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Theoretical Evaluation of the Community Collaboration on Pet Homelessness: The Case of Cobb County Animal Control

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**Theoretical Evaluation of the Community Collaboration on Pet
Homelessness: The Case of Cobb County Animal Control**

Lydia Weathers

An Internship Paper Submitted in Partial Fulfillment of the Requirements for the

Master of Public Administration

Kennesaw State University

December 7, 2013

Theoretical Evaluation of the Community Collaboration on Pet Homelessness: The Case of Cobb County Animal Control

EXECUTIVE SUMMARY

The purpose of this paper is to provide a theoretical analysis of my internship experience at the Cobb County Animal Control (CCAC). CCAC is an agency under the Department of Public Safety. Overall, for homeless animals, enforce the county code regarding animal welfare, facilitate adoption of homeless animals, and provide humane euthanasia when necessary.

My primary role was to assist Lt. Shepard, CCAC Unit Manager, with grant writing, community outreach, and nurturing relations between CCAC and the animal rescue community; thus finding solutions for the animal overpopulation problem. My responsibilities included providing alternatives for pet owners prior to surrendering their pets, assisting the public with the adoption process, reporting rule violations, and coordinating an animal rescue open house. My internship experiences provided valuable insight into the struggles of managing an animal facility, thus preparing me for my future career as an Animal Control Manager.

Throughout my internship, there were several strength and weaknesses within the management structure. CCAC staff has the highest morale and promotes a friendly atmosphere, in spite of the challenges of their job. Lt. Shepard passionately cares about the needs of the animals and the staff. In contrast, animal control officers tend to ignore cleaning protocols, thereby placing healthy animals in dirty cages and facilitating the spread of disease. Similarly, some animal control officers neglected policy by allowing volunteers access to restricted areas. My recommendations for these issues include hiring more kennel staff to clean cages throughout the day and retraining classes for personnel who willfully ignore rules. These minor changes will promote the general welfare of the animals and maintain the safety of the volunteers.

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Introduction

This paper presents a theoretical analysis of my internship experience at the Cobb County Animal Control. Similarly, this paper presents the basic organizational structure and human resources department of Cobb County Government and Cobb County Animal Control. Next, this paper provides a theoretical analysis of organizational interactions. Similarly, this paper provides a theoretical analysis regarding how CCAC interacts with the public, nonprofit organizations, and the business community, thereby addressing Cobb County's pet homelessness and overpopulation issue. Next, the literature review provides an examination of the factors that influence people to relinquish their pets to animal control and why a large number of animals are unsprayed or not neutered. Next, this paper notes what policies or procedures CCAC has implemented to address the noted issues. Finally, this paper provides the findings, conclusions, and recommendations for CCAC management as a guide to addressing internal management issues, as applied to organizational theory.

I completed my internship at Cobb County Animal Control (CCAC) located at 1060 Al Bishop Drive Marietta, Georgia 30008, under the supervision of Lt. Cheryl Shepard. CCAC is

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animal management, educating the public about pet owner responsibilities, wildlife management and providing temporary shelter and medical care for homeless animals. CCAC attempts to adopt out these homeless animals, but face many obstacles in the process. When dogs and cats become ill, injured or possess negative behavioral traits, CCAC staff humanely euthanizes them, thus ending their suffering. CCAC also prosecutes animal abuse and neglect cases. In essence, CCAC protects animals that cannot protect themselves.

is the Unit Manager. The County Manager and the Board of Commissioners oversee CCAC after 10 of the Municipal Code (Cobb County Municipal Code 1996). The Code provides a list of chargeable offenses, such as neglecting to provide appropriate shelter for outside animals, lack of compliance with leash laws, and committing a form of animal abuse and neglect. CCAC has the right by law to remove all animals from a residence and/or arrest and prosecute the owner if the owner does not comply with the Animal Ordinances. During this time, the dog or cat resides at CCAC until the owner pays a fine and corrects the code violation. In abuse cases, the owner is required to surrender their animal to CCAC, so that the animal can receive medical care and adopted to a reputable home or released to a nonprofit animal rescue.

During my internship, a high number of companion animal surrenders or stray animal captures entered According to the 2010 Metro Atlanta Animal Control Statistics, Cobb County Animal Control impounded 13,018 cats, dogs, and a variety of wildlife. Out of that number, 5,150 animals were adopted, their owner reclaimed 1,460, and 5447 cats and dogs were euthanized in 2010 (Spot Society 2010). In 2011, CCAC impounded 12,721

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cats, dogs, and wildlife, owner reclaims totaled 1,362 animals, 4,001 were adopted, 1,072 were transferred to animal rescues, and 4,521 cats, dogs and a small number of wildlife were euthanized (Spot Society 2011).

CCAC Internship Experience based on the MPA Learning Outcomes

To gain an

helped me analyze their impacts on the agency, clientele, the private sector, and society.

To demonstrate an understanding of human resource and organizational management theories

To gain an understanding and appreciation of the role that ethics plays in an administrative setting.

My internship provided me with valuable insight into the daily rewards and struggles of managing CCAC. Similarly, it provided exposure in how CCAC works with the nonprofit and overpopulation issue. My internship experience provided the opportunity for me to witness how formal and informal relationships between management and employees and between the employees themselves benefitted or hindered procedures. Next, my internship helped me learn the value of maintaining working relationships between overpopulation and homeless pet issue.

Next, Lt. Shepard

daily basis, such as choosing the best course of action in dealing with potential and proven

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animal cruelty cases. She had to determine whether the person was willfully neglectful and abusive or miss informed about how to care for their animal. She must uphold professional and legal standards when dealing with these cases. Similarly, she must uphold a professional management standard when dealing with employee issues, such as rule or procedure violations. She considers each situation on a case-by-case basis, but she did not tolerate any type of violation of policy.

My adoption outreach program, which includes working with nonprofit animal rescues to take adoptable animals into their organization, thereby giving them a second chance at adoption. CCAC has joined forces creates a link between schools and homeless pets (Good 2012) animal problem and allows students to sponsor a homeless pet. As long as the students sponsor the homeless animal CCAC agrees to forgo euthanasia and provide medical care including vaccines, spay or neuter and keep the homeless animal as long as needed. During this time, students network with family members, friends, and social circles to find their sponsored animal a forever home. Similar to the homeless animal problem is the high number of unspayed/neutered animals.

During my internship, Lt. Shepard prepared and submitted a Petsmart Charities Grant for establishing a spay/neuter program in high animal surrender areas (Petsmart Charities 2013). Petsmart Charities provides grants to government agencies, such as CCAC, to create a low cost spay/neuter program in a specified zip code area, thereby addressing the animal overpopulation issue in Cobb County. This program will provide a facility and veterinarians who will provide low or no cost spay/neuter surgeries thereby combating the animal overpopulation problem and

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reducing the number of strays and owner surrenders. As her assistant, I called veterinarians in the targeted area to obtain their spay/neuter fees.

After further evaluation, Lt. Shepard concluded that the veterinarians in the area would not provide low cost spay/neuters so she sought to find a building that Cobb County could purchase, thus creating its own low cost spay/neuter clinic. To date, she has found the building but she is waiting for the grant and the Board of Commissioners approval. Lt. Shepard and I began to address the high number of animal surrenders, mostly owner turn-ins. She created a new intake form, which notes that all owner surrenders will be euthanized that day, with no chance of adoption. Luckily, this does not happen often except when CCAC is full. Unfortunately, CCAC is full; so many owner surrenders were euthanized in the past couple of months.

Cobb County Board of Commissioners is aware of this issue, thus addressing it in their FY2012-

life in the community and the recognition of long term cost savings by taking a leadership role in County Government 2013, 166). County Animal Control attempts to address the animal overpopulation issue by implementing a mandatory spay and neuter policy, whereby all dogs and cats adopted from CCAC are spayed or neutered prior to adoption. Unfortunately, their spay/neuter program does not fully address this issue.

During my internship, Lt. Shepard applied for a Petsmart Charities grant which would help fund a spay/neuter program targeted at an area in Cobb County where animal intake rates are the highest (Petsmart Charities 2013). At the completion of my internship, the spay/neuter

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program had not been implemented yet, as it was still going through political and business channels. An effective spay/neutered program can reduce the number of animal births, thereby, reducing the number of companion animal surrenders and deaths. In hopes of preventing unnecessary animal euthanasia, one of my internship duties included calling nonprofit animal rescues, thereby creating a list of rescues that would take companion animals before the owners surrendered them to CCAC. Unfortunately, most of the rescues were full, so they would not help. In contrast, a large number of animal rescues visited CCAC to take animals into their program. As a result, many rescues wait for pet owners to surrender their pets to CCAC before they would take them into their programs.

Nonprofit animal rescues place homeless animals in foster homes or temporary housing at area Petsmarts, while the organization posts pictures and information about these animals on Petfinder or Adopt a Pet websites, in hopes of finding them a permanent home. Another one of my internship duties included transporting CCAC cats to Forsyth Humane Society because the cats had specific qualities that made them adoptable in that area. CCAC has their own nonprofit animal rescue coordinator who alerts these organizations about homeless pets who are at risk of euthanasia or possess breed specific qualities, which increase their adoption chances.

Overall, my duties at the CCAC included assisting the public with finding the right cat or dog for their home, filling out lost reports and intake forms, and helping owners locate alternative solutions to surrendering their pet. Similarly my duties also included assisting the animal control officers with animal husbandry duties, alerted the veterinarian about sick cats, standard operational procedures, and observed ordering and purchasing procedures and how CCAC uses the money it is allocated every year. On the administrative side, my duties included shadowing Lt. Shepard as she performed her daily job related duties,

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returning phone calls about public animal welfare concerns, proofread legal documents for upcoming court cases, and observing how she interacted with the public and her employees. My fundraising duties included assisting Lt. Shepard with grant writing, adoption events and relaying messages between Lt. Shepard and nonprofit rescues such Half the Way Home and Georgia Homeless Pets.

Lt. Shepard is a powerful and influential leader. She diligently attended to day-to-day overpopulation problem. In so doing, she devoted many hours to locating a county-owned building, and with the Commissioner approval, would become a low or no cost spay/neuter clinic strong opposition from local Cobb County Veterinarians whose primary concern was their loss of income instead addressing this issue. In spite of these obstacles, Lt. Shepard continues to communicate with these parties to secure their cooperation in providing low or no cost spay/neuter programs for low to moderate income groups.

CCAC Description and Purpose

In 1971, the Cobb County Government extended the Department of Public Safety to include the Cobb County Animal Control

is to enforce state laws and county ordinances pertaining to animal control and management; educate the community on responsible pet ownership and wildlife care and provide housing and care for homeless animals, while coordinating their adoptions when possible and humane euthanization when adoptions are not possible (Cobb County Animal Control 2013).

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CCAC enforcement powers reside from Chapter 10: Animals of the Municipal Cobb County Code. As a branch of the Department of Public Safety, CCAC follows the standard adjudication process while enforcing the Municipal Code. However, CCAC can confiscate any animal if it needs medical attention or is loose in the street. Cobb County does have a leash law, premises. CCAC has the authority to remove all animals if they are living in filth or the owner cannot provide adequate shelter, food and water, plus basic medical care and a rabies vaccine.

Cobb County Budget

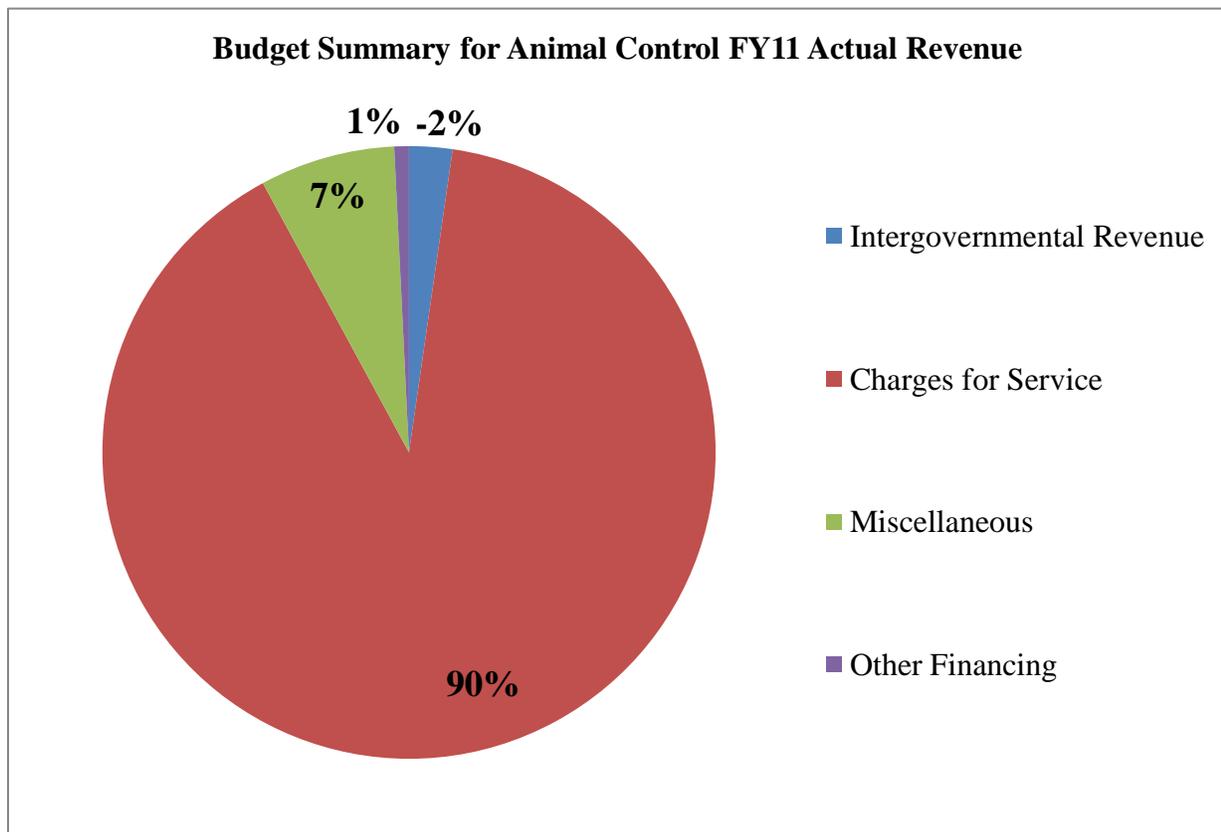
Cobb County funds Cobb County Animal Control from the General Fund. Cobb County uses the Biennial or Two-Year Budget System (Lee, Johnson and Joyce 2013, 127). The budget fiscal year runs from October 1 until September 30 of the following year. The official budgeting process starts with the Cobb County Board of Commissioners meeting to review current revenue and projected revenue, establish budgetary goals, and a comprehensive action plan. Next, the City Manager and the Budget Department provide instructions to department heads, including a vision statement and goals for the FY revenue forecasts, a budget calendar, and detailed instructions on how each department should develop their FY budget. Then department heads use this information to create or update their strategic plans and goals for their department, thereby submitting budget request for operational, capital, and personnel expenditures. Next, the City Manager, Board of Commissioners, the Finance Department, and the Budget Committee review the recommended budget. Finally, Cobb County Board of Commissioners adopts the finalized budget.

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CCAC Actual Biennial 2011-2012 FY Budget

Using data obtained from the 2012 budget are as follows (Appendices 1 & 2): In FY2011, including a \$5,538 Intergovernmental Revenue loss included \$144,102. Overall, Charges for Services were the primary revenue source during FY2011 thru FY2014 (Figure 1). In the FY11 actual budget, Charges for Services totaled \$218,148 and the FY12 adopted budget these services totaled \$141,000.

Figure 1: Cobb County Animal Control FY11 Actual Revenue Budget Summary

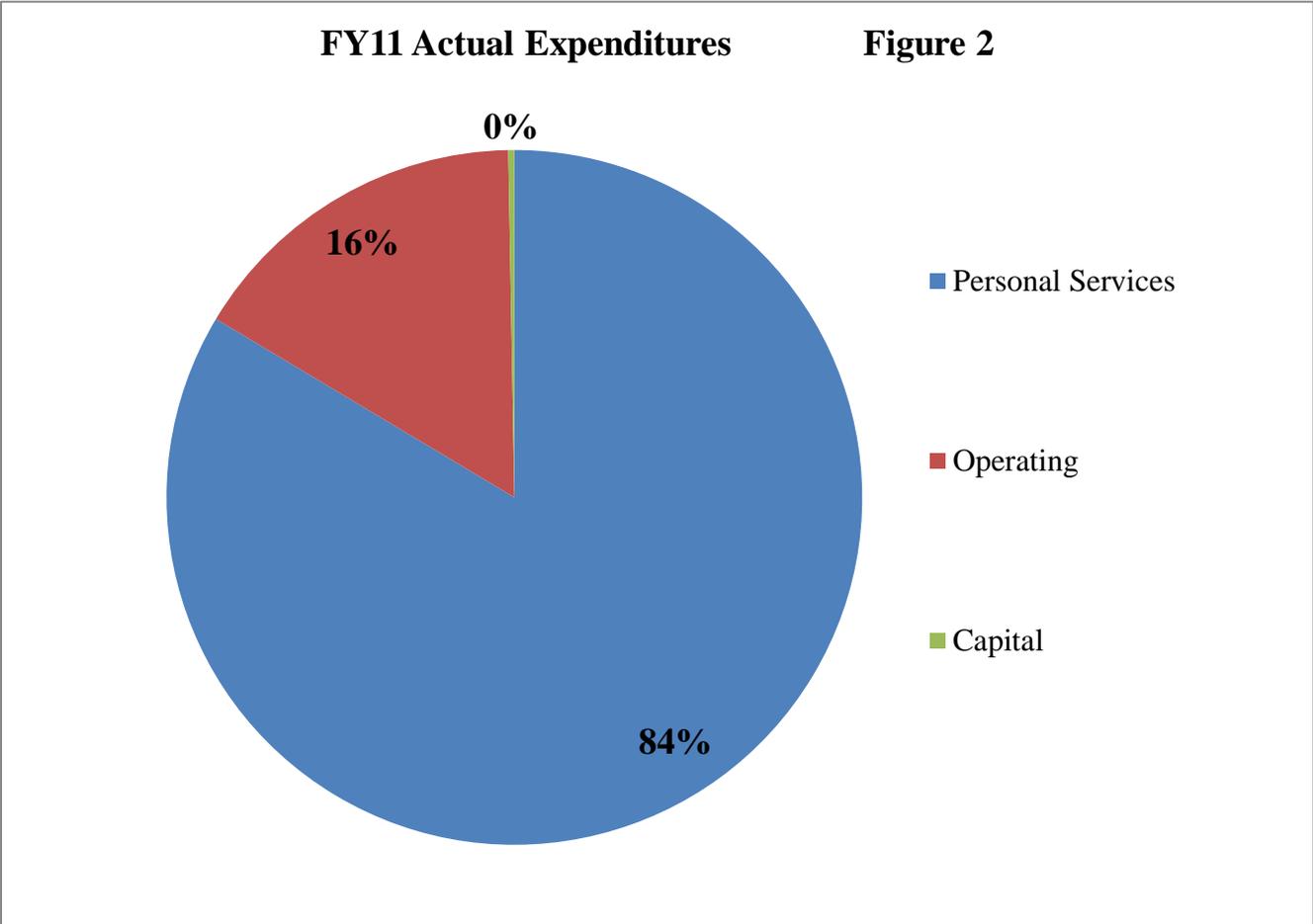


Source: Cobb County Budget: Animal Control Department FY2013-2014

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(Figure 2).

Figure 2: Cobb County Animal Control FY11 Actual Expenditure Budget Summary



Source: Cobb County Budget: Animal Control Department FY2013-2014

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CCAC's 2013-2014 Budget Goals

On pages 164-166 of Cobb County County Government -2013 Biennial Budget

-2104 Budget Goals. These goals are as follows:

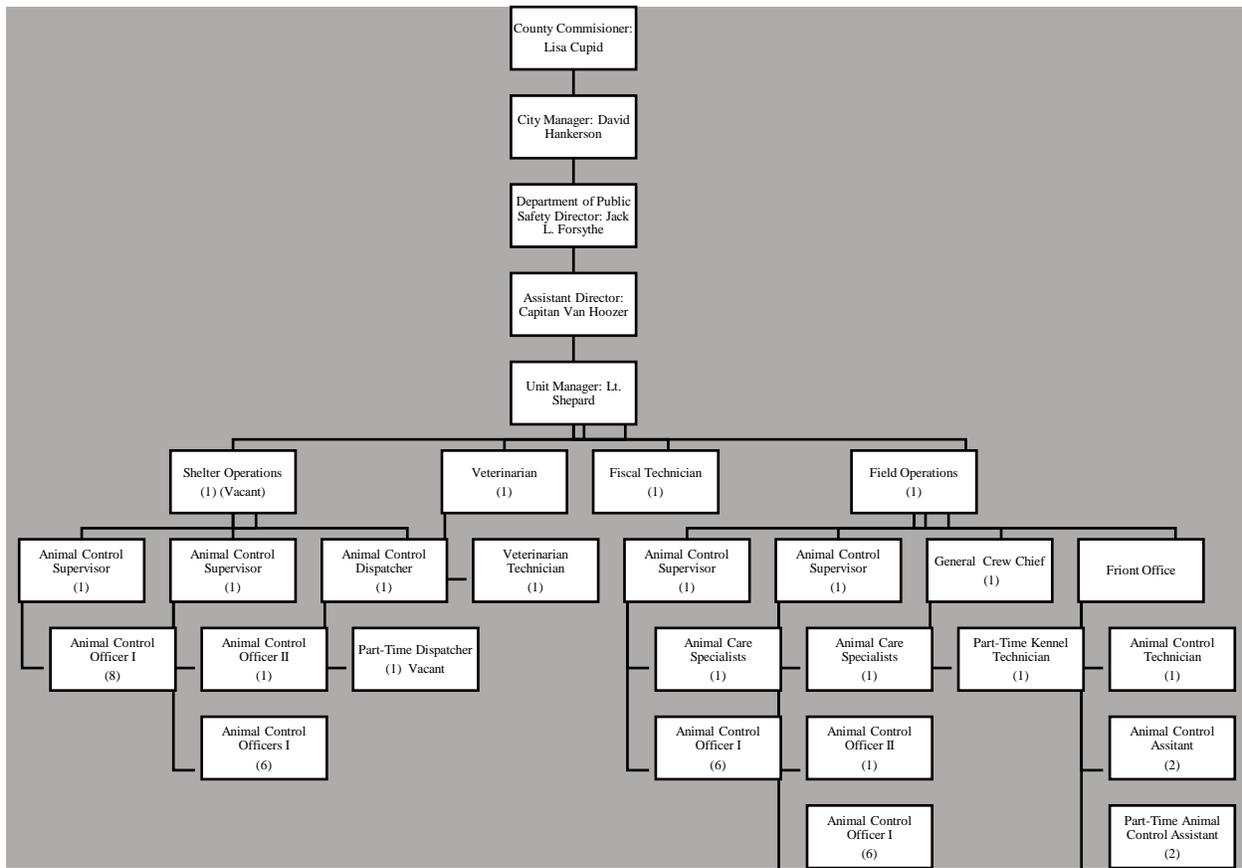
- Goal Number One: Increase public interaction and awareness of Animal Control and its mission.
- Goal Number Two: Improve Field and Kennel Operations to provide a safe and effective work environment for our employees.
- Goal Number Three: Improve facility operations in order to better serve Cobb citizens. Improve the long range quality of life in the community and the recognition of long term cost savings by taking a leadership role in controlling pet overpopulation and the cost associated with unwanted pets.
- Goal Number Four: Improve the long range quality of life in the community and the recognition of long term cost savings by taking a leadership role in controlling the pet overpopulation and the cost associated with unwanted pets.

CCAC Organizational Structure

Cobb County Government operates under the commissioner-county manager form of government. The Cobb County Board of Commissioners (Lisa Cupid, District 4) and the City Manager, David Hankerson, oversee CCAC operations. Similarly, the Department of Public Safety Director, Jack L. Forsythe, reports to the City Manager. Unit Manager Lt. Shepard of CCAC answers directly to Director Forsythe (Figure 3).

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Figure 3: Cobb County Government and CCAC Organizational Charts (Appendix 3&4)



Source: Cobb County Government FY2013-2014 Biennial Budget and Cobb County Animal Control (2013)

Cobb County Animal Control retains 45 full-time employees and 4 part-time employees.

discriminate on the basis of race, color, national origin, sex, religion, age or disability in

(Cobb County Human Resources 2013). Cobb County

Human Resources also offers a competition benefits package that includes medical, dental,

vision, flex spending account, short and long-term disability, standard sick leave and sick leave

buyback, group and individual life insurance (Cobb County Human Resources 2013). Cobb

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County Human Resources also offers cancer, accident, hospital confinement, critical care, and hospital intensive care insurance (Cobb County Human Resources 2013).

CCAC Volunteer Program

CCAC also has an active volunteer program. Mr. K. and Mrs. Jackson are CCAC volunteer coordinators. Mr. K. is a paid staff member, who processes volunteer packets, assures handles scratch and bite cases within CCAC. Potential volunteers go through strict background checks, volunteer orientation, and a short volunteer mentorship so they know what is expected. The animal control officers are very helpful and grateful to have the extra help. Volunteering at CCAC is rewarding and challenging because only a small number of animals find permanent homes, as compared to the high number of owner and stray turn-ins CCAC receives on a daily basis. In the end, it is the volunteer to work diligently to connect potential owners with CCAC homeless pets.

Community Partners and CCAC

Lt. Shepard sits on the Cobb County Animal Control Board as an ex officio member. The Board is responsible for evaluating policies, procedures, activities, and laws that may affect the welfare of shelter animals and animals within Cobb County. The Board discusses these issues and provides their recommendations to the Board of Commissioners. Cobb County Animal Control Board consists of a board of director from a prominent nonprofit animal rescue, such as the Humane Society and three citizens who are concerned about domestic animal welfare. It must also include two local veterinarians, of which one must belong to the Cobb County

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Veterinary Medical Society and one citizen chosen by the chairman of the board of (Municode Ch.10; Art.2; Div.2 1996).

Cobb County Animal Control works closely with nonprofit animal rescues, thereby attempting to transfer as many animals as possible into animal rescue programs. CCAC is a kill-shelter, thereby, euthanizing sick and healthy animals when the shelter runs out of cage space. Most nonprofit animal rescues are no-kill shelters, so animal residents can live out their lives while awaiting adoption. A CCAC office technician (anonymous) works closely with local rescues to coordinate animal transfers. She alerts these rescues about animals that fit their profile interests, such as the Humane Society of Forsythe that takes declawed cats. Similarly, Fancy Feline will take specialty breeds of cats, such as Siamese or Maine Coons. Recently, CCAC sponsored an open house for the local animal rescues to facilitate transferring as many animals into their rescues, thus giving these animals a second chance at life and a new home.

Similarly, CCAC works with Road Trip Home, a 501 © 3 nonprofit organization that transports dogs and cats to Massachusetts, Maine, and other Northern state animal rescues for adoption (Road Trip Home 2012). Many northern states have strict spay and neuter policies, such as New Hampshire, which has drastically reduced their companion animal numbers (Millios 2012). As a result, there is a shortage of companion animals for adoption. Road Trip Home transport dogs and cats from the animal overpopulated south to the north where adoption rates are higher.

CCAC Homeless Animal Adoption Programs

Cobb County Animal Control holds two Adopt-A-Thons every year, thus providing an opportunity for the public to view and adopt homeless animals residing at the shelter. CCAC

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holds a Spring Adopt-A-Thon in May and a Fall Adopt-A-Thon in October (Georgia House Rabbit Society 2013) (Sawicki 2012). CCAC joins with local vendors to provide a festival type experience, thus attracting more people to view their animals. CCAC also provides discount adoption rates, so people are more willing to adopt an animal on that day.

In an effort to increase their visibility, CCAC and animal rescue volunteers take pictures of CCAC homeless animals and post these pictures on Petfinder.com. Petfinder is a public website, where nonprofit animal rescues post pictures of homeless animals (Petfinder.com 2013). Petfinder is nationwide, so anyone in any state can find and adopt a homeless animal from the huge lists of animal rescues. CCAC homeless p

CCAC also takes homeless dogs to Petsmart and local festivals, thereby increasing their exposure and finding a new home. Mrs. Jackson works with CCAC and event organizers to coordinate CCAC dogs transport, daily showings, and their return to CCAC. Luckily, some dogs were adopted, so they leave the event with their new owners. One such event was the recent Boxerstock Festival at Jim Miller Park, where CCAC dogs spent the day in search of their new family (Atlanta Boxer Rescue 2013).

PUBLIC ADMINISTRATION'S THEORETICAL VIEW OF CCAC

Cobb County Animal Control employees provide an excellent example of Douglas Murray Mc The Human Side of Enterprise. McGregor would place CCAC employees into two categories, Theory X and Theory Y.

criteria include employees who dislike working and will go out of their way to avoid it. I noticed that certain employees would allow the volunteers into restricted areas so they did not have to

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perform that task themselves. These same employees would place a healthy cat in a dirty cage, so they did not have to clean it, thus fostering the spread of serious diseases. Similarly, these same employees were reprimanded for failing to support organizational goals or policy. Comparatively, these employees lacked initiative and avoided responsibility, for fear they may make an incorrect decision and lose their job, thus losing their safety and physiological needs (McGregor 1957, 186). McGregor notes that management has a difficult time motivating Theory X employees to support organizational goals.

Luckily, CCAC has a higher number of Theory Y employees, such they enjoy working because it provides them personal satisfaction, while supporting organizational goals. Overall, most of the animal control officers were intrinsically motivated to provide the best care possible for the homeless animals under their charge. They were self-directed such that they performed their jobs without direct management supervision, thus maintaining a strong commitment to organizational goals. However, certain shifts or groups of officers were more interested in supporting organizational goals than other shifts. The Theory Y shift would take responsibility for providing appropriate medical care, were more likely to provide additional clean water and fresh food, clean their cages more often, and spend quality with each cat. They did everything possible to comfort these cats, while they waited for their new homes. Theory Y employees are more likely to seek advancement, such as animal control officer I attaining Level II or even supervisor, in contrast to Theory X employees, which are content in their current position.

Given the struggles of Theory X and benefits of Theory Y, McGregor would suggest that management focus on treating all employees as mature adults, thus providing advancement opportunities for interested employees in hopes that Theory X employees would follow suit. He

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elated choices (McGregor 1957, 187). As a result, they would increase their self-confidence in their position, thus meeting their needs for self-worth and increasing their desire to support organizational goals. Next, value the worker, especially the lowest ranked workers. CCAC has a larger number of officers and staff, which occupy lower level positions, such as animal control officer I, front office technician, or the general crew. These employees perform basic operational duties for low to moderate pay yet they are vital to the organization. As McGregor showed, management should provide special recognition for these employees, as CCAC could not function without them. Similarly, management should provide all employees with opportunities for advancement.

Cobb County Animal Control provides an excellent example of Tom Burns and G.M. . Burns and Stalker note that the Mechanistic Management System works best in stable conditions, such as Cobb County base, which has a hierarchy of authority, vertical communication, rules and regulations that provide clear instruction of organizational objectives and expectations (Burns and Stalker 1961, 201). authority and specialization of tasks, such that management and employees know where their job begins and where it ends. The mechanistic management model supports the decision-making top-down authority and communication approach, such that upper level management makes the rules and sends them down the chain of command for implementation. At present, CCAC supports the mechanistic management system because they have formal job descriptions, clear lines of authority, and formal organizational rules and regulation.

In contrast, Burns and Stalker would view nonprofit organisations as organic management system, such that it supports a changing or innovative environment. Nonprofit

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organizations, like animal rescues, have a volatile funding base, constantly changing volunteer base, and should embrace innovative thinks in order to support their cause. The organic management system includes a non-hierarchic yet stratified level of authority built of cooperation between management and employees and a rapidly changing organizational environment. Personnel in authority have seniority or expertise such that they are considered a valuable resource to the company and rules and regulations are agreed upon, less rigid and tend to be based on the ideology of the organization, thus promoting a democratic decision-making style (Burns and Stalker 1961, 202-203).

The organic management system also promotes more jobs sharing as opposed to specification of tasks; so many employees can share the workload. In this context, Burns and

esignation of status, function, and line of responsibility and authority

(Burns and Stalker 1961, 203). In other words, employees are free from the hierarchy of authority, such that everyone shares the responsibility for getting the job done. The organic management system works best in teamwork situations, but could hinder progress if someone is not a team player.

In External Control of Organizations: Resource Dependence Perspective article, they

(Pfeffer and Salancik 1978, 449). This type of resource dependency works well as long as resources are available, thus requiring a stable environment, but this is not always , as

noted on page 114 of 3-2014 Biennial Budget (Cobb County Government 2011). The General Fund receives its revenue from property taxes, which tends to be a stable

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source of revenue. However, economic factors, such as the recent 2007 recession and increased gas prices, reduced funding and created unforeseen economic shortfalls for all government agencies in Cobb County. In this context, governmental agencies, like Cobb County Animal Control, budgetary decisions. Cobb County Board of Commissioners also determines if the agency is serving its designated purpose as noted in its enabling act, thereby appropriately using its funds. Overall, this situation supports dependency theory, such that governmental agencies, like CCAC, would cease to exist if the Commissioners withdrew its resources and enabling act.

Similarly, nonprofit animal rescues, such as Road Trip Home and the Homeless Pet Foundations are resource dependent upon governmental grants, individual, corporate, and/or foundational grants, plus volunteers to survive. Governmental organizations are subject to political (environmental) changes, but no environments are much more volatile. In essence, nonprofit organizations survive when they have the ability to acquire and maintain these resources.

In classical theorist article, racy. CCAC has a clear office of authority starting with Lt. Shepard, Unit Manager, followed by an Operations Manager, several supervisors, and technicians, and office staff, which follow the top-down and vertical authoritative and communication approach (Weber 1922, 77). Lt. Shepard is the top-level decision-maker for CCAC. She enforces the operational procedures, handles employee issues, and addresses public and the Board of Commissioners concerns. She operates as a liaison overpopulation issues. Lt. Shepard takes full responsibility for the duties of her office and she

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will delegate duties to her staff, but she makes sure the tasks are completed in compliance with the duties of her office. CCAC follows set administrative procedures as noted in their policy and procedures manual or files and the Municipal Code, which explain the official duties of each officer and the procedures and laws that govern each position.

Lt. Shepard keeps a written record of all her decisions and actions of her office, as are all supervisors and animal control officers. The animal control officers keep a record of their daily activities, which include retrieving stray animal, citing code violations, and removal of abused animals. These records are legal documents, which CCAC uses in prosecuting animal abuse issues, plus providing a daily account of the of s activities. There is a clear separation between work and home life, such that employees must place the duties of their office above home obligations. Finally, every employee possess technical competency of the duties of their office (Weber 1922). Every employee understands what their job entails, continuously updates their skills, and abides by the rules no matter what. Overall, CCAC administration closely characteristics of bureaucracy, with some minor variations.

In Henry Mintzberg The Power Game and the Players article, he notes that control the organi (Mintzberg 1983, 330). or stakeholders consist of external and internal coalitions, which exert power over each other, thus influencing man employees who use voice [to affect change thus directing organizational goal focused outcomes (Mintzberg 1983, 332). In contrast, to affect the behavior of t (Mintzberg 1983, 332).

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CCAC and its relationships with the Board of Commissioners, nonprofit organizations, Veterinarians, and the public provide an excellent example of Mintzber

analysts, and front office staff or support staff, and Veterinarian staff, and Animal Control Officers level I and the General Crew or the operators provide an excellent example of internal influencers.

internal influences include the CEO or Unit Manager (Lt. Shepard), who directly reports to the Assistant Director of Public Safety Captain Van Hoozer (External Influencer: Directors/Owners). Next, the Shelter Operations Manager (line manager),

Analysts of Technostructure, and the animal control supervisors and the dispatch operator (line managers) are part of the Internal Influencers, who answer directly to the Unit Manager. Next, the Veterinarian and her Staff, Animal Control Officers levels I and level II and the General Crew are noted as operators because they have directly responsible for the care of the animals and customer assistance. Finally, the front office staff are noted as support staff,

(Mintzberg 1983, 334). The final influencer is ideology, which is the shared belief that CCAC is devoted to the health and wellbeing of all animals.

The external influencers in the case include the Publics, such as the Cobb County Board of Commissioners (also owners), nonprofit animal rescues, businesses, citizens and the Cobb County Animal Control Board concerned with animal welfare and public policy. These groups play a vital role in affecting public policy regarding the treatment of animal in CCAC. Similarly, the Publics, especially special interest groups such as nonprofit rescues and local veterinarians

The Board of Commissioners fits the criteria for Owner/Director, such that government creates the

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organization, but grants legal authority over the organization to the owner/director (Mintzberg 1983, 333). The Board of Commissioners has the authority to hire/fire top executives or the Unit Manager or the Director of Public Safety. Finally, Associates are suppliers of resources (office supplies) that support functions.

LITERATURE REVIEW

Analysis of programs to reduce overpopulation of companion animals: Do adoption and low-cost spay/neuter programs merely cause substitution of sources? Joshua M. Frank and Pamela L. Carlisle-Frank analyzed the Maddie Fund Program, which funds spay/neuter programs specifically offered to low income individuals, thus addressing the companion animal overpopulation issue in 5 U.S. states (Frank and Carlisle-Frank 2007). They examined whether low cost spay and neuter programs would negatively influence local veterinarian practices income levels or crowd out their spay/neuter services (Frank and Carlisle-Frank 2007). Similarly, they performed a statistical analysis to observe whether the Maddie Fund Programs would reduce the number of animal intakes at county-run animal shelters. They found that the Maddie Fund Program did not cause a reduction in the number of spay/neuters that area Veterinarians performed, thereby leaving their economic sources intact. Overall, these results would support -run subsidized spay/neuter clinic for low income groups, would no

In Behavioral Analysis of Companion-Animal Overpopulation: A Conceptualization of the Problem and Suggestions for Intervention: Angela K. Fournier and E. Scott Geller look at the companion animal overpopulation issue as a societal problem, with human behavior at the core of the problem. The authors note reasons why people relinquish animals to animal control, such

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as pet-maintenance deficits, whereby people relinquish animals due because of behavioral issues or lack the knowledge of how to address these issues. (Fournier and Geller 2004, 52). Similarly, people will surrender their pets due to personal reasons, such as allergies, money, moving, or the birth of a child. Next, they examined reasons why people do not spay/neuter their pets. Fournier and Geller (2004) claim that cost is not the reason that discourages people from spay/neutering their pets. In this context, Fournier and Geller (2004) note that low-cost spay/neuter programs are an inefficient way to address the animal overpopulation issue (p53).

Next, Fournier and Geller examine environmental factors that promote the animal overpopulation issue. They found that inadequate shelter policies hinder shelter animal adoptions (Fournier and Geller 2004). Similarly, the pet industry promotes an inaccurate picture of appropriate dog behavior, thus teaching the public that an undisciplined dog is the norm. In this context, they advertise dogs running free without leashes or chewing on clothes or shoes, thus promoting negative behavior traits as normal. In this sense, people are trained to think these negative behaviors are cute, until the dog destroys something of value, thus prompting the owner to relinquish that pure breed dog to animal control.

Next, Fournier and Geller address human behavioral and environmental issues, thus addressing the animal overpopulation issue (p56). First, they note that shelter animals die needlessly, as they are a hidden valuable resource. Many shelter animals have good temperaments, thus making them suitable as service or therapy animals. Even dogs that have behavioral problems are perfect candidates for prison programs, where inmates help retrain these dogs. Next, they explain that shelters should reallocate funds from ineffective spay/neuter programs, into advertising shelter animals. Similarly, shelters can apply for grants for shelter renovations, thus improving the quality of the

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shelter and promoting a pleasing environment, where people want to visit the shelter. The shelter can implement a behavioral analysis program, thereby retraining animals with known behavioral and increasing their adoption chances (Fournier and Geller 2004).

Next, Fournier and Geller (2004) provide more efficient ways of controlling the animal overpopulation issue, such as targeting the pet- -shelter adoption, pet- -welfare agencies, like Cobb County Animal Control or animal rescues, can help prepare potential adopters for ownership by educating them about proper care of the new pet, the importance of spay/neutering their pet, breed specific behavior, training their pet, and a - control ordinances. Similarly, they note that animal-welfare organizations can reduce the animal overpopulation problem by helping establish and enforcing shelter policies regarding sterilization. Next, these organizations can alert public officials when a policy is ineffective, thereby changing the policy. Finally, these agencies can track whether the policy is addressing the animal overpopulation issue, thus determining the effectiveness of the policy. Animal shelters are better equipped to obtain information on how many animals were surrendered or adopted and why they were surrendered (Fournier and Geller 2004).

They noted the importance of the intervention framework, but how does one motivate these organizations and individuals to change their behaviors. The authors explained that implementing incentive programs would motivate these groups into compliance. They note that

(Fournier and Geller 2004, 64). Overall, the authors imply that providing positive reinforcement will motivate these groups to change their behavior, thus becoming will participants in the fight against animal overpopulation.

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A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving: Eugene Bardach details an eightfold process that policy analysts can use in assessing the viability of public policy. The first step in the process is defining the problem (Bardach 2012, 1).
1). policy issue or problem is compa

current policy of mandating that all CCAC animals are spayed or neutered prior to adoption is an

(2012) explains that administrators must seek the cause the problem, such as economic factors may cause a person to surrender their pet to animal control. In order to diagnose the problem, Bardach (2012) suggests compile evidence of the problem, such as statistical data or prior research on this issue. Lt. Shepard compiled evidence regarding, which zip code areas had the highest animal surrender rates, thus determining the best areas to set up a low cost spay and neuter clinic. Next Bardach (2012) notes the importance of creating policy alternatives, thereby creating different approaches to the same issue (p16). When designing a policy, an administrator would benefit from creating a policy based on constant factors and one or more in case those factors, like funding, changes (Bardach 2012, 28).

Next, Bardach says for the administrator to select criteria that will help him/her assess the viability of the policy, such as efficiency, equity or fairness, and whether it supports democratic values and freedoms (Bardach 2012). A policy (addressing animal overpopulation) that embraces these criteria would be cost-effective, provide the same service for everyone, treat everyone the same, would not infringe upon personal freedoms, and would provide everyone with a political voice. Bardach (2012) notes that public policy must be legal, politically acceptable, robust or strong enough to survive the implementation process, and easily improved or changed (p42). Next, Bardach (2012) suggests that administrators test drive or develop

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scenarios to assess whether the proposed policy would truly address the animal overpopulation issue. He suggests constructing an outcome matrix, thus comparing the original policy against policy alternatives to determine which policy works best and cost less (Bardach 2012).

Next, he says to examine all possible trade-offs, thereby performing a trade-off analysis (Bardach 2012, 64). In this context, would establishing a government-run low cost spay and neuter clinic cause local veterinarians in close proximity to the clinic economic hardship? Finally, choose which policy fits the established criteria and sell it to the community. Overall, a
tion issue may win political support, but it may be difficult or too costly to implement. If Cobb County decided to implement a mandatory spay and neuter policy that required all Cobb County residence to spay or neuter their pets, the public would object thus rendering the policy politically unacceptable or it would infringe upon public freedoms as animals are considered the owner s property.

Discussion and Recommendations

After performing my case study analysis and literature review, I have noticed several strengths, weaknesses, opportunities, and threats (SWOT). In the strengths category, CCAC has a stable leader, who provides clear direction, discipline with a motherly touch, but she expects every employee to abide by the rules listed in their policy and procedures manual. Lt. Shepard works tirelessly to save as many homeless animals as possible, to the point of personally fostering them in her home, while they recover from illness or/are transferred into a local animal rescue. She is confident in her position, such that she will delegate duties to other staff members, trusting that they will complete the task as if she had done the job herself. She commands

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respect, but she maintains an open door and heart if they have an issue. CCAC administrators and most of the officers explicitly follow procedures with minimal supervision. The veterinarian staff efficiently cares for the high number of animals in their care. The staff morale remains high, in spite of the difficulties of the job. Overall, every employee is technically knowledgeable and physically capable of doing his or her job.

CCAC has a positive relationship with the nonprofit animal rescue community, such that these organizations will transfer shelter animals into their programs. This positive relationship has saved many homeless animals from death, thus giving them more time to be adopted. CCAC also offers reasonable adoption fees, thus motivating people to adopt more animals.

In the weakness category, some officers work as little as possible and get the volunteers to do some of their work; however, this is common in an organization. Luckily, most of the staff are hard workers and do the best job they can under the circumstances. In contrast, animal control officers tend to ignore cleaning protocols, thereby placing healthy animals in dirty cages and facilitating the spread of disease. Similarly, some animal control officers neglected policy by allowing volunteers access to restricted areas. My recommendations include hiring more kennel staff to clean cages throughout the day and retraining classes for personnel who willfully ignore rules. These minor changes will promote the general welfare of the animals and maintain the safety of the volunteers.

Lt. Shepard has worked hard to implement a new low income-subsidized spay/neuter program, but the political process has slowed the implementation process. Similarly, the Veterinarian community is fearful of the loss of their spay/neuter revenue, thus adding to the opposing business political voice.

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During my internship, I asked the officers what was the most difficult part of their job. Their response was euthanasia. In the opportunities category, my recommendation is that CCAC staff should meet once a month to talk about or cry if needed to release this pain. It will provide an opportunity for creating support systems between employees, thus lessening the emotional impact of their job.

In the threats category, inconsistency of enforcing the rules will create disrespect between the officers and the volunteers, thus causing a high turnover in the volunteer force. My recommendation is that all officers commit to upholding the rules, especially restricting volunteers from entering restricted areas.

LIMITATIONS

There were a couple of limitations regarding my theoretical analysis of CCAC. First, my results are not generalizable. Next, I was also restricted by time, so the events that occurred during my internship may be unique, thereby inapplicable. In addition, my time constraints did not allow me to witness every aspect of the job that the officers and Lt. Shepard perform every day.

CONCLUSIONS

After reviewing the literature and applying Public Administration Theory, I have concluded that people relinquish their animals to animal control due to economic factors, behavioral issues, and lack of knowledge regarding proper animal care. Similarly, people will surrender their pets due to personal reasons, such as allergies, money, moving, or the birth of a child. Overall people avoid spay/neutering their animals, because they do not believe it is important to do so. The only policy that Cobb County Government has established regarding their animal overpopulation issue in the mandatory spay/neuter

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requirement, whereby CCAC must spay/neuter all animals prior to adoption. According to Fournier and Geller, low cost spay/neuter programs are not an effective way to reduce the animal overpopulation issue.

subsidized spay/neuter program, as the literature showed, there is evidence that the program will not reduce their income from their spay/neuter services.

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APPENDICES

Appendices 1
FY2011-

Behind the Scenes

Animal Control

BUDGET SUMMARY				
Category Description	FY 09	FY 10	FY 11	FY 12
	Actual	Adopted	Adopted	Proposed
Revenue Category				
Charges for Services	\$ 144,312	\$ 144,000	\$ 231,202	\$ 231,202
Other Financing	\$ 102	\$ -	\$ 108	\$ 108
Miscellaneous	\$ 19,082	\$ 2,500	\$ 3,174	\$ 3,174
TOTAL	\$ 163,497	\$ 146,500	\$ 234,484	\$ 234,484
Expenditure Category				
Personal Services	\$ 2,105,518	\$ 2,137,362	\$ 2,237,014	\$ 2,260,844
Operating	\$ 390,996	\$ 397,151	\$ 394,476	\$ 395,326
Capital	\$ 8,574	\$ -	\$ -	\$ -
TOTAL	\$ 2,505,088	\$ 2,534,513	\$ 2,631,490	\$ 2,656,170

Source: Cobb County 2011-2012 Biennial Budget

Appendices 2:
2013-2014

BEHIND THE SCENES

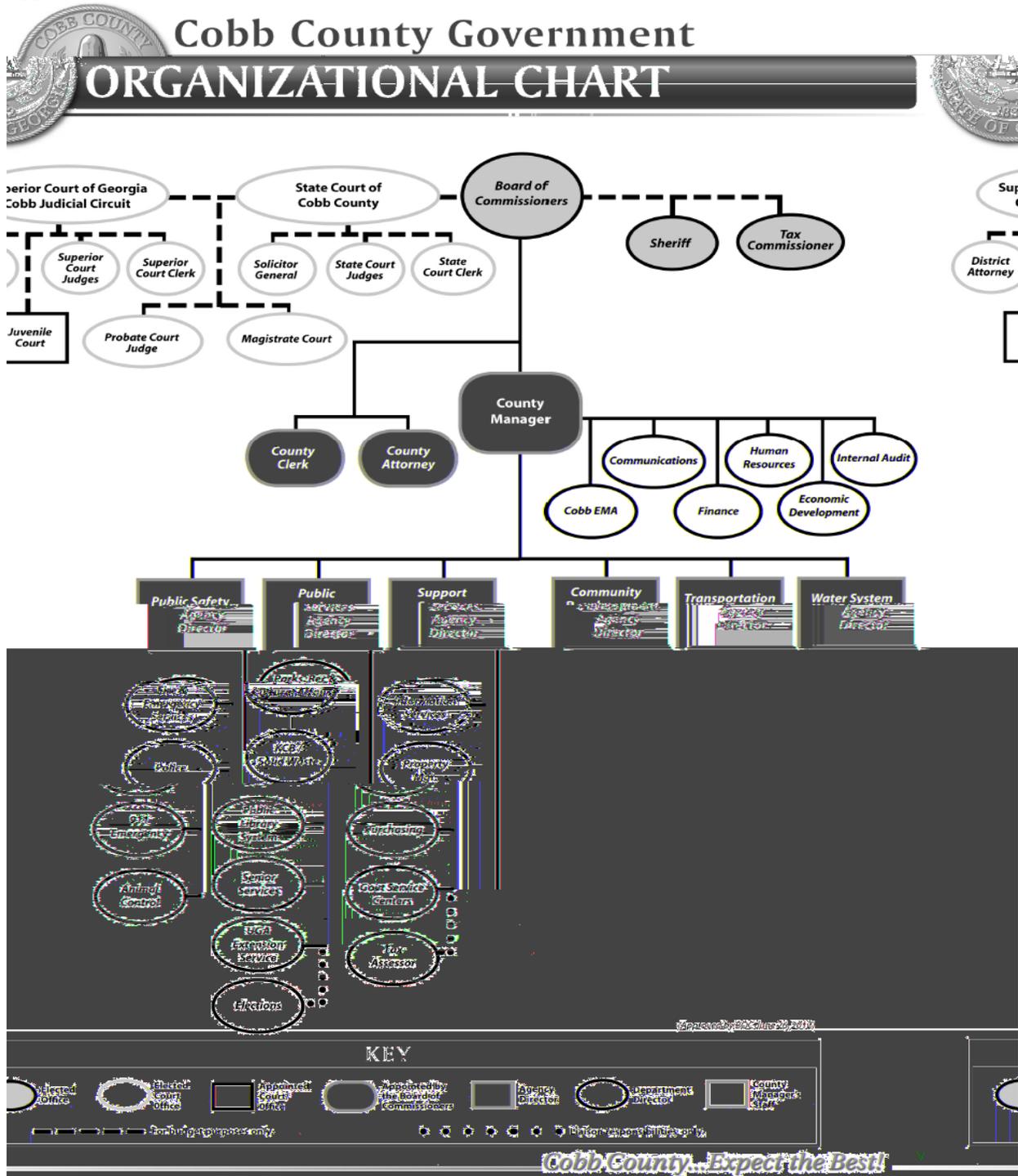
ANIMAL CONTROL

BUDGET SUMMARY				
Description	FY11	FY12	FY13	FY14
	Actual	Adopted	Adopted	Proposed
REVENUE CATEGORY				
Intergovernmental Revenues	(\$ 5,538)		\$ 0	\$ 0
Charges for Services	\$ 218,148	\$ 141,000	\$ 350,000	\$ 375,000
Miscellaneous	\$ 17,385	\$ 2,000	\$ 0	\$ 0
Other Financing	\$ 1,823	\$ 0	\$ 65	\$ 65
TOTAL	\$ 231,818	\$ 144,102	\$ 350,065	\$ 375,065
EXPENDITURE CATEGORY				
Personal Services	\$ 2,121,910	\$ 2,386,366	\$ 2,158,219	\$ 2,400,349
Operating	\$ 423,054	\$ 412,831	\$ 462,570	\$ 462,570
Capital	\$ 7,399	\$ 0	\$ 0	\$ 0
TOTAL	\$ 2,622,363	\$ 2,799,287	\$ 2,919,789	\$ 2,919,789

Sources: Cobb County 2013-2014 Biennial Budget

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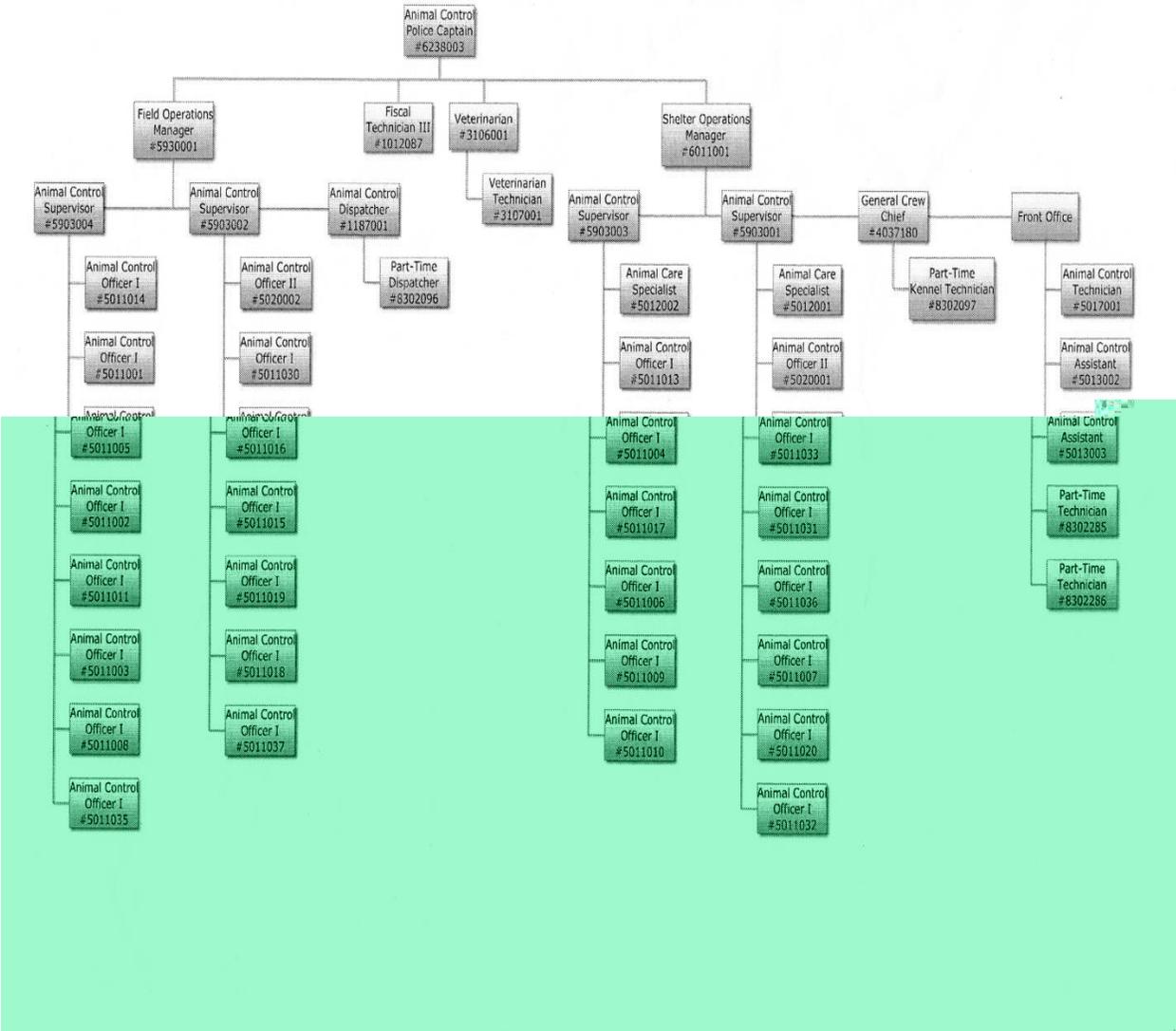
Appendices 3:



Source: Cobb County 2013-2014 Biennial Budget

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Appendix 4:



Source: Cobb County Animal Control November 22, 2013