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Committee	: Budget & Finance Comm	ttee	Date Apri	I 30, 2014
Board of S	upervisors Meeting		Date	
Cmte Boa	Motion Resolution Ordinance Legislative Digest Budget and Legislative A Youth Commission Repo	ort	•	
	Department/Agency Cov MOU Grant Information Form Grant Budget Subcontract Budget Contract/Agreement Form 126 – Ethics Comm Award Letter Application Public Correspondence		or Report	
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Date April 11, 2014 Date

Completed by: Linda Wong
Completed by:

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CITY ADMINISTRATOR

Animal Care and Control

Operations and Finance Overview

November 7, 2013



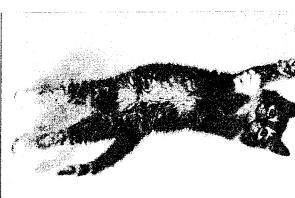
Presentation topics

- 1. ACC mission and mandates

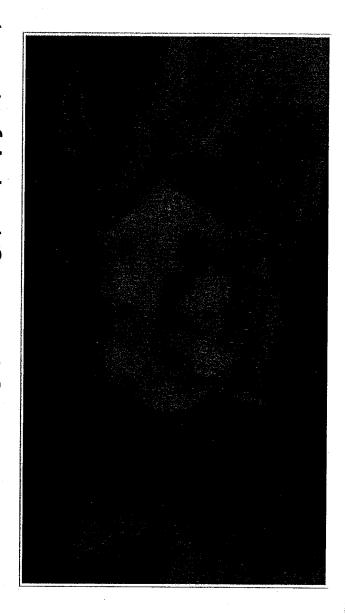
2. Resources: operating budget and staffing

- 3. Workload data
- 4. Proposed enhancements
- 5. Next steps





Mission and mandates



and local Animal Control and Welfare laws. San Francisco's stray, injured, abandoned, neglected, and The Department of Animal Care and Control is responsible for mistreated animals, as well as for the enforcement of all state















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Mission and mandates

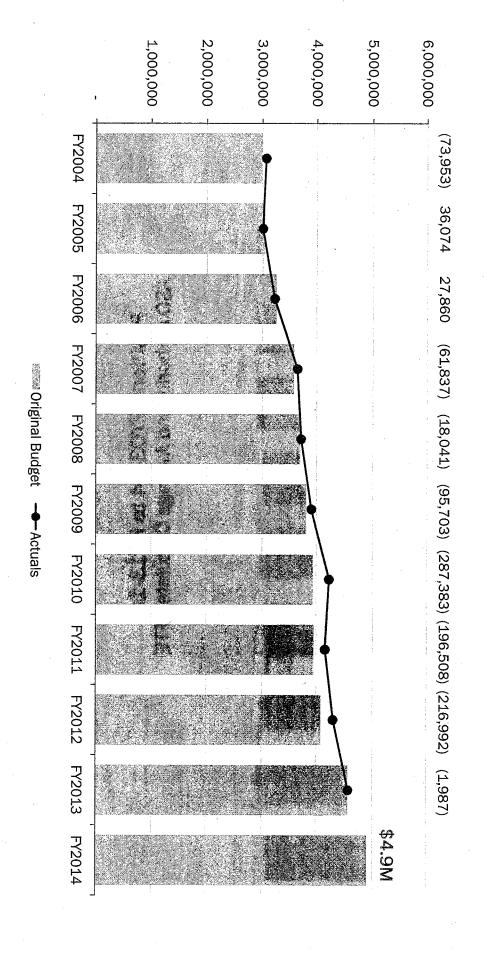
Key functions include:

- Animal welfare: rescue, surrenders, redemptions, adoptions, cruelty investigations/prosecutions, wildlife coexistence education, mutual aid
- 2. Animal care: veterinary services; vaccinations; micro-chipping; feral cat program collaboration; behavior and training programs; volunteer services; community outreach/education; temporary pet shelter for guardians in hospitals, shelters, and jails; grooming; public education
- 3. Public safety and health: code enforcement, abuse cases, vicious and dangerous animals, bite reporting, zoonotic disease response and rabies quarantine, animal remains, licensing, disaster response



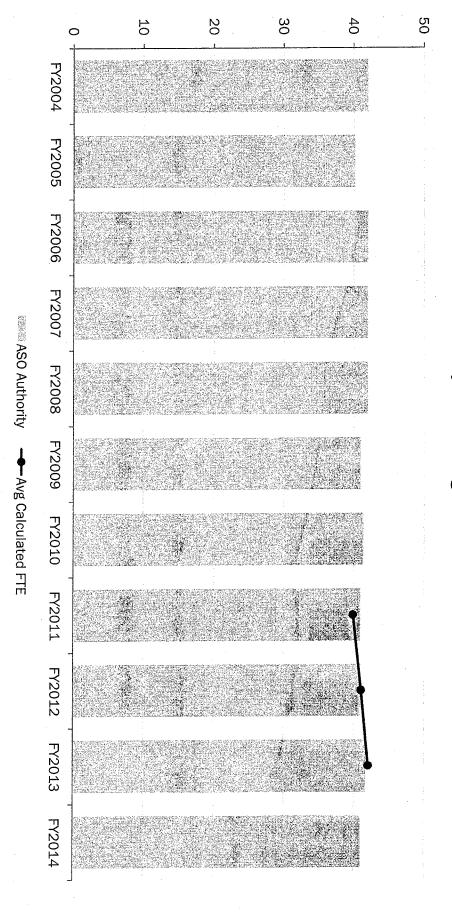
Operating budget

FY03-04 to FY13-14: Operating Budget and Actuals



Staffing

Positions FY03-04 to FY13-14: ASO Authority and Average Calculated FTE



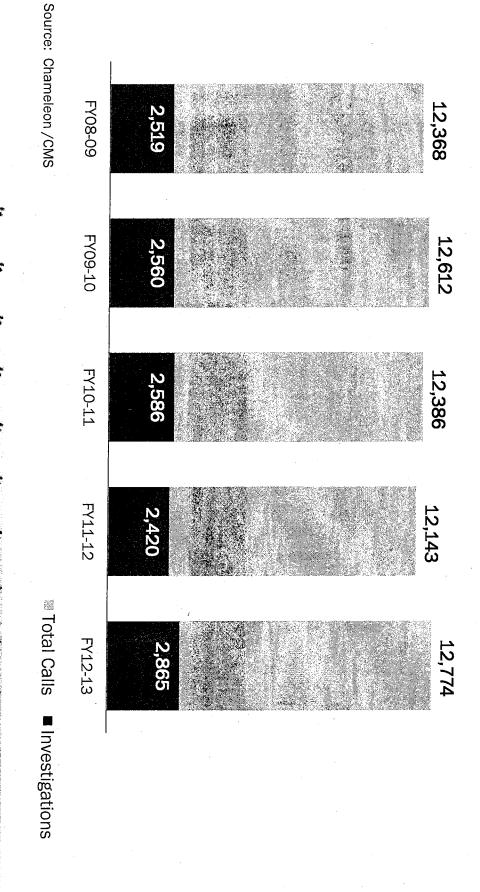
ASO position authority by division

Division	Total
Field Services	12
Shelter Services	9
Animal Care	14
Administration / Volunteer Coordination	6

41

Animal Care and Control statistics

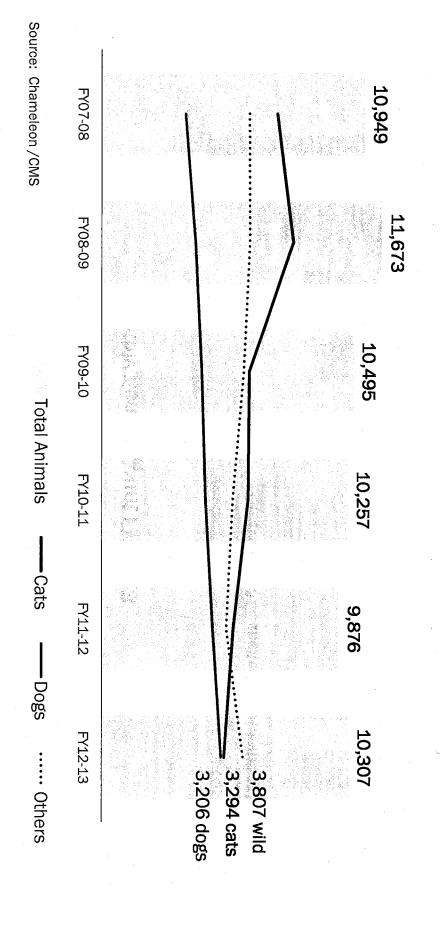
ACC Animal Control Officer Calls for Service, FY08-13



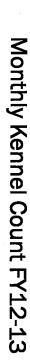
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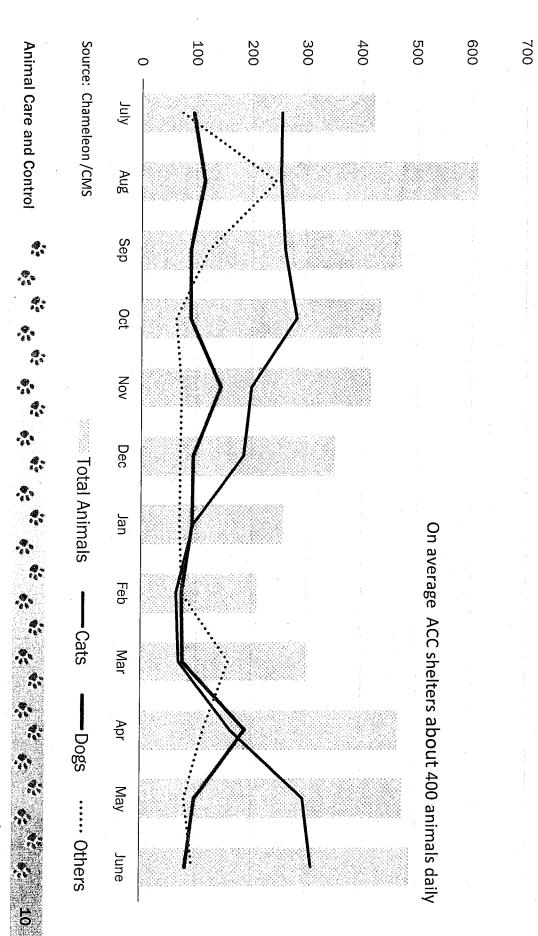
Animal Care and Control statistics

ACC Animal Intake Totals, FY07-13



Animal Care and Control statistics

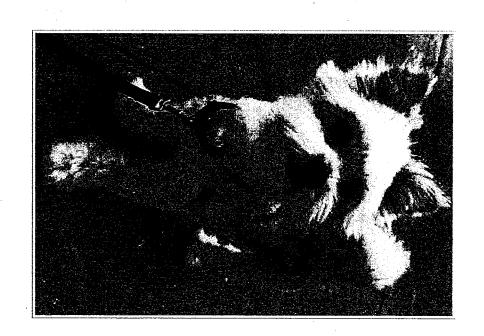




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Animal Care and Control statistics

- Dog licensing
- Approximately 20,000 dogs are licensed
- Dog licenses are available for purchase at ACC, online, and through partner organizations
- Animal Care Officers also provide education and enforcement in the field
- Dog walker permits
- 140 dog walker permits have been issued
- The four month grace period is ending and the number of permits issued is expected to increase in November



CITY ADMINISTRATOR OFFICE OF THE

Proposed enhancements

- Improve officer safety and response by adding Animal Control Officers
- Account for employee time-off by adding Animal Care Attendants
- 3. Ensure coverage for veterinary services by adding positions
- 4. Increase animal socialization and improve behavioral health activities to reduce length of stay





Capital budget and planning

Budget of \$802K for Capital Improvements in FY14

### Budget \$ 700,000 \$ 50,000 \$ 52,000 \$ 802,000		ANIMAL SHELTER FLOORING REPAIR	ANIMAL SHELTER ROOF REPAIR	ANIMAL SHELTER FACILITY PLAN	Capital Project
	↔	₩	()	₩	

turf, washing machines, and dryers dishwashers, walk-on scales, energy management, dog area Examples of equipment and capital needs to be addressed include lab equipment, dog kennels, custodial stations,

Next steps

- Finalize facility planning
- Refine workload modeling and further analyze resource needs
- Submit FY14-16 departmental budget proposal in late February and finalize budget in June



Executive Summary

Recel in committee File No. 130875 11/7/13

Status of Shelter Animals in San Francisco

and recommendations to save more companion animals

- San Francisco has a long-standing goal of protecting the welfare of shelter animals.
- Reducing shelter euthanasia is one of San Francisco Animal Care and Control's (SF/ACC) two
 Performance goals. Over the past 10 years, SF/ACC has raised their Performance Measure Live
 Release Rate by only 5%.
- Almost 20 years ago, SF/ACC and the San Francisco Society for the Prevention of Cruelty to Animals (SF/SPCA) entered into an Adoption Agreement guaranteeing that all healthy dogs and cats would be saved, and they would work toward saving the cats and dogs with treatable conditions. The goal to save all cats and dogs with treatable conditions has not yet been achieved, and treatable animals are still being killed at SF/ACC.
- SF/ACC's budget has increased by 43% since 2009 to \$5.6 million.
- Despite this sizeable increase in funding for SF/ACC in the past 5 years, the Live Release Rate for shelter animals, which is one Performance Measure, has not appreciably improved.
- The SF/SPCA's net assets have also increased by 56% since 2005 to \$76 million. Very few dogs, and increasingly fewer cats, are transferred from SF/ACC to the SF/SPCA, despite an Adoption Agreement between the Agencies. <u>Instead, the SF/SPCA imports a majority of cats and dogs from outside San Francisco</u>. This represents a move away from honoring the Adoption Agreement, particularly for the goal of working towards saving animals with treatable conditions.
- The intake of dogs at SF/ACC has increased 25% from 2006-2012, and the number of dogs returned to guardians has declined.
- Almost 1 in every 4 dogs that enter SF/ACC does not leave alive.
- San Francisco's Breed Specific Legislation enacted in 2005 has likely had a negative effect on dogs in San Francisco and needs to be studied by the City.
- San Francisco has one of the lowest per capita intakes of shelter animals in the country and is also
 one of the best funded cities for shelter animals. Despite a low per capita intake and robust
 funding for shelter animals, San Francisco has not yet achieved the goal of saving all healthy and
 treatable shelter animals (saving more than 90%) like over 200 communities in the US.
- This report provides a list of 8 San Francisco-specific recommendations to save all healthy and treatable shelter animals, or 90 percent or more companion animals at SF/ACC.

Status of Shelter Animals in San Francisco

and recommendations to save more companion animals

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Website: www.fixsanfrancisco.org

Facebook: www.facebook.com/fixsanfrancisco.org

Version 1.2

Dear Supervisor Scott Wiener, other San Francisco Supervisors, and Mayor Lee:

We understand that Supervisor Wiener will be hosting a special hearing on **November 7, 2013** to better understand the operational and budgetary needs of Animal Care and Control, including enforcement staffing and capacity to care for animals.

San Francisco has a long-standing goal of protecting the welfare of our shelter animals. The No Kill movement began here, in San Francisco, with the ground-breaking ideas of Richard Avanzino, who then led the San Francisco Society for the Prevention of Cruelty to Animals (SF/SPCA).

Over 200 communities across the US save more than 90% of the shelter animals. San Francisco has not yet achieved this goal of saving all healthy and treatable shelter animals (more than 90%). Many animals with treatable conditions continue to be killed at San Francisco Animal Care and Control (SF/ACC).

With a targeted approach, San Francisco can save all healthy and treatable shelter animals, but it takes leadership that is focused on saving lives. Any discussion about operational and budgetary needs must discuss ways to save more San Francisco shelter animals.

It's time for our shelter to catch up with San Francisco's love for our pets

This report provides:

- 1. FixSanFrancisco's analysis of the status of shelter animals in San Francisco
- 2. Specific recommendations for saving more shelter animals in San Francisco

Founded in 2008, **FixSanFrancisco.org** is a grassroots group of concerned San Francisco residents working to re-energize the vision of San Francisco as a no-kill community, saving at least 90% of the animals that enter San Francisco's Animal Care & Control (SF/ACC). This means saving all the healthy and treatable shelter animals (dogs, cats, rabbits, birds, etc.).

Executive Summary

- San Francisco has a long-standing goal of protecting the welfare of shelter animals.
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 Performance goals. Over the past 10 years, SF/ACC has raised their Performance Measure Live
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- This report provides a list of 8 San Francisco-specific recommendations to save all healthy and treatable shelter animals, or 90 percent or more companion animals at SF/ACC.

Status of Shelter Animals in San Francisco

and recommendations to save more companion animals

San Francisco Animal Shelters

San Francisco City and County is home to three animals shelters, including the city's municipal shelter, San Francisco Animal Care and Control (SF/ACC) and two private shelters, the San Francisco Society for the Prevention of Cruelty to Animals (SF/SPCA) and Pets Unlimited.

SF/ACC has a current budget of \$5.6 million (2013-2014 Adopted Budget). The SF/SPCA has an annual revenue of approximately \$18.6 million and net assets of approximately \$76 million (2011 - 990 tax form), while Pets Unlimited has an annual revenue of about \$8.6 million (2011 - 990 tax form).

San Francisco has one of the lowest per capita intakes of shelter animals in the country. With San Francisco's population of approximately 800,000 people, SF/ACC takes in approximately 7 dogs/cats per 1,000 people. The US average per capita shelter intake is 14.5 dogs/cats per 1,000 people (Maddie's Fund).

Despite a low per capita intake and robust funding for shelter animals, San Francisco has not yet achieved the goal of saving all healthy and treatable shelter animals like over 200 communities in the US (Out the Front Door: http://outthefrontdoor.com). We want San Francisco to regain its leadership in animal welfare.

The following sections provide more details about the status of shelter animals in San Francisco and recommendations for how to save more shelter animals in San Francisco.

A. Analysis of the Status of Shelter Animals in San Francisco

San Francisco Animal Care and Control (SF/ACC) falls under the City Administrator's Office in San Francisco. Under this umbrella, SF/ACC is "responsible for the City's stray, injured, abandoned, neglected and mistreated animals, both domestic and wild." (Mayor's Budget, 2012, p. 219).

A.1 Animal Intake at SF/ACC

SF/ACC calls itself an "open admission" shelter, meaning that they accept "all homeless, injured, orphaned, unwanted, lost, abandoned and mistreated animals, including companion animals, farm animals, exotic animals and native wildlife...regardless of temperament or medical condition." (SF/ACC website, accessed 9/28/13).

SF/ACC typically reports annual metrics for the intake and outcomes of cats, dogs and "other animals". Other animals include the non-cat/non-dog companion animals (e.g., rabbits, parrots) and wildlife. (SF/ACC occasionally separates metrics for wildlife and "other" companion animals, but this has not been done consistently.) They report fiscal year (July to July) on their website and calendar year (January to January) metrics in the "Partnership Stats" report.

Figure 1 shows the number of cats, dogs, and other animals impounded at SF/ACC from fiscal year 1996 - 2010 (SF/ACC website, accessed 9/28/2013). (Data for fiscal years 2011 and 2012 are not currently reported on SF/ACC's website). As can be seen in Figure 1, the total number of animals impounded at SF/ACC has steadily declined over the past 17 years. In 1996, SF/ACC impounded approximately 13,000 animals (cats, dogs, and other animals). For fiscal years 2009 and 2010, SF/ACC impounded about 6,600 animals, which represents a 50% reduction of shelter intake since 1996. This reduction in intake should translate into better outcomes for shelter animals.

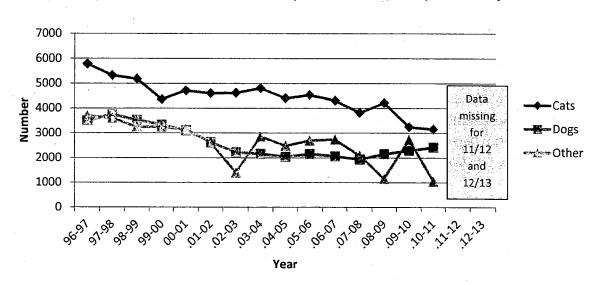


Figure 1. Number of Animals Impounded at SF/ACC (1996-2012)

However, when looking more closely at the 6-year trends for the intake of cats and dogs at SF/ACC (using the annual "Partnership Stats" 2006 – 2012) (Figure 2), we see that, in spite of a steady decline in the number of cats impounded, the number of dogs impounded at SF/ACC has increased.

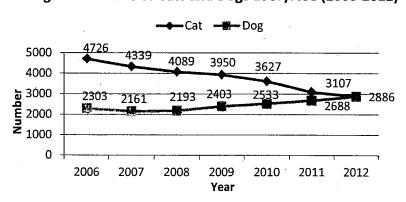


Figure 2. Intake of Cats and Dogs at SF/ACC (2006-2012)

In particular, there has been a 39% reduction of cats impounded at SF/ACC, while there has been a 25% increase of dogs from 2006-2012.

(Note: <u>Several organizations have publicly stated that there has been a 50% increase in dogs since 2007, but we calculate a 34% increase from 2007 – 2012</u>. It is important to get clarification on this statistic. In addition, the intake patterns for "other animals" is more difficult to interpret because of the spikes and valleys in intake, so we do not report the trends for "other animals" at this time.)

A.1.a Need to Analyze Impact of Breed Specific Legislation on Increase in Dog Intake

While overall intake at SF/ACC has steadily decreased over the past 6 years, the number of dogs impounded has increased. It is important to note that breed specific legislation (BSL) for mandatory spay/neuter of Pit Bull type dogs in San Francisco was enacted in 2005. Thus, there was a steady increase in dog intake at SF/ACC following the passing of BSL in San Francisco. Approximately three quarters of dogs killed at SF/ACC are Pit Bull type dogs.

Although a correlation does not imply causality, this increase in dog intake immediately following the passage of BSL needs to be explored in more detail. It is possible that the increased legal requirements to spay/neuter Pit Bull type dogs resulted in the public's surrendering more of these dogs rather than incur the expense of spay/neuter or redemption of their dog. Clearly, it is desirable to keep dogs out of the shelter, and additional ways to keep dogs from entering SF/ACC need to be explored. (See Recommendation 5 in Section B.)

A.2 Outcomes for SF/ACC Animals: More Progress Needed

As discussed above, SF/ACC publishes two types of animal statistics: 1) annual reports about the outcomes of shelter animals (cats, dogs, others) released only on their website and 2) the "Partnership Stats" (cats and dogs), which includes animals transferred to SF/SPCA.

The following sections outline a number of findings that emerge from examination of these two sources of data.

A.2.a SF/ACC Website data

SF/ACC reports a July-to-July fiscal year (which is also reported to the City). Table 1 shows the most current fiscal year metrics available on the SF/ACC website are for 2010-2011 (SF/ACC website, accessed 10/31/2013), which is two years out of date.

Table 1. Fiscal Year 2010-2011 on SF/ACC website [accessed 10/31/13]

Type Of Animal	Animals In	Animals Out	Euthanized	Live Release Rate
				(LRR)
Dogs	2424	1907	481	80%
Cats	3158	2709	493	84%
Others	1049	730	314	70%
Total	8005	5934	2068	74%

A.2.b Partnership Stats Reports

The "Partnership Stats" report uses a January-to-January calendar year and reports the "Live Incoming" and "Outgoing" data for cats and dogs at SF/ACC; it also includes data from the SF/SPCA. (See Attachment 1 for the 2006-2012 Partnership Stats). The Partnership Stats reports are typically posted only on the SF/SPCA website (not SF/ACC) and are usually released approximately 6-8 months after the start of the new year (which is quite delayed). For example, the 2012 Partnership Stats report was released in June 2013. (Note: progressive cities / state's provide monthly statistics that are available to the public. See Attachment 2 for an example of a monthly report from Austin, TX).

The next section details each of the Outcome categories used in the Partnership Stats report:

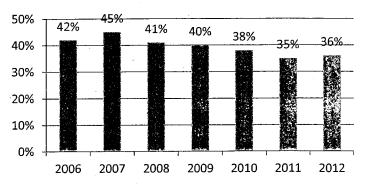
Table 2 lists the 6 outcomes included in the Partnership Stats report:

Table 2. Outcomes (for cats and dogs) listed in Partnership Stats Repo	ort
Returned to owner/guardian (redemption)	
Adopted from SF/ACC	
Transferred to the SF/SPCA	
Transferred to animal rescue organizations	
Died or lost in shelter	
Euthanized (Owner requested euthanasia and Shelter euthanasia)	•

Return to Owner/Guardian. The number of dogs that SF/ACC returns to their guardian has declined over the past six years, and the number of cats returned to their guardian remains extremely low. Shelter animals that are "returned to guardian" represent animals that have been impounded at SF/ACC and are ultimately reunited with their guardian (redeemed). As summarized in Figure 3, between 35-45% of dogs impounded at SF/ACC are returned to their guardian (2006-2012).

While SF/ACC's redemption rate for dogs is relatively good, the <u>dog redemption rate has consistently declined</u> since 2006 (from a high of 45% to a low of 35%). Furthermore, the redemption rate for cats is quite low; only 2-4% of the cats impounded at SF/ACC are returned to their guardian. These findings suggest a need for City leaders to investigate SF/ACC policies and protocols that might be responsible for these low and declining redemption rates.

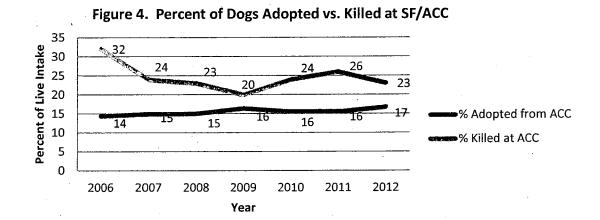
Figure 3. Percent of Dogs Returned to Guardian from SF/ACC



Progressive shelters that save 90% or more shelter animals often have redemption rates much higher than San Francisco. For example, Reno, NV returns 60% of the dogs to their guardians. (NHS Annual Report, 2012)

SF/ACC's Adoption Program. SF/ACC's adoption rate has not improved over the past six years. SF/ACC has an adoption program for cats, dogs and other companion animals. Adoptions take place onsite at SF/ACC at one off-site location for cats (Pet Food Express) since 2012. All cats and dogs at SF/ACC complete a medical and behavioral evaluation to determine if they will be made "available" for adoption. SF/ACC only makes a proportion of the animals available for adoption. The cats and dogs that are not put up for adoption at SF/ACC are offered to the SF/SPCA and a number of animal rescue organizations.

Figure 4 shows that for the past 6 years, SF/ACC has managed to adopt out only 14-17% of the dogs impounded. It is not clear why dog adoption rates remain so low at SF/ACC and have not appreciably improved in the past 6 years, especially given the 43% increase in their budget over the same period. As can be seen in Figure 4, <u>SF/ACC kills a higher proportion of dogs than they adopt out</u>.



FixSanFrancisco.org Page 8

Figure 5 shows the trends for cat adoptions. SF/ACC has better success with adopting cats from SF/ACC, particularly in 2012 when 32% of the cats were adopted from SF/ACC. This increase may be attributed to the fact that SF/ACC's first off-site adoption program began at Pet Food Express in 2012. It is important to note, however, that there has been a 39% reduction in cat intake at SF/ACC, and yet the adoption rate has increased by only 3% since 2006. This low rate of increase indicates a need for SF/ACC to re-evaluate its current efforts to place cats into homes and increase adoption efforts to include more frequent marketing promotions for cats, off-site adoptions and increased efforts to find foster homes.

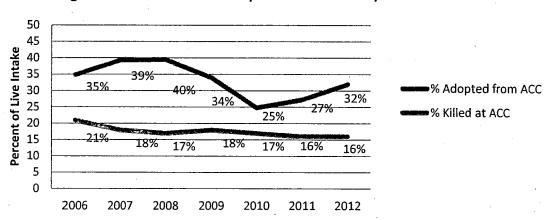
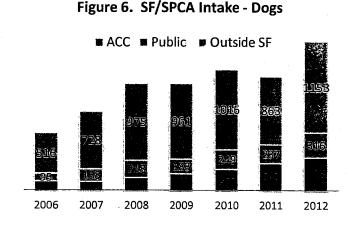


Figure 5. Percent of Cats Adopted vs. Killed at SF/ACC

Transfer of Dogs and Cats to the SF/SPCA. Very few dogs and increasingly fewer cats are transferred from SF/ACC to the SF/SPCA despite an Adoption Agreement between the two agencies (Adoption Agreement, 1994) (Attachment 3). The agreement states that if SF/ACC is not able to place a "adoptable" cat or dog through its own adoption program, it will offer the cat or dog to the SF/SPCA. The Agreement also states that the agencies would work toward saving all "treatable" cats and dogs. Unfortunately, San Francisco is not currently saving all "treatable" animals. (Note: Definitions of adoptable and treatable are found in the Adoption Agreement).

Despite this Adoption Agreement, very few dogs are actually transferred from SF/ACC to the SF/SPCA. For example, in the past 6 years, only 5-14% of dogs were transferred from SF/ACC to the SF/SPCA's adoption program. One reason for this low transfer rate is likely because the SF/SPCA imports a majority of their dogs from outside San Francisco. Figure 6 shows that in 2012 only 418 dogs were transferred from SF/ACC to the SF/SPCA, while



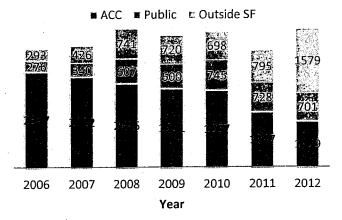
the SF/SPCA imported 1153 dogs from outside San Francisco. This behavior contradicts the goal and spirit of the Adoption Agreement, when approximately 1 in every 4 dogs is killed at SF/ACC.

In addition, although a larger number of SF/ACC cats are transferred from SF/ACC to the SF/SPCA, these numbers have consistently declined over the past six years. (See Figure 7) Over the past 6 years, between 35-51% of cats from SF/ACC were transferred to the SF/SPCA. However, the number of cats

transferred to the SF/SPCA is steadily declining. Figure 7 shows that in 2012 only 1119 cats were transferred from SF/ACC to the SF/SPCA, while the SF/SPCA imported 1579 cats from outside San Francisco.

In order to honor the Adoption Agreement, a greater number of SF/ACC shelter animals needs to be transferred to the SF/SPCA. Clearly, the SF/SPCA has the financial resources to accommodate San Francisco's animals, taking in \$18.6 million in revenue and having \$76 million in net assets (2011 – 990 tax form).

Figure 7. SF/SPCA Intake - Cats



<u>Transfers to Rescue Organizations</u>. **SF/ACC also transfers a relatively small number of cats and dogs to 501(c)(3) rescue organizations** despite the clear advantages such collaborations bring. SF/ACC states that it works with 12 dog and cat rescue groups (SF/ACC website, accessed 9/23/13). However, while SF/ACC is vocal about their appreciation of rescues, the actual number of dogs and cats transferred from SF/ACC to rescues remains low.

Only 10-14% of the dogs and 2-4% of cats at SF/ACC were transferred to rescue organizations in the past six years. It is not clear why more dogs and cats are not transferred to rescue organizations when SF/ACC is still killing one in four dogs and one in six cats. (*Note: Data about "other animals" are not provided in the publically available "Partnership Stats"*.)

Euthanasia¹. SF/ACC is not saving all healthy and treatable animals, and instead kills many that could be saved. In fact, the number of dogs killed as SF/ACC has increased in the past three years.

The category of "euthanasia" is the most important outcome category to understand at a animal shelter, as the goal is to reduce the unnecessary killing and reserve "euthanasia" only for the gravely ill or vicious/dangerous animals.

¹According to the Merriam-Webster dictionary, **euthanasia** is defined as "the act or practice of killing hopelessly sick or injured individuals - as persons or domestic animals - in a relatively painless way for reasons of mercy." The term "euthanasia" in the context of an animal shelter should, therefore, be reserved for animals that are gravely ill or vicious/dangerous.

SF/ACC uses the term "euthanasia" to refer to those animals that are hopelessly suffering or vicious/dangerous, but also to those animals that might be healthy or treatable and were killed. Unfortunately, in many animal shelters across the US, animals are not killed because they are hopelessly sick or injured, but rather out of convenience, as "population control." This is the case at SF/ACC, as treatable animals are still being needlessly killed.

Figure 8 depicts the proportion of cats and dogs at SF/ACC that were "euthanized" from 2006 – 2012. As can be seen, between 21% and 32% of the dogs impounded at SF/ACC were killed in the past 6 years. While there was a notable decrease in killing from 2006 – 2009, the euthanasia rate for dogs has actually increased in the past 3 years, so that almost 1 in every 4 dogs that enter SF/ACC does not leave SF/ACC alive. This is a troubling trend, as the euthanasia rate should be less than 10%.

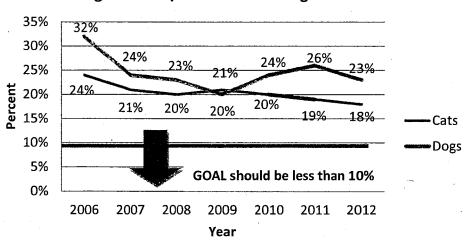
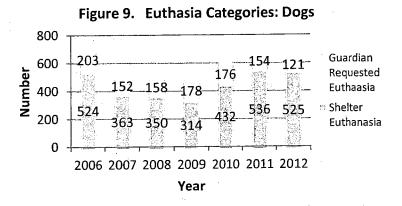


Figure 8. SF/ACC Euthasia: Dogs and Cats

Figure 8 also shows that the proportion of cats killed at SF/ACC has declined gradually from 24% in 2006 to 18% in 2012. It is important to note that, despite the 39% reduction of cats impounded at SF/ACC, they are still are not meeting the goals established by the Adoption Agreement; that is, they are still not saving all healthy and treatable cats (saving 90% or more animals).

Figure 9 shows that there has been an increase in the number of dogs killed at SF/ACC from 2010 – 2012.

Of note, SF/ACC has two categories of euthanasia: "guardian requested euthanasia" and "shelter euthanasia". Guardian requested euthanasia refers to the situation in which a guardian brings his/her animal to SF/ACC to be euthanized, for example, when a resident cannot afford to euthanize a hopelessly sick or injured animal at a private veterinary hospital. However, not all guardian requests for euthanasia are granted, and some of



these animals are, indeed, appropriate for re-homing and are made available for adoption or transfer. As can be seen in Figure 9, guardian requested euthanasia represents only a small percentage of overall dogs euthanized at SF/ACC, suggesting that there needs to be more focus on the animals slated for "shelter euthanasia" at SF/ACC. A similar trend exists for cats.

A.2.c Preliminary Analysis of Dogs Killed at SF/ACC

FixSanFranciso has long advocated for taking a closer look at the animals "at risk" for "euthanasia" at SF/ACC. We regularly make Public Records Requests to better understand the characteristics of dogs euthanized at SF/ACC. We recently requested information about the animals killed at SF/ACC from January to June 2013.

Table 3 shows that the majority of the dogs killed from January to June 2013 at SF/ACC were 1) young dogs, 2) not sterilized, and 3) Pit Bull type dogs. Just over half were surrendered by their guardian.

Table 3. Summary of Findings (for 142 dogs killed at SF/ACC from January – June 2013)	Number (%)
Surrendered by their guardian (not stray)	77 (54%)
Young dogs (between 6 months to 2 years)	95 (67%)
Unaltered (not spayed or neutered)	103 (73%)
Most common breed "euthanized": Pit Bull type dogs	101 (71%)
Most common reason for "euthanasia": Behavior	115 (81%)

These findings suggest there are solvable issues that need be addressed. First, almost 2/3 of the dogs killed at SF/ACC were not sterilized. This suggests that there are barriers to accessing spay/neuter

services, whether they be cost, accessibility, and possibly a negative impact of mandatory spay/neuter Breed Specific Legislation in San Francisco (enacted in 2005). The SF/SPCA has large capacity to perform high-volume, low-cost spay/neuter surgeries, but they often go out of county to find animals to spay/neuter. The "Go Nuts" van from Peninsula Humane Society and SPCA only comes to SF/ACC once a month, which limits the number of spay/neuter surgeries that can be done for low-income San Francisco residents.

In addition, the fact that just over half of the dogs killed at SF/ACC were surrendered by their guardians and were young dogs suggests that the lack of pet retention resources for San Francisco dog guardians. Pet retention resources could include low-cost and accessible dog and puppy training classes, dog behavior advice hotline, play groups, etc.

In addition, once the dogs were at the shelter, the majority of dogs were killed for "Behavior", which means that these dogs did not pass SF/ACC's "behavior testing". While some dogs may, in fact, be "vicious and dangerous", the majority of dogs killed likely have treatable behavioral issues. In addition, we have serious concerns about the validity of SF/ACC's behavior testing protocols, as they are designed to determine if an animal is "suitable for adoption" (recent job positing for Behavior Manager position SF/ACC) rather than identify training needs and help select an appropriate home.

Importantly, the vast majority (80%) of the dogs killed for "behavior" were Pit Bull type dogs. This finding again raises questions about the possible negative impact of the Breed Specific Legislation against Pit Bull type dogs that began in 2005. Clearly, killing Pit Bull type dogs is not making them go away, and more humane solutions are needed.

If SF/ACC took a targeted, humane approach to addressing this issue through dog training classes, accessible and low-cost spay/neuter, pet retention programs, effective return to guardians, adoption, foster, and rehabilitation programs, these efforts would essentially end the killing of dogs at SF/ACC.

A.3 SF/ACC's Two Performance Goals

Taking a close look at the "euthanasia" statistics is also important because "decreasing euthanasia" is one of SF/ACC's performance goals (Attachment 4: Performance Detail Report for SF/ACC). Similar to other City organizations, SF/ACC has performance goals that include:

- 1) Decrease number of animals euthanized (percentage of live animal releases)
- 2) Decrease or maintain average field emergency response time.

SF/ACC is able to report that it reaches its target live release rates by consistently keeping the targets low, even when prior year performance would suggest that a higher target for the subsequent year was appropriate. Table 4 shows SF/ACC's Target and Actual Live Release Rates from 2002-2012 as reported in the Performance Detail Report (Attachment 4). The target live release rates are those goals that SF/ACC sets for itself each year. These values range from 63-74%. In 2003, SF/ACC had a target live release goal of saving 69% of all shelter animals, while in 2012, the target goal was only slightly increased, with a goal of saving 74% of shelter animals.

Thus, over the past 10 years, SF/ACC has only raised their performance measure Target Live Release rate by 5%, despite receiving a 43% increase in its budget in the past five years.

It is also curious that, in some years, the actual live release rate was higher than the target, but the target live release rate was not increased for the subsequent year. (For example, the actual live release rate for 2006 was 79%, but the target release rate for 2007 was only 70%). To increase its lifesaving capacity and honor the Adoption Agreement, it appears clear that SF/ACC needs to aim higher for their live release rates.

The Board of Supervisors should insist that SF/ACC revise the Target Live Release goal to reflect a clear directive to reduce the killing of shelter animals by increasing the live release target, especially given the reduction in shelter intake and a 43% increase in SF/ACC's budget from 2006 – 2012, discussed in more detail below.

For comparison, Washoe county (Nevada) saved 94% of dogs and 94% of cats with over 8,000 adoptions in 2012 (NHS Annual Report, 2012). Austin, Texas saved over 91% of dogs and cats in 2012, and currently has a current save rate of almost 94% (source: City of Austin website, accessed November 2, 2013). There are no reasons why San Francisco could not have similar success.

Table 4. Target and Actual Live Release Rates from the Performance Measure Report

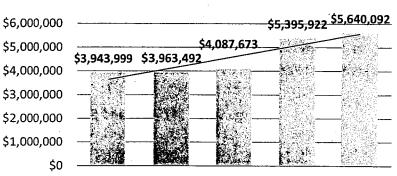
	Target Live	Actual Live
Year	Release	Release
2002	NA	69%
2003	69%	70%
2004	63%	69%
2005	70%	73%
2006	70%	79%
2007	70%	72%
2008	76%	78%
2009	76%	72%
2010	72%	76%
2011	72%	74%
2012	74%	

A.4 SF/ACC and SF/SPCA Budgets

As mentioned above, San Francisco is one of the best funded cities in the US for shelter animals. SF/ACC has a current budget of \$5.6 million (2013-2014 Adopted Budget). The SF/SPCA has an annual revenue of approximately \$18.6 million and \$76 million in net assets (2011 - 990 tax return) (Attachment 5).

In addition, both SF/ACC and SF/SPCA's budgets have <u>increased</u> over the past five years. This is remarkable given the current economic environment in which budgets for many agencies have been cut. In fact, **SF/ACC received a 43%** increase in their budget compared to five years ago. Figure 10 shows the annual SF/ACC adopted budgets from 2009 to 2013. The increase in SF/ACC's budget primarily occurred during the past two years yet did not result in an

Figure 10. SF/ACC Annual Budget

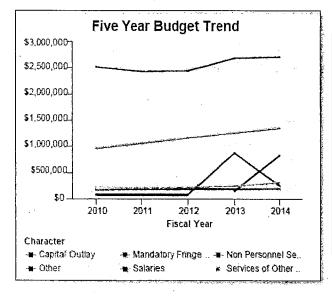


2009-2010 2010-2011 2011-2012 2012-2013 2013-2014

improvement in the live release rate for SF/ACC.

When looking closer at how the budget is spent, a major portion (72%) of SF/ACC's budget is spent on Salaries (\$2.7 million) and Mandatory Fringe Benefits (\$1.3 million) for a total of \$4 million spent on SF/ACC staff (source: SFOpenBook). SF/ACC management compensation is high. For example, the Public Employee Salaries Database reported that Rebecca Katz (Director) had a base salary of \$162,235 in 2012 with an additional \$30,583 for retirement and \$9,954 miscellaneous (total compensation of \$207,772). Generous compensation packages for SF/ACC management like this leave only a small amount of the budget for the shelter animals.

Within Fringe Benefits, the amount spent on SF/ACC employee retirement has more than doubled from 2009 – 2013 (from \$250,000 to \$556,000) (SFOpenBook), suggesting a need for some cost-containment strategies for SF/ACC employee benefits, relative to what is spent on the shelter animals.



Character	2009-2010 Adopted	2010-2011 Adopted	2011-2012 Adopted	2012-2013 Adopted	2013-2014 Adopted
Capital Outlay	\$0	5 0	50	\$150,000	\$ 325,926
Mandatory Fringe Benefits	959,968	1,058,333	1,161,973	-1,256,262	1,347,126
Materials & Supplies	78,000	78,000	78,000	203,000	253,000
Non Personnel Services	170,590	185,887	185,887	185,887	194,983
Programmatic Projects	٥	0	0	670,937	0
Salames	2,515,240	2,429,642	2.442,968	2,683,960	2,708,392
Services of Other Depts	220,201	211,630	218,645	245,676	310,665
Gross Total	\$3,943,999	\$3,963,492	\$4,087,673	\$5,395,922	\$5,640,092
Transfer Adjustments (Citywide)	ĵ	0	0	ũ	G
Net Total	\$3,943,999	\$3,963,492	\$4,087,673	\$5,395,922	\$5,640,092

Source: SFOpenBook

It is also important to put the financial situation into the context of San Francisco, in general, it is important to consider the budget of SF/ACC relative to the private SF/SPCA's total revenue and net assets. As can be seen in Figure 11, SF/SPCA had enormous financial resources (net assets \$48.5 – 76.9 million) (990 tax forms, 2005 - 2011). This again raises the question about why the SF/ACC and SF/SPCA are not working together more closely, as outlined in the 1994 Adoption Agreement to save all healthy and treatable shelter animals in San Francisco. (Note: * \$5.6 million below in figure is for 2013 fiscal year.)

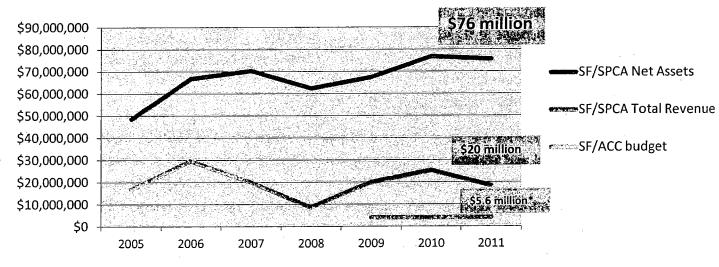


Figure 11. SF/SPCA and SF/ACC Financials in Context

With such a dramatic increase in both SF/ACC's and SF/SPCA's budgets, San Francisco residents should expect to see a dramatic increase in positive outcomes for shelter animals. However, this is unfortunately not the case.

As discussed above, there have been minimal improvements in lifesaving outcomes for shelter animals at SF/ACC over the past six years. Table 5 summarizes outcomes for SF/ACC shelter animals:

Table 5. Summary of Outcomes for SF/ACC Shelter Animals

Fewer cats are impounded at SF/ACC Increase in number of dogs killed at SF/ACC Increase in number of dogs impounded Decrease in redemptions for dogs Low redemption rate for cats Only a small number of dogs are transferred from SF/ACC to SF/SPCA Decrease in the number of cats transferred from SF/ACC to SF/SPCA Few dogs adopted from SF/ACC, and SF/ACC adoption rates for dogs remain flat

B. Recommendations to Save More Shelter Animals in San Francisco

While San Francisco generally saves all healthy cats and dogs that enter SF/ACC, San Francisco has not yet achieved the goal of saving all <u>treatable</u> shelter cats and dogs, a goal that was put forth almost 20 years ago in the Adoption Agreement.

Many cats and dogs with treatable conditions continue to be killed at SF/ACC. San Francisco should be saving all healthy and treatable (at least 90%) of all companion animals, including rabbits, birds, rats, lizards, snakes, etc. that enter our shelter.

There are over 200 communities across the US that save more than 90% of the shelter animals (Out the Front Door for the list: http://outthefrontdoor.com). With a targeted approach, San Francisco can also save all healthy and treatable shelter animals, but it takes leadership that is focused on lifesaving.

The following section outlines FixSanFrancisco's 8 recommendations to save more shelter animals in San Francisco. Attachment 6 lists the programs commonly used in communities that save 90 percent or more of shelter animals.

Recommendation 1: Adopt the goal of saving 90-95% of shelter animals at SF/ACC

<u>Problem Area</u>: Despite a 43% increase in funding for SF/ACC in the past 5 years, SF/ACC's Live Release Rate (one of two Performance Measures) has not significantly improved. More than 200 communities across the US save more than 90% of shelter animals. SF/ACC should be saving more than 90% of all shelter animals and remain at the forefront of animal welfare.

Solutions:

- a) The Board of Supervisors should formally adopt a goal of saving 90-95% of all (live) impounded shelter animals, a goal that has been reached by over 200 communities in the US. Make a public declaration of this goal.
- b) The Board of Supervisors should insist that SF/ACC revise the Target Live Release goal to reflect a clear directive to reduce the killing of shelter animals by increasing the live release rate.
- c) Make funding for SF/ACC more directly tied to the Performance Measures (i.e., Live Release Rate and Field Emergency Response Time). Develop a plan for improving performance.
- d) Review every program at SF/ACC in terms of its lifesaving impact. (If a given program is not significantly and immediately contributing to saving lives, then consider modifying it or ending it).
- e) Put additional focus on saving "other" companion animals (e.g., rabbits, rats) at SF/ACC.

Recommendation 2: Examine the reasons for recent increase of dogs impounded at SF/ACC and why almost 1 in every 4 dogs is killed at SF/ACC

<u>Problem Area</u>: There has been a 25% increase in dogs impounded since 2006 (after Breed Specific Legislation was passed), and almost 1 of every 4 dogs that enter SF/ACC does not leave alive. The vast majority of dogs killed at SF/ACC are young adult, unaltered, Pit Bull type dogs with guardians. The City needs to better understand the impact of the 2005 Breed Specific Legislation.

Solutions:

- a) Conduct an analysis of the effect of San Francisco's Breed Specific Legislation (enacted in 2005) mandatory spay/neuter of Pit Bull type dogs.
 - 1. It is likely that San Francisco's Breed Specific Legislation has resulted in an increased number of Pit Bull type dogs being impounded and killed at SF/ACC and has not solved the issue and may have, in fact, made it worse.
 - 2. FixSanFrancisco plans to do this analysis and can work with the City to complete an analysis of the effect of Breed Specific Legislation on intake and killing of dogs at SF/ACC.
- b) Identify what dogs are most at-risk for being killed and develop a targeted outreach plan.
 - 1. Identify outreach targeted strategies for at-risk animals.
 - 2. Reform SF ACC's shelter behavior assessments so that they identify training needs and help select an appropriate home.
 - 3. Identify what resources are needed (e.g., behavior or medical assistance) to keep at-risk animals in homes.
- c) Given that the vast majority of dogs killed at SF/ACC are Pit Bull type dogs, require that SF/ACC and SF/SPCA staff complete training with a national expert on Pit Bull type dogs (e.g., Animal Farm Foundation), as there are many myths that can be overcome to improve lifesaving.

Recommendation 3. Expand Shelter Animal Adoption Programs in San Francisco

<u>Problem Area</u>: Adoptions from SF/ACC are chronically low for dogs (12-14%), and very few dogs are transferred from SF/ACC to the SF/SPCA (14%) and 501(3)(c) dog rescue organizations (10%). Increasingly fewer cats are transferred from SF/ACC to the SF/SPCA. In addition, the SF/ACC has only one off-site adoption location for cats. Comprehensive adoptions programs that include multiple off-site adoptions are one of the core life-saving strategies for increasing the Live Release Rate.

Solutions:

- a) Increase the number of dogs and cats that are transferred from SF/ACC to the SF/SPCA's Adoption program. The "Adoption Agreement" states that the two agencies will work together to save all treatable cats and dogs. This goal needs to be honored, and the financial disparities between the SF/SPCA's net assets (\$76 million) and revenue (\$14.6 million) and SF/ACC and local rescue organizations needs to be discussed. San Francisco residents believe that the SF/SPCA is helping San Francisco animals, but this is not completely true.
- b) Increase transfers of SF/ACC shelter animals to rescue organizations and address financial disparities between the SF/SPCA and the small budgets of San Francisco rescue organizations.
- c) Increase off-site adoption locations throughout San Francisco that take place seven days a week in high-traffic areas. A majority of off-site activities can be staffed by volunteers (to avoid budgetary increases).
- d) Keep open the shelter for pet adoptions when people are available (i.e., evenings, weekends, holidays). SF/ACC should not be closed on Sundays and Mondays like they were in July September 2013.
- e) Improve behavioral evaluation methods and implement additional training for SF/ACC staff (e.g., Animal Farm Foundation) to improve outcomes for treatable shelter animals.
- f) Set specific SF/ACC adoption goals for each month and for each event. Involve the staff, volunteers, media and community in achieving these adoption goals.

Recommendation 4: Expand Volunteer & Foster Programs

<u>Problem Area</u>: Volunteer foster programs, which cost little to run, are under-utilized at both SF/ACC and SF/SPCA. For example, Charlottesville, VA (with a save rate of 94% in 2012) fostered about one animal for every 60 residents (in a community of 100,000 residents). If San Francisco implemented a foster program to this same scale, over 130,000 animals could be fostered, which is well beyond the need at SF/ACC.

Solutions:

- a) Identify new volunteers to help develop a volunteer-run dog behavior programs (e.g., training, dog play groups, "Jog a Dog", adoption follow-up program). For example, Austin, Texas has a dog behavior program that works toward passing the American Kennel Club's "Canine Good Citizen" test. Work with Animal Farm Foundation to develop a program that is appropriate for Pit Bull type dogs.
- b) Identify new volunteers to help foster shelter animals, particularly those with treatable behavioral issues and medical conditions and older animals.

c) Identify new ways to utilize volunteers and inspire the community to make San Francisco a No Kill community.

Recommendation 5: Improve Pet Retention Programs

<u>Problem Area</u>: Guardian-surrendered animals remain a significant proportion of animals that are relinquished at both SF/ACC and SF/SPCA, and few alternatives to surrendering an animal are available in San Francisco.

Solutions:

- a) Provide resources that provide alternatives to surrendering an animal. Resources should include: guardian support and mentoring via phone or email hot-line (formerly provided by the SF/SPCA) or in-person, food banks, low-cost behavior training, medical assistance (e.g., San Francisco Aid for Animals).
- b) Replicate the programs of cities (like Reno, Nevada) that have higher return-to-guardian rates, including outfitting Animal Control officers with microchip scanners for use in the field and educating San Francisco residents about how to find their lost pet.
- c) Expand low-cost veterinary resources for guardians who adopt shelter animals with treatable medical conditions.
- d) Expand low-cost behavior training and education resources for guardians who adopt shelter animals with treatable behavioral conditions. (As noted above, Austin, Texas has a dog behavior program that works toward completing the American Kennel Club's "Canine Good Citizen" test.)

Recommendation 6: Expand High-Volume, Low-Cost Spay/Neuter

<u>Problem Area</u>: A majority of stray cats and dogs that are killed at SF/ACC are not sterilized. The SF/SPCA has large capacity to perform high-volume, low-cost spay/neuter surgeries but often goes out of county to find animals to spay/neuter. The "Go Nuts" van from Peninsula Humane Society and SPCA only comes to SF/ACC once a month, which limits the number of spay/neuter surgeries that can be done for low-income San Francisco residents.

Solutions:

a) Identify barriers to current spay/neuter services and develop programs to address these barriers.

- b) To improve accessibility, develop a free spay/neuter mobile program (or expand the "Go Nuts" program) that goes into the neighborhoods of low-income San Francisco residents and neighborhoods where a majority of intact dogs and cats originate. Solicit donations from businesses and community to help support the program.
- c) Increase the outreach and education about spay/neuter in neighborhoods that are associated with the highest intake of unaltered stray cats and dogs.

Recommendation 7: Ensure Compassionate Shelter Management and Staff at SF/ACC

<u>Problem Area</u>: Both SF/ACC and the SF/SPCA have resisted taking a more comprehensive approach to saving San Francisco shelter animals. Both agencies have said on public record, "We are doing enough." Clearly, there is more that could easily be done to save more shelter animals.

Solutions:

- a) The Administrator's Office should ensure that all SF/ACC staff are fully onboard with saving at least 90% of all shelter animals. Shelter management and staff should clearly identify and implement life-saving programs that increase the live outcomes from SF/ACC. All employees of the shelter who do not support life-saving measures through disagreement or lack of effort should be removed or reassigned.
- b) Funding for SF/ACC should be linked more closely with their Performance Goals.
- c) The City should evaluate the long-term sustainability of high executive salaries and benefits for SF/ACC management. More of the budget allocations should go toward the shelter animals.

Recommendation 8: Increase Public Involvement in our Shelters

<u>Problem Area</u>: San Francisco residents and companies donate a generous amount of money (approximately \$18.6 million per year) and volunteer time to the SF/SPCA and believe that San Francisco is a No Kill city. However, San Francisco has not yet become a No Kill community (saving all healthy and treatable shelter animals or saving over 90% of shelter animals).

Solutions:

- a) SF/ACC should be more transparent about their Live Release Rate and opportunities to increase the save rate and reduce the unnecessary killing of shelter animals.
- b) SF/ACC should be required to report monthly statistics on their website.
- c) SF/ACC and SF/SPCA should engage the public and repeatedly ask for their assistance (e.g., increasing volunteers, fosters and asking for donations).

Attachments

Attachments can be found on our website at: http://fixsanfrancisco.org/files/Status-of-Shelter-Animals-in-SF_v1.0_Attachments.pdf

- 1. 2006 2012 "Partnership Stats" Reports
- 2. Example of monthly report from Austin, Texas city government
- 3. SF/ACC and SF/SPCA "Adoption Agreement" (1994)
- 4. SF/ACC Performance Goals
- 5. SF/SPCA 990 tax form (face page 2011)
- 6. No Kill Equation components used by many communities that save 90 percent or more shelter animals

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DAVID CHIU

邱信福 市参事會主席

	PRESIDENTI	AL ACTION		
Date:	11/7/2013			
То:	Angela Calvillo, Clerk of the B	oard of Superviso	rs	
Madam Cl	erk,			
Pursuant t	o Board Rules, I am hereby:		Q - P	
	Waiving 30-Day Rule (Board Rule	No. 3.23)	2:	500 SMS(
	File No.		· Across	20 24
		(Primary Spo	nsor)	
X	Transferring (Board Rule No. 3.3)			
	File No. 130875	Wiener		
		(Primary Spo	onsor)	
	From: Neighborhood Se	rvices & Safety	Committee	
	To: Budget & Finance		Committee	
	Assigning Temporary Committe	ee Appointment (Board Rule No. 3.1)	
	Supervisor			• '
	Replacing Supervisor			•
	For:			Meeting
*	(Date)	(Committe	ee)	

David Chiu, President Board of Supervisors

l Chin

Print Form

Introduction Form

By a Member of the Board of Supervisors or the Mayor

I he	reby submit the following item for introduction (select only one):	Time stamp or meeting date
\boxtimes	1. For reference to Committee.	
	An ordinance, resolution, motion, or charter amendment.	
	2. Request for next printed agenda without reference to Committee.	
	3. Request for hearing on a subject matter at Committee.	
	4. Request for letter beginning "Supervisor	inquires"
	5. City Attorney request.	.
	6. Call File No. from Committee.	
	7. Budget Analyst request (attach written motion).	
	8. Substitute Legislation File No.	
	9. Request for Closed Session (attach written motion).	
	10. Board to Sit as A Committee of the Whole.	•
	11. Question(s) submitted for Mayoral Appearance before the BOS on	
Plea	se check the appropriate boxes. The proposed legislation should be forwarded to the following Small Business Commission Youth Commission Ethics Comm	O
	☐ Planning Commission ☐ Building Inspection Commission	n
Note:	For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative	
Spons	or(s):	
Supe	visor Wiener, Tang	
Subje		
Heari	ng Operational and Budgetary Needs of Animal Care & Control	

The text is listed below or attached:

Hearing to better understand the operational and budgetary needs of Animal Care and Control, including enforcement staffing and capacity to care for animals. Due to structural underfunding in the budget and ACC's Open Door Shelter policy, which requires the agency to take in all animals regardless of budget and operational capacity, the Department is not able to fully perform all of its responsibilities. Since 2007, ACC has seen an almost 50% increase in the number of dogs taken in. Dogs are the most resource-intensive animals the ACC handles. The number of animal cruelty cases (which require investigations, hearings, and care for the animals) has doubled in the last year. Due to underfunding, ACC does not have the budget for the full number of Animal Control Officers (ACOs) needed to perform the Department's functions in the field. This has led to a backup in complaints so that ACOs are only able to address emergency calls (e.g. aggressive animals) and can't respond to lower-priority calls (e.g., animal neglect). When processing animals, the Animal Care Attendants can't address all behavioral or medical

needs of animals, due to low staffing revels. The hearing will explore these issues and how best to ensure that	the
department can perform all of its responsibilities well and thoroughly in a city with so many animals.	

Signature of Sponsoring Supervisor:

For Clerk's Use Only:

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