

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
ACTION AGENDA SUMMARY

DEPT: Chief Executive Office

BOARD AGENDA # *B-4

Urgent

Routine

mt

AGENDA DATE May 20, 2008

CEO Concurs with Recommendation YES NO
(Information Attached)

4/5 Vote Required YES NO

SUBJECT:

Approval of Response to the 2007-2008 Stanislaus County Civil Grand Jury Final Report as it Relates to the Department of Animal Services - Chief Executive Office

STAFF RECOMMENDATIONS:

1. Accept the responses to the Grand Jury Final Report, with any modifications made after consideration by the Board of Supervisors, and authorize the Chairman to forward the response to the Presiding Judge of the Superior Court.
2. Direct the Chief Executive Officer to ensure that the recommended actions approved by the Board of Supervisors be followed and completed by the Department of Animal Services.

FISCAL IMPACT:

There is no direct fiscal impact associated with this response.

BOARD ACTION AS FOLLOWS:

No. 2008-351

On motion of Supervisor Grover, Seconded by Supervisor DeMartini

and approved by the following vote,

Ayes: Supervisors: O'Brien, Grover, DeMartini and Chairman Mayfield

Noes: Supervisors: None

Excused or Absent: Supervisors: Monteith

Abstaining: Supervisor: None

1) Approved as recommended

2) Denied

3) Approved as amended

4) Other:

MOTION:

Christine Ferraro

ATTEST: CHRISTINE FERRARO TALLMAN, Clerk

File No. M-39-L-1

DISCUSSION:

This year the Final Report of the Civil Grand Jury included one case finding associated with Stanislaus County government that requires a response from the Board of Supervisors. California Penal Code Section 933(c) states that the Board of Supervisors has 90 days to comment to the Presiding Judge of the Superior Court on the findings and recommendations of the Civil Grand Jury. This agenda item is in response to Case #08-07 regarding Stanislaus County Department of Animal Services. The Board of Supervisors' response to this case is due by June 11, 2008. The Stanislaus County Interim Director of Animal Services responded to the County's Chief Executive Officer regarding Civil Grand Jury Case #08-07, this response is attached to this item as Attachment A.

Additionally, Case #08-12 regarding Stanislaus County Hazardous Materials/Situations Notification was received by the County and required no response.

Civil Grand Jury 2007-2008 Case #08-07 (Department of Animal Services)

RESPONSE OF FINDINGS

Finding 1:

The Stanislaus County Department of Animal Services is operating within the constraints of an inadequate facility.

Agree.

Recommendation 1:

It is the Stanislaus County Civil Grand Jury's recommendation that Stanislaus County and its City partners continue with the process to build adequate facilities for the number of animals accepted into the Stanislaus County Department of Animal Services Shelter and that they fund this project without delay.

Response:

Agree.

The recommendation has not been implemented, but will be implemented in the future. Efforts have been underway for some time toward implementation of this recommendation. On March 11, 2005, the Chief Executive Officer sent a letter to the cities inviting the cities to a meeting to discuss the Pet Overpopulation Ordinance and future facility planning. That first meeting was held on April 6, 2005. Since that time there are been numerous city and county meetings; and public meetings on this subject. In addition, as part of the 2006-2007 Proposed Budget, the Board of Supervisors authorized funding to undertake a needs assessment and master planning effort. On March 20, 2007, the Board of Supervisors adopted the Needs Assessment and Facility

Program for the Stanislaus County Animal Shelter by George Miers & Associates. Three members of the Animal Advisory Board have assisted in this team effort. Since that time, the Board of Supervisors authorized funding for a conceptual design/planning phase which was recently completed.

On April 15, 2008, the Board of Supervisors approved a series of recommendations to proceed with the Animal Services Facility Reuse and Expansion Plan. Seven recommendations were approved that included selection of a specific reuse and expansion option for the replacement of the existing Animal Services Facility located at 2846 Finch Road, Modesto; approval to issue a request for proposals for professional design and engineering services; preparation of a qualification package for contractors; initiation of environmental review; contract and budget actions as well as direction to the Chief Executive Office to negotiate new agreements with each of the partner cities for cost sharing for the Shelter Reuse and Expansion Plan as well as for revised cost sharing for the provision of animal services. A copy of that report will be attached to the Grand Jury response.

While the recommendation of the Grand Jury has not been fully implemented, significant effort is being made.

Finding 2:

The Stanislaus County Board of Supervisors is moving ahead with plans to complete an adequate animal shelter.

Agree.

Recommendation 2:

It is the Stanislaus County Grand Jury's recommendation that the Stanislaus County Board of Supervisors, through the Department of Animal Services, continues to support the community in its efforts to improve services to its animals and continues to fund the Spay and Neuter (SCATE) program.

Response:

Agree

The recommendation has been implemented. The Board of Supervisors originally approved the concept of the Stanislaus County Alternative to Euthanasia (SCATE) program in the Department of Animal Services in 2002. The Board of Supervisors has continued to support this program in each subsequent budget since 2002. In the 2007-2008 Mid-Year Fiscal Report, the Board of Supervisors authorized the allocation of \$100,000 of County general fund dollars to provide additional low cost vouchers to promote spay-neuter. Also, the Proposed Budget for Fiscal Year 2008-2009 will include \$170,500 in funding in the Animal Services Trust-Donation budget be considered by the Board on June 10, 2008, at the public hearing on the Proposed Budget.

POLICY ISSUE:

The response to the Grand Jury is required by law. The Board's priorities of Efficient Delivery of Public Services, a safe community and a healthy community are furthered by this action.

STAFFING IMPACT:

There is no direct staffing impact from the response to the Grand Jury report. Existing staff from the Chief Executive Office and Animal Services have prepared this report. Staff from both departments are assigned to the Animal Services Facility project as well.



DEPARTMENT OF ANIMAL SERVICES

"Promoting Responsible Pet Ownership"

2846 Finch Road, Modesto, CA 95354
Phone: 209.558.PETS Fax: 209.558.8294

April 21, 2008

Mr. Rick Robinson
Stanislaus County Chief Executive Officer
1010 10th Street Place, Suite 6800
Modesto, CA 95354

Dear Sir:

On March 13, 2008 the Stanislaus County Civil Grand Jury forwarded their report on Case #08-07 to the Stanislaus County Board of Supervisors. The report was based upon the Civil Grand Jury's investigation of a citizen complaint. Although we do not know the exact nature of the complaint, the Civil Grand Jury Report was complimentary of the County's efforts in Animal Services. The report stated in part, "The Stanislaus Civil Grand Jury has determined that the current Animal Services facilities are being updated, and that the county is clearly and positively addressing other long-standing complaints."

Finding 1 of the report was "The Stanislaus County Department of Animal Services is operating within the constraints of an inadequate facility." I agree with this finding and I thank the Grand Jury for their recognition that the County and the Animal Services employees are doing the very best job possible under difficult conditions.

Recommendation 1 was, "It is the Stanislaus County Civil Grand Jury's recommendation that Stanislaus County and its City partners continue with the process to build adequate facilities for the number of animals accepted into the Stanislaus County Department of Animal Services Shelter and that they fund this project without delay." This recommendation has been implemented.

On April 15, 2008 the Stanislaus County Board of Supervisors approved the following actions to be initiated by the Chief Executive's Office.

1. A Reuse and Expansion Plan for replacement of the existing shelter.
2. A Request for Proposals for architectural design services for the shelter replacement project.
3. Prepare a qualification package for contractors for the project.
4. Initiate an environmental review as required by State law.

April 21, 2008
Mr. Rick Robinson
Page 2

5. Negotiate agreements with each partner city for cost sharing of building and operating a new shelter.
6. Negotiate professional agreements necessary to manage the project such as plan code review, estimating and construction management.
7. Authorize the transfer of \$50,000 to the Animal Services Capital Projects budget.

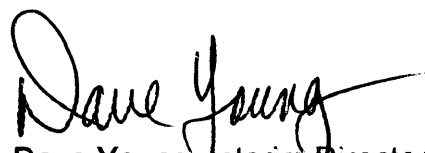
Members of the CEO staff and Animals Services are currently meeting with staff of the Modesto Police Department, our major partner city, to discuss options for sharing costs on shelter reuse and expansion and operational costs. The Chief Executive Officer has been in discussions with the various partner City Managers, a prelude to more formal contact with the elected Council Members. Presentations have been made to the joint Stanislaus County/City of Modesto liaison committee. The Animal Services Interim Director is scheduled to meet with at least one other city Police Department to explore partnering options.

Finding 2 of the report was "The Stanislaus County Board of Supervisors is moving ahead with plans to complete an adequate animal shelter." I agree with this finding.

Recommendation 2 was, "It is the Stanislaus County Civil Grand Jury's recommendation that the Stanislaus County Board of Supervisors, through the Department of Animal Services, continue to support the community in its efforts to improve services to its animals and continues to fund the Spay and Neuter (SCATE) program." This recommendation has been implemented.

Stanislaus County through the Department of Animal Services has been focused on a comprehensive spay and neuter program. In 2001, the SCATE program was introduced. The program is intended to reduce the number of animals entering the shelter and provides for monthly vaccination clinics and education through door to door canvassers. The Department makes presentations to schools and civic organizations and provides marketing and outreach through newspaper advertising, MAX bus placards and radio station promotions. Funding for SCATE is included in the Department's 2008/2009 Proposed Budget in the Animal Services Trust-Donation budget unit.

Sincerely,



Dave Young, Interim Director
Stanislaus County Animal Services



BOARD OF SUPERVISORS

William O'Brien, 1st District
Thomas W. Mayfield, 2nd District
Jeff Grover, 3rd District
Dick Monteith, 4th District
Jim DeMartini, 5th District

1010 10TH Street, Suite 6500, Modesto, CA 95354
Phone: 209.525.4494 Fax: 209.525.4410

May 12, 2008

The Honorable Donald E. Shaver
Presiding Judge
Stanislaus County Superior Court
P.O. Box 3488
Modesto, CA 95353

RE: RESPONSE TO CIVIL GRAND JURY CASES #08-07 and #08-12

Dear Honorable Judge Shaver:

Enclosed is the Stanislaus County Board of Supervisors response to the 2007-2008 Stanislaus Civil Grand Jury Final Report Case #08-7 regarding Stanislaus County Department of Animal Services and Stanislaus County Hazardous Material/Situations Notification #08-12. The Board of Supervisors takes the comments made by the Grand Jury members very seriously. We want the Grand Jury to know that we appreciate the time and effort each member provided to this important process and value their findings and comments.

It is important to report that the Board of Supervisors carefully considered the agenda item in response to the Grand Jury findings and recommendations. The attached staff report and resolution of the Board of Supervisors reflects clarifications, corrections and comments the Board felt were integral to our final response.

Finally, the responsiveness of the Department of Animal Services, whose department was one of the subjects of the Grand Jury Report, is attached for informational purposes.

On behalf of the Stanislaus County Board of Supervisors, thank you for your consideration of our response.

Sincerely,

Chairman Thomas Mayfield
Stanislaus County Board of Supervisors



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Finding 1 of the report was "The Stanislaus County Department of Animal Services is operating within the constraints of an inadequate facility." I agree with this finding and I thank the Grand Jury for their recognition that the County and the Animal Services employees are doing the very best job possible under difficult conditions.

Recommendation 1 was, "It is the Stanislaus County Civil Grand Jury's recommendation that Stanislaus County and its City partners continue with the process to build adequate facilities for the number of animals accepted into the Stanislaus County Department of Animal Services Shelter and that they fund this project without delay." This recommendation has been implemented.

On April 15, 2008 the Stanislaus County Board of Supervisors approved the following actions to be initiated by the Chief Executive's Office.

1. A Reuse and Expansion Plan for replacement of the existing shelter.
2. A Request for Proposals for architectural design services for the shelter replacement project.
3. Prepare a qualification package for contractors for the project.
4. Initiate an environmental review as required by State law.

April 21, 2008
Mr. Rick Robinson
Page 2

5. Negotiate agreements with each partner city for cost sharing of building and operating a new shelter.
6. Negotiate professional agreements necessary to manage the project such as plan code review, estimating and construction management.
7. Authorize the transfer of \$50,000 to the Animal Services Capital Projects budget.

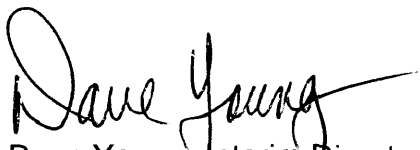
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Finding 2 of the report was "The Stanislaus County Board of Supervisors is moving ahead with plans to complete an adequate animal shelter." I agree with this finding.

Recommendation 2 was, "It is the Stanislaus County Civil Grand Jury's recommendation that the Stanislaus County Board of Supervisors, through the Department of Animal Services, continue to support the community in its efforts to improve services to its animals and continues to fund the Spay and Neuter (SCATE) program." This recommendation has been implemented.

Stanislaus County through the Department of Animal Services has been focused on a comprehensive spay and neuter program. In 2001, the SCATE program was introduced. The program is intended to reduce the number of animals entering the shelter and provides for monthly vaccination clinics and education through door to door canvassers. The Department makes presentations to schools and civic organizations and provides marketing and outreach through newspaper advertising, MAX bus placards and radio station promotions. Funding for SCATE is included in the Department's 2008/2009 Proposed Budget in the Animal Services Trust-Donation budget unit.

Sincerely,



Dave Young, Interim Director
Stanislaus County Animal Services

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
ACTION AGENDA SUMMARY

DEPT: Chief Executive Office

BOARD AGENDA # B-3

Urgent

Routine

AGENDA DATE April 15, 2008

CEO Concurs with Recommendation YES NO

4/5 Vote Required YES NO

(Information Attached)

SUBJECT:

Approval of Recommendations to Proceed with the Animal Services Facility Reuse and Expansion Plan and to Negotiate Agreements with Partner Cities and Related Actions - Chief Executive Office

STAFF RECOMMENDATIONS:

1. Approve the recommended approach, Option 2: Reuse and Expansion Plan for the replacement of the existing Animal Services Facility located at 2846 Finch Road, Modesto.
2. Authorize the Chief Executive Office to issue a Request for Proposals (RFP) for professional architectural design services for the Shelter replacement project and to return to the Board of Supervisors with a recommendation to retain a Design/Architectural/Engineering firm.
3. Authorize the Chief Executive Office to prepare a qualification package for Contractors to be considered for this project.

(Continued on Page 2)

FISCAL IMPACT:

The 2007-2008 operating budget for the County's Animal Services Department is \$3,653,364. This budget is offset by revenue from the cities, fees and the County's General Fund. The total budget also includes Animal Services Trust-Donation from which all Stanislaus County Alternative to Euthanasia costs are paid. The net county cost for animal services in the current year is \$1,665,390, which is currently funded by the County's General Fund. The net cost to the County's General Fund exceeds what should be the County's proportional share of costs for animals that come from the county residents and the unincorporated area. Based upon animal intake from the unincorporated area, 38.5 % of the total animal intake is the county's responsibility.

(Continued on Page 2)

BOARD ACTION AS FOLLOWS:

No. 2008-264

On motion of Supervisor Monteith, Seconded by Supervisor Grover
and approved by the following vote,

Ayes: Supervisors: Grover, Monteith, DeMartini, and Chairman Mayfield

Noes: Supervisors: O'Brien

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) Approved as recommended

2) Denied

3) Approved as amended

4) Other:

MOTION:

ATTEST: Christine Ferraro
CHRISTINE FERRARO TALLMAN, Clerk

File No.

STAFF RECOMMENDATIONS: (Continued)

4. Authorize the Department of Planning and Community Development to initiate environmental review as required by the California Environmental Quality Act (CEQA).
5. Direct the Chief Executive Office to negotiate new agreements with each of the partner cities for cost sharing for the Shelter Reuse and Expansion Plan as well as for revised cost sharing for the provision of animal services.
6. Authorize the Chief Executive Office to negotiate professional agreements necessary to manage the project such as plan code review, estimating, and construction management, as long as the agreements are within the project budget.
7. Authorize the transfer of \$50,000 from the General Fund Plant Acquisition budget to the Animal Services Capital Projects budget and increase appropriations in the Animal Services Capital Project by the same \$50,000 along with the transfer of expenditures and appropriations spent to date to the project budget.

FISCAL IMPACT: (Continued)

Several factors contribute to the net cost for animal services, including the number of animals that come from each jurisdiction as well as the fees and fines collected from the residents from each jurisdiction that go toward offsetting a portion of the costs for services. The revenues received from fines, fees and donations do not fully fund the costs of Animal Services.

Projecting forward to next fiscal year, using the issued budget for 2008-2009 the shared costs are estimated to be as follows:

Agency	2008-2009	2009-2010	2010-2011	Total
City of Modesto	\$ 1,612,183	\$ 622,428		\$ 384,800 \$ 604,955
City of Ceres	\$ 577,680	\$ 198,931		\$ 72,664 \$ 306,085
City of Riverbank	\$ 210,004	\$ 107,855		\$ 54,171 \$ 47,978
City of Patterson	\$ 132,273	\$ 72,688		\$ 25,956 \$ 33,629
City of Waterford	\$ 84,248	\$ 54,103		\$ 23,337 \$ 6,808
City of Newman	\$ 95,643	\$ 51,461		\$ 35,416 \$ 8,766
City of Hughson	\$ 63,678	\$ 26,678		\$ 8,490 \$ 28,511
Stanislaus County	\$ 1,881,150	\$ 416,830		\$ 1,464,319
Total	\$ 4,656,859	\$ 1,550,974	\$ 2,058,855	\$ 604,834 \$ 2,501,051

This chart shows what a full year equivalent is estimated to be for total operating costs, including estimated debt cost for the facility plan, additional staff and utilities, projected shelter costs and a continued allocation of public funds toward the SCATE program (spay-neuter voucher program) as if the new facility would be operational as well as the share of cost for each jurisdiction in accordance with the percent of animals received.

The total estimated costs above include the annual cost of \$971,530 in facility debt as shown in detail on the following chart. This amount is based on an \$11 million project financed over a 20 year period. Also included is the total projected increase in operational cost as a result of the new Facility. These costs include five additional Animal Care Specialists at a cost of \$265,575 and an increase in utility costs of \$57,006. These costs are based on a facility that is projected at 38,678 square feet. Program costs such as the Stanislaus County Alternative to Euthanasia (SCATE) are also taken into account when looking at the cost shared between the cities and the county. Currently there are twelve clinics annually at which approximately 200 vouchers are sold at each. Revenue from the spay & neuter portion of the voucher goes back into the SCATE program to offset the expense.

Estimated Animal Services Facility Debt

Agency	Percentage	Average Annual Debt
Stanislaus County	38.5%	\$ 374,039
City of Modesto	41.0%	\$ 398,328
City of Ceres	11.0%	\$ 106,868
City of Riverbank	3.4%	\$ 33,032
City of Patterson	2.3%	\$ 22,345
City of Waterford	1.3%	\$ 12,630
City of Newman	1.3%	\$ 12,630
City of Hughson	1.2%	\$ 11,658
Total	100%	\$ 971,530

Note: These numbers assume a \$11 million project cost over 20 years.

The 2008-2009 projected revenue is revenue that is collected from licenses, penalties, litter permits, and fines from City residents. This revenue is used to offset the total projected costs of the shelter.

Currently, seven of the cities pay a contracted amount to the County. The City of Modesto's contract is based on shelter costs only, whereas the City of Ceres, Riverbank, Patterson, Waterford, Newman and Hughson have a contract that is based on patrol services received from Stanislaus County Animal Services. These contracts incrementally increase each year. These 2008-2009 projected cost of the City Contracts is reflected in the chart above. Given the amount of time that will be needed

to design and construct the facility plan, it is not likely that the full debt costs will occur until the 2009-2010 fiscal year.

The amounts that appear in the difference column are the additional costs the cities will be asked to pay for the new Facility and their share of operating costs. This cost analysis has been shared with each of the partner cities.

The percentages that are assigned to the cities and the County are based on the number of animals that are received into the Stanislaus County Animal Shelter. The Chief Executive Office is currently evaluating other alternative ways of financing the debt.

The specific budget action recommended on this report is to transfer \$50,000 from funds previously approved in the 2006-2007 Final Budget in Plant Acquisition for the Animal Services Facility. These funds will provide for construction management services, any costs related to the environmental review and other costs associated with this phase of the report. A capital project budget was previously established for the Animal Services Facility Project. It is also recommended all funds spent to date on this effort be transfer to the formal project budget that has been established.

DISCUSSION:

Overview

This report will summarize the history of the Animal Shelter and city-county partnerships as well as make recommendations to proceed with a specific shelter re-use and expansion plan. The facility plan is a part of a broader approach needed to reduce the number of unwanted animals in our community, reduce the high number of animals euthanized at the shelter, humanely care for the animals who come into the shelter, provide a better work environment for the Animal Services staff. The facility plan must be accompanied with an increased focus on education, prevention, and spay and neuter programs to be successful. There is a need to create a new level of partnership between the County and its partner cities as well as with the private sector, non-profit organizations and animal advocacy groups. A broader community based approach will be needed to make significant change to the animal issues faced in our community.

In 2006 the Board of Supervisors authorized staff to conduct a Needs Assessment for the Animal Shelter to develop a feasible, practical long term facility and operational plan to meet both short term and long term expansion needs. On March 20, 2007 the Needs Assessment and Master Plan was presented and approved by the Board of Supervisors. The Board accepted the Plan and gave approval to develop an Implementation Plan. The Board of Supervisors also directed staff to begin working

Approval of Recommendations to Proceed With The Animal Services Facility Reuse
And Expansion Plan And To Negotiate Agreements With Partner Cities And Related
Actions- Chief Executive Office
Page 5

with the cities that use the County's Animal Shelter to develop a partnership plan for the expansion and renovation project.

County staff has held numerous meetings with city representatives starting on April 6, 2005, and continuing through the first quarter of 2008 to inform the partner cities informed of the need to address the animal shelter facility needs as well as the cost sharing. On March 18, 2008, the City Managers and their representatives were invited to a tour of the shelter and meeting at that location to review the recommendations being presented in this report.

A project team comprised of staff from the Chief Executive Office, Animal Services and members from the Animal Advisory Board and a City of Modesto representative has been tasked with this effort. The team's work has focused on the Needs Assessment and Master Plan completed by Miers & Associates as well as development of the next steps towards expansion and renovation of the Animal Shelter Facility. The Board of Supervisors authorized the staff to use expert services to assist with this phase of work. This has included pre-design planning; construction management and independent cost estimators.

Two Options were developed for consideration by the Board of Supervisors. The project team worked hard to develop two feasible options to meet the needs for Animal Services.

Option 1 was developed based on replacing the entire existing facility with a new facility to meet the program space requirement.

Option 2 was developed based on considering the reuse as much of the existing facility as practical with additional facilities to meet the program space requirement.

Both options were focused on building an animal shelter to meet current industry design standards, in the most cost effective method, particularly taking into account what creative approaches other public and private shelters have successfully used. In addition, the existing site was evaluated. The two options both recommend use of the existing site, at 2846 Finch Road, Modesto.

On March 18, 2008 County Staff met with City Managers and representatives. The meeting consisted of a tour of the Facility, discussion on the operational costs and the two Facility options as mentioned above. The County will continue to meet with the partnering cities to reach partnership agreements for Animal Services as well as implementing the chosen expansion plan. A Joint Powers Agency, for operations or public private partnerships are also being discussed.

The recommendations in this report have been reviewed with the Board of Supervisors Capital Facility Committee comprised of Chairman Mayfield and Supervisor Grover at their April 1, 2008 meeting.

On April 4, 2008, the Animal Advisory Board meeting was dedicated to this subject and was well attended. The team's recommendations were shared at that public meeting. This meeting allowed for the public to ask questions and share their comments on the two Facility options. The Animal Advisory Board unanimously also voted in favor of Option 2, the Shelter Re-Use and Expansion Plan. A letter from the Animal Advisory Board is attached to this report.

Summary of Facility History

The current animal services facility was designed in 1972 and built in 1973. The purpose of the facility was to be a "pound" to collect stray animals and euthanize them quickly and efficiently. The public considered the building to be a "pound" including all the negative implications of a pound. During that era, field personnel were referred to as "dog catchers" and the actual job title of the kennel workers was Poundkeepers. Retired employees from that era state that if an animal lived longer than two days, it was lucky. Thus, the pound was designed for low volume, one or two day holding periods and efficient euthanasia.

Twenty-five years later there was a dramatic change in California law. In 1998 the Hayden and Vincent Laws placed a number of legal mandates upon shelters.

Some of the mandates included:

1. Animals must be held 5 days (feral cats 3 days)
2. Animals must be given humane medical treatment
3. Animals should be adopted out or reclaimed to their owners
4. Animals must be spayed or neutered before adoption
5. Shelters are "depositories" of living animals
6. Shelters must maintain lost/found lists
7. Shelters must maintain medical records and tracking records

The increased holding periods meant the low volume, short term housing of animals transformed the facility overnight into a high volume, long term housing facility. Crowding large numbers of animals into cramped quarters is a primary cause of both disease and stress in the animals. Animal diseases are spread in three ways. First, disease is transmitted by air. Second, disease is transmitted by physical contact with the other animal's urine, feces or bodily fluids. Third, disease is spread when the viruses and microorganisms are trapped in the floors, walls and kennel structures.

Disease control was not a consideration when the shelter was built in 1973, so there are no positive air flow changes that bring fresh air into the building and exhaust contaminated air outside the building. Disease borne air is trapped inside the building.

Healthy animals are forced to breathe the contaminated air and soon become ill. Likewise, the building materials used in the construction of the facility easily trap and retain disease causing viruses and organisms. Despite scrubbing floors, walls and kennels with stiff brushes and bleach solutions on a daily basis, it is difficult to eradicate disease once it has permeated porous surfaces. Open drainage troughs that run the length of the kennel spread the bodily fluid viruses and organisms from one kennel to the next.

State mandates for medical care, spay and neuter and humane treatment required a veterinary medical clinic. But the facility did not meet medical standards for hospital and surgery procedures. Presently a 8 ft x 20 ft mobile surgical lab trailer is the makeshift surgery center. This temporary mobile surgical lab on wheels, called the "neuter scooter" is now eight years old. The surgical area is small it is extremely difficult to perform surgeries, spays or neuters on large dogs.

Shelter maintenance and animal care is labor intensive. Up to 309 cages and kennels containing sometimes more than 400 animals must be cleaned at least once per day. First the animals are moved, then the cage or kennel is scrubbed/brushed by hand with a bleach solution, then the animals are moved back. Those 400 animals must be fed and watered at least once per day and provided varying levels of grooming, medical care or exercise. Staff must be available to answer questions by a potential adopter, assist in taking the animal out of a kennel and going to an exercise area to see if it bonds with the potential adopter. Only two staff members are available for this task, for 7 day a week coverage.

Current staffing levels do not reflect the standards recommended by the National Animal Control Association, by approximately 5 positions. On average there are currently 10 shelter staff on duty per day. Five are County employees and 5 are Alternative Work Program workers. Thus, up to 50% of our current shelter labor is a form of inmate labor. It is anticipated that 5 additional Animal Care Specialists are needed for effective shelter operations.

Today, thirty-five years since the shelter was built, public sentiment has changed. Employees who work at the facility, are Animal Care Specialists. The facility is called a shelter, not a pound. The purpose of the facility has changed from thirty-five years ago. In addition to holding animals for the required time periods, its purpose is to be a customer friendly "pet shop" geared toward adoptions and counseling of prospective customers so they adopt a pet appropriate to the adopter's family or lifestyle. Today we are required to provide veterinary medical care comparable to private clinics. But private clinics can limit how many customers they treat, the animal shelter cannot.

A new shelter will only cure the current overcrowding, disease and "pound" conditions the animals and their human caretakers face. A new shelter only cures part of the problem. The real challenge is lowering the number of animals that enter the shelter

each day. Without lowering the number of animals that enter the shelter each day, in a matter of years the shelter could again be overcrowded.

First, we must increase the number of animals that are spayed and neutered as a means of reducing pet over population. Stanislaus County attempts that goal through two strategies:

1. Stanislaus County Alternative to Euthanasia (SCATE) is a voucher system whereby the citizen purchases a \$50 voucher and obtains a rabies shot, a microchip, a license and a free spay or neuter at participating private veterinary clinics. The cost of the spay and neuters exceeds the \$50 value of the voucher by an average of \$136 per animal. This means the county general fund or taxpayers at large subsidize the SCATE program. These vouchers are only sold at once per month County sponsored vaccination clinics held throughout the county.

The SCATE program was started in December 2001. Since that time, the number of vouchers used each year has gradually increased from a low of 551 to a high of 3,104. However, the number of animals entering the shelter during those years has remained relatively constant with a slight increase in the last year. .

2. In 2005 the County and its contract cities adopted a pet over-population ordinance that has two main components. First, unaltered dog licenses are \$100 per year; while altered dog licenses are only \$12 per year. Second, citizens who allow their animals to breed must obtain a \$100 permit or pay a \$500 fine.

Prior to imposition of the ordinance, 76% of all licenses were for altered dogs. Almost immediately after implementation of the ordinance, 86% of all licenses are for altered dogs. Thus, this portion of the ordinance has been successful.

Perhaps an unforeseen consequence of the ordinance, due to the \$100 unaltered license fee, was a huge increase in the number of people using SCATE vouchers. 933 vouchers were used the year prior to the ordinance, 1486 were used the first year of the ordinance and 3,104 were used last year. This could be considered a success as well, with an increased demand for spay-neuter programs except it created a need for public funding for this program. The Board of Supervisors supplemented the Animal Services budget in February 2008 due the increasing demand for these vouchers.

The Stanislaus County Animal Shelter, the Oakdale Shelter and the City of Turlock Animal Shelter are the only shelter facilities available in Stanislaus County. Most communities also have private non-profit shelter facilities and services by animal services and rescue groups, such as the Society for the Prevention of Cruelty to Animals (SPCA) and other organizations. The County and partner cities encourage and support the development of a private non-profit shelter to augment the services provided by the Stanislaus County Animal Services Department.

Conceptual Animal Shelter Planning

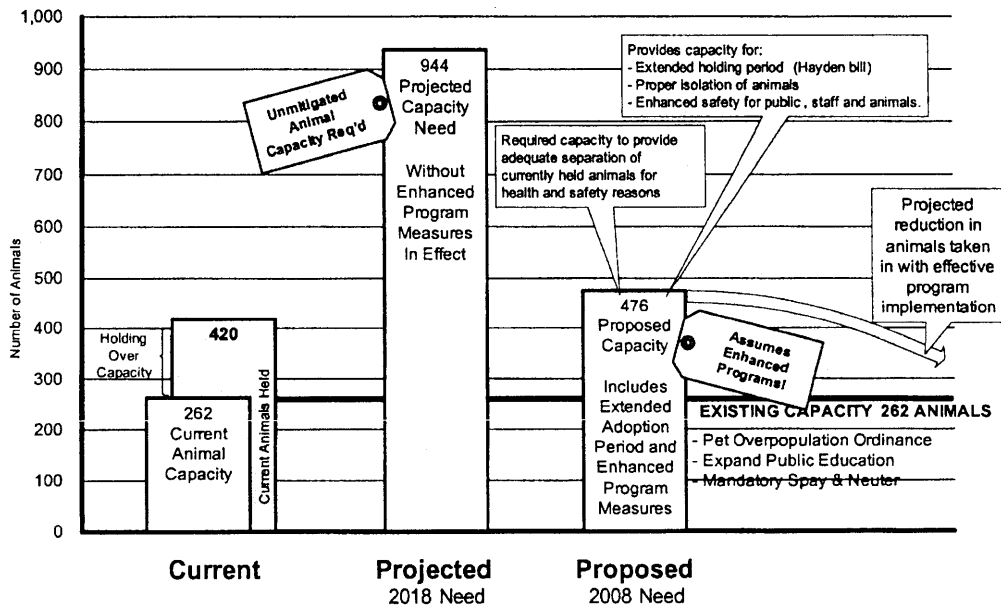
The projected needs for the Animal Services Shelter facility were estimated in the *Stanislaus County Animal Services Needs Assessment Study* conducted by George Miers and Associates and adopted by the Board of Supervisors in March, 2007. The capacity of the existing shelter is 262 animals, although the facility presently houses approximately 420 animals daily. The facility's overcrowding is a major factor in contributing to the spread of disease, behavioral issues and the need to euthanize otherwise healthy, adoptable animals. The Needs Assessment report projected a needed capacity for at least 476 animals to provide the necessary separation of dogs, cats, puppies, kittens, exotic and farm animals. Additional needs for appropriate veterinary medical facilities, including spay and neuter facilities, and adoption space, food preparation, laundry, staff support and general facilities support space were identified.

The Needs Assessment emphasized that the proposed capacity of the shelter could be maintained at 476 animals through 2018 if enhanced programs to reduce animal intake numbers in future years, as shown on the next page. Spay and neuter efforts, public education in responsible pet ownership, foster care, the SCATE program and the Pet Overpopulation ordinance, and cooperative partnership opportunities with private providers and veterinarians will continue to reduce the number of animals coming into the shelter or returning to the shelter. Furthermore, the Needs Assessment report suggested that Stanislaus County promote the development of other private or non-profit shelter facilities to expand the number of care opportunities for animals. The Needs Assessment confirmed the potential to remain at the current site at 2846 Finch Road.

The Needs Assessment report included a suggested program of space needs for a new shelter facility. This planning work that is now complete included review and refinement of the facility program to recommend a conceptual total facility size of 38,678 square feet, subject to the design layout. The Animal Shelter Project Team identified the objectives of the plan options with the goal of developing two concepts for the Board of Supervisors to review. The Project Team developed a hierarchy of goals and palling criteria to guide the development of options and ranked them in order of importance:

1. Health and care of animals;
2. Efficiency of design to reduce staffing and capital costs;
3. Best value for the cost of the project;
4. Focus on public areas to enhance adoptions;
5. Affordability of the project;
6. Safety of the public, staff and animals;
7. Flexibility of the design to accommodate program needs and new technologies; and
8. Acoustical properties to reduce noise and stress.

Animal Shelter Capacity and Number of Animals Held
 Current and Projected Needs (With and Without Supplemental Programs)



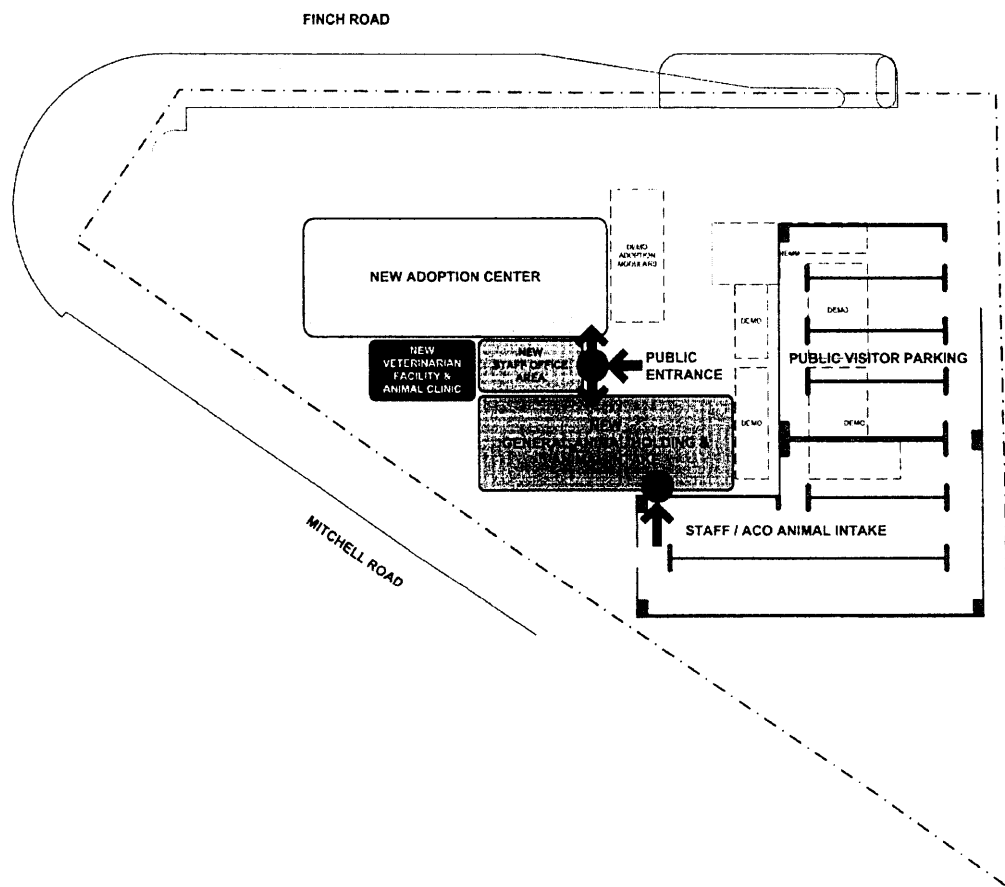
Approval of Recommendations to Proceed With The Animal Services Facility Reuse
And Expansion Plan And To Negotiate Agreements With Partner Cities And Related
Actions- Chief Executive Office
Page 11

Using the needs assessment and programming data developed by the consultants, the
Project Team developed two conceptual plan options:

Option 1 contemplates the construction of an all-new Animal Shelter facility in 38,678
square feet at the current site just west of the existing buildings. Once completed,
services would be relocated into the new facility, and the existing structures would be
demolished. New parking and entrance facilities would be constructed where the
existing shelter buildings now stand.

Option 1 is estimated to cost between \$11.7 million and \$13.2 million, depending on the
final layout and design details.

Option 1 – New Construction

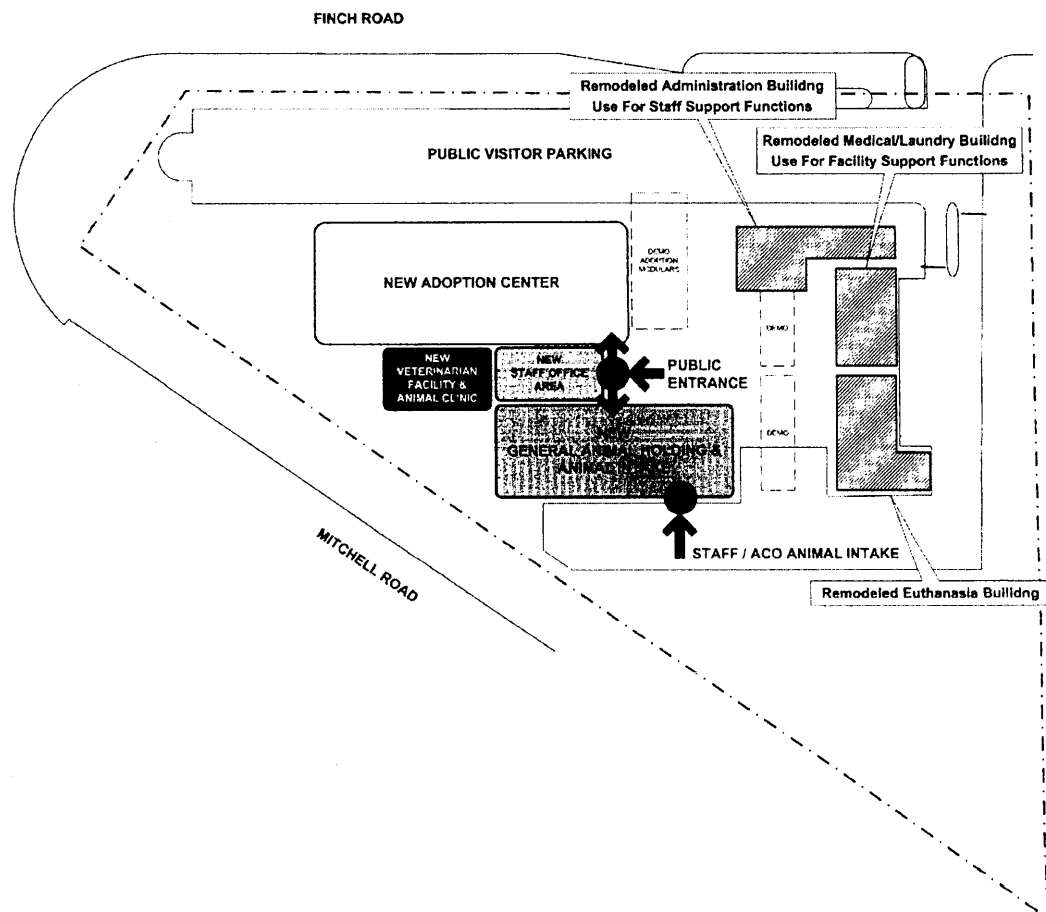


Approval of Recommendations to Proceed With The Animal Services Facility Reuse And Expansion Plan And To Negotiate Agreements With Partner Cities And Related Actions- Chief Executive Office
Page 12

Option 2 would include significant new construction coupled with complete renovation and re-use of some of the existing facilities. The current Adoption modular building and both existing kennel buildings would be demolished to create a landscaped plaza and parking area. All services would relocate into the new 16,550 square foot facilities temporarily until the remodeling of the existing buildings could be completed. The re-use of the existing Administration and Medical/Laundry buildings would accommodate support functions: staff restrooms, lockers and showers; building maintenance shop; general storage; bulk food storage, etc. The Quarantine/Euthanasia facility would be remodeled and returned to its existing use.

Option 2 is estimated to cost between \$9.9 million and \$10.8 million, depending on the final layout and design details.

Option 2 – Remodel/Re-Use with New Construction



Approval of Recommendations to Proceed With The Animal Services Facility Reuse
And Expansion Plan And To Negotiate Agreements With Partner Cities And Related
Actions- Chief Executive Office
Page 13

It should be noted that the estimated cost range for both options is expressed as a total project cost, including hard construction and project management, design and other professional services expenses, fees, permits, site improvements, furnishings and equipment, contingencies and all other project-related costs.

It is also important to note that these estimates prepared by the Construction Manager and an independent Cost Estimating Firm are prior to any actual design work. This approach lays out a strategy that contemplates a creative construction approach and modern techniques aimed at reducing both the time needed and the project cost of the shelter plan.

Both Option 1 and Option 2 include development of the same facility program, including each space and the animal holding capacity by type as prescribed in the consultant's recommendations. Both options would result in the development of 38,678 square feet, although an opportunity may exist in the final design to eliminate rooms having duplicate purposes by collocating functions wherever possible. The Project Team estimates that up to 2,000 square feet can be saved to maximize the plan efficiency.

Many elements are common to both options. Both include construction of a new Adoption Center to provide for public reception and lobby space; healthy, adoptable animal holding; public education and training space; a classroom and conference space; food preparation and staff work spaces. Both options include new animal medical clinic facilities and Veterinarian office spaces, and associated storage and support areas. The Administrative office includes staff work areas and employee support facilities (break room, volunteer coordination, etc.)

The General Holding facility is planned to include all Animal Intake facilities (public and Animal Control Officer use); general holding of dogs, cats, puppies and kittens, exotic and other small animals; food preparation; sick/isolation holding; behavioral holding; and laundry. The general holding capacity can, in either option, be designed in a 'modular' layout to allow for incremental expansion if necessary in the future or to scale to project to meet the needs of partner cities¹.

Facilities and staff support functions would be included in the General Holding facility of 12,300 square feet if all-new construction (Option 1) is selected, including building maintenance operations, bulk storage, staff restrooms, lockers and showers; and meeting rooms. The euthanasia facilities would be included in the General Holding facility in Option 1. Option 2 would include the re-use of 9,800 square feet in the

¹ The projected minimum capacity of 476 animals is used in the conceptual planning options based on the inclusion of the following participant cities with Stanislaus County: Modesto, Ceres, Riverbank, Hughson, Waterford, Patterson and Newman. The Cities of Turlock and Oakdale provide independent animal shelter services currently. The total shelter capacity and development cost could be increased or decreased pending decisions on their inclusion in the final design.

remodeled existing Administration, Medical/Laundry and Quarantine buildings for these purposes.

The Project Team also evaluated the potential to use multiple building types to achieve the maximum efficiency at minimum capital cost. The proposed Adoption Center, veterinary medical and office space would receive the vast majority of public traffic. The Adoption Center should be inviting to the public to encourage public visitation, education and animal care and adoptions. The clinic spaces within the Veterinarian office area will require a clinical-quality construction. The veterinary clinic will only serve those animals who are at the Shelter.

The General Holding space, however, can be of a more efficient, functional design. The Project Team determined that this facility could utilize a pre-engineered structure, rather than custom construction, to provide the needed conditioned spaces. Several variations could be examined, including pre-fabricated modular buildings, metal sided structures, masonry walls, metal roofs, etc. A value engineering exercise during the design effort will assist to ensure that the facility is efficient and economic to construct, maintain and operate.

Remodel of the existing Administration, Medical/Laundry and Quarantine buildings as proposed in Option 2 would entail an extensive renovation of these structures. The buildings would be completely vacated, all interior walls and finishes removed, all building systems (mechanical, electrical, plumbing) replaced and new fire protection. All new interior walls, partitions, ceilings, lighting, furnishings, etc would be installed.

The two permanent kennel buildings and the existing modular Adoption Center would be demolished under either plan. Each of these facilities has deteriorated extensively due to years of wear and corrosion. Plumbing systems, electrical, mechanical, roof and structural systems in these buildings would require complete replacement at or near the cost of new construction. Fortunately, the two kennel buildings can be demolished without adversely affecting operation of the remaining permanent structures.

Facility Plan Recommendation

The Project Team carefully and extensively evaluated both Option 1 and Option 2. The exact project cost of either option will be dependent upon the final design layout and other decisions during the design process relative to materials, equipment, finishes, construction phases (sequencing), and can only be estimated at this conceptual level of design.

The Project Team concluded that re-use of three of the existing buildings combined with new construction, as presented in Option 2, provided the most efficient plan at the lowest development cost. Animal Services staff has concluded that Option 2 would not require more staff to operate than Option 1, although additional staffing will be

necessary to operate the larger facility under either plan (38,678 square feet compared with 14,600 square feet currently.) Option 2 is significantly less expensive to develop than Option 1, and either option will require new investment in programs and services to minimize the number of animals brought into the facility in future years.

Project Delivery

Since Stanislaus County is a General Law County, procurement of Construction Projects is governed by the State, and project delivery systems must comply with those laws. For the procurement of this project there are two delivery systems that will comply and will meet the needs of the County. Those two delivery systems are Design-Build and Design-Bid-Build.

Staff believes that the Design-Build approach could save both time and money for this project. There are several considerations on how to best achieve these desired results. Staff is nearing the end of the county's most recent design build project, the Empire Pool Project and will be able to report those results as well as the recommendation on which construction approach to use as this project proceeds to its next steps. Design-build could present the opportunity to set the maximum amount for construction costs and allow a General Contractor/Design Team to finish the planning needed to implement the construction plan. It would be important in this approach to have the Contractors list their subcontractors and evaluate their proposals based on their value. Since the design build approach focuses on combining the design, permit and construction schedules in order to streamline the process, it is worthy of consideration on this effort. In either approach, an Architectural Team will need to be engaged by the County. This report recommends the issuance of a Request for Proposals (RFP) to seek proposals for design and will ask for design proposals for both approaches so that they can be fully evaluated.

Project Cost and Schedule

To complete the current phase of work, an independent cost estimator was engaged along with the county's construction manager. The costs reported here are estimated to be the full project costs, assuming the facility is sized to meet the needs as outlined in the Needs Assessment for the County and the Cities of Modesto, Ceres, Hughson, Waterford, Newman, Patterson and Riverbank. Cost estimating will be refined when actual design work is initiated.

It is estimated that the just the construction duration for the Shelter Re-Use and Expansion Plan would be about 12 months. If the Board of Supervisors approves the recommendations in this report, staff will work to finalize agreements with the partner cities and complete the architect selection process and return to the Board of Supervisors in early summer to make specific recommendations to proceed toward construction.

Approval of Recommendations to Proceed With The Animal Services Facility Reuse
And Expansion Plan And To Negotiate Agreements With Partner Cities And Related
Actions- Chief Executive Office
Page 16

POLICY ISSUE

Meeting the Animal Services needs in our community are consistent with the Board of Supervisors priorities of a safe community, a healthy community, effective partnerships and efficient delivery of public services.

STAFFING IMPACT

Staff from the Chief Executive Office, Animal Services Department and members of the Animal Advisory Board will continue to work together on this effort in collaboration with the cities and the animal advocate community.



ANIMAL ADVISORY BOARD
"Promoting Responsible Pet Ownership"

2846 Finch Road Modesto, CA 95354
Phone: 209.558.PETS Fax: 209.558.8294

April 9, 2008

Thomas Mayfield, Chairperson
Stanislaus County Board of Supervisors
1010 10th Street Place
Modesto CA 95354

Chairman Thomas Mayfield and the Members of the Board of Supervisors

On behalf of the members of the Stanislaus County Animal Advisory Board (AAB), this letter is being written in support of the expansion and improvement of the animal shelter. The reasons for support are that:

- Stanislaus County's population has increased more than 250% since the shelter was built in the early 1970s while the current shelter has neither been expanded to keep up with population increases nor recent legislation that requires increased holding times for stray animals and spay/neuter surgeries of adopted animals.
- The current shelter no longer meets standards for sheltering and animal care. Because of the severe overcrowding, the animals are being held under inhumane, unsanitary and unsafe conditions. Consequently, this working environment presents a higher potential for injury for its employees and disease for the animals, while increased operating costs are incurred in trying to compensate for an outmoded and overcrowded structure.
- The shelter has outlived its functionality with one example being that spay/neuter surgeries cannot be performed within the buildings. This limits the number of surgeries that can be performed in the neuter scooter, which reduces the number of animals that can be adopted.
- The shelter does not provide the residents of Stanislaus County with the shelter programs that are needed to increase adoptions, to provide responsible pet owner education and to reduce the number of animals coming into the shelter, all which would save lives, time and money.

At the April 4, 2008 meeting of the Animal Advisory Board, the Board unanimously supported Option Two to expand and improve the animal shelter through reuse of some of the current shelter and new construction as well. While the Board members felt that both options would meet the above concerns, the AAB felt that Option Two: a) would provide a durable shelter that is cost effective, b) demonstrates cognizance of the current economic times for the county, the cities and its residents and c) promotes respect for the needs of the staff, the animals at the shelter, the rescue groups and the community.

The Animal Advisory Board sincerely appreciates your consideration on this matter and urges you to vote for a new and improved animal shelter that will bring the shelter, its services and its programs into the 21st century.

Sincerely,


Nancy M. Smith
Vice Chair, Animal Advisory Board
Presiding, April AAB Meeting

Stanislaus Capital Projects
 1010 10th Street, Suite 2300, Modesto, CA 95354
 Phone: (209) 525-4380 FAX: (209) 525-4385

TRANSMITTAL

**TO: Don Phemister
 Phemister Construction Management**

SUBJECT: STANISLAUS COUNTY PROJECTS

DATE: 4/25/2008

We are sending you X attached under separate cover the following material:

- | | | |
|---|---------------------------------------|--|
| <input type="checkbox"/> Shop Drawings | <input type="checkbox"/> Change Order | <input type="checkbox"/> Specifications |
| <input type="checkbox"/> Copy of Letter | <input type="checkbox"/> Plans | <input type="checkbox"/> Computer Printout |
| <input type="checkbox"/> Prints | <input type="checkbox"/> Samples | <input type="checkbox"/> Updates |

COPIES	DATE	DESCRIPTION
1		Fully-executed Work Authorization No. 17 for the Animal Services Shelter Facility.

BOARD OF SUPERVISORS
 2008 APR 28 A 10:10

REMARKS:

For your records.

Note to Board: WA No. 17 Approved by the Board on April 15, 2008, Item B-3.

COPIES: Patricia Hill Thomas (Copy)
 Mark Loeser (Copy)
 Liz King, Board (Original + Copy)
 Lisa Sandoval, Auditor (Original + Copy)
 File X 2.1.1 (1407)
 File X 5.6.2
 File AR 5.2.1

SIGNED: *Teresa Vander Veen*
 Teresa Vander Veen

PHEMISTER CONSTRUCTION MANAGEMENT, INC.

**WORK AUTHORIZATION NO. 17
FOR SPECIAL SERVICES
ANIMAL SERVICES SHELTER FACILITY, MODESTO**

1. This Work Authorization No. 17 is entered into effect on April 15, 2008, in accordance with the terms and conditions of the agreement between Phemister Construction Management, Inc., ("PCM"), and Stanislaus County dated December 20, 2003 ("Agreement").
2. This Work Authorization is for those construction management services, for continued professional services through project completion. PCM's work shall include:
 - a. Project Management Plan: The Construction Manager ("CM") shall prepare a Project Management Plan for the Project. The Plan will be prepared with the full participation of the Owner and other relevant team members. The Plan shall consider the Owner's schedule, cost and design requirements for the Project. The CM may develop various alternatives for the sequencing and management of the Project, make recommendations to the Owner and secure approval of a project strategy prior to finalizing the Management Plan. The Project Management Plan shall be presented to the Owner for review and acceptance.
 - b. Orientation: The CM and the Design Professionals shall conduct, or assist the Owner in conducting, orientation sessions during which the Design Professionals and CM shall discuss and receive information regarding the Project, schedule, costs, administrative and other project parameters and requirements.
 - c. Master Schedule: The CM shall prepare a Master Schedule for each component of the Project. The Master Schedule shall specify the proposed start and finish dates for design(s), bid and award activities, each construction contract, and the dates by which certain project activities must be complete. The CM shall submit the Master Schedule to the Owner for review and acceptance.
 - d. Design Phase Milestone Schedule: In connection with the preparation of the Master Schedule, the CM shall review and comment on the Design Professionals Design Phase Milestone Schedule. The Design Phase Milestone Schedule may be used in conjunction with the Contract for the Design Professional, and shall be a method for judging progress during the Design Phase.
 - e. Project and Construction Budget: The CM shall prepare a Project and Construction Budget based on information provided by the Owner on the work required for the Project, and information developed by the CM as required by this contract. The CM shall review the budget with the Owner and Design Professional and the CM shall submit the Project and Construction Budget to the Owner for review and acceptance. The Project and Construction Budget shall be revised as directed by the Owner.
 - f. Funding: If funding for projects includes grant funding, grant funds and County-provided matching funds must be tracked separately in a manner approved by the funding agencies

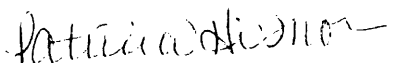
as well as included in the overall construction budget. CM shall coordinate invoicing and receipt of payment from the funding agencies.

- g. Cost Model: The CM shall establish a cost model that breaks the budget into its component parts by systems, CSI division areas or combinations thereof in consultation with the Owner and Design Professional. The cost models will be reviewed and updated at each design submittal stage.
 - h. Cost Analysis: The CM shall analyze and report to the Owner and the Design Professional the cost of various design and construction alternatives. As a part of the cost analysis, the CM shall consider costs related to efficiency, usable life, maintenance, energy and operation.
 - i. Establishing the Project Management Information System (MIS): The CM shall develop a MIS to assist in establishing communications between the Owner, CM, Design Professional, Contractor and other parties on the Project. In developing the MIS, the CM shall interview the Owner's key personnel and others in order to determine the type of information to be managed and reported, the reporting format, the desired frequency for distribution of the various reports, the degree of accessibility by potential users, and the security protocol for the system.
 - j. Design Phase Procedures: The CM shall prepare procedures for reporting, communications and administration during the Design Phase, for approval by Owner.
3. Period of Performance: April 15, 2008 to December 31, 2008.
 4. Method of Compensation and Rates:

<u>Name</u>	<u>Title</u>	
Gino Colacchia	On-Site Construction Manager	\$90.00 per Hour
 5. Payment Terms: Per the Agreement.
 6. Verification of Insurance: Per the Agreement.
 7. Funding Source: Approved by the Board on April 15, 2008, Item B-3.
 8. NOT TO EXCEED: \$8,590.00

TOTAL: \$8,590.00 (Work Authorization 17)
\$8,590.00

Dated: April 15, 2008



Stanislaus County



Phemister Construction Management, Inc.