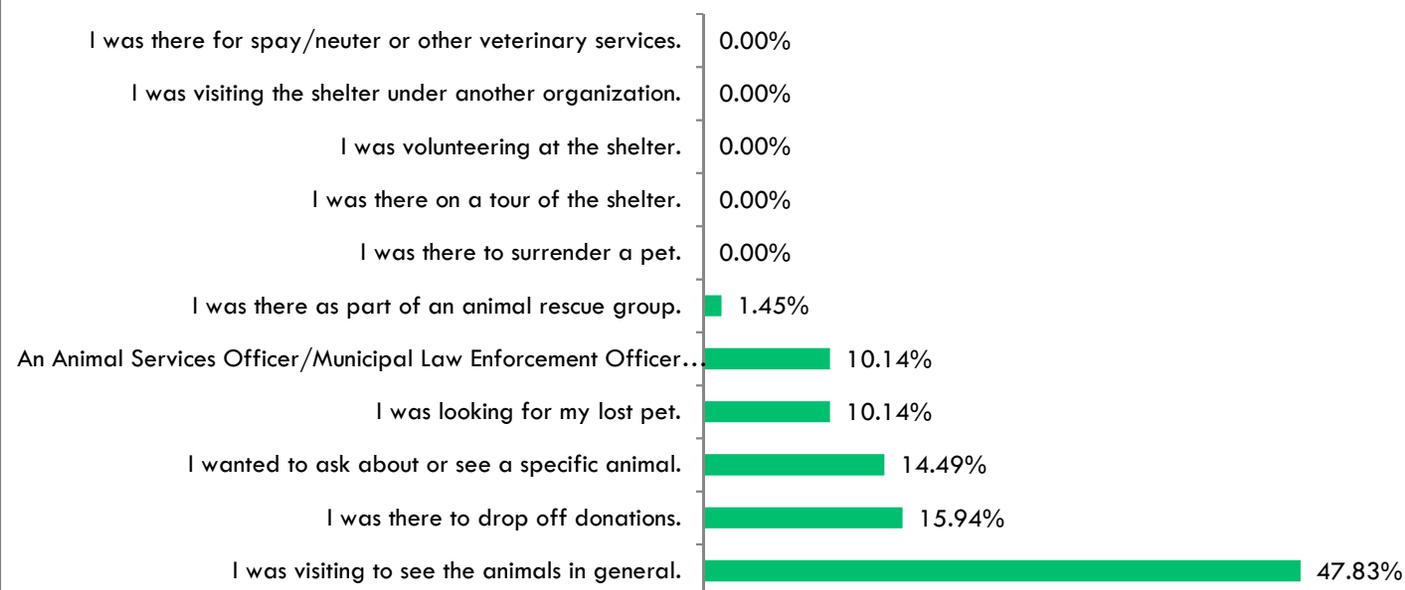
Answer Choices	% of Responses	
Door-to-door sales	10.42%	10
Other (please specify)	15.63%	15
Additional locations to purchase licences	35.42%	34
Automatic renewal upon expiry (via credit cards)	38.54%	37
Renewal notices	50.00%	48
Online renewal	56.25%	54
	<b>Answered</b>	<b>96</b>
	<b>Skipped</b>	<b>4</b>

**16. If you have contacted the Animal Shelter in the past two years, provide the method of contact.**



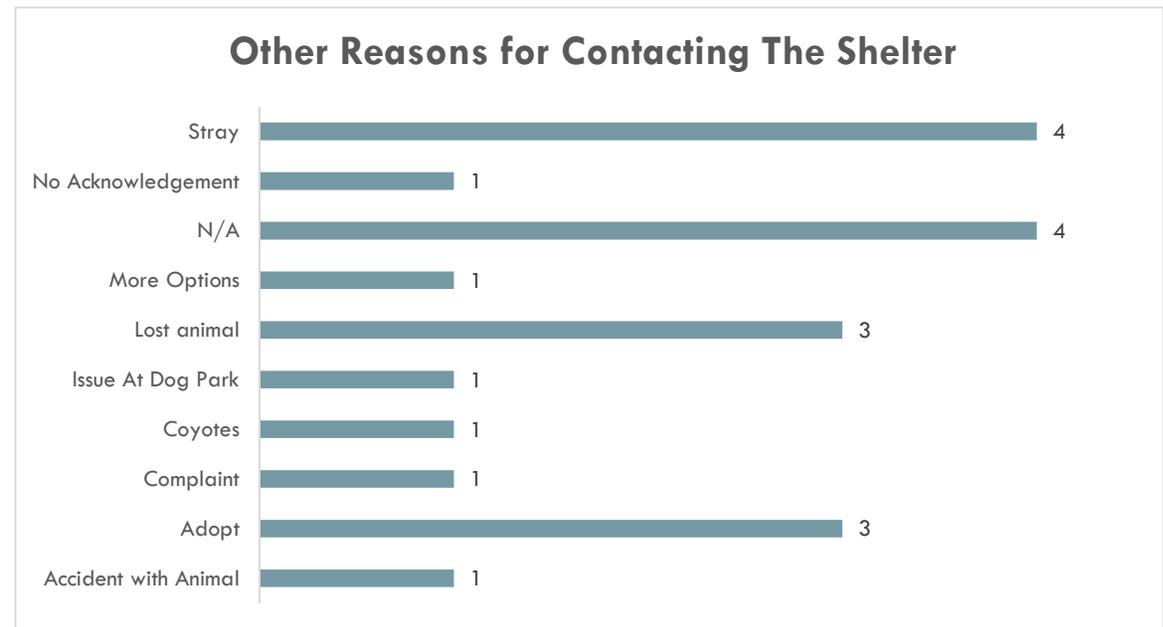
Answer Choices	Responses	
I visited the shelter in person.	55.21%	53
None of the above.	23.96%	23
I called the shelter.	18.75%	18
I emailed the shelter.	2.08%	2
I received a visit from a Clarington Municipal Law Enforcement Officer or other employee.	0.00%	0
	<b>Answered</b>	<b>96</b>
	<b>Skipped</b>	<b>4</b>

## 17. Why were you visiting or contacting the shelter?

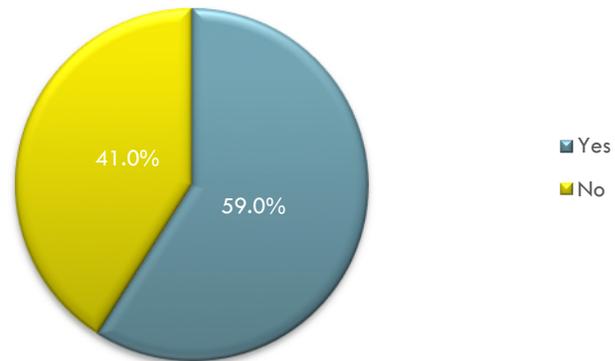


Answer Choices	Responses	#
I was visiting to see the animals in general.	47.83%	33
I was there to drop off donations.	15.94%	11
I wanted to ask about or see a specific animal.	14.49%	10
I was looking for my lost pet.	10.14%	7
An Animal Services Officer/Municipal Law Enforcement Officer responded to stray animal pickup/other reason(s).	10.14%	7
I was there as part of an animal rescue group.	1.45%	1
I was there to surrender a pet.	0.00%	0
I was there on a tour of the shelter.	0.00%	0
I was volunteering at the shelter.	0.00%	0
I was visiting the shelter under another organization.	0.00%	0
I was there for spay/neuter or other veterinary services.	0.00%	0
Other (please specify)		20
	<b>Answered</b>	<b>69</b>

Reasons for Contacting Shelter	# of Respondents
Accident with Animal	1
Adopt	3
Complaint	1
Coyotes	1
Issue At Dog Park	1
Lost animal	3
More Options	1
N/A	4
No Acknowledgement	1
Stray	4
<b>Grand Total</b>	<b>20</b>

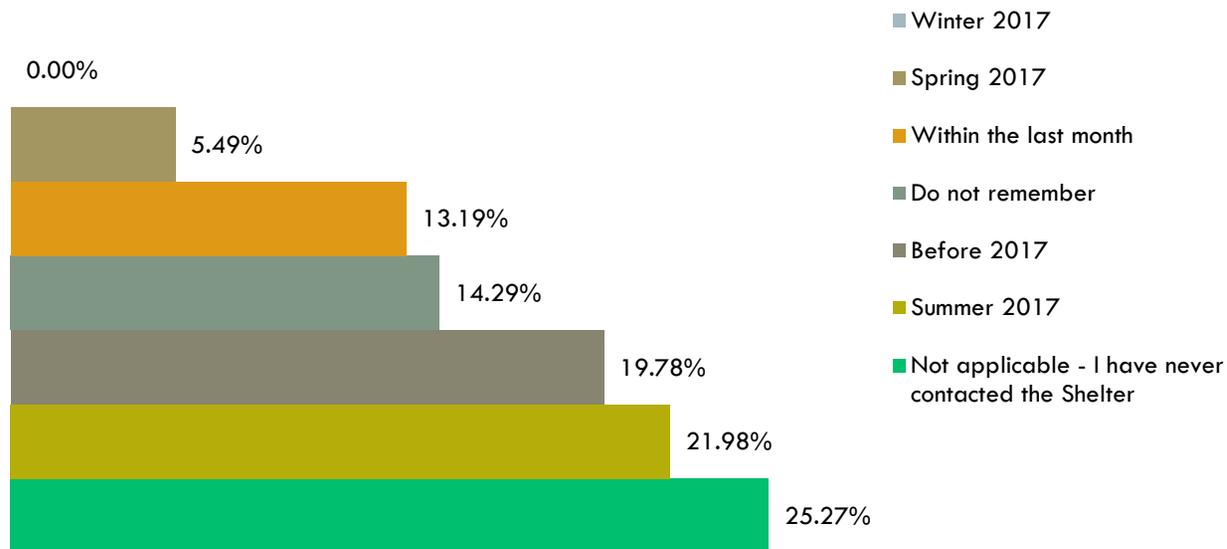


**18. Have you or any member of your family been in contact with the Clarington Animal Shelter in the past two years?**



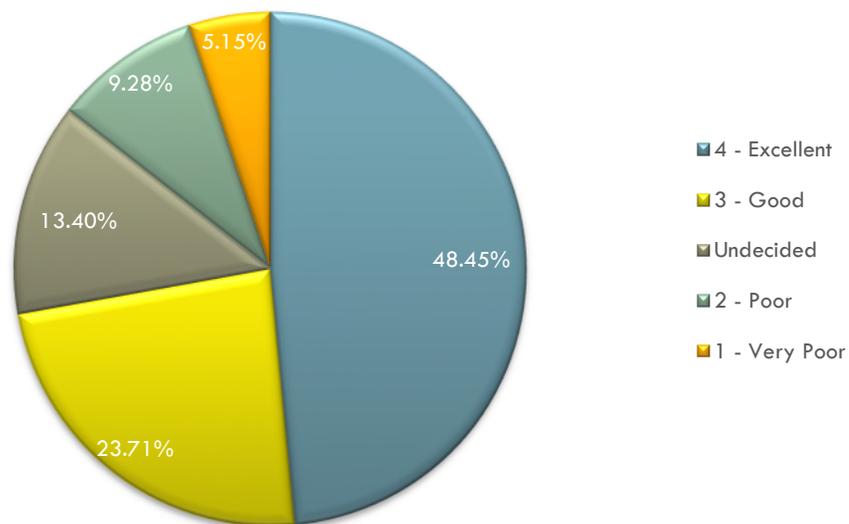
Answer Choices	Responses	
Yes	59.0%	59
No	41.0%	41
	<b>Answered</b>	<b>100</b>

**19. If you have contacted the Clarington Animal Shelter in the last two years, what was the approximate date of your visit, call or email ?**



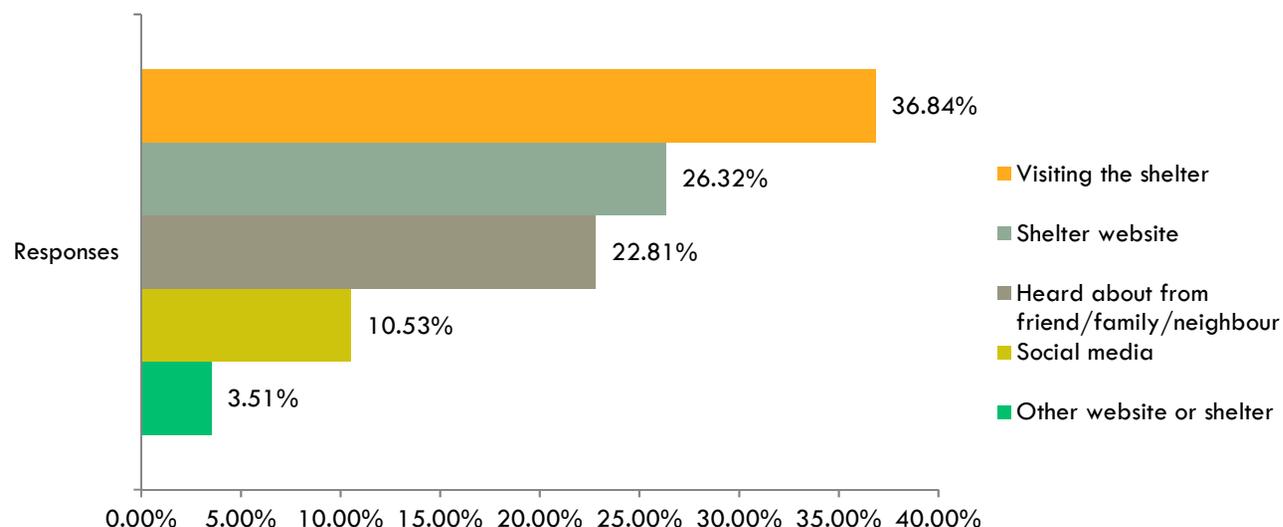
Answer Choices	Responses %	#
Not applicable - I have never contacted the Shelter	25.27%	23
Summer 2017	21.98%	20
Before 2017	19.78%	18
Do not remember	14.29%	13
Within the last month	13.19%	12
Spring 2017	5.49%	5
Winter 2017	0.00%	0
	<b>Answered</b>	<b>91</b>

**20. Given the programs and services offered by Clarington Animal Shelter services, how would you rate the value you are receiving from the Shelter?**



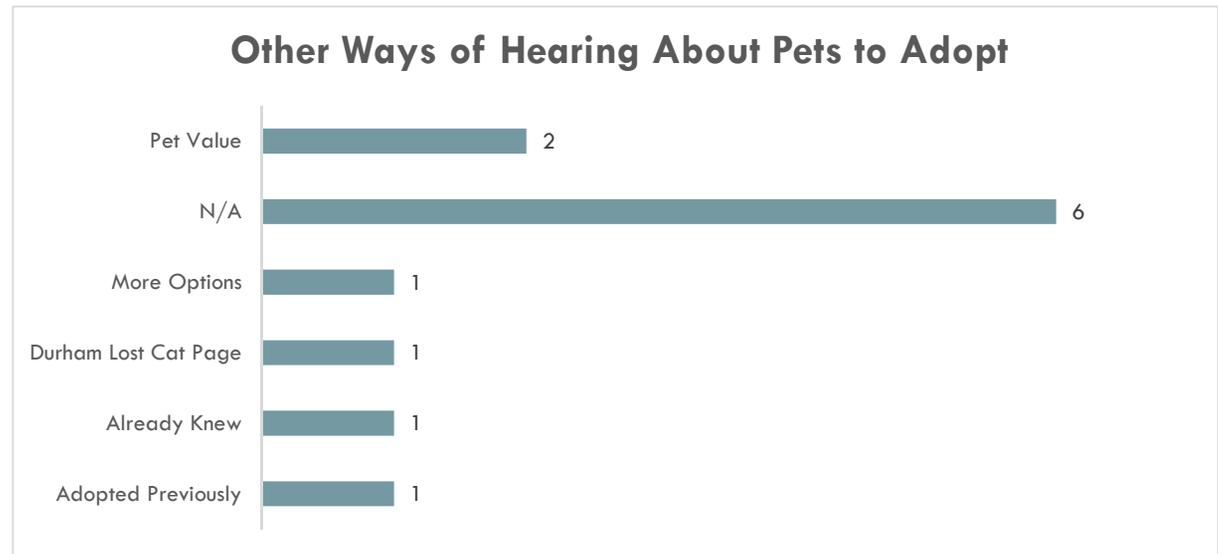
Star Rating	Responses %	#
<b>4 - Excellent</b>	48.45%	47
<b>3 - Good</b>	23.71%	23
<b>Undecided</b>	13.40%	13
<b>2 - Poor</b>	9.28%	9
<b>1 - Very Poor</b>	5.15%	5
	<b>Answered</b>	<b>97</b>

**21. If you visited/contacted the shelter to adopt an animal, how did you first hear about the opportunity to adopt that animal?**

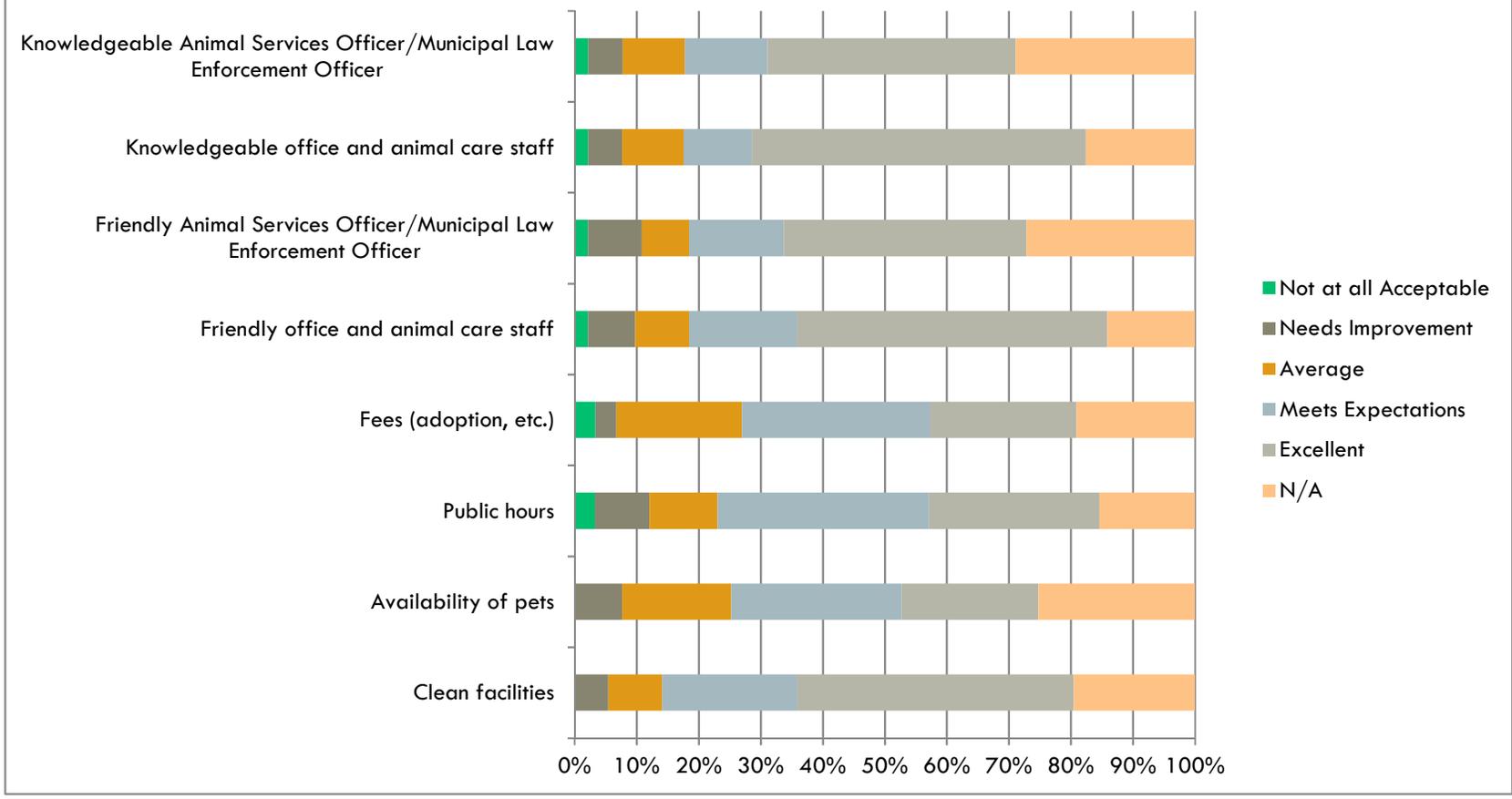


Answer Choices	Responses	
Other website or shelter	3.51%	2
Social media	10.53%	6
Heard about from friend/family/neighbour	22.81%	13
Shelter website	26.32%	15
Visiting the shelter	36.84%	21
Other (please specify)		12
	<b>Answered</b>	<b>57</b>
	<b>Skipped</b>	<b>43</b>

Categories	# of Respondents
Adopted Previously	1
Already Knew	1
Durham Lost Cat Page	1
More Options	1
N/A	6
Pet Value	2

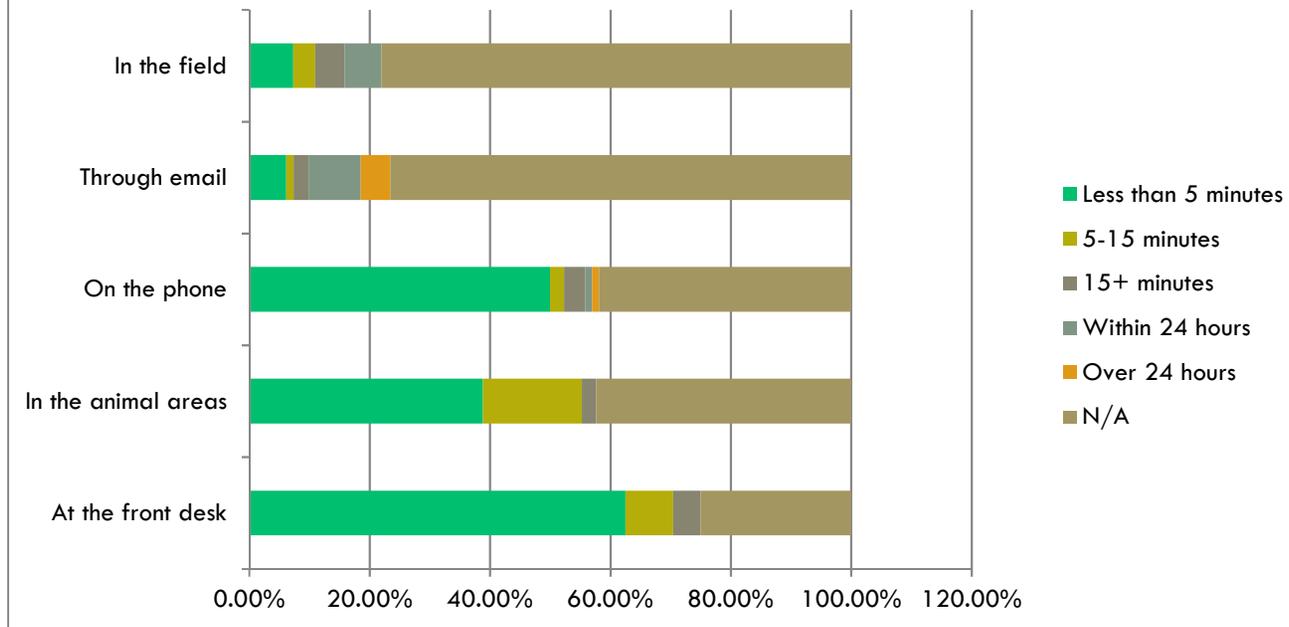


## 22. Please tell us your overall impression of the Clarington Animal Shelter in each area.



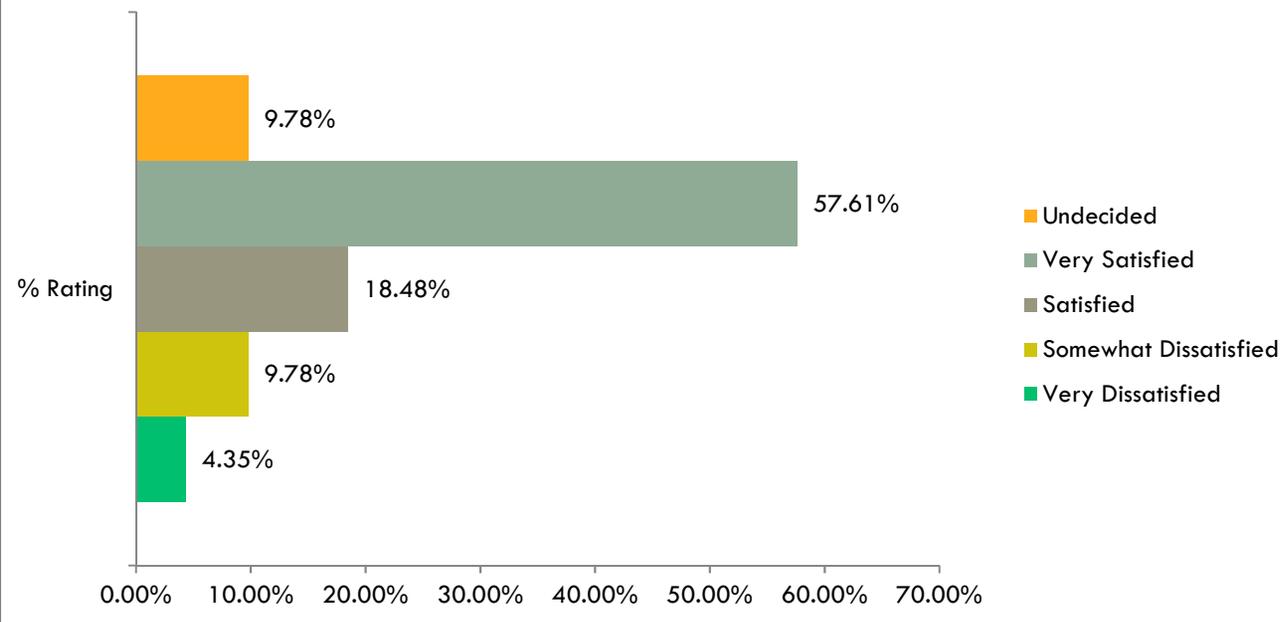
Services	Not at all Acceptable	Needs Improvement	Meets Expectations	Excellent	N/A	Total	Weighted Average
Clean facilities	0.00%	5.43%	21.74%	44.57%	19.57%	92	4.31
Availability of pets	0.00%	7.69%	27.47%	21.98%	25.27%	91	3.85
Public hours	3.30%	8.79%	34.07%	27.47%	15.38%	91	3.87
Fees (adoption, etc.)	3.37%	3.37%	30.34%	23.60%	19.10%	89	3.83
Friendly office and animal care staff	2.17%	7.61%	17.39%	50.00%	14.13%	92	4.23
Friendly Animal Services Officer/Municipal Law Enforcement Officer	2.17%	8.70%	15.22%	39.13%	27.17%	92	4.1
Knowledgeable office and animal care staff	2.20%	5.49%	10.99%	53.85%	17.58%	91	4.32
Knowledgeable Animal Services Officer/Municipal Law Enforcement Officer	2.22%	5.56%	13.33%	40.00%	28.89%	90	4.17
						<b>Answered</b>	<b>94</b>
						<b>Skipped</b>	<b>6</b>

### 23. How long did it take for staff to assist you?



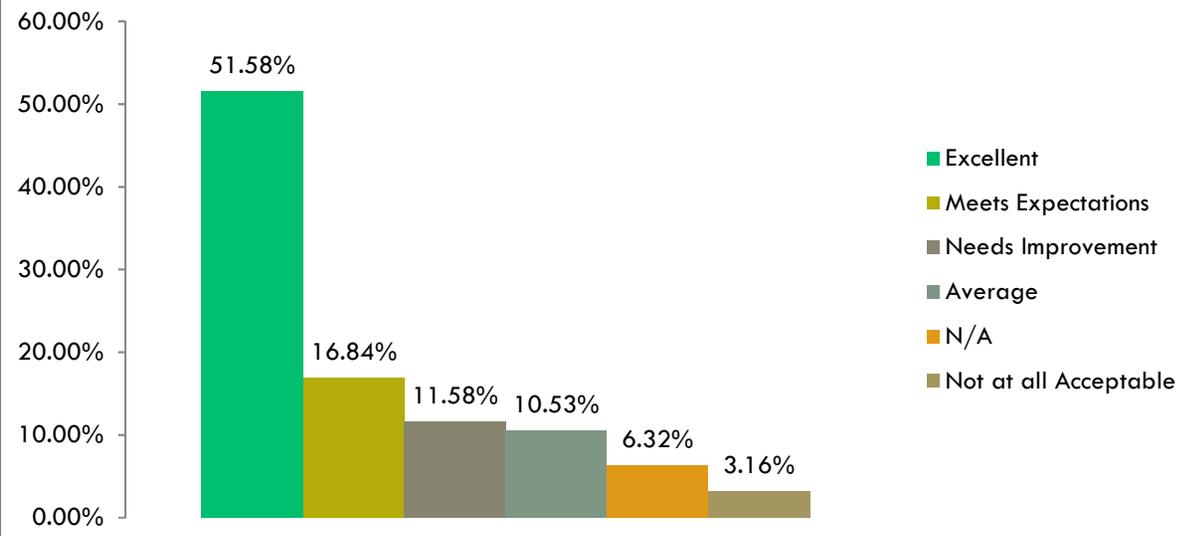
Assistance How	Less than 5 minutes	5-15 minutes	15+ minutes	Within 24 hours	Over 24 hours	N/A	Total	Weighted Average
At the front desk	62.50%	7.95%	4.55%	0.00%	0.00%	25.00%	88	2.29
In the animal areas	38.82%	16.47%	2.35%	0.00%	0.00%	42.35%	85	2.41
On the phone	50.00%	2.33%	3.49%	1.16%	1.16%	41.86%	86	2.42
Through email	6.17%	1.23%	2.47%	8.64%	4.94%	76.54%	81	5.11
In the field	7.32%	3.66%	4.88%	6.10%	0.00%	78.05%	82	3.94
Other (please specify)							5	
							<b>Answered</b>	<b>90</b>
							<b>Skipped</b>	<b>10</b>

### 24. How satisfied were you with the level of service you received from Clarington Animal Shelter Services?



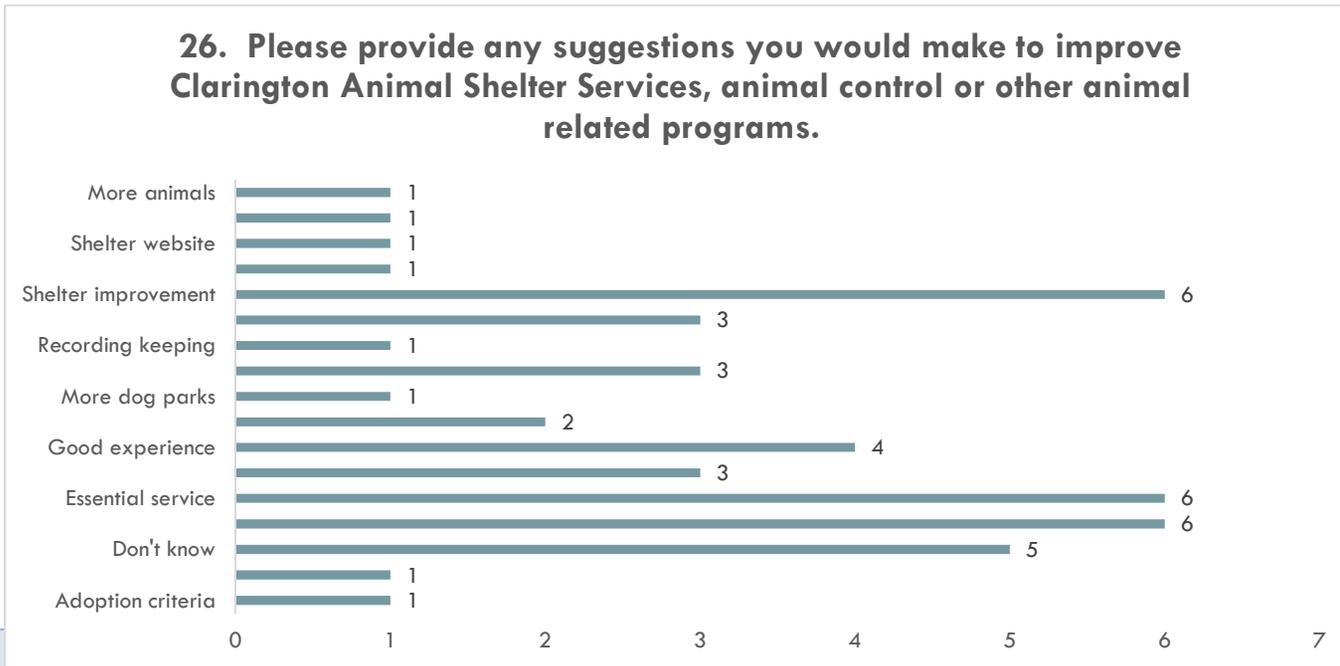
Star Rating	% Rating	#
Very Dissatisfied	4.35%	4
Somewhat Dissatisfied	9.78%	9
Satisfied	18.48%	17
Very Satisfied	57.61%	53
Undecided	9.78%	9
	<b>Answered</b>	<b>92</b>
	<b>Skipped</b>	<b>8</b>

**25. What is your overall impression of the Clarington Animal Shelter based on this visit or contact?**



Star	Response %	#
Excellent	51.58%	49
Meets Expectations	16.84%	16
Needs Improvement	11.58%	11
Average	10.53%	10
N/A	6.32%	6
Not at all Acceptable	3.16%	3
	<b>Answered</b>	<b>95</b>
	<b>Skipped</b>	<b>5</b>

Row Labels	# of Respondents
Adoption criteria	1
Coyotes	1
Don't know	5
Enforcement	6
Essential service	6
Friendlier staff	3
Good experience	4
Lifetime licences	2
More dog parks	1
More staff	3
Recording keeping	1
Shelter hours	3
Shelter improvement	6
Shelter location	1
Shelter website	1
Small animals at dog park	1
More animals	1
<b>Grand Total</b>	<b>46</b>



## Appendix B: Staff Checksheet results

