March 11, 2021

Performance Audit

Animal Welfare Department – Street Cat Hub, Inc. Vendor Audit

Animal Welfare Department

Report No. 21-103
Executive Summary

The audit found that while significant improvements have been made to the breadth and quality of data requested, collected, and reported under the contract, noncompliance with some reporting aspects of the contract were identified. Additionally, opportunities exist to formalize the improvements made by modifying contract language and establishing and formalizing performance metrics. Previously, SCH only provided summary totals of the number of cats trapped and treated. Beginning March 2020, detailed information regarding the cat gender, location trapped, the type of medical treatment received, the veterinarian clinic where the cat was treated, began being reported with each monthly invoice. However, not all of this information was consistently reported by SCH along with its monthly invoices. Specifically, 10 (28 percent) out of 36 cats selected for detailed testing did not have their genders documented in the reports submitted with the monthly invoices. Of the 701 cats that were spayed or neutered during the audit period five (0.7 percent) that did not have their trap locations specified and the audit found that one of those cats should not have been billed to the City since it was trapped on behalf of another rescue organization. This resulted in an overpayment of $165. Further, AWD does not specify the geographical areas that should be targeted as required by the contract, rather AWD relies on the expertise of SCH to identify areas in need.

The City’s Humane and Ethical Animal Rules and Treatment (HEART) Ordinance, which governs the treatment of animal within the City, has not been updated since its inception in 2006. As a result, some of SCH’s practices, although aligned with TNR best practices, are not compliant with the City’s HEART Ordinance as written. Although not currently enforced, certain aspects of the contract, if adhered to, would put cats through avoidable treatments, resulting in unnecessary stress for the cats and additional costs to the City. Lastly, the contract lacks quantifiable performance metrics that would allow AWD to assess the effectiveness of its TNR program. In general, the goal of TNR programs is to provide live outcomes for community cats and reduce their euthanasia rates. However, metrics that would measure those results such as percentage decreases in community cat euthanasia and intake rates at City shelters, percentage decreases in public requests for assistance or percentage decreases in cats trapped per location, are not specified or documented in the contract.

AWD agrees with the findings and recommendations made. The response of the department is attached as an appendix. OIA will work with the department to on the status of the open recommendations made in this report.
INTRODUCTION

The Office of Internal Audit (OIA) conducted a performance audit on the City of Albuquerque’s (the City) Animal Welfare Department’s (AWD) contract with Street Cat Hub, Inc. (SCH). The original contract’s period of performance was for the time period of May 1, 2016 through July 31, 2020. The current contact’s dates are August 1, 2020 through July 31, 2021. The audit scope covered all available invoices from the current contract which was from August through November of 2020. Data analysis was then performed on all invoices from both the old and new contracts, which was for the time period of May 1, 2016 through November 30, 2020. The audit is included in OIA’s work plan for fiscal year 2021.

The audit objective was to determine whether SCH complied with the contract’s key provisions. Specifically, the audit assessed whether SCH accurately charged AWD for goods and services and whether AWD properly paid amounts to SCH. The audit also evaluated the
adequacy of AWD’s monitoring procedures and internal controls over the administration of the SCH contract. Further information pertaining to the audit objectives, scope and methodology can be found in Appendix A.

BACKGROUND

The mission of AWD supports responsible ownership of domestic animals, manages care for missing, abused and homeless animals, encourages and celebrates the human/animal bond through quality adoptions and education, and helps assure public health and safety for the community. To further support these efforts, in 2012 AWD applied for and received a $700,000 grant through PetSmart Charities and Best Friends Animal Society for its Community Cats Project. The grant was aimed at helping to humanely control the free-roaming cat population (commonly known as feral or community cats) in Albuquerque by spaying or neutering 3,500 cats each year over a three-year period.⁠¹

This project, also known as a trap/neuter/return (TNR) program, provides live outcomes for community cats otherwise at high risk of euthanasia after shelter admission. TNR has emerged as a humane alternative to the practice of euthanizing unadoptable community cats⁠² and is endorsed by the American Society for the Prevention of Cruelty to Animals (ASPCA) as “the only proven humane and effective method to manage community cat colonies.” In a TNR program, cats are safely trapped, spayed or neutered, and vaccinated. After they have recovered from their surgeries, the cats are returned back to their original territory or other habitable places.

Street Cat Hub, Inc. (SCH) was founded in August 2014, with a mission to serve the City of Albuquerque and surrounding areas with the spay and neuter of free roaming feral and community cats. According to SCH, between 2,000 and 3,000 cats are serviced annually and the TNR program has resulted in a 96 percent reduction in feral cat euthanasia from 2009 to 2019. SCH also runs foster and adoption programs to place suitable adoption candidates into homes instead of returning them to the streets.³ In May 2016, SCH was awarded the

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contract to continue the City’s TNR program. The contract term was from May 1, 2016 through July 31, 2020, with a contract not to exceed amount of $900,000. On August 1, 2020, the contract was renewed for one year with the option to renew for an additional three years. The funding amount for the current term, which ends on July 31, 2021, is $200,000. The current prices for services include a “Trap and Release Fee” of $80 and “Neuter/Spay Surgery Fee” of $85, for a total amount of $165 per cat.

SCH also operates a local facility, staffed with an in-house veterinarian, where cats can be housed in their traps while waiting for and recovering from treatment by various local veterinarian clinics. SCH has two volunteers who trap free roaming cats within City limits. Requests for assistance are primarily fielded through word of mouth, 311 referrals, and requests from the public either via phone call or website assistance request form. As of January 2021, SCH had a waitlist of 148 requests for cat trapping assistance and on average, each request included five to seven cats.

During the course of the contract, AWD and SCH both went through changes in leadership. AWD hired a new Director in May 2020 and SCH obtained an Executive Director in December 2019 and expanded operations by obtaining a software system to manage cat records and establish a local facility.

FINDINGS

1. WHILE SIGNIFICANT IMPROVEMENTS HAVE BEEN MADE IN BOTH THE LEVEL AND QUALITY OF THE DATA REPORTED BY THE VENDOR, NONCOMPLIANCE WITH SOME REPORTING ELEMENTS OF THE CONTRACT AND CERTAIN ASPECTS OF THE HEART ORDINANCE WERE NOTED.

While significant improvements have been made to the breadth and quality of data requested, collected, and reported under the contract, noncompliance with some reporting requirements were identified. Prior to March 2020 and the change in leadership at both AWD and SCH, only summary totals that detailed the total number of cats trapped and treated were provided with the monthly invoices. Beginning March 2020 and as now required by the revised contract, detailed information regarding the
cat gender, location trapped, the type of medical treatment received, the veterinarian clinic where the cat was treated, began being reported with each monthly invoice. This information is important as it not only helps inform what geographical areas should be targeted for trapping, but is the basis upon which amounts are billed to the City.

However, the audit found that some of the new contract reporting requirements were not adhered to by SCH. Specifically, 10 (28 percent) out of 36 cats selected for detailed testing did not have their genders documented in the reports submitted with the monthly invoices. Of the 701 cats that were spayed or neutered during the audit period, the audit identified five (0.7 percent) that did not have their trap locations specified. The contract requires that "the following information must be on all invoices: male/female, treatment received, and location." Further, providing the locations for the cats allows AWD to verify that cats were within City limits and thus eligible to be billed under the contract. Although alternative supporting documentation could substantiate that the trapping location for four of the five community cats were trapped within City limits, one cat was trapped on behalf of another rescue organization and therefore should not have been billed to the City. As a result, AWD was incorrectly billed for and paid $165 related to this cat.

According to AWD management, staff review the detailed reports prior to approving the invoices for payment; however, since these new reporting requirements increased the volume of the data received (i.e. some monthly reports were 35 – 40 pages), failure to notice the missing information was due in part to human oversight.

The audit also found that some practices that are performed by SCH are noncompliant with Albuquerque's Humane and Ethical Animal Rules and Treatment (HEART) Ordinance. TNR best practices stipulate that cats be kept in their traps for the duration of their treatment to reduce their stress and keep handlers safe whether the cats are kept indoors or not. SCH's current practice is to trap cats in a standard cat trap of thirty inches by nine inches and then hold the cats for an average of 48 hours. This includes the time before and after sterilization and the holding time can sometimes be up to 72 hours. If it is longer than that, the cats are moved to a double-sided stainless-steel cage that meets the four feet requirement. However, this is not line-in with the HEART Ordinance 9-2-2-4(B)(1)(a), which requires that "cats shall have a minimum of four-square feet of flat floor space and twenty-two inches of vertical space." Section, 9-2-4-2 (K) states
"Improper use of a Live Trap. Any person who leaves an Animal in a Live Humane Trap for more than 6 daylight hours or 12 nighttime hours."

Once trapped, cats are then provided water with plastic dishes that are disposed of after a matter of time. However, this is also not in line with section 9-2-2-3 (A)(1) of the HEART Ordinance, which requires that "Food and water dishes must not be made of plastic and must be washed after every meal." According to SCH management, the use of plastic dishes to ensure the cats are not hurt from broken ceramic and glass dishes or startled by the sounds of stainless steel if the dish is disturbed.

The HEART Ordinance went into effect in Fall 2006. Since then, TNR practices have evolved, however, the ordinance has not been updated to reflect them. While the spirit of the ordinance is adhered to, the language of the ordinance is not reflective of widely accepted TNR standards or best practices.

RECOMMENDATIONS:

The Animal Welfare Department (AWD) should:

1. Review the detailed monthly reports provided by Street Cat Hub, Inc. (SCH) to ensure all required information is included and that only cats trapped within City limits are eligible to be billed under the contract. When information required by the contract is not provided, AWD should reach out to SCH and investigate the issue prior to remitted payment.

2. Request reimbursement from SCH for the $165 overpayment.

3. Work with the City Attorney’s Office and City Council regarding the feasibility to modify the City’s Humane and Ethical Animal Rules and Treatment (HEART)

4 - HEART 9-2-1-2(A), (C) and (H) as the City Council finds (A)"...that the City shall endeavor to protect animals in the City"; (C)"...that the public mind- set toward animals must shift to the more progressive, humane, and compassionate attitude evident in other jurisdictions with stricter animal laws"; and (H) "... altered animals do not add to the animal overpopulation problem. Altered animals are less likely to end up at animal shelters that have no other option but to destroy those animals."
Ordinance, so that it can be reflective of current trap/neuter/return (TNR) best practices. If the Ordinance cannot be easily changed, consult with the City Attorney’s Office to determine if exemptions may be obtained for those who follow humane TNR protocols.

2. **OPPORTUNITIES EXIST TO FURTHER IMPROVE THE TNR PROGRAM BY AMENDING CONTRACT LANGUAGE AND ESTABLISHING METRICS TO MEASURE PROGRAM PERFORMANCE.**

As previously discussed in Finding 1, significant improvements have been made in the level and quality of the data required by the contract. However, opportunities exist to formalize these efforts by amending contract language and establishing and formalizing performance metrics.

The contract requires that SCH “trap 50 or more community cats each month in areas geographically targeted at the discretion of AWD to encourage a very high rate of sterilization.” Currently, AWD does not dictate which geographical areas should be targeted, rather AWD relies on the expertise of SCH to identify areas in need. While it may be reasonable for AWD to allow SCH to determine the targeted geographical areas, contract language should be revised to reflect this decision and practice.

The contract also stipulates that SCH will “arrange for euthanasia or an alternative disposition of community cats when indicated under criteria approved in writing and communicated to the successful bidder by the AWD.” This allows SCH to arrange for euthanasia and other “additional veterinary treatment beyond spay/neuter”, and specifies that these services shall be performed “during normal business hours at AWD” and “outside of normal business hours will be provided by Route 66 Veterinary Emergency & Critical Center”. Although the process for euthanasia and veterinary care is defined in the contract, the contract does not provide for all possible medical scenarios. For instance, while a trapped cat was under anesthesia for sterilization, it was found to have a terminal illness and was subsequently euthanized by the veterinarian. Had SCH adhered to the contract, the cat would have been required to be woken up from anesthesia, placed back in its trap while SCH waited for AWD’s approval for euthanasia.
Then the cat would need to be taken to an approved clinic, sedated again and finally euthanized. This lengthy process would be the same if a cat required other medical treatment beyond sterilization surgery for situations such as lacerations, illnesses and treatments that could be easily administered while the cat was still sedated. Costs for these treatments are not formalized in the contract and are left to SCH to decide and submit for payment. Although AWD has not enforced these requirements thus far, adhering to the process stipulated by the contract may put cats through avoidable stress and suffering, as well as result in unnecessary costs.

While costs for TNR services have increased since the program’s inception in 2012 (these costs include vaccinations, medical supplies, sterilization surgery, transport, pre/post-surgery care and housing), annual funding for the program has not. The original funding amount for the TNR program was $200,000 annually and since the initial Request for Proposals (RFP), that amount per year has remained constant. For the time period of the new contract (August 1, 2020 through November 30, 2020), the average costs per month was $29,678 for an average of 185 cats trapped, vaccinated, and sterilized. According to SCH, they trap more than the 50 cat per month requirement because they take an aggressive approach to trapping in order to make an impact on the City’s community cat population. As a result, funding is projected to run out in the March 2021 timeframe, leaving a four to five-month time period where SCH may not have the ability to trap at least “50 or more community cats each month”, as required by the contract.

Currently, requests for assistance far exceed the remaining capacity SCH has to trap as noted by its waitlist. As a result, disease and population management for the City’s community cat population will not be performed as aggressively as it could be if funding was increased. Additionally, the lack of funding for trapping may put SCH in noncompliance with the contract terms if they cannot meet the 50 cats per month requirement unless the monthly minimum is removed from contract language.

Lastly, the contract lacks quantifiable performance metrics that would allow AWD to assess the effectiveness of its TNR program. In general, the goal of TNR programs is to provide live outcomes for community cats and reduce their euthanasia rates. However, metrics that would measure those results such as percentage decreases in community cat euthanasia and intake rates at City shelters, percentage decreases in public requests
for assistance or percentage decreases in cats trapped per location are not specified or documented in the contract. According to A Guide to Best Practices for Contract Administration\textsuperscript{5} issued by the United States General Services Administration, “contract administration starts with developing clear, concise performance-based statements of work.” The United States Government Accountability Office also speaks to contract administration and states that measures allow for the assessment of performance toward achieving objectives. Without establishing clear performance metrics and tracking SCH’s achievements in relation to the metrics, AWD cannot assess the effectiveness of the TNR program.

RECOMMENDATIONS:

The Animal Welfare Department (AWD) should:

4. Either comply with the current contract language by communicating to Street Cat Hub, Inc. (SCH) the geographical locations to be targeted or amend the contract to reflect the current practice of allowing SCH to make the determination itself.

5. Modify the current contract to better reflect practical and humane protocols for medical situations that may be encountered during the course of trapping community cats. In addition, stipulate fees for these services that are reasonable and equitable and are not left to the vendor to decide.

6. Modify contract language so that SCH is not forced into noncompliance, should current contract funding levels impede its ability to meet the monthly cat trapping minimums required by the contract.

7. Develop and formalize quantifiable performance metrics within the contract. This will help AWD assess the success of the TNR program and determine whether the goal of the contract is being achieved.

CONCLUSION

By implementing the recommendations detailed in this report, AWD can improve its ability to more effectively administer, manage, and monitor its contract with SCH. AWD’s response to the recommendations made are included in the APPENDIX B of the report. We greatly appreciate the assistance of AWD staff that participated throughout this audit, as well as, the involvement and cooperation of SCH.

PREPARED:

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Marisa Vargas, Contract Auditor
Office of Internal Audit

REVIEWED:

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Sarah Faford-Johnson, Contract Auditor
Office of Internal Audit

APPROVED:

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Nicole Kelley, Interim City Auditor
Office of Internal Audit

APPROVED FOR PUBLICATION:

____________________________________
Edmund E. Perea, Esq.
Edmund E. Perea, Chairperson, Accountability in Government Oversight Committee
The audit objective was to determine whether SCH complied with the contract’s key provisions. Specifically, the audit was to:

- Assess whether Street Cat Hub, Inc. (SCH) accurately charges the Animal Welfare Department (AWD) for goods and services and whether AWD properly paid the amounts to SCH.
- Evaluate the adequacy of AWD’s monitoring procedures and internal controls over the administration of the SCH contract.

SCOPE AND LIMITATIONS

The original contract’s (RFP2016000017) period of performance was for the time period of May 1, 2016 through July 31, 2020. The current contract’s (RFB-2020-046-DAW-CG) dates are August 1, 2020 through July 31, 2021. The audit scope covered all available invoices from the current contract which was from August through November of 2020, totaling four invoices. Data analysis was then performed on all invoices from both the old and new contracts, which was for the time period of May 1, 2016 through November 30, 2020.

The report and its conclusions are based on information taken from financial performance records and a non-statistical sample of community cats altered during the audit time period and do not represent an examination of all related transactions and activities. The audit report is based on our examination of activities through the completion of fieldwork on January 29, 2021, and does not reflect events after that date. City management is responsible for establishing and maintaining effective internal control and complying with laws and regulations.

In performance audits, a deficiency in internal controls exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct (1) impairments of effectiveness or efficiency of operations, (2) misstatements in financial or performance information, or (3) noncompliance with applicable laws, regulations, standards, guidelines, and/or best practices. A deficiency in design exists when (a) a control necessary to meet the control objective is missing or (b) an existing control is not properly designed so that, even if the control operates as designed, the control objective is not met. In the performance audit
requirements, the term significant is comparable to the term material as used in the context of financial statement engagements. A deficiency in operation exists when a properly designed control does not operate as designed, or when the person performing the control does not possess the necessary authority or qualifications to perform the control effectively.

Our consideration of internal control was for the limited purpose described in our audit objectives and was not designed to identify all deficiencies in internal control. Therefore, unidentified deficiencies may exist. Accordingly, we do not express an opinion on the effectiveness of the City’s internal control.

As part of the performance audit, we tested the City’s compliance with applicable laws, and regulations. Noncompliance with these requirements could directly and significantly affect the objectives of our audit. However, opining on compliance with all provisions was not an objective of our performance audit and accordingly, we do not express an opinion.

We conducted this performance audit in accordance with generally accepted government auditing standards for performance audits, as prescribed in Government Auditing Standards, revision 2011, issued by the Controller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

**METHODOLOGY**

Methodologies used to accomplish the audit objectives include but are not limited to the following:

- Interviewed AWD and SCH personnel to understand standard operating procedures and monitoring practices.
- Observed SCH utilize its animal management software.
- Reviewed applicable City and departmental policies and procedures.
- Examined the applicable contractual terms and evaluated the adequacy of SCH’s procedures for billing, recording, summarizing, and reporting its billings to AWD.
- Judgmentally selected a sample of 36⁶ out of a total of 701 community cats altered during the timeframe of August 1 through November 30, 2020 and tested the following:

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⁶ - A random selection of 32 cats were selected initially. An additional four cats without documented locations from the
Street Cat Hub, Inc. Vendor Audit
Animal Welfare Department
March 11, 2021

- Verified community cats are adequately labeled by intake type.
- Ensured the location of the cat was within City limits.
- Traced cats from the reports provided to AWD to SCH’s animal management software for maintenance of records.
- Verified that the treatment/services billed for the cat is documented.
- Reviewed to what extent, if any, cats are refused for pick-up and transfer by SCH and AWD.
- Ensured that for each cat the release description is documented.
- Established that services were not submitted for duplicate payments.
- Determined that the information documented for each cat in the monthly reports are compliant with contract requirements.

- All invoices for timeframe of August 1 through November 30, 2020 of the current contract, a total of four, were tested for the following:
  - Confirmed that unit prices billed adhered to contract terms.
  - Ascertained that invoices were approved prior to payment.
  - Substantiated that appropriate approvals were provided by AWD.
  - Proved invoices were paid in accordance with contract timeframes.
  - Recalculated invoice totals for accuracy.
  - Verified billed costs were within the contract’s period of performance.

- Verified whether the contract terms and conditions are compliant with New Mexico Statute 77-1-12 and City of Albuquerque's HEART Ordinance.
- Analyzed all available invoices from the both the original contract and current contract for funding and cat statistics and trends.

Population were further selected for evaluation for a total of 36 community cats tested.
Recommendations and Responses

For each recommendation, the responsible agency should indicate in the column labeled Department Response whether it concurs, does not concur, or partially concurs and provide a brief explanation. If it concurs with the recommendation, it should indicate the expected implementation date and implementation plan. If the responsible agency does not concur or partially concurs, it should provide an explanation and an alternate plan of action to address the identified issue. Status Determination is evaluated based on the audit team’s review of the department’s response and proposed corrective action.

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<th>Recommendation</th>
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<th>Department Response</th>
<th>OIA Use Only Status Determination*</th>
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<td>The Animal Welfare Department should:</td>
<td>The Animal Welfare Department</td>
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<td>☒ Open □ Closed □ Contested</td>
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<td>invoices for payment.</td>
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**ESTIMATED COMPLETION DATES**

AWD estimates a completion date of March 31, 2021
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<td>2. Request reimbursement from SCH for the $165 overpayment.</td>
<td>The Animal Welfare Department</td>
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<td>AWD has requested reimbursement from SCH in the amount of $165 and is awaiting payment.</td>
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<td>AWD estimates a completion date of March 31, 2021.</td>
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<td>3. Work with the City Attorney’s Office and City Council regarding the feasibility to modify the City’s Humane and Ethical Animal Rules and Treatment (HEART) Ordinance, so that it can be reflective of current trap/neuter/return (TNR) best practices. If the Ordinance cannot be easily changed, consult with the City Attorney’s Office to determine if exemptions may be obtained for those who follow humane TNR protocols.</td>
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<td>While AWD does not have the sole authority to modify the HEART Ordinance, AWD will work with the City Attorney’s Office to investigate the feasibility of modifying the Ordinance to be more reflective of TNR best practices. If that cannot be easily done, AWD will explore whether exemptions from certain aspects of the Ordinance can be obtained for circumstances where TNR best practices are adhered to.</td>
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<td>4. Either comply with the current contract language by communicating to SCH the</td>
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<td>geographical locations to be targeted or amend the contract to reflect the</td>
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<td>Rather than modify the existing contract, which is set to expire on July 31, 2021,</td>
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<td>current practice of allowing SCH to make the determination itself.</td>
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<td>AWD will modify future contract language so that both AWD and/or the vendor have</td>
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<td>the ability to identify target areas for trapping.</td>
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<td>for medical situations that may be encountered during the course of trapping</td>
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<td>6. Modify contract language so that SCH is not forced into noncompliance, should current contract funding levels impede its ability to meet the monthly cat trapping minimums required by the contract.</td>
<td>The Animal Welfare Department</td>
<td>☒ Concur □ Do Not Concur □ Partially Concur</td>
<td>☒ Open □ Closed □ Contested</td>
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<td>AWD agrees that SCH should not be forced into noncompliance when funding levels are met. AWD will work to amend the contract to either annualize the minimum number of cats required to be trapped or remove that language from the contract. Additionally, AWD will investigate other opportunities to supplement the TNR program so that the City’s community cat population is continuously addressed.</td>
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<td>ESTIMATED COMPLETION DATES</td>
<td>AWD estimates a completion date of July 31, 2021</td>
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<td>7. Develop and formalize quantifiable performance metrics within the contract. This will help AWD assess the success of the TNR program and determine whether the goal of the contract is being achieved.</td>
<td>The Animal Welfare Department</td>
<td>☒ Concur □ Do Not Concur □ Partially Concur</td>
<td>☒ Open □ Closed □ Contested</td>
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<td>AWD will develop and define quantifiable performance measures to be included in future contracts renewals. The following measures will be considered for inclusion: percentage decreases in community cat euthanasia and intake at City shelters, decreases in number of</td>
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| cats trapped per location, and/or decreases in requests for assistance from the public. This will allow for AWD to determine the success of the TNR program and will provide data in order to make strategic decisions about the program and contract. | ESTIMATED COMPLETION DATES
AWD estimates a completion date of July 31, 2021 |