

**THE CITY COUNCIL FOR THE CITY OF PATTERSON AND
THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
AGENDA SUMMARY**

DEPT: Chief Executive Office **AGENDA #** 5

AGENDA DATE: August 18, 2009

SUBJECT:

Report on the Development of a New Regional Animal Services Joint Powers Agency and Shelter

FISCAL IMPACT:

The total estimated project cost for the development and construction of a new regional Animal Services Facility is \$11 million. The project will be financed using funds from the County's 2006 Tobacco endowment fund, and the partner Cities and the County will repay this debt over a 25 year period at the cost of lost interest earnings for this fund. The annual debt service costs will be based upon the respective member agencies intake percentage of animals into the Animal Services Facility. The following chart shows the annual estimated debt cost for each partner agency as well as the cumulative debt service cost for the 25 year period.

**Animal Services Facility Project
Estimated Annual Debt Service Shedule**

	City of Modesto	City of Ceres	City of Patterson	City of Waterford	City of Hughson	Stanislaus County
Total Annual Net Debt Services	45.68 %	11.53%	2.71%	1.84%	1.01%	37.23%
\$694,956	\$317,456	\$80,128	\$18,833	\$12,787	\$7,019	\$258,732
Cumulative Debt Service	45.68 %	11.53%	2.71%	1.84%	1.01%	37.23%
\$16,670,737	\$7,615,193	\$1,922,136	\$451,777	\$306,742	\$168,374	\$6,206,515

As of January 1, 2009, the five partner Cities and the County are contributing towards the operational cost of the Animal Shelter. These costs are distributed based on intake numbers for each agency, except that during the interim period between January 1, 2009 and the date the new Shelter opens, the County will continue to pay the amounts that would have been allocated to the Cities of Riverbank and Newman had they chosen to partner in the new shelter program. Actual contributions for each City and the County are net of fines and fees revenue generated from each respective jurisdiction. The five partner Cities and county will continue this method of allocating shelter operational costs until the new facility is operational. Per the agreement between the City of Patterson and Stanislaus County, as of January 1, 2009, the City of Patterson's operating costs were \$8,185 for a six month period.

(Continued on Page 2)

FISCAL IMPACT (Continued):

Currently the City of Patterson is contracting with Stanislaus County Animal Services for up to 12 hours of patrol services per month within the city limits. In addition, an Animal Service Officer is available during all regular business hours between 6:00 am to 8:00 pm to provide services. Per contract, an Animal Service Officer is also available to respond to Emergency Call-Out during all non-business hours. The current rate of the contract from January 1, 2009 to December 31, 2009 is \$.86 per minute. In Fiscal Year 2008-2009 the City of Patterson expended \$19,591 in patrol services.

The new Animal Services Facility is projected to have increased ongoing operational costs. These costs have previously been projected for five additional Animal Care Specialists at an annual cost of \$265,575 and an increase in utility costs of \$57,006 per year.

DISCUSSION:

Why Is A New Facility Needed

Several key factors are critical to moving forward with a new facility and the accompanying policy and program decisions designed to reduce costs and limit future expansion needs. These include:

- The original Needs Assessment and the recommended shelter design both recommend the facility be sized not to reflect the population growth projections for the future, but rather to reflect a capacity for the future that assumes a significant investment in spay and neuter efforts and prevention to limit and reduce the number of unwanted animals coming into the shelter.
- Our county has a very high rate of euthanasia reflecting a high disregard for animal life and a high cost to the taxpayers for providing animal services.
- Education and prevention are key factors in reducing the high numbers of unwanted animals that are destroyed at our shelter each year.
- The public investment in the SCATE voucher program has not resulted in a significant impact in reducing the numbers of animals being destroyed.
- Expanded spay and neuter programs need to be implemented.

Background

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:

- Animals must be held 5 days (feral cats 3 days)
- Animals must be given humane medical treatment
- Animals should be adopted out or reclaimed to their owners
- Animals must be spayed or neutered before adoption
- Shelters are "depositories" of living animals
- Shelters must maintain lost and found lists
- 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 now require 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 and 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, and 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 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.

A new shelter only cures part of the problem. The real challenge is lowering the number of animals that enter the shelter.

First, we must increase the number of animals that are spayed and neutered as a means of reducing pet over population.

In early 2006, the Board of Supervisors agreed that a Needs Assessment for the Animal Shelter needed to be completed to determine a feasible and practical long-term facility and operational plan to meet both short term and long-term expansion needs and the needs of a growing county.

Staff from the Chief Executive Office, the Animal Services Department working with the Animal Advisory Board began a Needs Assessment process by first developing a scope of work for the study. As part of the 2006-2007 Proposed Budget, the Board of Supervisors approved \$50,000 for the Department of Animal Services Needs Assessment/Master Plan and authorized staff to proceed with a Request for Proposal (RFP) process to seek expert assistance in this effort and the firm of George Miers & Associates was selected.

The resulting report, the Needs Assessment and Facility Program for the Stanislaus County Animal Shelter was completed. The report concluded that the existing Animal Shelter is both outdated and overcrowded, and was not designed to properly house the number of dogs and cats that come into the facility. Miers & Associates reviewed the last five years and looked at the trend of the number of animals held, the capacity of the existing shelter, the rate of euthanasia and the effect of public education, spay and neuter programs and the other "program" measures. The realization that the Stanislaus County Shelter is the only major shelter in our county was a stark difference with most other communities our size. Many other communities have one or more non-profit type shelter operations to assist in the animal services needs. This has an impact on the numbers of animals that the Stanislaus County Animal Shelter receives and handles.

A New Regional Animal Services Facility

The facility has been designed by Rauhaus Freedenfeld and Associates, Inc. The project team, including staff from the partner Cities, the County and Animal Advisory members have played a vital role in the development of the design of the new facility. The project team has provided critical input and feedback throughout the design and bridging document phases of the project. As a result, the facility will serve many functions for humane Animal Care.

The Animal Holding area is divided into several areas to serve differing needs such as adoptable animals, feral and stray, isolation and quarantine, rescue and foster to name just a few. The animal holding areas are designed to make the care of the animals as efficient as possible. The animal holding areas include:

- Centralized food preparation areas and storage;
- High pressure spray cleaning system to automatic flushing trench drains;
- Separate holding areas with germicidal entrance pads to limit the spread of disease;
- High volume yet economical evaporative heating and cooling systems;
- 563 cages to prevent the mixing of animals in cages; and
- An adoption area designed to attract the public to visit and interact with the animals to increase the rate of adoption.

The facility includes a modern veterinarian clinic for the care of the animals who are in the shelter only. The facility veterinarian clinic spaces will not be used for general public veterinarian services. Animals will be brought into the facility through a special entrance, processed through triage and classified for needed care. Animals that are in the Facility and that are to be adopted will be spayed and neutered, administered inoculations, licensed and groomed before meeting the public. The adoptable animals will be exercised in outdoor areas and will be healthy animals for adoption.

The administrative area will include an entrance to greet the public. It is designed to allow the staff to work efficiently and comfortably. The administrative area will include a break room and a quiet room where staff can take a break from the public and the care of animals. These basic features are not available in the current facility.

The facility is designed to be constructed as economical as possible. The design of the facility borrowed from some of the concepts of the big box stores that are built efficiently for their customers. The facility can be constructed of masonry, tilt up concrete or other exterior enclosures; wood panelized system, bar joist or other roofing structures; and the mechanical systems will be a combination of packaged roof top heating and air conditioning units for the public and high efficiency, high volume evaporative coolers for the animals.

The new Regional Animal Services Facility, a multi-agency facility, and can be built within the original total project cost estimate of \$11 million. Independent estimates completed by the estimating firm of Leyland Saylor and Associates, Inc. estimate the construction costs only at \$7,095,000. The estimated cost of the final design team is \$381,072. This estimate includes:

- Total Facility Square Footage of 33,360
- Front Parking Area
- Water and Chemical Cleaning System
- Enhanced flooring
- Final Design Fees for the Design Build General Contractor of \$381,072
- Public Shelter Spaces
- 1,635 SQ FT. for a privately operated low cost, low income spay neuter clinic
- Located on 3.35 acres of County owned land

The project team, including staff from the partner Cities, the County and Animal Advisory members continue to ensure the construction of the facility incorporates a cleaner, smoother, and durable disease resistance approach using quality materials that will allow the staff and public to experience uniform movement in the facility.

Agreement with Low Cost Spay and Neuter Clinic Operator

As part of the new regional Animal Services Facility, it has been recommended to implement a new Low Income Spay/Neuter Clinic which will be a joint endeavor between Stanislaus County Animal Services and a non profit organization Stanislaus Area Veterinarians for the Economically Disadvantaged (SAVED) Inc. The non-profit agency shall provide all necessary equipment, supplies and property purchased, rented, or leased shall be the property of non profit agency who shall have the sole responsibility for any storage, maintenance, repair or replacement.

The Low-Income Spay/Neuter Clinic will provide low cost spay/neuter services to the lowest income residents of Stanislaus County. Three separate fee structures for the public include 1) Feral cats, 2) Ultra Low Income and 3) Low Income. The low income fee schedules require documentation to document low income status. It is critical to note that it is not the county's intent to compete with the private veterinary community in the provision of veterinary services. The recommended low income spay neuter clinic is intended to provide increased access to low cost services to reduce the number of unwanted animals. The goal is to perform 3,000 spay neuter surgeries in the first year and additional surgeries if the need arises.

The County euthanized 14,357 animals last fiscal year, 69% were cats. This is an annual cost to the taxpayers of nearly \$1.7 million. This cost includes the cost of an Animal Control Officer, five days of housing, food, vaccinations and ultimately euthanasia. By spaying or neutering an animal, this ultimately reduces the number of

animals entering the shelter and reduces the amount of taxpayer money spent on animals.

While SAVE, Inc. will provide spay and neuter services to low income customers, the community still needs spay and neuter services for the general public. The goal is to seek agencies and/or programs that will assist in the additional spay and neuters needed to meet the numbers that will reduce or eliminate euthanasia at the Animal Services Shelter. The success of any plan will be dependent upon both private and public agencies doing their respective parts serving the residents of Stanislaus County to reduce pet overpopulation.

Joint Powers Authority

The intent of the Joint Powers Authority (JPA) is to create a level playing field for all participating agencies where the joint operation, governance and the management of an animal services facility is for the mutual benefit of each member agency and their respective residents to provide efficiencies and economy through cooperation. As a result, it is anticipated that the JPA will act as a catalyst and create additional opportunities for the pooling of common resources.

Under the proposed agreement, the JPA will be composed of the County of Stanislaus and the Cities of Ceres, Hughson, Modesto, Patterson and Waterford as member agencies. The JPA will be governed by a board, the members of which shall be appointed by each member agency, to include the County Chief Executive Officer and the City Manager of each member agency with equal representation. The JPA shall have the common power of the member agencies to plan, establish and exercise all government functions necessary to provide animal services for the benefit of the member agencies.

A member agency may withdraw from the JPA at any time by giving notice to all other member agencies by resolution of intent to withdraw. Upon a member agency's withdrawal, the JPA agency members will have the first right of refusal to purchase the withdrawing member's share. If the JPA does not purchase the exiting members percentage share, the existing member can sell it to another agency for current debt outstanding at the date of termination of membership in the JPA.

Under the proposed agreement, member agencies may elect to pay capitalized costs in advance of the facility's completion. Also under the proposed agreement, each of the member agencies will be required to begin paying their proportional share of costs effective January 1, 2009 for shelter operations. Member agencies will also be required to pay their proportional share of capitalized costs on the date of actual occupancy.

Actions Approved at the Board of Supervisors Meeting August 4, 2009

The following is a list of actions approved by the Board of Supervisors at the regularly scheduled meeting on August 4, 2009:

- Approved the final bridging design for design build construction of the new Animal Services Facility
- Authorized the Chief Executive Officer to obtain alternative pricing as deductive alternatives for two construction elements (1) the interior finishes of a low-cost spay and neuter clinic; and (2) 2,000 square feet of animal holding areas
- Authorized the staff to issue a Request For Proposals (RFP) for the design build construction, pricing and alternate pricing of the Animal Services Facility
- Authorized the Chief Executive Officer and Director of Animal Services to negotiate and execute a contract with a new non-profit entity for the provision of low-cost spay and neuter services for low income residents to be provided in the low cost spay neuter clinic area
- Adopted the Mitigated Negative Declaration pursuant to CEQA Guidelines Section 15074(b)
- Authorized the Chief Executive Officer to finalize the project financing plan with funding from the County's 2006 Tobacco endowment fund over a 25 year period, to be repaid by the County and the five partner Cities of Modesto, Ceres, Hughson, Waterford and Patterson

Project Schedule

Several key project deliverables are still yet to be completed as outlined below:

- Complete JPA agreements with the five partner Cities and the County
- Award a construction contract for the construction phase of the project.
- Break Ground in late, 2009
- Conduct grand opening of the new facility in the Fall of 2010.

POLICY ISSUE:

The successful development of a Regional Animal Services Facility embraces the true principles of public agency partnerships. A key concept supported through this initiative is the ability of the partner agencies to be more responsive to the needs of our communities by working together than we could be by working alone. A second critical element is that we have the potential to operate in the most financially responsible manner when we pool our resources to address our various animal support responsibilities.

STAFFING IMPACT:

Staff of partnering Cities and the County continue to work together collaboratively in the development of a successful and cost efficient Animal Services Facility.

Animal Services

August 18, 2009

City of Patterson

City of Ceres

City of Modesto

City of Hughson

City of Waterford

Stanislaus County



Animal Services

Animal Services: A Joint Effort
The City of Patterson's Part
A New Animal Services Facility
Increasing Spay & Neuter Services



Joint Governance

- Joint operation, governance and management of animal services for the mutual benefit of each member agency and their communities.
- Provide efficiencies and economy through cooperation.
- Development of a new Joint-Operated New Animal Services Facility.

Joint Governance

- Stanislaus County and five partner cities - Patterson, Modesto, Ceres, Waterford and Hughson
- All are contributing to the operational costs of the Shelter
- Costs are distributed based on animal intake
- \$8,185 was City of Patterson's share for January 1, 2009 to June 30, 2009

Joints Powers Agreement (JPA)

- Under the proposed agreement, governance of the Joint Powers Authority (JPA) will be shared by the County of Stanislaus and the Cities of Ceres, Hughson, Modesto, Patterson and Waterford as member agencies.
- The facility will be governed by a board, the members of which shall be appointed by each member agency, to include the County Chief Executive Officer and the City Manager of each member agency with equal representation.

Joints Powers Agreement (JPA)

- The JPA shall have the common power of the member agencies to plan, establish and exercise all government functions necessary to provide animal services for the benefit of the member agencies.
- A member agency may withdraw from the at any time by giving notice to all other member agencies by resolution of intent to withdraw. Upon a member agency's withdrawal, the JPA will have the first right of refusal to purchase the withdrawing member's share.

Joints Powers Agreement (JPA)

- If the JPA does not purchase the exiting members percentage share, the existing member can sell it to another agency for current debt outstanding at the date of termination of membership in the JPA.
- Under the proposed agreement, each of the member agencies will be required to begin paying their proportional share of costs effective January 1, 2009. Member agencies will also be required to pay their proportional share of capitalized costs on the date of actual occupancy, and member agencies may elect to pay capitalized costs in advance of the facility's completion

City of Patterson Share

- 623 Animals from Patterson residents taken into the Shelter in Fiscal Year 2008-2009
- 3% of the total Animals are from Patterson

City of Patterson Share

- Currently City of Patterson contracts with Animal Services
 - 12 hrs of patrol services a month
 - Emergency Call-Out during non-business hours
- \$19,591 in Fiscal Year 2008-2009

Why is a New Animal Services Facility Needed?

- Existing facility needs to be replaced
- A Joint Powers Agency is needed for partnerships between the County, Modesto, Ceres, Hughson, Patterson and Waterford to share in the provision of animal services and share in the new facility costs
- Spay/Neuter efforts need be significantly expanded to control the pet overpopulation problem in Stanislaus County

New Animal Services Facility Budget

- Estimated at \$11 million
- Capital investment to be financed over 25 years using County's 2006 Tobacco Endowment Funds, total annual debt estimated: \$695,000
- Reimbursement Resolution in place
- \$451,777 City of Patterson's share of Debt Service for the Total Facility Project

New Animal Services Facility Budget

- Construction \$7,095,000 for construction
- Design Fees \$381,000
- Equipment and Contingencies \$1,892,924
- Services and Supplies \$1,613,138
- Cost Allocation Plan Charges \$16,750
- **Total \$10,998,812**

New Animal Services Facility Overview

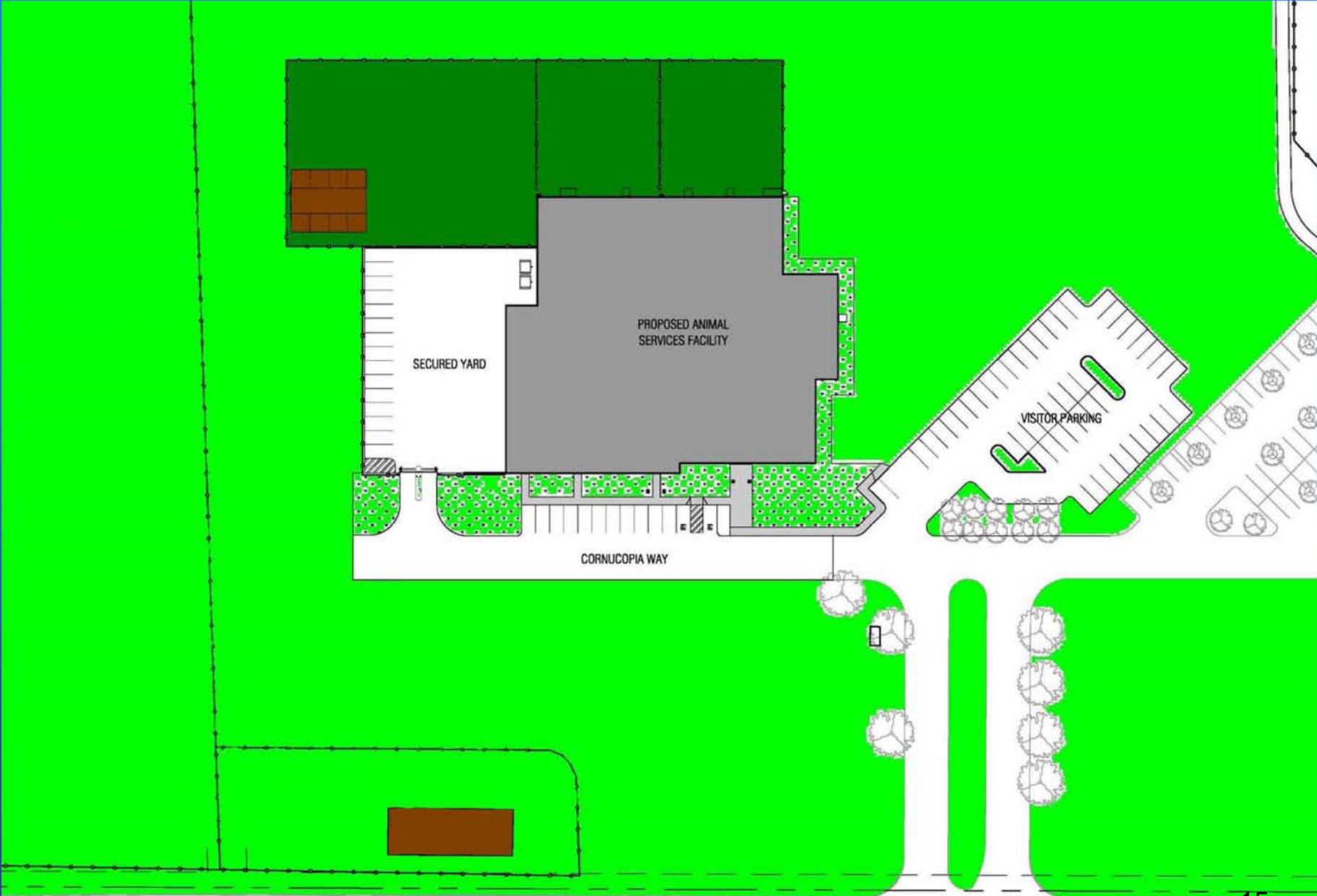
- **Bridging Plans & Specifications Completed**
 - 33,360 sq.ft total on 3.35 acres of county owned land, independent estimate prepared by Saylor and Associates, \$7,095,000 for construction includes facility, site improvements, parking, cleaning system, and interior improvements for private spay neuter clinic
 - Two deductive alternates are included: interior completion for spay neuter clinic area (estimated at \$209,000 for interior finishes for 1,635 sq ft. for private clinic) and 2,000 sq. ft of animal holding (estimated at \$92,000)

New Animal Services Facility: Steps

- Needs Assessment *Completed*
 - Conceptual Planning *Completed*
 - Initiate Discussion With Partner Cities
 - Detailed Program Plan *Completed*
 - Pre-Qualification of Contractors *Completed*
 - Environmental Review
 - Design "Bridging" Documents *Completed*
 - Secure Final Agreements with Partner Cities *Completed*
 - Select Contractor/Award/Initiate Construction *Completed*
 - Completion and Occupancy *Fall '09*
- Late 2010*

Project Location





Overall Floorplan

SPACE ALLOCATION LEGEND:

-  PUBLIC FACILITIES
-  ANIMAL ADMISSIONS
-  ANIMAL HOUSING
-  ANIMAL SUPPORT
-  ANIMAL MEDICAL (VETERINARY) FACILITIES
-  PUBLIC OUTREACH & EDUCATION
-  ADMINISTRATION FUNCTIONS
-  ANIMAL CONTROL & CRUELTY INVESTIGATION
-  CIRCULATION
-  STAFF FACILITIES
-  VEHICLE FACILITIES / SUPPORT FUNCTIONS

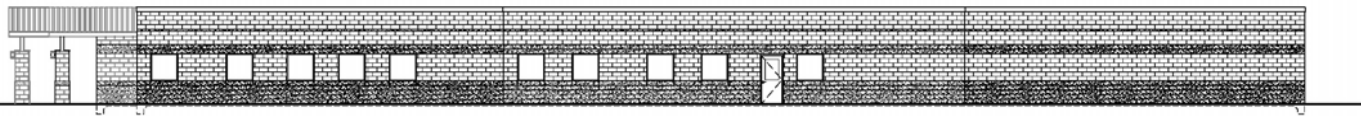


Exterior Elevations



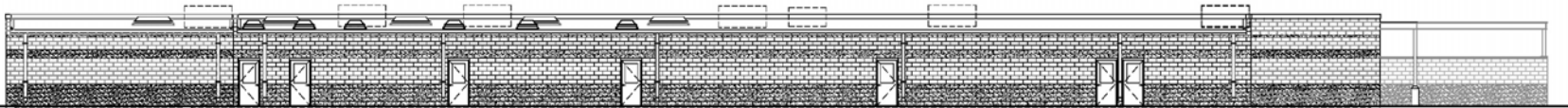
4 NORTH ELEVATION
SCALE: N.T.S.

North View (from Service Yard)



3 SOUTH ELEVATION
SCALE: N.T.S.

View from Parking



2 EAST ELEVATION
SCALE: N.T.S.

Back View (from Exercise Yards)

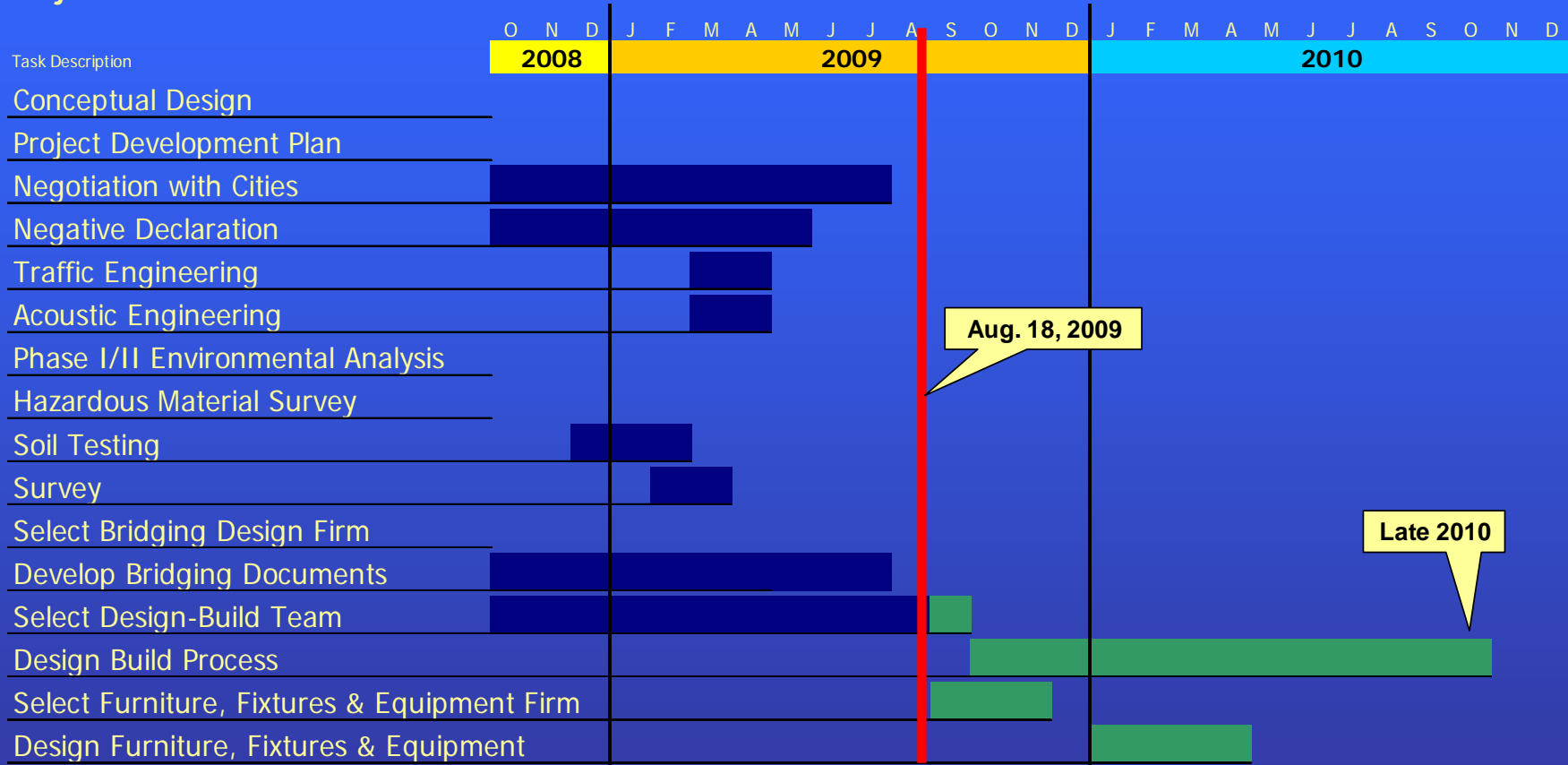


1 WEST ELEVATION (ENTRY)
SCALE: N.T.S.

Front View (from Cornucopia & Crows Landing Roads)

Project Schedule

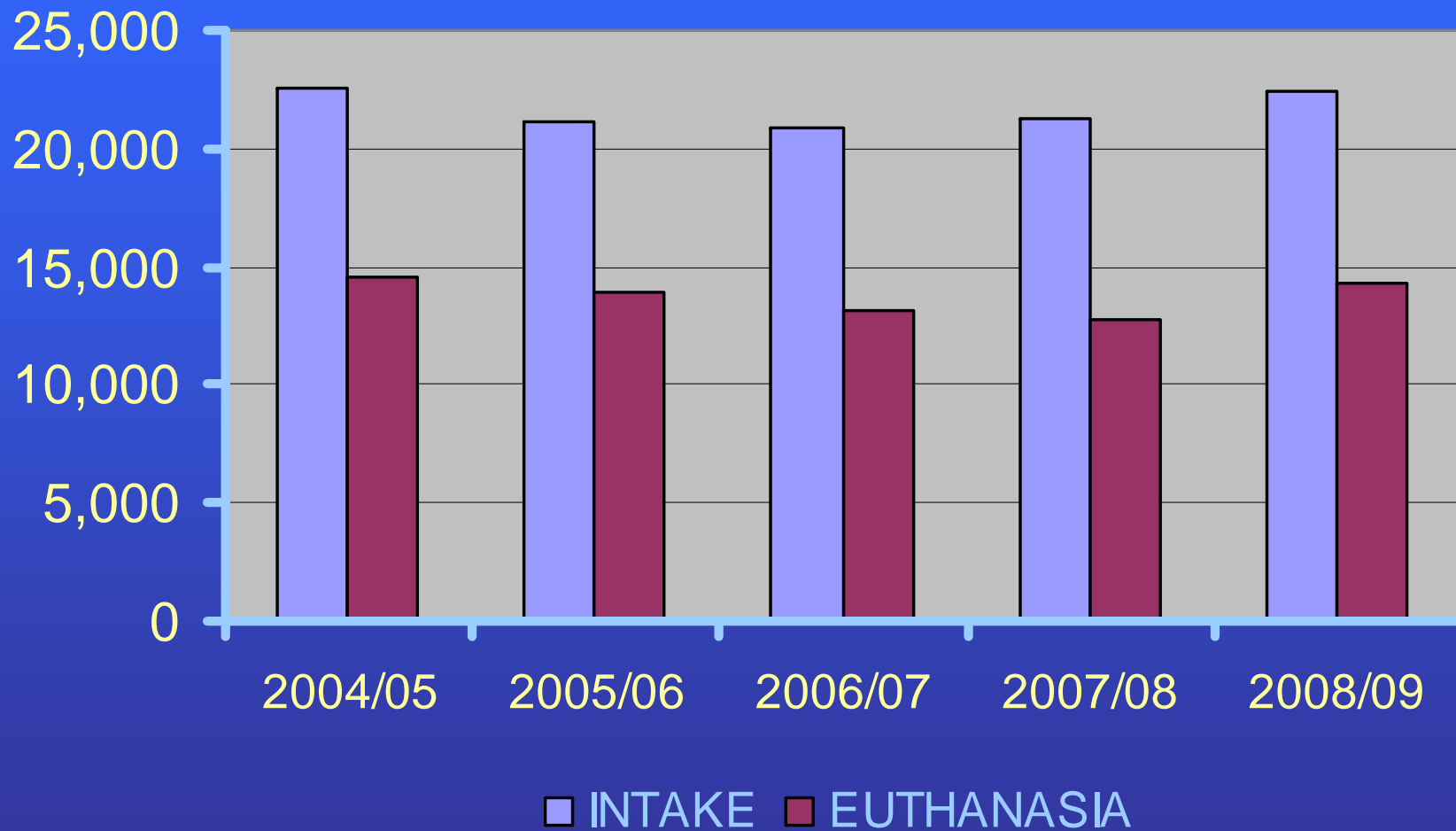
Animal Services Facility Project Schedule



Spay and neuter efforts need to be expanded...

- New facility is sized for the future assuming a significant expansion of spay and neuter efforts to control the pet overpopulation problem.
- High rate of euthanasia of unwanted animals.
- SCATE Vouchers and other efforts have not resulted in a measurable reduction in animals

Intake vs. Euthanasia



Low Cost Spay Neuter Clinic

- RFP issued May 29, 2009
- One proposal received from Stanislaus Area Veterinarians for the Economically Disadvantaged (SAVED), Inc.
- Full range of fees submitted, low-cost fees only for low-income residents
- 3,000 spay and neuters first year
- County/JPA to provide space and utilities
- Would operate as a non-profit and seek donations

Low Cost Spay Neuter Clinic

Potential Spay and Neuters (Annual)

Department of Animal Services	2,600
Rescue Groups	700
Project X	1,000 +
Alley Cat Guardian (proposal)	5,000
Contractor at Low Cost Spay & Neuter Clinic	3,000
Total Potential Spays & Neuters	12,300 +

August 4, 2009 Board of Supervisors Approved

- Approved a negative declaration pursuant to CEQA.
- Authorized the Chief Executive Officer to finalize the project financing plan with funding from the County's 2006 Tobacco Endowment fund.
- Authorized the Chief Executive Officer to negotiate, finalize and execute a Joint Powers Agreement between the County and Cities of Ceres, Hughson, Modesto, Patterson and Waterford.

August 4, 2009 Board of Supervisors Approved

- Approved the Bridging Design for the new facility
- Called for design-build construction proposals from 16 pre-qualified general contractors
- Included 1,635 sq.ft for a low cost spay and neuter clinic for low income residents (In base and as deductive alternate)

Animal Services

August 18, 2009

City of Patterson

City of Ceres

City of Modesto

City of Hughson

City of Waterford

Stanislaus County



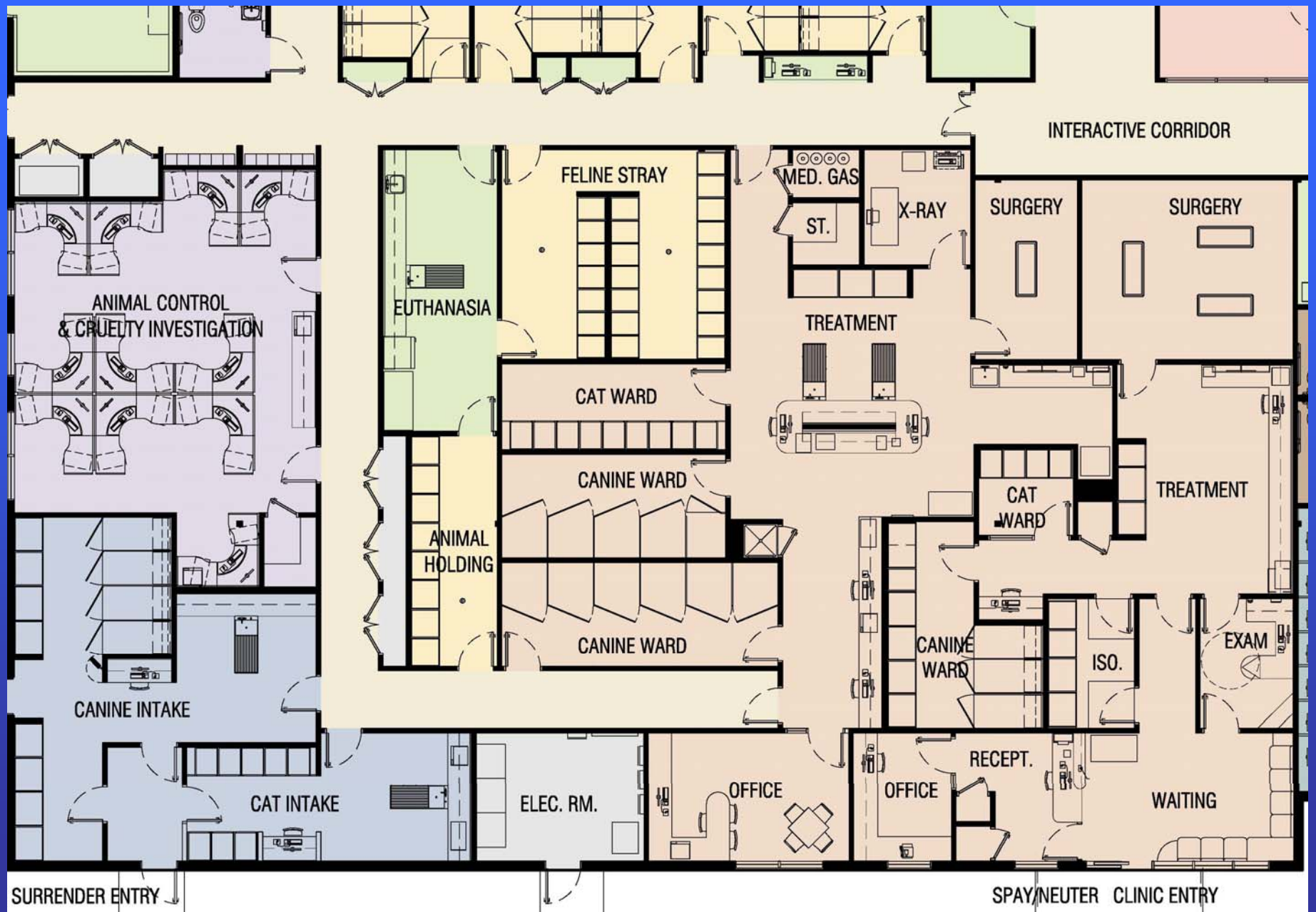
Administrative Office Area



General Holding/Storage/Adoption Center



County Veterinary Clinic / Low Cost Spay and Neuter Clinic



County Veterinary Clinic / Low Cost Spay and Neuter Clinic

