Memorandum

MIAMI-DADE COUNTY

Date: April 2, 2019

To: Alex Muñoz, Director
Animal Services Department

From: Jennifer Moon, Director
Office of Management and Budget

Subject: Animal Services Department Licensing and Citation Administrative Review

At your department's request, the Office of Management and Budget's (OMB) Management Planning & Performance Analysis Division (MPPA) began a review of the Animal Services Department (ASD) Finance and Compliance Division, specifically the work performed in the licensing and citation units.

OMB staff held multiple work sessions with management, staff, and other stakeholders, including staff from the ASD's Live Release and Shelter Services Division, to identify ways of improving the collection of information from customers, and the entering of information into Chameleon, ASD's system of record. The study culminated with two, half-day work sessions in which staff completed a Failure Mode and Effects Analysis (FMEA), which is a tool that helps staff address the frequency, prior detectability, and impact of potential system failures. The method was initially developed in the aeronautical industry to test the reliability of systems or processes and reduce associated risks.

The attachments included are a product of all the work sessions held by staff, including a summary of recommended actions generated during the FMEA analysis. My staff could not have completed this study without the enthusiasm and engagement shown by your staff, I would like to thank you and your staff for their time and cooperation throughout this project.

Please feel free to contact me if you wish to discuss these findings or recommendations further.

Attachments

c: Virginia Diaz, Assistant Director
Management Planning and Performance Analysis

Jgm01819

Miami-Dade County
Office of Management and Budget
Animal Services Department - Licensing and Citations Administrative Review

The Animal Services Department (ASD) requested a review of the Finance and Compliance Division by the Office of Management and Budget (OMB), with a specific focus on two processes:

- Dog license renewals and associated mailings to pet owners
- Issuance and tracking of citations

This review began with a conference call in which ASD staff expressed concerns with the processes. Specific concerns included:

- Large volumes of citations and courtesy renewals returned by mail and delays in updating Chameleon
- Prioritization of tasks, particularly correspondence to customers
- Job classifications currently used and uncertainty of optimal tools to track employee performance

OMB then held two half-day listening sessions with the ASD staff in which OMB collected information from employees directly involved in the process including what they perceived as areas for improvement. From these work sessions, OMB was able to develop process flowcharts on the process for vaccinating and licensing a pet (typically a dog) in Miami-Dade County, issuing and processing reminder notice cards to pet owners, and issuing automated citations for expired license tags and/or failure to receive a rabies vaccination. At this stage, OMB developed initial findings and observations for further discussion with ASD.

After a review of the preliminary findings with management from the Finance and Compliance Division, it was decided that a Failure Mode and Effects Analysis (FMEA) would be appropriate. In addition to the licensing and citations staff we had already engaged, staff from the front desk were added to participate in work sessions. The exercise resulted in 22 solutions to the failures identified through the FMEA. The decision on implementation and a target date, if appropriate, can be found in Attachment 4.

The following attachments are the product of various meetings and work sessions:

Attachment 1 – Process Flowcharts
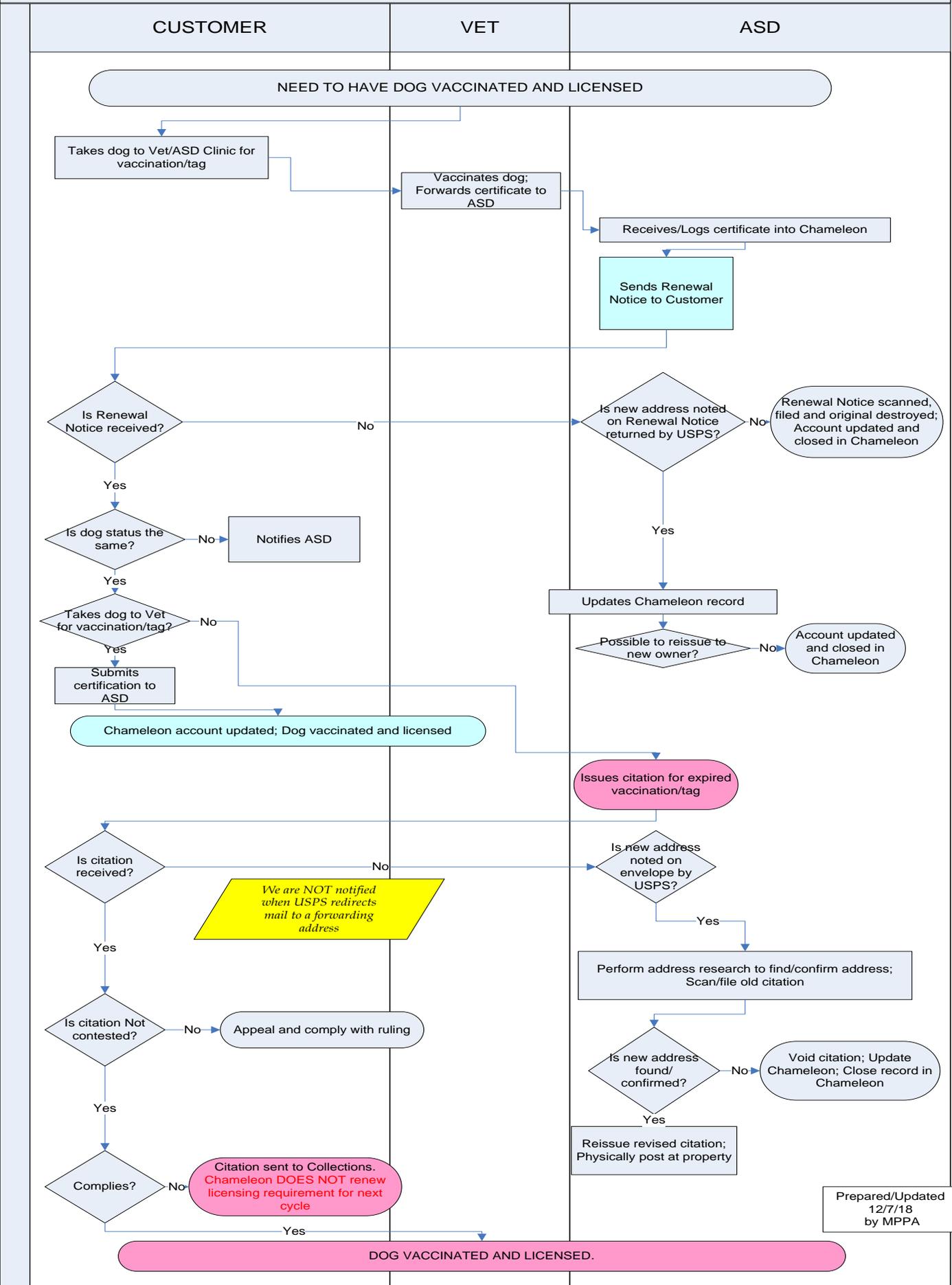- Licensing and Vaccinating a Pet in Miami-Dade County
- Entering Rabies Certificates into Chameleon
- Issuing and Mailing Courtesy Cards and Updating Information Upon Their Return
- Issuing and Mailing Citations

Attachment 2 – Details and Observations from Staff Interviews

Attachment 3 – Self Reported Employee Activity Sheet

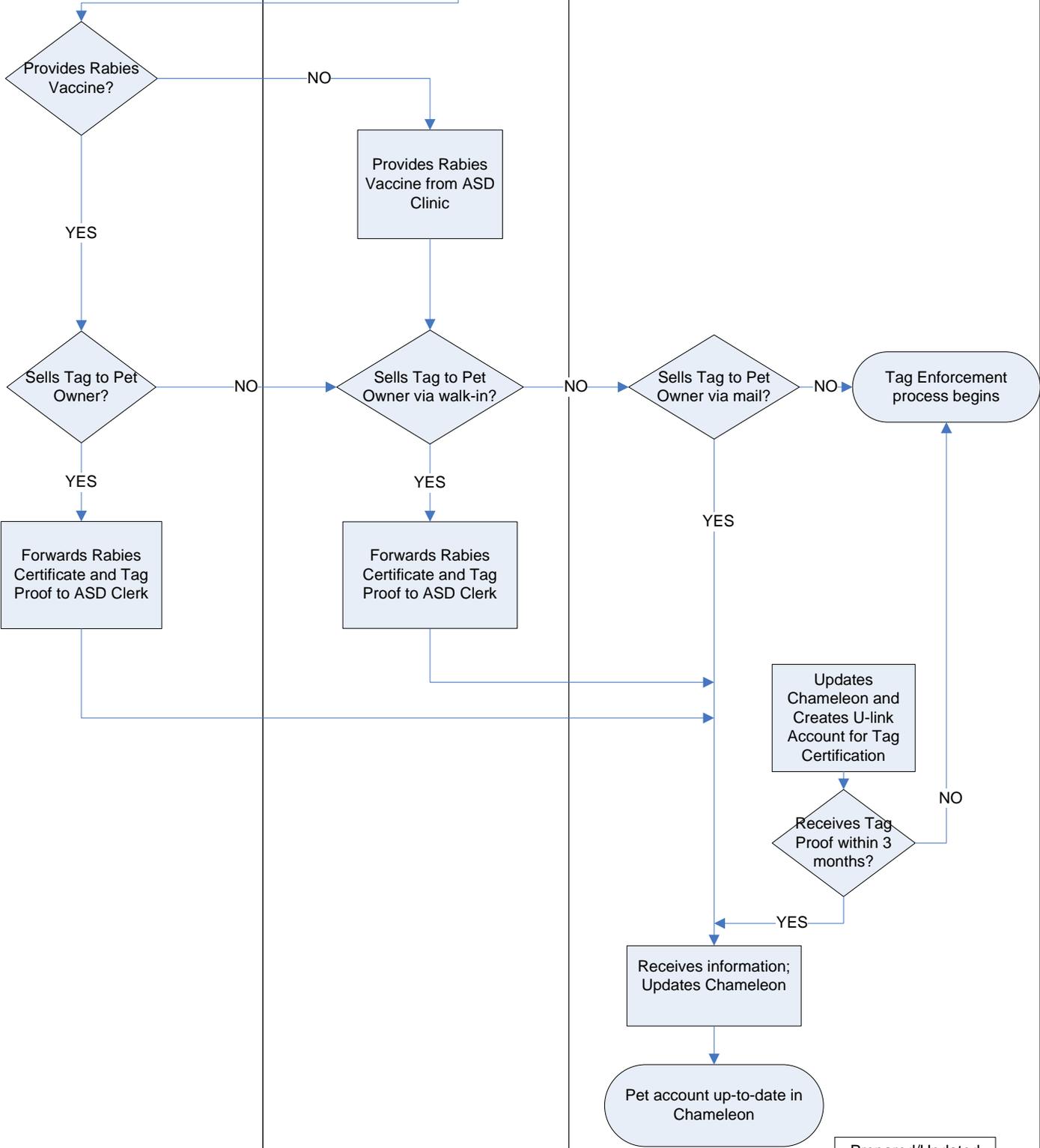**Attachment 4** – Failure Mode and Effects Analysis (FMEA)

LICENSING AND VACCINATING A PET IN MIAMI-DADE COUNTY   ATTACHMENT 1

CUSTOMER	VET	ASD

NEED TO HAVE DOG VACCINATED AND LICENSED

Takes dog to Vet/ASD Clinic for vaccination/tag

Vaccinates dog; Forwards certificate to ASD

Receives/Logs certificate into Chameleon

Sends Renewal Notice to Customer

Is Renewal Notice received?

Is new address noted on Renewal Notice returned by USPS?

Renewal Notice scanned, filed and original destroyed; Account updated and closed in Chameleon

No

Yes

Is dog status the same? — No → Notifies ASD

Yes

Updates Chameleon record

Takes dog to Vet for vaccination/tag? — No

Possible to reissue to new owner? — No → Account updated and closed in Chameleon

Yes

Submits certification to ASD

Chameleon account updated; Dog vaccinated and licensed

Issues citation for expired vaccination/tag

Is citation received? — No → Is new address noted on envelope by USPS?

We are NOT notified when USPS redirects mail to a forwarding address

Yes

Yes

Perform address research to find/confirm address; Scan/file old citation

Is citation Not contested? — No → Appeal and comply with ruling

Is new address found/ confirmed? — No → Void citation; Update Chameleon; Close record in Chameleon

Yes

Yes

Reissue revised citation; Physically post at property

Complies? — No → Citation sent to Collections. Chameleon DOES NOT renew licensing requirement for next cycle

Prepared/Updated 12/7/18 by MPPA

Yes

DOG VACCINATED AND LICENSED.

ENTERING RABIES CERTIFICATES INTO CHAMELEON

PRIVATE VET	ASD CLINIC	ASD CLERK

Pet Accounts Need to be Updated in Chameleon System

Provides Rabies Vaccine? — NO → **Provides Rabies Vaccine from ASD Clinic**

YES ↓

Sells Tag to Pet Owner? — NO → **Sells Tag to Pet Owner via walk-in?** — NO → **Sells Tag to Pet Owner via mail?** — NO → Tag Enforcement process begins

YES ↓ (Private Vet)

Forwards Rabies Certificate and Tag Proof to ASD Clerk

YES ↓ (ASD Clinic)

Forwards Rabies Certificate and Tag Proof to ASD Clerk

YES ↓ (ASD Clerk - via mail)

Updates Chameleon and Creates U-link Account for Tag Certification

Receives Tag Proof within 3 months? — NO → Tag Enforcement process begins

YES ↓

Receives information; Updates Chameleon

↓

Pet account up-to-date in Chameleon
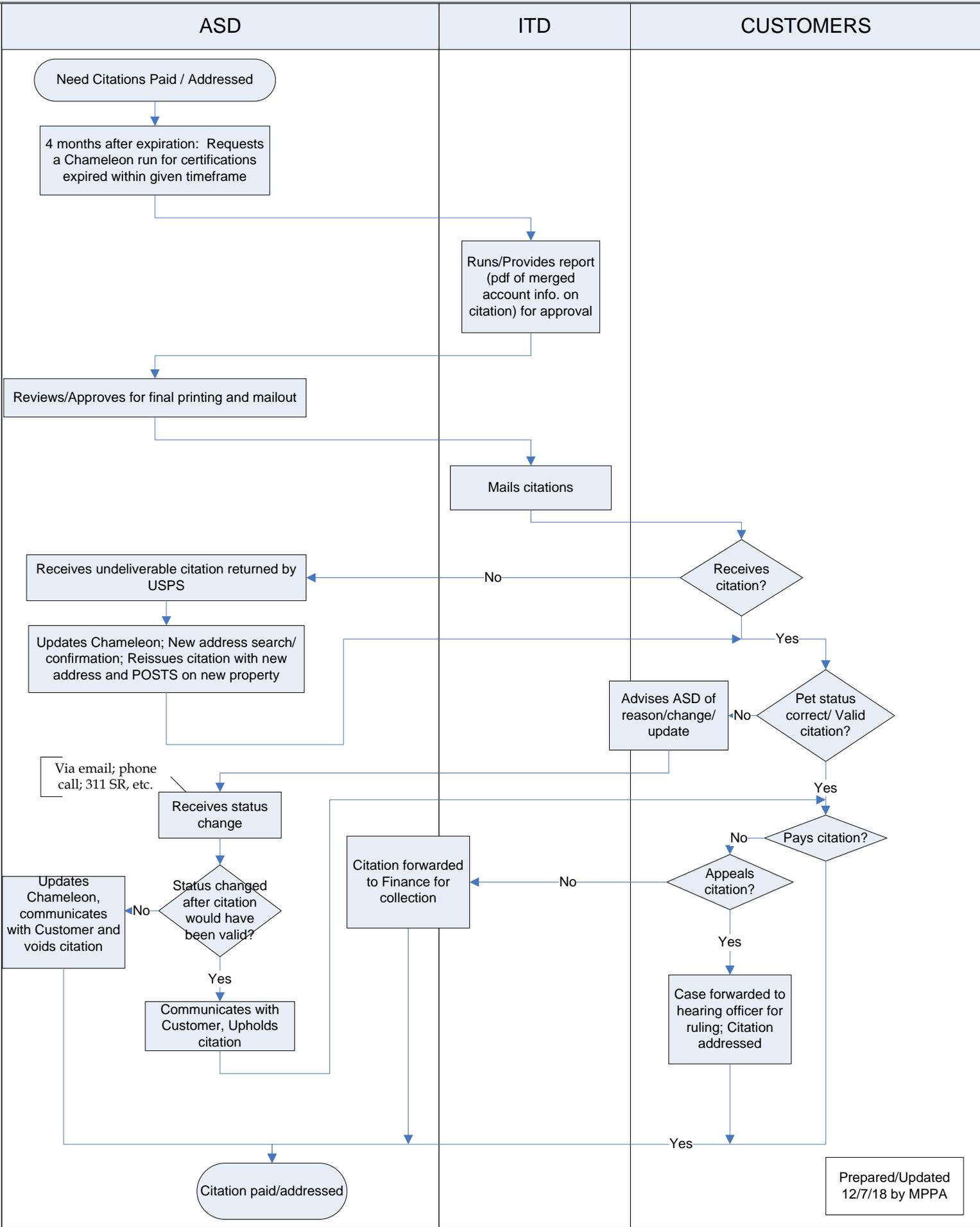
Prepared/Updated
12/7/18
by MPPA

ISSUING AND MAILING RENEWAL NOTICES AND UPDATING INFORMATION UPON THEIR RETURN

ASD	ITD	CUSTOMERS

At least 60-45 Days Prior to Expiration: Requests a Chameleon Run for Certifications Expiring within Given Timeframe

Runs/Provides Report (pdf of merged account info. on cards/notices) for approval

Reviews/Approves for final printing and mailout

Mails Renewal Notice

Receives undeliverable Renewal Notice returned by USPS

Receives Renewal Notice?

No

Yes

New address provided?

No

Yes

Advises ASD of change/update

No

Pet Status Correct- No Change Notification Required?

Receives Status Change, Updates Chameleon

Via same notice; email; phone call; 311 SR, etc.

Status Change = deceased, lost, stolen, gave away, moved out of county, unknown new address

Does status change still require Chameleon account?

No

Yes

Yes

Update and CLOSE Chameleon account

Reissue new Renewal Notice to new owner and/or new address

Prepared/Updated 12/7/18 by MPPA.

Renewal Notice Received

ISSUING AND MAILING CITATIONS

ASD	ITD	CUSTOMERS

ASD:

(Need Citations Paid / Addressed)

↓

4 months after expiration: Requests a Chameleon run for certifications expired within given timeframe

→

ITD:

Runs/Provides report (pdf of merged account info. on citation) for approval

↓ (to ASD)

ASD:

Reviews/Approves for final printing and mailout

→

ITD:

Mails citations

→

CUSTOMERS:

◇ Receives citation?

— No → **ASD:** Receives undeliverable citation returned by USPS
↓
Updates Chameleon; New address search/ confirmation; Reissues citation with new address and POSTS on new property

— Yes → ◇ Pet status correct/ Valid citation?

— No → **ITD:** Advises ASD of reason/change/ update

— Yes → ◇ Pays citation?

Via email; phone call; 311 SR, etc.

ASD:
Receives status change

↓

◇ Status changed after citation would have been valid?

— No → Updates Chameleon, communicates with Customer and voids citation

— Yes → Communicates with Customer, Upholds citation

CUSTOMERS / ITD:

Pays citation? — No → ◇ Appeals citation?

— No → **ITD:** Citation forwarded to Finance for collection

— Yes → Case forwarded to hearing officer for ruling; Citation addressed

↓

(Citation paid/addressed)

Miami-Dade County
Office of Management and Budget

Notes and Observations from Staff Interviews from October 10th and October 30th

Relevant Details:

- There are approximately 240 clinics registered with ASD. Every time a license is renewed, a pet receives a new physical tag and number
- Warnings and citations are sent out in bulk once a month
- There is a 30-day grace period granted by the Director for rabies and tag compliance before a citation is issued
- Due to backlogs in entering rabies certificates received from veterinary clinics, citations are being issued approximately 6 months after the violation occurs
- Customer walk-ins are top priority, with many coming to complain about a warning or citation
- Response time to customer inquiries via e-mail is currently estimated at two weeks
- If a pet does not receive a vaccine after one year of expiration (after 1st citation is issued), Chameleon does not recapture the delinquent account in the following years for continual compliance

Pains, according to staff:

- Not only is response time to customer inquiries too high, there is no confirmation that all incoming contacts receive a final response
- Space available to handle walk-in customers and those waiting is small, and customers aggravated with citations can generate tension for staff and other customers
- Since all warnings and citations are sent out in bulk once a month, mail returns occur in bulk as well, which causes disruption to other more routine activities
- Delayed vet submissions contribute to voidable citations and correspondence influx
- Delayed account updates (via warning cards and correspondence) also contribute to voidable citations
- Duplication of entries into the system of record (i.e. same pet under multiple owners)
- There are multiple generic e-mailed accounts used by staff to receive inquiries from customers
- 311 Answer Center does not request caller e-mail addresses
- The process for mailing letters to customers to address their concerns is manual, tedious, and inefficient
- Staff have difficulties accepting payment from customers once an account has been sent to Credit and Collections
- There is a perceived delay in receiving mail from the time it arrives at the shelter to the time it reaches the desk of the appropriate staff member
- Rabies certifications are handwritten by veterinarians, which opens the process up to data entry errors
- Vet clinics do not confirm customer address at the time of rabies vaccine sale

Observations:

- It is clear that customer service is of top priority to this unit. However, the method in which an inquiry is received affects the timeliness in which it is addressed (i.e. 311 service requests are addressed immediately, but e-mails received in one of the shared accounts may take two weeks to be addressed)
- There are different interpretations of the County Code
    - One staff member noted that veterinarians are required to issue the tag at the time of the vaccination, while another said the Code only requires veterinarians have them available at the point of sale. Section 5-11 of the Code reads:

        It shall be the duty of all veterinarians, upon vaccinating a dog against rabies, to offer for sale at the time and place of vaccination the Miami-Dade County licenses required by Section 5-7, and to report to the Department, together with the vaccination certificate required by this chapter, whether the responsible party declined to purchase a license from the veterinarian. All veterinarians shall also have Miami-Dade County licenses available for purchase, at the time and place of presentation, by a responsible party who presents evidence to the veterinarian that the party's dog has a current rabies vaccination.

- An employee performing data entry is also responsible for the bulk of the face to face customer interactions
- There is a possible disconnect between the citation unit and the licensing unit. Both work on the same process but employees seem to think that the work done "upstairs" and "downstairs" is different
- Substantial amounts of paperwork are both filed and scanned. The large volume of information needed to be scanned requires dedicated scanning hours

Summary of Activity Sheets by Task Priority

High Priority Tasks by Employee
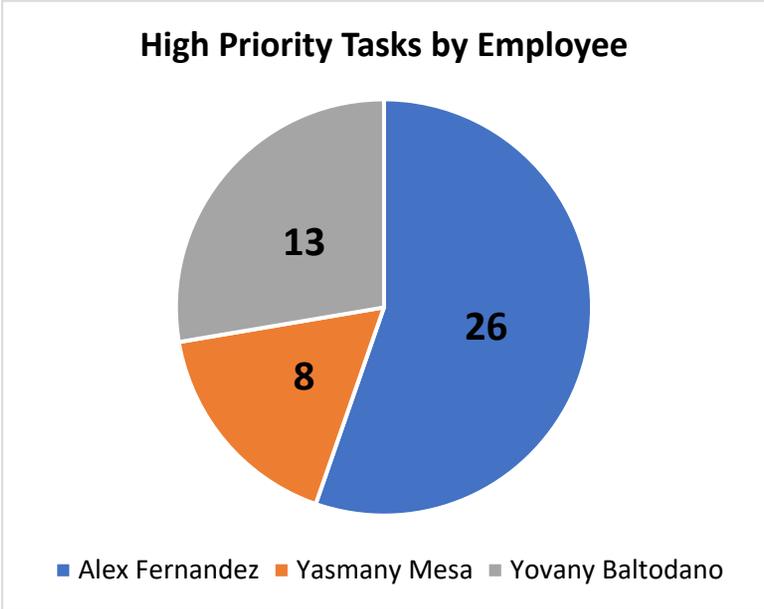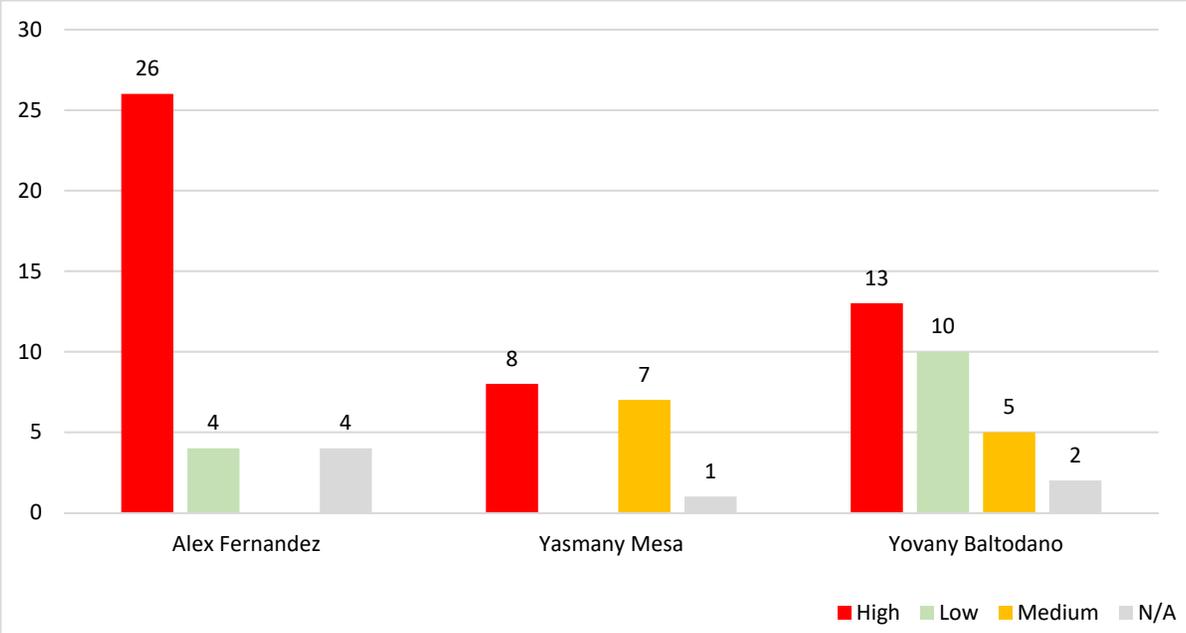
Count of Task Priority	Column Labels				
Row Labels	High	Low	Medium	N/A	Grand Total
Alex Fernandez	26	4		4	34
Yasmany Mesa	8		7	1	16
Yovany Baltodano	13	10	5	2	30
Grand Total	**47**	**14**	**12**	**7**	**80**

Miami-Dade County
Office of Management and Budget
Licensing and Citations - Activity Sheet

	Attachment 3

Employee Name	Task Priority	Task	Sub Task
Alex Fernandez	High	311 Service Requests	Open and close CSR's
Alex Fernandez	High	311 Service Requests	Request needed information/documents via mail for citation closure
Alex Fernandez	High	311 Service Requests	Send violation determination letter if citation is valid via mail
Alex Fernandez	High	311 Service Requests	Update accounts
Yovany Baltodano	High	311 Service Requests	Send violation determination letter if citation is valid via mail
Yovany Baltodano	High	311 Service Requests	Update accounts
Yovany Baltodano	High	311 Service Requests	Update accounts
Alex Fernandez	High	Assisting Robert Marin	Assist in reviewing citations before being mailed
Alex Fernandez	High	Assisting Robert Marin	Assist in reviewing renewal notices before being mailed
Alex Fernandez	High	Assisting Robert Marin	Prepare documentary evidence for court hearing
Alex Fernandez	High	Assisting Robert Marin	Update accounts
Alex Fernandez	High	Assisting Yovany and Yvette	
Yovany Baltodano	N/A	Attend Hearing Calendar	
Yovany Baltodano	N/A	Attended Scheduled Training	
Alex Fernandez	High	Back up for Other Employees	Relief other employee on breaks or days off
Alex Fernandez	High	Back up for Other Employees	Assist walk in citizen
Alex Fernandez	High	Back up for Other Employees	Collect/Process Payments
Alex Fernandez	High	Back up for Other Employees	Conduct title search
Alex Fernandez	High	Back up for Other Employees	Inovah register - balance and place money in safe
Alex Fernandez	High	Back up for Other Employees	Prepare appeals
Alex Fernandez	High	Back up for Other Employees	Prepare payment plans
Alex Fernandez	High	Back up for Other Employees	Prepare reduction for tag citations
Alex Fernandez	High	Back up for Other Employees	Update accounts
Yasmany Mesa	N/A	Back up for Other Employees	Relief other employee on breaks or days off
Yovany Baltodano	Low	Back up for Other Employees	Relief other employee on breaks or days off
Yovany Baltodano	Low	Back up for Other Employees	Relief other employee on breaks or days off
Yovany Baltodano	Medium	Back up for Other Employees	
Alex Fernandez	N/A	Cita-Collect E-Mails	Request needed information/documents for citation closure

Employee Name	Task Priority	Task	Sub Task
Alex Fernandez	N/A	Cita-Collect E-Mails	Respond to citizen when citation is to be closed
Alex Fernandez	N/A	Cita-Collect E-Mails	Send violation determination letter if citation is valid via mail
Alex Fernandez	N/A	Cita-Collect E-Mails	Update accounts
Yasmany Mesa	Medium	Cita-Collect E-Mails	Track data entry errors
Yasmany Mesa	Medium	Cita-Collect E-Mails	Respond to e-mails from constituents, provide status and payment options
Yasmany Mesa	Medium	Cita-Collect E-Mails	Review e-mails and update status of pet accounts in Chameleon
Yovany Baltodano	High	Cita-Collect E-Mails	Track data entry errors
Yovany Baltodano	High	Cita-Collect E-Mails	Data entry for renewals
Yovany Baltodano	High	Cita-Collect E-Mails	Dismiss citations
Yovany Baltodano	High	Cita-Collect E-Mails	Request additional information
Yovany Baltodano	High	Cita-Collect E-Mails	Respond to e-mails from constituents
Yovany Baltodano	High	Cita-Collect E-Mails	Same as cita-collect to include management
Yovany Baltodano	High	Cita-Collect E-Mails	Send violation determination letter if citation is valid via mail
Yovany Baltodano	High	Cita-Collect E-Mails	Update accounts
Yovany Baltodano	Medium	Citation Writing	Contact responsible party, if necessary
Yovany Baltodano	Medium	Citation Writing	Requesting information
Yovany Baltodano	Medium	Citation Writing	Research of entity being cited
Yovany Baltodano	Low	Clerk of Courts	Request to correct SEFA errors
Yovany Baltodano	Low	Clerk of Courts	Request information that they may have (concerning appeal or documents sent to their office)
Yovany Baltodano	Low	Clerk of Courts	Send compliance, liens, or satisfactions to Clerk's Office
Yovany Baltodano	Low	Clerk of Courts	Request change of address
Yovany Baltodano	Low	Clerk of Courts	Request reductions
Yovany Baltodano	Low	Clerk of Courts	Request refunds
Alex Fernandez	High	Credit and Collections Emails/Requests	Emails requesting Citation review for closure/collect
Alex Fernandez	High	Credit and Collections Emails/Requests	Emails requesting Citation review for closure/collect

Employee Name	Task Priority	Task	Sub Task
Alex Fernandez	High	Credit and Collections Emails/Requests	Request for affidavit of compliance/non-compliance
Alex Fernandez	High	Credit and Collections Emails/Requests	Request for affidavit of compliance/non-compliance
Alex Fernandez	High	Credit and Collections Emails/Requests	Respond/advice of citation review's outcome (updated accounts/.close citations accordingly)
Alex Fernandez	High	E-Mails, Mail, and Telephone Inquiries	Track data entry errors
Alex Fernandez	High	E-Mails, Mail, and Telephone Inquiries	Request needed information/documents via mail for citation closure
Alex Fernandez	High	E-Mails, Mail, and Telephone Inquiries	Update accounts
Alex Fernandez	Low	Individual Violation Activity Log	311 CSR, incoming e-mails, return citations, return renewals, updates, citations and Clerk of Courts Updates and citations
Alex Fernandez	Low	Individual Violation Activity Log	Completed return renewals and return citations
Yovany Baltodano	Low	Individual Violation Activity Log	311 CSR, incoming e-mails, return citations, return renewals, updates, citations and Clerk of Courts Updates and citations
Yovany Baltodano	Low	Individual Violation Activity Log	Completed return renewals and return citations
Alex Fernandez	High	Mail	Send violation determination letter if citation is valid via mail
Yasmany Mesa	Medium	Mail	Collect/Process Payments
Yasmany Mesa	Medium	Mail	Organize and distribute mail related to citations
Yasmany Mesa	Medium	Mail	Provide updated address to Robert (Marin), request citation report to new address
Yasmany Mesa	Medium	Mail	Update accounts
Yovany Baltodano	High	Memo and SEFA Closure	Close citations found to have been issued in error
Yovany Baltodano	High	Memo and SEFA Closure	Memo closures from Yasmany (Mesa)
Alex Fernandez	Low	Monthly Inventory for Office Supplies	
Yasmany Mesa	High	Title Search	Conduct title search
Yasmany Mesa	High	Walk-In's	Assist customers with civil violation notices
Yasmany Mesa	High	Walk-In's	Collect/Process Payments
Yasmany Mesa	High	Walk-In's	Collect/Process Payments
Yasmany Mesa	High	Walk-In's	Inovah register - balance and place money in safe
Yasmany Mesa	High	Walk-In's	Prepare closed/void memos to be forwarded to supervisors for closure in SEFAMENU
Yasmany Mesa	High	Walk-In's	Prepare payment plans

Employee Name	Task Priority	Task	Sub Task
Yasmany Mesa	High	Walk-In's	Prepare reductions memo for Clerk of Courts requesting $100 reduction from citations for dogs that are spayed/neutered
Yovany Baltodano	Medium	Warnings	Same as citation writing but for warning purposes

Failure Mode and Effects Analysis (FMEA)

Process: Licensing and Citations - Animal Services Department

Session 1: **Friday, January 11, 2019**
Session 2: **Wednesday, January 30, 2019**

	Failure Mode	Failure Effects	Severity	Causes	Occurrence	Controls	Risk Priority Number	Action Recommended	Will Action be Implemented?	Targeted Implementation Date	Person or Division(s) Responsible for Implementation	Will the Implementation of this Action Affect: Severity	Occurrence	Detection
1	Unnecessary processing of customer communications when matter is already being addressed by other staff member(s)	Generates invalid citation to the customer	5.0	Poor design of data entry points (too many)	5.0	No controls in place other than updates in Chameleon	125	Centralized the intake of all customer e-mails. Develop a template with a drop down menu to properly filter the e-mail(s) and include fields to enter general customer and pet information	Yes	10/01/2019	Budget and Finance Customer Service Along with ITD and Communications		✔	✔
		Delays response to the customer	3.4				85							
		Causes redundancy and backlog in workload	4.0				100							
2	Inconsistent treatment of customer information by different sections within the department (i.e. tag expiration date, deceased pets)	Invalid citation	5.0	Employees are trained differently and Standard Operating Procedures (SOPs) are applied differently	5.0	SOPs are in place	125	Ensure new employee trainings are conducted by subject matter experts (SMEs) regardless of which division the employee will work in	Yes	04/01/2019	Budget and Finance		✔	✔
								Conduct refresher training for current employees. Sessions will be led by SMEs	No action will be taken until new system of record is in place					
								Ensure that front desk staff is confirming customer's name, address, and phone number	Yes	04/01/2019	Customer Service		✔	✔
								Begin sharing Citation Error Report with employees and their supervisors on a frequent basis	Yes	04/01/2019	Virginia Diaz		✔	✔
3	Veterinarians are not submitting Monthly Accounting Reports (MARs) in a timely fashion	Generates invalid citation to the customer	5.0	Insufficient consequences for compliance from the veterinarians	5.0	Chapter 5 of the County Code establishes the deadlines	100	Implement partial MAR submittal and payment options for vet stations	Yes	04/01/2019	Yaisy Catalan		✔	✔
								E-mail generic reminder notices to vet stations regarding MARs	Yes	3/18/2019	Bayardo Medrano Anthony Hanson		✔	✔
								Develop a portal with electronic payment options	Yes	10/01/2019	Yaisy Catalan ITD		✔	✔
								Explore creating a schedule of fines based on the volume of tags sold for MARs that are received late	*Pending further discussion*					
								Review and revise the internal MAR tracking sheet	Yes	05/01/2019	Eduardo Alfonso Anthony Hanson		✔	✔
								Conduct refresher training sessions to inform vet stations on ASD policies and procedures and Chapter 5 requirements	Yes	Conference Scheduled for June 2019	Bayardo Medrano Mylena Gonzalez		✔	✔
								As backup to handwritten certificates, encourage the use of an Excel log or PDF files with the information	Yes	Ongoing			✔	✔
4	Duplicate accounts	Generates invalid citation to the customer	5.0	Employee(s) not searching thoroughly because of the volume of work	3.3	No controls in place	83	Request, but not require, that vet stations provide previous tag number on new rabies certificate	Yes	Conference Scheduled for June 2019	Bayardo Medrano Mylena Gonzalez		✔	✔
				Veterinary stations not verifying customer identification				Allow vet stations to make certain account updates to the system of record (once Shelter Buddy is implemented), subject to approval by ASD	Yes	March 2020	Virginia Diaz		✔	✔

Failure Mode and Effects Analysis (FMEA)

Process: Licensing and Citations - Animal Services Department

Session 1:	Friday, January 11, 2019
Session 2:	Wednesday, January 30, 2019

Failure Mode		Failure Effects	Severity	Causes	Occurrence	Controls	Risk Priority Number	Action Recommended	Will Action be Implemented?	Targeted Implementation Date	Person or Division(s) Responsible for Implementation	Will the Implementation of this Action Affect:		
												Severity	Occurrence	Detection
5	Deletion of tag numbers in the system	Negatively affects reconciliation with veterinary station(s)	5.0	Different forms of training and no form of refresher training	4.0	System flags that a change is about to be made	84	*See Failure Mode 2 on refresher training*						
		No supporting documentation or proof of citation	5.0	Human error	2.0	No controls in place	50	Create a visual alert and require employee initials when using the F8 key on the tag field screen	No					
								Ensure that employee performance measures for data entry staff across divisions are comparable	*Pending further discussion*					
6	Citations are mailed to the wrong address	Loss of revenue	5.0	Forwarding address is not shared by the United States Postal Service (USPS)	2.5	No controls in place	63	Develop Citation Error Report for each veterinary station	No					
								Work with Chameleon and ITD to generate a duplicate name report that allows for the identification and elimination of duplicate accounts	Yes	Ongoing	Virginia Diaz ITD		✓	✓
		Additional research adds to supervisor's workload as the citation has to be physically posted	5.0					Make the "Apartment Number" field in Chameleon a mandatory box. If the field is not applicable, then N/A will be entered. Work with ITD to ensure that "N/A" is not printed on materials	Yes	Ongoing	Virginia Diaz ITD	✓	✓	✓
								Contact USPS and determine the availability of a report that lists addresses to which mail is being forwarded	No					
7	Veterinarians handwriting is difficult to read on rabies certificates	Delays data entry as clerk must call veterinary station(s) to clarify information	5.0	Certificates are typically handwritten. The template provided to the veterinarians is not used	2.0	No controls in place	50	Implement a policy in which illegible forms are set aside by licensing clerks until the information is clarified or verified with the respective station	Yes	3/18/2019	Yaisy Catalan	✓	✓	✓