

ANIMAL SERVICES JPA  
FEASIBILITY ASSESSMENT

CITIES OF ALHAMBRA, ARCADIA, BRADBURY,  
DUARTE, LA CAÑADA FLINTRIDGE, MONROVIA,  
PASADENA, ROSEMEAD, SAN GABRIEL, SAN MARINO,  
SIERRA MADRE, AND SOUTH PASADENA

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## **EXECUTIVE SUMMARY**

### ***STUDY SCOPE AND WHY CITYGATE WAS SELECTED***

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Citygate Associates, LLC (Citygate) was asked by the City of Pasadena and eleven other cities in Los Angeles County—including Alhambra, Arcadia, Bradbury, Duarte, La Cañada Flintridge, Monrovia, Rosemead, San Gabriel, San Marino, Sierra Madre, South Pasadena (the Project Cities)—to conduct an independent study to assess the feasibility of forming a multi-city animal services Joint Powers Authority (JPA). It was understood that the Project Cities wanted to explore options for providing a quality animal services program that will allow them to manage costs for their respective cities and provide a method to increase service-level control going forward.

Pasadena, on behalf of the Project Cities, requested Citygate determine if the formation of a JPA would create an equitable cost-sharing model that would reduce and manage ongoing costs. In meeting this project scope directive, Citygate determined that development of a full-service JPA model and a field-service-only JPA model would be best. This analysis included research related to the requirements for establishing a JPA, development of estimated facility costs, startup costs, staffing levels and costs, equipment startup and ongoing costs, financing costs, estimated revenues, and estimated ongoing annual operating costs for both models. Citygate also developed estimated timelines for implementation for each model, including the formation of the JPA, issuance of bonds, acquisition of equipment and facilities, and implementation of the JPA.

In completing the analysis, Citygate spoke with project staff from the Project Cities, both in an initial kick-off teleconference meeting to ensure mutual understanding of the project scope and then with the staff of each individual city to enhance understanding of current services, issues, and goals moving forward relating to animal services. The Pasadena Humane Society (PHS) currently provides full animal services to two-thirds of the Project Cities. Consequently, Citygate conducted interviews with various PHS staff to obtain a better understanding of the mechanics of how it provides services to the Project Cities. The interviews with PHS did not go deeply into financial or operational matters; they were conducted on a high level to gain a general understanding of how services are provided to meet the project scope.

Citygate’s analysis also included review of numerous documents provided by the Project Cities and PHS.

In undertaking this study, Citygate observed a high level of knowledge, engagement, and conscientious thinking from the Project Cities’ representatives. They provided abundant information, statistics, and documents, along with general and detailed information during the interviews. Citygate is convinced that by working collaboratively together, the Project Cities will be able to establish a best practices animal care and control model that is cost-effective and provides good service to the residents of their respective communities.

Citygate was selected for this project due to its dedication to providing assessment and improvement services for public sector agencies. Citygate has conducted various feasibility studies, performance audits, and organizational analyses for well over 300 city and county governments throughout the West, including many animal services reviews. The qualifications to perform this assessment include the professional expertise and experience of the Citygate consulting team.

## ***ORGANIZATION OF THE REPORT***

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The following is an overview of how the report is organized.

### **Section 1: Overview of Animal Care and Control**

This section of the report discusses animal control history, placement of animal control programs, the legal basis for animal control, laws and ordinances, legislative efforts, legal mandates, community expectations, current practices, and the necessity of euthanasia.

### **Section 2: Information About Animal Shelters**

This section of the report discusses shelter types, state-of-the-art shelters, the difference between municipal animal control agencies and humane societies, the costs of new shelters and the reasons they are expensive, and the pros and cons of renovating existing buildings for use as animal shelters.

### **Section 3: Geography and Demographic Considerations**

This section of the report discusses the San Gabriel Valley and its demographics, geography, and population and growth projections. It defines the population of the Project Cities in this study and outlines the local animal welfare organizations in the region, as well as discusses the effects of spay/neuter and education programs on animal intakes.

### **Section 4: What Is an Animal Services Joint Powers Authority?**

This section of the report defines a JPA and its formation and operations and provides some phasing scenarios. It also provides outlines of four currently operating animal services JPAs in California.

### **Section 5: Models for Animal Care and Control Services**

This section of the report provides models for maintaining the current animal control arrangement, a full-service JPA, and a field-service-only JPA, and it describes the steps involved in forming a JPA.

## **Section 6: Best Practices and Current Trends in Animal Welfare**

This section of the report provides examples of current trends in animal shelters, including disaster response, adoption ambassadors, and alternatives to intake. It provides a list of commonly accepted best practices and discusses the impact of COVID-19 on animal care and control operations.

## **Section 7: Overview of Current Financial Information and Operations for Each Project City**

This section of the report discusses the animal services contracts and billing methodologies and compares the current and prior year contract rates and revenue credits. It examines how the Project Cities manage animal services oversight.

## **Section 8: Discussion of Cost Development and JPA Cost Models**

This section of the report reviews startup costs, financing options, ongoing costs, and retirement costs for a full-service JPA and a field-service-only JPA. It discusses cost allocation models and methodology for both types of JPAs and provides recommendations for interim processes while the Project Cities examine options.

## **Section 9: Preferred Animal Care and Control Model(s)**

This section of the report discusses the benefits of establishing a best practices animal control program and provides Citygate's recommendation on the service model(s) that are most likely to benefit the Project Cities over the long term.

## **Section 10: Summary of Findings and Recommendations**

This section of the report provides findings and recommendations for maintaining the current animal services arrangement, pursuing a full-service JPA, and pursuing a field-service-only JPA.

## **CONCLUSIONS**

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Based on this review, Citygate found that both a full-service model and a field-service-only model could be implemented; however, implementation of a full-service operation would result in a significant annual net cost increase over what the Project Cities are currently paying of approximately \$6.9 million based on the assumptions developed by Citygate. The field-service-only model developed by Citygate would only result in a net cost increase of approximately \$324,000 from the cost the Project Cities are currently paying, not including the costs for sheltering and veterinary services.

The findings included that the current contracts the Project Cities have are inconsistent with highly variable financial terms. The contract methodologies and formats are not consistent, even with the same service provider. Formation of a JPA would provide a standard model for animal care and

control for all cities that opt in for full services. There was a challenge in truly making “apples to apples” comparisons since the existing system was variable in the services provided, fees charged, revenues credited, and other aspects.

While both JPA models projected would meet some of the goals of the Project Cities, such as budget and program input, there are startup costs that must be met. Estimated startup costs for the full-service model are more substantial at approximately \$19.2 million due to the complexity involved with providing full animal services. Estimated startup costs for the field-service-only model are approximately \$780,000 due to the model’s scaled-down and more simplistic operational structure. While a field-service-only JPA appears to be more feasible, approximately \$324,000 higher than current costs, it must be stressed that this model does not include necessary sheltering and veterinary services. The actual cost would depend on negotiation with a service provider.

Since either option could be implemented by the Project Cities, Citygate developed recommendations for both models. In **Section 10**, Citygate provides 12 general recommendations for JPA formation, six recommendations for the full-service model, five recommendations for the field-service-only model, and eight status quo recommendations if the Project Cities decide to maintain the current animal services arrangement. Citygate also identified 15 findings related to this review.

## **SECTION 1—OVERVIEW OF ANIMAL CARE AND CONTROL**

### **1.1 HISTORY**

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In the United States, efforts to protect and control domestic animals—primarily horses, dogs, and cats—began early in the 19<sup>th</sup> century.

In April 1866, the New York legislature passed a charter incorporating the American Society for the Prevention of Cruelty to Animals (ASPCA). Nine days later, the first anti-animal cruelty law was approved by the New York Legislature, and the ASPCA was given the right to enforce the law. The first anti-animal cruelty laws were designed to protect farm and work animals, primarily horses.

On April 18, 1868, the San Francisco Society for the Prevention of Cruelty to Animals (SPCA) received its charter from the State of California, becoming the fourth SPCA in the nation and the first animal welfare organization west of the Rocky Mountains. By 1888, 37 of the then 38 states had passed animal cruelty prevention laws and humane societies and animal shelters were opening across the nation.

Although the early efforts focused primarily on horses, the SPCA also protected dogs and cats. In the late 1800s, dogs were often used to pull small carts and to turn treadmills. Many of these working dogs roamed the streets and scavenged for their food. According to the SPCA, animal control practices at that time consisted of rounding up several hundred dogs per day from the streets in Manhattan, placing them in a cage, and drowning them in the East River. Dog catchers were paid by the animal, not the hour. Thus, they were not particularly concerned with locating the owner of strays. Abuses became so prevalent that in 1894 the SPCA was placed in charge of New York County’s animal control.<sup>1</sup>

Throughout the 1900s, dogs and cats became more prevalent as pets. In the 1950s and 1960s, canned pet foods and cat litter were introduced, making house pets even more popular. As pet ownership and life expectancy increased, controlling the rate at which animals reproduced became an increasing problem. Spaying and neutering, although available, were not widely promoted until the mid-1970s. As pet populations increased in the U.S., humane societies changed the focus of their animal shelters toward the adoption of dogs and cats as pets and spaying and neutering to help control populations.

Municipal animal control and sheltering evolved as the overall development of animal cruelty prevention laws and humane societies spread. Originally, municipal animal control activities centered on impounding dogs to protect livestock. In 1937, at the height of a statewide rabies

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<sup>1</sup> Source: ASPCA, [www.asPCA.org/about-us/about-the-asPCA/history-asPCA](http://www.asPCA.org/about-us/about-the-asPCA/history-asPCA).

epidemic in California, laws were enacted to prevent the spread of rabies through impoundment, vaccination, and quarantine of biting animals. Thus, the origin of animal control was based around protecting the public from rabies. Early practices in public shelters did not focus on returning pets to their owners or placement of pets into new homes. Policies often had a short holding period prior to the animal being euthanized.

## **1.2 PLACEMENT OF MUNICIPAL ANIMAL CONTROL AGENCIES**

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Currently, animal control agencies are placed in a variety of departments at the city or county level. The nature of the fieldwork being based on law enforcement and the early emphasis on the protection of livestock and public health concerns related to rabies leads to logical placements in police or sheriff departments, the health or environmental health department, or under the agriculture commissioner's office. Animal control may also be found in public works, parks and recreation, or community services departments. In many jurisdictions, the animal control agency is a standalone, separate department.

The animal control function can also be contracted out. Contracts are often with humane societies, cities or counties that provide animal care and control programs, or JPAs formed to provide animal control. While it is rare, animal control can be contracted to a for-profit business as well.

## **1.3 LEGAL BASIS FOR ANIMAL CONTROL**

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In California, there are several legislative mandates that require cities and counties to provide specific services related to animal control. The main requirements are the provision of an animal shelter for stray animals, a rabies control program and licensing, veterinary treatment for injured and sick animals, enforcement of animal laws, and the spaying or neutering of dogs and cats prior to their placement into a new home. This past year, a new law was passed requiring microchipping of animals leaving shelters. Further discussion of mandates can be found in **Section 1.7** of this report.

## **1.4 CALIFORNIA ANIMAL LAWS**

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Animal laws exist at the state and local levels in California. At the state level, laws take the form of regulations and statutes. At the local level, laws are designated as ordinances.

### **1.4.1 Regulations**

The California Code of Regulations consists of rules adopted by California regulatory agencies to implement, interpret, or specify the laws they enforce or administer or to govern their procedure. Like statutes, regulations have the full force of law.

A regulatory agency may only act under the authority of a statute. For example, the regulation regarding the use of sodium pentobarbital (Title 16, Division 20, Article 4, Section 2039) was adopted by the California Veterinary Medical Board under the authority granted to it under Business and Professions Code Sections 4808 and 4827. Regulations can be changed, repealed, or added at any time by a regulatory agency.<sup>2</sup>

#### **1.4.2 Statutes**

California animal laws are contained in the following state codes:

- ◆ Business and Professions Code
- ◆ Civil Code
- ◆ Civil Procedures Code
- ◆ Corporations Code
- ◆ Education Code
- ◆ Family Code
- ◆ Fish and Game Code
- ◆ Food and Agriculture Code
- ◆ Government Code
- ◆ Health and Safety Code
- ◆ Insurance Code
- ◆ Labor Code
- ◆ Penal Code
- ◆ Probate Code
- ◆ Public Resources Code
- ◆ Public Utilities Code
- ◆ Revenue and Taxation Code
- ◆ Streets and Highways Code
- ◆ Vehicle Code

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<sup>2</sup> Source: California Animal Laws Handbook, California Animal Welfare Association, 2021 Edition.

- ◆ Water Code
- ◆ Welfare and Institutions Code

In most cases, the responsible enforcement entity is not specifically named in the code. Responsibility for enforcing some of these statutes is specifically delineated (e.g., the Fish and Game Code is generally enforced by the California Department of Fish and Wildlife). Many of the animal-related laws are enforced by animal control personnel or humane officers due to the specific nature of the laws and the specialized equipment and expertise needed to understand and follow the statutes.

### **1.5 ORDINANCES**

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Ordinances are local laws generally enacted by the governing body of a city or county. To be enforceable, ordinances must not conflict with state or federal law. Local ordinances may not be more permissive than state laws, but they can be more restrictive. Local animal control ordinances typically include the following sections:

- ◆ Animal licensing
- ◆ Animal-at-large restrictions
- ◆ Impoundment provisions, including minimum holding periods and conditions for release of the animal back to the owner
- ◆ Rabies control
- ◆ Bite reporting and quarantine requirements
- ◆ Restrictions on wild or exotic animal ownership and on the numbers of domestic animals allowed per residence
- ◆ Regulation of animal noise
- ◆ Requirements for providing shelter, proper care, and sanitation
- ◆ Regulation of dangerous animals.

### **1.6 LEGISLATIVE EFFORTS**

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In the mid-1970s, concerned citizens and nonprofit animal welfare organizations began to exert influence through the legislative process to change what they perceived to be indifferent or, in some instances, inhumane treatment of animals at shelters operated by local governments. The legislature passed several bills that had a significant impact on the operations of municipal animal control programs. Among these were:

- ◆ The banning of altitude chambers and carbon monoxide chambers for euthanasia
- ◆ Requiring that cats be held for 72 hours before they could be euthanized
- ◆ Requiring that animals be spayed/neutered before adoption
- ◆ Requiring that Animal Control Officers obtain an 832 *P.C. Module “A” Certificate*
- ◆ Requiring that Animal Control Officers report suspected instances of child abuse or elder abuse.

Animal activists were responsible for the promulgation of two significant pieces of legislation that were effective beginning in January of 1999. SB 1785 (referred to as the “Hayden Bill”) and AB 1856 modified various California Code sections relating to the holding periods for impounded and surrendered animals, the care they are to receive, and spay/neuter requirements by:

- ◆ Stating that it is the policy of the state that “no adoptable animal should be euthanized if it can be adopted into a suitable home.”
- ◆ Requiring that stray animals be held six business days, not counting the day of impoundment. (The prior requirement was four days plus the day of impoundment.)
- ◆ Reducing the holding requirement to four business days, not counting the day of impoundment, if the shelter: (a) is open until 7:00 p.m. one weekday, (b) is open one weekend day, or (c) has fewer than three employees and is not open during all regular weekday business hours and has established procedures for owners to reclaim lost animals by appointment.
- ◆ Requiring that surrendered animals be held for two business days, not counting the day of impoundment. This holding period increased to the same as for stray animals previously noted effective July 1, 2001. The effective date of this provision was modified by AB 2754 to become operative July 1, 2002. AB 2754 also modifies the Hayden Bill to allow surrendered puppies and kittens to be made immediately available for adoption. AB 2754 also requires that all animals be scanned for microchips.
- ◆ Requiring that efforts be made to provide veterinary treatment for ill or injured animals to make them suitable for adoption.
- ◆ Requiring specific records be kept on all animals impounded, surrendered, and/or medically treated.
- ◆ Requiring that animals be turned over to nonprofit rescue groups prior to the animals being euthanized.

- ◆ Requiring that reasonable efforts be made to reunite lost pets with their owners and specifying that owners and finders of pets be provided with specific information.
- ◆ Requiring that all dogs and cats adopted from public and nonprofit shelters be spayed/neutered.
- ◆ Providing an exception to this requirement for agencies in counties having populations of less than 100,000.
- ◆ Requiring the imposition of fines on redeemed dogs and cats that are not spayed/neutered.

### **1.6.1 Impacts of SB 1785 on Public Shelters**

The following are the impacts resulting from the passage of SB 1785:

- ◆ The law required the reduction of flexibility in managing the population of public shelters. Animal shelters have a finite capacity. By requiring the indiscriminate holding of all animals regardless of their adoptability, shelter managers find it more difficult to manage the shelter population. In some instances, more adoptable animals must be euthanized to reduce overcrowding caused by lengthened holding periods for animals that have little chance of being adopted.
- ◆ The law required the adoption of a state policy that “no adoptable animal should be euthanized if it can be adopted into a suitable home.” Few would disagree with the intent of this goal. However, the definition of “adoptable” is open to interpretation and thus the subject of, at times, acrimonious debate between animal activists and public shelter managers.
- ◆ The law required the expenditure of public funds on the expansion of some facilities and the adoption of other requirements.
- ◆ The Commission on State Mandates determined that certain provisions of SB 1785 were reimbursable, but not others. The state and the original government agencies that brought the claim for reimbursement litigated certain issues relative to the scope of reimbursement. As of this date, the state has not pursued its lawsuit, and the local public jurisdictions have abandoned their lawsuit.
- ◆ Budget Bills AB 1 and AB 12 of the Fourth Extraordinary 2009 Budget Session regarding animal shelters “suspends” (does not repeal) for one year those sections of the Hayden Bill on animal shelters considered to be reimbursable state mandates. State law requires the state to reimburse cities/counties for costs of programs mandated by state law, thus saving the state approximately \$13 million per year owed to cities and counties to reimburse the costs of the Hayden Bill. Suspended

mandates include some holding periods (AB 12 requires strays to be held a minimum of 72 hours), veterinary care, record keeping, and lost and found lists. It does not suspend mandated cooperation between shelters and rescue groups. The suspension of the provisions of the law was extended in future budget years. Recently, the Governor attempted to repeal the suspended provisions of the law related to mandated service. This effort was blocked by the legislature. Therefore, the noted provisions of the law remain suspended. Animal rights advocates continue to lobby for the full enactment of the law.

### **1.6.2 Impacts of AB 1856 on Public Shelters**

The following are the impacts resulting from the passage of AB 1856:

- ◆ The law required that all dogs and cats (with some medical, age, and size of population exemptions), needed to be spayed/neutered prior to adoption. This requirement tasked the resources of many public shelters, but it also started cooperative relationships with the nonprofit and veterinary communities in some jurisdictions.
- ◆ The law resulted in an overall increase in the number of animals that were spayed/neutered in some communities.

## **1.7 MANDATES AND COMMUNITY EXPECTATIONS**

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### **1.7.1 Legal Mandates That Affect Animal Control Programs**

Animal control programs are responsible for several mandated functions that are set by California legislation. In addition to these statutory requirements, animal control programs have high visibility and public interest. Since 1999, the State of California has a stated policy promoting adoption of shelter animals and a goal of reducing euthanasia. Local government agencies are mandated to provide programs control rabies, control strays (animal impound services and animal shelter), control animal population growth by providing for the spaying or neutering of adopted animals prior to placement in a new home, and provide treatment to sick and injured impounded animals. California recently enacted legislation to require microchipping of dogs and cats prior to their release from shelters. The following table lists some major mandates that affect animal control programs.

**Table 1—Animal Control Mandates**

<b>Function</b>	<b>Mandate</b>	<b>Reference</b>
Holding period	Hold animals for 72 hours	Food and Agriculture Code various sections
Treatment	Stray sick and injured must be treated	SB 1785 and Penal Code 597
Population control	Spay and neuter adopted dogs/cats	Food and Agriculture Code 30503 and 31760-31766
Standard of care, shelter animals	Provide food, water, and shelter	Civil Code 1834, Health and Safety Code 121690
Rabies control program, clinics	Health officer, \$10 shots, public clinics	Health and Safety Code 120130-121615
Animal shelter system	A way to impound stray dogs	Food and Agriculture Code 31105
Dog license program	Licenses required after four months	Health and Safety Code 121690 et al
Partnerships	Public agencies may partner with 501(c)(3) organizations and must release dogs and cats if requested prior to scheduled euthanasia	Food and Agriculture Code 31108 and 31753-31754
Cruelty investigations	Animal control is responsible to investigate animal cruelty	Penal Code 597
Seizure of animals	Animal seizure required under certain cases	Penal Code 597 and 597.1
Dangerous dogs	State and local laws established to control vicious and potentially dangerous dogs	Food and Agriculture Code 31601-31683
Stray dogs	Impound stray dogs	Food and Agriculture Code 31105
Euthanasia/shelter animals	Must provide certified staff	Food and Agriculture Code 31105
Animal fighting	Unlawful to cause animals to fight	Penal Code 597b and 599aa
Rodeos/exhibitions	Veterinarian must be present at rodeos and injured animals must receive immediate treatment	Penal Code 596.7
Search and seizure	Grounds and procedure for execution of search warrants	Penal Codes 1523, 1524, and 599a
Vaccinations	Must provide low-fee rabies clinics	Health and Safety Code 121690f
Feral cats	Shelter to evaluate prior to release to nonprofits	Food and Agriculture Code 31752
Microchipping of shelter animals	Microchip dogs and cats prior to release from shelters	Food and Agriculture Code 31108.3 and 31752.1

## **1.7.2 Discussion of Mandates**

### ***Rabies Control***

Health and Safety Code Sections 120130 through 121710 provide that the local Health Officer is responsible for the administration and enforcement of Section 121690 of the California Health and Safety Code in officially declared rabies areas. All of California’s counties are currently designated as rabies areas and have been so designated for decades. The mandate includes responsibilities to quarantine rabies suspect animals or destroy the animal(s) at the discretion of the Health Officer, distribute anti-rabies vaccines, investigate reports of rabies (bite investigations), enforce dog licensing and rabies vaccination requirements, and provide dog vaccination clinics.

### ***Stray Animal Shelter***

Health and Safety Code Section 121690(e) states, “The governing body of each city, city and county, or county shall maintain or provide for the maintenance of a pound system and a rabies control program for the purpose of carrying out and enforcing this section.” This mandate requires that a location be provided for impoundment of strays.

### ***Spaying and Neutering of Adopted Animals***

The Food and Agricultural Code Sections 30503 (dogs) and 31751.3 (cats), require that dogs and cats adopted from shelters be spayed or neutered.

### ***Treatment of Sick and Injured Animals***

Penal Code Section 597f(b) states, “It shall be the duty of all officers of pounds or humane societies and animal regulation departments of public agencies to convey, and for police and sheriff departments, to cause to be conveyed all injured cats and dogs found without their owners in a public place directly to a veterinarian known by the officer or agency to be a veterinarian that ordinarily treats dogs and cats for a determination of whether the animal shall be immediately and humanely euthanized or shall be hospitalized under proper care and given emergency treatment.” In addition, Penal Code Section 597.1 provides guidelines for the seizure of sick, injured, neglected, or abandoned animals and requires they receive care and treatment until the animal is deemed to be in suitable condition.

## **1.7.3 Discussion of Community Expectations**

While it varies by location, community expectations of animal control agencies have increased dramatically over the past two decades. Communities expect that animals held in animal shelters will receive good care, behavioral enrichment, medical treatment, and the opportunity for placement into a new home, if not claimed by an owner.

There is a strong emphasis on a high live release rate (animals are euthanized only as a last resort and only if they are unsafe for the public or irremediably suffering). The public expects a decrease

in the euthanasia of companion animals and that all resources will be exhausted before an animal is euthanized.

There are also community expectations that animal control agencies will be customer-service-oriented, with staff that is informed and helpful. There is an expectation of a high standard of care for animals in shelters. The public also expects a rapid response when requesting assistance from an animal control officer. Common requests include assistance with aggressive animals; animal bite investigations and attacks; resolution of complex investigations, including animal neglect and cruelty; assistance with wildlife issues; animal noise and sanitation complaints; and a large variety of animal matters that may require intervention and prosecution.

## **1.8 CURRENT PRACTICES**

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### **1.8.1 Information Technology**

Progressive animal control agencies have incorporated software and hardware to keep track of animal intakes and outcomes, field calls and activity frequency by type and area, public records that may be subpoenaed, animal licensing databases, veterinary and treatment records, and other critical data documenting the agency's activities. Many agencies have equipped the field officer vehicles with ruggedized laptop computers, giving the animal control officers the ability to search history in the field or trace an animal license or microchip for quick reunification with the owner. These relational databases provide a vital resource for tracking statistics and trends in animal intake data, field activity frequencies, owner information, and history and can generate invaluable reports about operations. There are several software programs in use. Many agencies utilize Chameleon/CMS from HLP Inc, which has components for field activities, dispatch, animal licensing, animal inventory, veterinary records, bite reports, person and animal histories, and more.

### **1.8.2 Field Services Protocols**

California's population growth over many decades has led to more urbanization in areas once considered rural. With this encroachment, the nature of the duties of animal control field personnel has changed in scope and volume. Much of an animal control officer's field work today is based around requests for service called in by residents. While patrolling for stray animals and potential animal violations was once routine, many agencies no longer provide this service.

Concerns about an animal's welfare and animal cruelty investigations, complaints concerning dog noise, and calls involving human interaction with wildlife become more frequent as residents move into areas that were once rural. Modern progressive field services programs utilize each public contact encounter to educate the public about responsible pet ownership, spaying/neutering, and the benefits of vaccinating, microchipping, dog licensing, and identification. These encounters can result in fewer future contacts and a reduction in animal impoundments, along with a positive relationship between the agency and the community it serves.

### ***Rabies Control***

Policies and procedures relative to the handling of rabies suspect animals and the protocols for rabies testing should be developed in conjunction with the communicable disease staff of the county health department. Initial and recurrent training of field and kennel staff in this subject area should be undertaken and documented. Rabies remains a public health threat, and proper precautions and surveillance are crucial to protecting both the human and animal populations.

### **1.8.3 Shelter Services**

Shelter services are no longer simply taking in animals and processing them through a required holding period. Public shelters have expanded both animal care and services offered to the public and the programs provided by the agency to increase animal advocacy and save more lives.

#### ***Temperament Testing and Behavior Modification***

Animals are evaluated to ascertain their temperament and determine the best type of an adoptive home to match to the animal. This includes evaluation of dogs' sociability with people and other dogs. Dogs may be trained as part of preparation before being placed up for adoption. Shelters also evaluate cats, rabbits, and other species to help determine what type of household will be the best match. Behavior modification and socialization techniques help to make shy and fearful animals more adoptable.

#### ***Enrichment for Shelter Animals***

Shelters have gone beyond providing the basics of food, water, and shelter. Many shelters have developed extensive programs to provide enrichment to shelter animals and help maintain their behavioral health while awaiting placement. A variety of activities, from play groups for dogs; training, interaction, and socialization with people; providing food in ways requiring interaction and entertainment; "spa" days for cats; extensive exercise areas; and many more creative actions provide stimulation and entertainment for shelter animals.

#### ***Pet Retention Programs***

Many shelters have developed programs for assisting owners who may be considering relinquishment of their pet. The main components are interviewing the owner to determine the issues and challenges and offering resources. The solution may be as simple as assisting the owner by providing food, training for the animal, spaying/neutering and vaccinations, or sometimes more extensive veterinary treatment. Some owners may need temporary shelter for the pet until they are once again able to care for it. Shelters have become innovative in finding ways to help animals and owners while preventing impounding the animal.

### *Creative Solutions for Community Cats*

Community cats is a collective term that generally refers to feral cats, partially social cats, and lost and abandoned pet cats. These community cats all gather in colonies. These cats are often the subject of public concern, resulting in complaints to animal control agencies. Their uncontrolled breeding leads to overpopulation, and when impounded, community cats are difficult to manage in an animal shelter. Many programs have been developed to manage colonies, care for cats without impounding them, and educate the public on the potential benefits of the program to the community.

### *Expanded Veterinary Treatment for Sheltered Animals*

As shelters have increased their life-saving efforts, the level of veterinary care has been greatly expanded. Whereas historical procedures often dictated that injured or sick animals were euthanized, most agencies now endeavor to treat sick animals, perform surgeries on injured animals, and make every effort to save “treatable” animals in their care, often followed by placement in a foster home while the animal recovers. This expanded treatment has increased the medical costs shelters undertake, and often extraordinary veterinary cases are supported through donations, from a designated medical fund, or by funding from a nonprofit partner.

#### **1.8.4 Adoption Services – Outreach and Public/Private Cooperation**

With public and legal attention focused on the euthanasia of companion animals in the state’s animal shelters, local agencies and concerned nonprofit groups have formed alliances to move beyond the traditional adoption processes at shelters. Nonprofit foster programs; transfers to other agencies; outreach adoption efforts; mobile adoptions; “clear the shelters” events; media advertising; and utilization of the internet, including extensive social media platforms, have led to successes in increasing the live release rates at shelters. All these efforts, particularly relationships with local animal-based nonprofits, are vital to saving animals and meeting community expectations. All the community’s resources should be utilized in collaborative efforts to reduce the number of animals euthanized.

#### **1.8.5 Revenue Generation**

As more is expected of the services provided by municipal animal control agencies, including the emphasis on live outcomes for animals, personnel costs increase to meet these demands. Shelters need to maximize all revenues to allow for adequate program funding. Citygate is unaware of any public animal control program that generates enough revenue to be self-funded. Even the most well-managed programs require General Fund support. Animal licensing has a large impact on net cost and is also important with its nexus to mandates.

## **1.8.6 Animal Licensing**

### *Dog Licensing*

Dog licensing is part of the state-mandated rabies control program. A public agency must provide a dog licensing program and is entitled to recover costs through the collection of dog license fees and penalties. While all jurisdictions provide dog licensing, the success and compliance levels are variable. There are generally many opportunities to improve compliance and increase licensing revenues.

Traditional enforcement was historically the approach employed to address the issue of unlicensed dogs. Animal control officers would issue citations requiring purchase of a dog license and payment of a fine. This method is not efficient and is ineffective if it is the sole method utilized to encourage licensing. The agency does not share in the citation fine revenue, and sometimes the owner just pays the fine and still may not license the dog.

More proactive programs that employ outreach to dog owners, emphasis on the benefits of vaccinations and having traceable identification on pets, and a customer service approach have proven successful. Door-to-door canvassing can produce good results in a well-designed outreach program. Utilization of “fix-it” tickets, which are dismissed if the owner licenses the pet; availability of affordable vaccinations; and positive communication messaging have shown excellent results. A well-publicized amnesty program may also provide good results.

Ordinances that require local veterinarians to provide copies of rabies vaccination certificates to the local animal control agency and the utilization of a computer crossmatch between the agency’s licensing file and the rabies certificate provide a cost-effective first step in the licensing enforcement system. This type of legislation is common in many California counties.

Other trends that produce positive results include using e-commerce, allowing the use of credit cards for payment, a vibrant presence on the agency’s website informing about licensing, and increases in animal licensing fees.

Some agencies choose to outsource the animal licensing program. The company performing the program retains a fee for each license sold. The results of this are mixed. If the organization does not have internal resources to perform the program, it could be a good choice. However, outsourcing is confusing to the public, and these programs often require the owner to mail their check to another state. Citygate recommends an in-house program, utilizing technology and creative outreach for animal licensing, where possible.

### *Estimates of Dog Licensing Compliance*

Dog licensing compliance varies by jurisdiction and has a correlation to the efforts and resources dedicated to the program. The formula for determining dog licensing compliance is calculated by first determining the estimated number of dogs in the jurisdiction. This is accomplished by

determining the estimated number of households in the community, multiplying that number by the American Veterinary Medical Association’s estimate of 38.4 percent of households owning dogs, then multiplying that number by an average of 1.6 dogs per household. Once the estimated dog population is found, the number of current dogs licensed is divided by the estimated dog population. Appendix 10 provides estimates of current dog licensing compliance in the Project Cities.

### *Cat Licensing*

The licensing of cats has not been adopted by many jurisdictions. The reasons for this involve the legal ownership of cats and the reluctance of the State Department of Health to require rabies vaccination and licensing of cats, even though they are a vector for rabies in California. Without state-mandated rabies vaccination, a local ordinance requiring cat licensing that is linked to rabies vaccination would be very difficult to enforce. Some creative communities have linked cat licensing to spaying and neutering of cats to help in population management.

### *Fines and Fees*

Agencies should examine their fine and fee structures to ascertain whether the amount charged adequately covers the cost of providing the service. The impact of the charge on compliance must also be examined. For example, increased revenue projections derived from increases in redemption and surrender fees must be weighed against the operational costs if animals are not redeemed by their owners or if animals are declared stray instead of owned to avoid the surrender fee. To encourage adoption, most agencies set pet adoption fees below the actual cost. A periodic review of fees every two to three years in relation to the costs to provide the service, as well as current market rate comparisons, is recommended.

### **1.8.7 Spay/Neuter Programs**

Many municipal agencies, as well as humane societies, offer affordable spay and neuter surgeries to the public. Incorporation of in-house clinics has helped meet the mandate of spaying/neutering adoption animals and promote responsible pet stewardship for owners. Many creative programs have been developed, as well as grant opportunities made available, to promote sterilization of owned dogs and cats. Other agencies may contract with local veterinarians to provide this service for shelter animals or form cooperative relationships with local nonprofits that operate a spay/neuter clinic. Having affordable spay and neuter surgeries within the community is crucial to controlling pet overpopulation. Hiring veterinarian staff for shelter work is an ongoing challenge for local animal control agencies, as veterinarians are in high demand and not many choose to pursue shelter work.

## **1.8.8 Risk Management**

### *Public Liability*

Animal control activity has the potential to expose local governments to public liability. Primary areas of concern are vehicle operation, firearm usage, injuries to the public while visiting the shelter, euthanasia of an animal prematurely, and rabies control activities.

### *Vehicle Operation*

Initial and recurrent training in safe vehicle operation should be undertaken. Policies relative to the safe operation of agency vehicles should be developed and rigorously enforced.

### *Firearms Usage*

Use of firearms by animal control field staff is at the discretion of the agency. While animal control officers may carry firearms, if appropriately trained, the liability may exceed the benefits. Strict policies on the safe use of firearms should be developed. Firearm instructors certified by the State of California Commission on Peace Officer Standards and Training (POST) should be utilized for initial and recurrent training. The proper use and storage of firearms by agency staff should be examined no less than annually, and adherence to agency policies should be made a condition of continued employment. Unless there is a pressing need for animal control officers to be armed, Citygate generally recommends they do not carry firearms. This is different from the use of chemical immobilization equipment, which is sometimes necessary to capture an animal and requires training and the supervision of a veterinarian.

### *Workers' Compensation*

Animal control field staff and shelter personnel share significant exposure to situations posing significant risks of work-related injury. Animal bites and exposure to zoonotic diseases are common. Lifting and restraint injuries, automotive accidents, exposures to chemicals and cleaning agents, and controlled substances are additional risks. Staff should receive training in proper lifting techniques and be provided equipment to minimize the need for lifting and loading large animals.

### *Training*

A strong onboarding orientation and training program, along with recurring training of animal care and control staff, is key to creating a progressive program and a public-service-oriented staff. The agency mission statement, goals, and objectives need to be developed, with the training curricula then developed around these core concepts. Evaluation of training, along with methods of ongoing proficiency testing, should be developed in conjunction with the training program.

## **1.9 EUTHANASIA**

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Animal euthanasia continues to be a necessity in open admission shelters as unadoptable or untreatable animals are not turned away. Animals that are a public safety risk or irremediably suffering are euthanized. Many public agencies take extensive measures to redeem owned animals and to place unclaimed animals through adoption or transfers. Community cat programs and other advocacy groups have made positive steps in lowering the rate of euthanasia in sheltered cats and lowering cat intake numbers.

Euthanasia services for owned animals are performed by many public agencies when the animal is irremediably suffering or a danger to the public. For many owners, this is the most affordable option and a much-needed service.

## **1.10 CONCLUSION**

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There are many components and mandates involved in operating an animal care and control program. Animal control programs operate under many state statutes. These laws dictate requirements for rabies quarantine, rabies vaccination clinics, care of sheltered animals, length of impound, record keeping, spaying/neutering of shelter animals before adoption, method of euthanasia, euthanasia training requirements, veterinary care of shelter animals, release of animals to rescue groups, animal licensing, animal cruelty investigations, seizure of animals, hearing procedures, inspection of circuses and pet stores, and more. Animal control can be performed by counties, cities, humane societies contracting with a public entity, or by a JPA.

Animals are a vital and important part of many people's lives. Communities expect animals in shelters to receive a high standard of care and to be afforded the best opportunity for a live outcome. Changes in state law and heightened community expectations have significantly changed the focus of animal control, leading to better outcomes for animals, along with increased costs to operate these programs.

## SECTION 2—INFORMATION ABOUT ANIMAL SHELTERS

### 2.1 OVERVIEW

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Growing public support for improved animal control policies has resulted in significant organizational, service delivery, and facility changes in many California communities. Concurrent with our society’s heightened concerns and expectations relative to animal care and control practices, it can be anticipated that demand for both improved physical conditions in shelters, programs to provide enrichment for animals in shelters, and an ongoing requirement that organizations will achieve a high live release rate will continue.

### 2.2 THINGS TO KNOW ABOUT ANIMAL SHELTERS

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An animal shelter needs to provide a healthy and appropriate environment for animals, staff, and volunteers that facilitates the goals of the organization. While these goals will vary from one community to another, the following should serve as a baseline:<sup>3</sup>

- ◆ A safe, healthy environment to house lost animals until claimed by their owners or re-homed.
- ◆ Adequate capacity for holding animals in a humane manner that promotes good health and prevents the transmission of contagious diseases. There is an important and direct relationship between a shelter’s holding capacity and the well-being and health of the shelter’s animal population. A well-designed shelter will provide adequate space for healthy animals, as well as separate areas for protective custody, vicious animals, rabies quarantine, and sick animals.
- ◆ Adequate mechanical and plumbing systems designed to maximize disease control, as well as durable finish materials intended to withstand the rigors of daily cleaning with chemicals and hot water.
- ◆ A positive environment that minimizes stress levels for animals, employees, volunteers, and visitors.
- ◆ Adequate support areas to ensure proper care. These include, but are not limited to, food preparation, laundry, grooming, examination, and medical procedure rooms; behavior evaluation areas; food, laundry, and equipment storage areas; euthanasia rooms; and vehicle maintenance and cleaning areas.

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<sup>3</sup> Source: Excerpted George Miers and Michael G. Ross, “San Joaquin County Regional Animal Control Shelter Study,” November 2000.

- ◆ Adequate public-oriented components, including space for spay/neuter clinics, education programs (classrooms and children-oriented learning areas), and more traditional adoption and redemption services.
- ◆ Adequate staff support areas. The need for staff to have proper break room areas, lockers, and restrooms is of equal if not greater importance in an animal shelter than in many other work environments. Caring for incarcerated animals, many of which are ill and/or frightened, can be an extremely stressful experience, particularly when confronted daily. Furthermore, many employees initially seek out employment in animal shelters due to an inherent love for animals, only to be confronted with the stark reality of animal abuse cases, ongoing euthanasia, etc. In addition, the maintenance of shelters involves the unforgiving tasks of constant cleaning of urine and feces and the sterilization of kennels and cages to prevent disease transfer. While in the field, animal control officers are constantly exposed to both domestic and wild animals with unknown health conditions and, at times, a hostile public unsympathetic to their job responsibilities. All these activities argue for well-designed locker/shower/restroom areas, as well as the need for hygienic staff lounges located in acoustically isolated areas.
- ◆ A responsive public environment that supports the following:
  - Adoption of companion animals
  - Education regarding animal care issues, including responsible pet ownership and other animal care issues
  - Redemption of lost animals
  - Surrender of unwanted animals
  - Animal licensing.

### **2.3 SHELTER TYPES**

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Public agency decision makers typically have little or no experience with animal shelters and, consequently, can make decisions at the outset of a building project that may be based on incomplete knowledge. Decision makers should visit several shelters so they can make informed decisions regarding a facility that will be an important part of the community for decades to come.

There are three main shelter types being built today:

- ◆ State-of-the-art shelters that are designed to support best practices in the animal control and sheltering field.

- ◆ Newer “traditional” shelters that are mostly larger versions of existing designs, with a primary emphasis on dog holding and which omit or minimize small animal holding, staff support areas, educational spaces, food preparation areas, socialization, and dog exercise areas and do not generally take advantage of best practices relative to disease control.
- ◆ Prefabricated shelters that are similar to the traditional shelter relative to size, features, and design and can be less costly to build than either of the other standard construction method shelters but will most likely not withstand the challenges of cleaning, disinfection, and housing animals for an extended period of time.

### 2.3.1 State-of-the-Art Shelters

While not every project contains all these features, the execution of these elements in the design of a modern shelter provides for the following building components.

**Figure 1—Attractive Public Entrance**



**Figure 2—Adoption Gallery**



**Figure 3—Open, Spacious Public Counter Areas**



**Figure 4—Small-Dog Holding Areas that Minimize Noise and Disease Transfer**



**Figure 5—Public-Friendly Cat Adoption Areas That Provide Comfort for Cats**



**Figure 6—Sanitary Food Preparation Areas**



**Figure 7—Centralized Cleaning Systems for Staff Efficiency**



**Figure 8—Covered Drains and Epoxy Rosin Floors for Disease Control and Cleaning Ease and Longevity**



**Figure 9—Indoor and Outdoor Get-Acquainted and Exercise Areas**



**Figure 10—Humane Education Classrooms / Conference Rooms**



**Figure 11—Medical Areas, Including for Spaying/Neutering**



**Figure 12—Modern Staff Work Areas and Break Areas**



### **2.3.2 Newer Traditional Shelters**

Some jurisdictions have chosen to implement traditional design facilities. These facilities generally do not include adequate small animal holding, staff support areas, educational spaces, food preparation areas, or socialization and dog exercise areas, and they do not generally follow best practices to ensure disease control. Disease control is compromised by many of the design elements, especially open trench drains (as shown in Figure 13 and Figure 14) and large numbers of animals in the same space. This type of design promotes cross-contamination and makes disease management challenging. The kennel areas can be very noisy, increasing the stress level for animals and people alike and making the facility unattractive to the public.

A well-designed animal care and control facility is welcoming to the public and includes elements that promote best practices, including places where animal enrichment occurs, appropriate and necessary medical care is provided, public education is offered, and staff and volunteers can appropriately rest and relax.

**Figure 13—Outside Dog Kennels**



**Figure 14—Inside Dog Kennels**



Open Trench Drains

### **2.3.3 Prefabricated Shelters**

Prefabricated shelters offer the advantage of low-cost and relatively easy and fast construction. This is, in many cases, the least expensive type of shelter to build. However, their durability in the long term is questionable. Additional expenses beyond the base construction cost can be anticipated when trying to adapt these buildings to a best practice animal control program.

The leading company building prefabricated shelters utilizes a sandwich type of construction for the outer walls. Citygate is not convinced that this type of construction will prove as durable as a properly designed and maintained shelter using conventional shelter construction materials and techniques. Citygate cannot foresee a prefabricated animal shelter lasting over 10 to 15 years without major repairs or replacement given the abuse they must endure. While not as expensive as conventional construction, a prefabricated shelter still represents a multi-million-dollar expenditure. The building project decision makers should visit prefabricated shelters before considering this alternative and consider whether this type of building is suitable for their upscale communities.

## **2.4 LOCATION**

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Historically, animal shelters have been placed in out-of-the-way locations, typically on surplus city/county property. These building sites were often next to the sewage treatment plant, airport, or landfill or miles from a population hub. These locations were driven by the low priority public leaders placed on the animal control program, poor building aesthetics, and the noise and odor associated with typical indoor/outdoor shelters. These typical locations and the design of the buildings themselves are the reason the public still envisions the “pound” when picturing animal shelters, and why there is “sticker shock” when presented with a cost estimate for a new, modern shelter.

Modern shelters utilizing indoor dog kenneling do not need to be located on this type of property. They can be a part of any downtown area and, if properly designed and executed, will be a source of community pride.

**Figure 15—Tony LaRussa’s Animal Rescue Foundation in Walnut Creek**



The Tri-City Animal Shelter servicing the cities of Fremont, San Leandro, Newark, and Union City is part of a park-like setting adjacent to the Fremont Police Department.

**Figure 16—Tri-City Animal Shelter**



An agency locating a shelter in a downtown location would need to make alternative arrangements for the housing of livestock. Humane societies and most cities have limited exposure to livestock housing. Additionally, temporary housing of wildlife may need to be an additional consideration, with a plan in place if trapped, injured, or orphaned wildlife need to be housed, even if only temporarily.

## ***2.5 THE DIFFERENCE BETWEEN MUNICIPAL ANIMAL CONTROL AGENCIES AND HUMANE SOCIETIES***

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### **2.5.1 Municipal Agencies**

Municipal animal control organizations are public government agencies that are funded through the General Fund and established to meet mandates contained in state law. A city or county is

required to have a program to control rabies, enforce animal laws and regulations, provide a stray animal shelter, control the pet animal population by spaying or neutering dogs and cats prior to placement into a new home, and provide veterinary treatment to sick and injured impounded animals. Municipal agencies are mandated to accept stray animals from within their jurisdiction. Recent legislation has added a requirement to microchip animals prior to their release from shelters. Community expectations usually exceed the mandates for cities or counties.

### **2.5.2 Nonprofit Humane Societies**

Humane societies or societies for the prevention of cruelty to animals (SPCAs) are private nonprofit organizations largely funded through charitable donations. These organizations generally have stated purposes that include the prevention of cruelty to animals, the promotion of humane education and outreach, and the reduction of euthanasia of companion animals. Humane societies can be selective in the number and types of animals they accept; they do not take in strays unless contracted to perform this function and may choose not to accept an animal if they cannot place it quickly. Consequently, humane societies may have a relatively small capacity to house animals, and their facility design may be more geared for activities such as humane education and outreach, fundraising activities, and animal adoption programs.

Humane societies can contract with municipal agencies to provide mandated services. They can provide sheltering services or full services, including the animal shelter and field services components. The model of humane societies contracting for municipal animal control contracts in California was more common before the implementation of SB 1785, which extended the minimal holding period for animals in shelters and added new requirements for public shelters. Following the implementation in 1999, many California humane societies elected to discontinue contracting for animal control services.

## **2.6 WHAT WILL A NEW SHELTER COST?**

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Citygate provides an estimate for the cost of new construction of a new animal control facility in the model for a full-service JPA provided in **Section 8**. The cost primarily depends on the size of the facility. Animal shelter construction is more expensive than traditional construction for several reasons. Increased costs result from the specialized nature of the functions needed to be included in the facility, including the requirement for extensive systems for sanitation, specialized ventilation, durable surface treatments, and separation of animals. A modern, well-designed animal shelter costs approximately 30 percent more to build than an office building.

Additional reasons for these cost differences include the need for a larger number of walls and doors than in a typical office building; for most animal care facility surfaces to be both nonabsorbent and durable to withstand 24/7 cleaning and rigorous use; for rooms to be designed to minimize sound transfer from barking dogs; for air handling systems designed to prevent disease transfer between animals; and for a reliable security system. Add to this the need for medical

treatment, euthanasia, and the temporary storage of animal remains, and the result is a very complicated multi-use facility with extensive plumbing, HVAC, and durable building finishes.

Also impacting cost are the type of building (indoor or indoor/outdoor), the type of construction (pre-fabrication, tilt-up, steel framing, or wood), the suitability of the chosen site, the number of staff, the number of animals to be housed, overhead and contingencies, soft costs, etc. However, the total cost of the project will principally hinge on the size of the shelter.

Another factor at work is state law that requires prevailing wages for public projects. This requirement substantially increases the construction costs. In addition, the inclusion of project labor agreements that further reduce the number of firms willing to bid on a public project so encumbered is not uncommon.

Other factors out of the control of public agencies are the general state of the economy and the general construction activity in the area.

### **2.6.1 Size of the Shelter**

The size of the building is dependent on the number and type of animals held, the length of time they are held, and the number of programs offered. Best practices dictate that dogs be held in separate kennels and cats in separate cages to mitigate disease transfer and to reduce stress and dog barking. Other species of animals, including rabbits, birds, reptiles, rodents, livestock, barnyard animals, and wildlife, may also require housing and care. Best practices also dictate that different species are held in separate rooms or wards also to minimize stress.

#### ***Programs Offered***

The shelter facility requires space to accommodate the activities and programs it provides. Areas where prospective adopters can interact with animals outside where they are housed promotes adoption efforts. Designated spaces for behavior assessment and training promote these activities. A space dedicated for grooming creates a way to improve animals' health and appearance. A humane education program and outreach program requires storage space for printed materials and video presentation equipment and desk space for the people involved in the program, even if those individuals are volunteers. A medical program requires an examination and treatment room, isolation areas, and separated food preparation space. A spay/neuter clinic requires surgical prep areas and surgical suites, along with recovery areas for dogs and cats and a lobby/reception area if services are offered to the public. Additional space will be necessary for rodent-proof animal food storage, mechanical systems, custodial supplies, equipment storage, secure computer and telephone answering and switching equipment, loading and unloading areas, employee lockers and showers, break areas, conference room / education teaching space, secured parking areas, etc.

Modern animal shelter design recognizes that the reduction of companion animal euthanasia requires a multifaceted approach: animal shelters need to be designed with user-friendly adoption

areas; policies and procedures need to be in place to enhance adoptions and the return of animals to their owners; and progressive spay/neuter programs need to be instituted and maintained.

## **2.6.2 Program/Design Process**

Citygate recommends a comprehensive process be undertaken for any project involving building an animal shelter facility to ensure the new shelter meets the expectations of the program goals and objectives. It is essential that animal control staff participate in this process and that management of the cities participating in the JPA agree on what the new building is to accomplish relative to the long-term strategic plan and programmatic goals established for the animal control program. The following outline defines recommended steps for the program/design process.

- ◆ Program documentation
  1. Establish concept/prototype
  2. Document departmental organization – staff, equipment, etc.
  3. Establish desired animal holding time – holding, quarantine, and adoption
  4. Translate holding periods to cage/kennel/habitat quantities
  5. Define character and ambiance of animal habitats
  6. Establish key system needs; for example, how are the rooms cleaned and what type of drainage system is to be used?
  7. Develop space needs program
- ◆ Program relationships
  1. Develop staff and animal flow diagrams
  2. Develop adjacency diagrams
  3. Develop non-site-specific concept plans
  4. Review the developed plans and diagrams with city staff and adjust, as necessary
- ◆ Quality and cost
  1. Prepare outline specification of materials and systems
  2. Develop cost estimate
  3. Review and adjust with city staff

- ◆ Governing body approval
- ◆ Proceed with architectural plans
  1. Schematic design
  2. Design development
  3. Construction documents
  4. Bidding
  5. Construction
  6. Furnishings
  7. Occupy

## **2.7 RENOVATING AN EXISTING BUILDING FOR USE AS AN ANIMAL SHELTER**

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Taking an existing large vacant building and converting it for use as an animal shelter to save money may seem to be an attractive alternative to new construction. Citygate’s experience with municipal animal control agencies indicates that when all the costs associated with providing a best practices animal control and shelter program are considered, there is little cost savings to be realized. The cost/benefit analysis indicates that the compromises required for a renovation do not justify the savings, especially when considering the future facility is anticipated to serve the area for many decades to come. A new shelter will be able to be designed to incorporate all the desired design elements in a purpose-built building.

## **2.8 RECOMMENDATION**

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The cost of renovation or construction of an animal shelter needs to be thoroughly studied if the cities decide to proceed with a full-service JPA model. Citygate recommends that only architectural firms that are experienced in the design and construction of modern animal shelter facilities be considered for the engagement. The master plan and nuances of this type of a facility require specific expertise. The compromises of renovating an existing building are probably not worth the cost savings in the long run. Engaging architectural firms that have not designed animal shelters to perform this specialized work has been very costly for some jurisdictions.

## **SECTION 3—GEOGRAPHIC AND DEMOGRAPHIC CONSIDERATIONS**

Future population growth, and the location of that growth, will impact how animal control services will be provided in the Project Cities involved in this study over the next 30 years or longer. This section discusses current populations and future growth projections and their potential impacts on animal control services.

### **3.1 WESTERN SAN GABRIEL VALLEY**

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The San Gabriel Valley is one of the principal valleys of Southern California, lying generally east of the City of Los Angeles. While it was at one time primarily agricultural, it is today almost totally urbanized and is integral to the greater Los Angeles metropolitan area. About 200 square miles, the valley includes 31 cities and five unincorporated communities. Pasadena is the largest city in the San Gabriel Valley.

The Project Cities are in the western San Gabriel Valley and include Alhambra, Arcadia, Bradbury, Duarte, La Cañada Flintridge, Monrovia, Pasadena, Rosemead, San Gabriel, San Marino, Sierra Madre, and South Pasadena.

### **3.2 DEMOGRAPHICS OF SAN GABRIEL VALLEY**

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The population of the San Gabriel Valley includes significant percentages of all major ethnic groups, making it one of the most ethnically diverse regions in the country. The two largest ethnic groups within the valley are Hispanics and Asian Americans, though significant Caucasian populations can be found in many communities. Asian Americans are the largest single ethnic group in four of the Project Cities: Alhambra, Arcadia, San Gabriel, and San Marino. In contrast, the population of African Americans is relatively low, though there are a few sizeable, historic African American communities in Pasadena and Monrovia. Additionally, there are small, but not insignificant, Native American populations in both Arcadia and San Gabriel.

### **3.3 LOCATION OF LOCAL ANIMAL WELFARE ORGANIZATIONS**

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The following government and nonprofit animal welfare organizations are active in or near the San Gabriel Valley. Los Angeles County is home to hundreds of animal welfare agencies and groups, including municipal shelters, humane societies, rescue organizations, and breed rescue groups, far too numerous to name in this report. Citygate focused on the agencies near the projected service district of the potential JPA.

#### **3.3.1 Los Angeles County Animal Care and Control Department Shelters**

The Los Angeles County Department of Animal Care and Control operates two of its six shelters near the San Gabriel Valley.

### ***Baldwin Park Animal Care Center***

Located at 4275 North Elton Street in the City of Baldwin Park, the Baldwin Park Animal Care Center provides services to the following cities and communities:

- ◆ Arcadia (unincorporated area)
- ◆ Azusa (City and unincorporated area)
- ◆ Baldwin Park
- ◆ Bassett (unincorporated area)
- ◆ Charter Oak (unincorporated area)
- ◆ Claremont (unincorporated area)
- ◆ Diamond Bar (unincorporated area)
- ◆ Duarte (unincorporated area)
- ◆ El Monte (City: limited services; unincorporated area)
- ◆ Glendora (unincorporated area)
- ◆ Hacienda Heights (unincorporated area)
- ◆ Industry
- ◆ Irwindale
- ◆ La Puente (unincorporated area)
- ◆ La Verne (unincorporated area)
- ◆ Monrovia (unincorporated area)
- ◆ Mt. Baldy (unincorporated area)
- ◆ Rowland Heights (unincorporated area)
- ◆ San Dimas (unincorporated area)
- ◆ San Gabriel (unincorporated area)
- ◆ South El Monte (unincorporated area)
- ◆ South San Gabriel (unincorporated area)
- ◆ Temple City (unincorporated area)
- ◆ Valinda (unincorporated area)
- ◆ Walnut (City and unincorporated area)

### ***Downey Animal Care Center***

Located at 11258 South Garfield Avenue in the City of Downey, the Downey Animal Care Center provides services to the following cities and communities:

- ◆ Alhambra
- ◆ Artesia
- ◆ Bell
- ◆ Cerritos (unincorporated)
- ◆ City Terrace (unincorporated)
- ◆ Cudahy
- ◆ Compton (City and unincorporated area)
- ◆ Commerce (limited services)
- ◆ East Los Angeles 90022, 90023, and 90063 (unincorporated area)
- ◆ Florence/Firestone (unincorporated)
- ◆ Hawaiian Gardens
- ◆ Huntington Park
- ◆ La Habra Heights (City and unincorporated area)
- ◆ La Mirada
- ◆ Los Angeles 90001, 90002, and 90032 (unincorporated)
- ◆ Maywood
- ◆ Monterey Park
- ◆ Walnut Park (unincorporated)
- ◆ Whittier (City and unincorporated area)

### **3.3.2 Los Angeles City Animal Services**

#### ***North Central Shelter***

Located at 3201 Lacy Street in the City of Los Angeles, the North Central Shelter provides services to the following neighborhoods:

- ◆ Angelino Heights
- ◆ Arts District

- ◆ Atwater Village
- ◆ Beachwood Canyon
- ◆ Boyle Heights
- ◆ Chinatown
- ◆ Cypress Park
- ◆ Downtown Los Angeles
- ◆ Eagle Rock
- ◆ East Hollywood
- ◆ Echo Park
- ◆ El Sereno
- ◆ Elysian Heights
- ◆ Elysian Park
- ◆ Elysian Valley
- ◆ Franklin Hills
- ◆ Garvanza
- ◆ Glassell Park
- ◆ Griffith Park
- ◆ Hancock Park
- ◆ Hermon
- ◆ Highland Park
- ◆ Historic Filipino Town
- ◆ Hollywood
- ◆ Hollywood Heights
- ◆ Larchmont
- ◆ Lincoln Heights
- ◆ Little Tokyo
- ◆ Los Feliz

- ◆ MacArthur Park-Westlake
- ◆ Melrose Hill
- ◆ Montecito Heights
- ◆ Monterey Hills
- ◆ Mt. Washington
- ◆ Silver Lake
- ◆ Solano Canyon
- ◆ Temple-Beaudry
- ◆ University Hills
- ◆ Virgil Village
- ◆ Wilshire Center
- ◆ Windsor Square

North Central Shelter also provides services to the unincorporated areas of Alhambra, East Los Angeles, Glendale, and Pasadena.

### **3.3.3 Nonprofit Animal Welfare Organizations That Provide Animal Control and Shelter Services**

#### *Pasadena Humane Society*

Located at 361 S. Raymond Avenue in the City of Pasadena, the Pasadena Humane Society provides animal control services to the following cities and unincorporated areas of Los Angeles County:

- ◆ Altadena
- ◆ Arcadia
- ◆ Bradbury
- ◆ Glendale
- ◆ La Cañada-Flintridge
- ◆ La Crescenta-Montrose
- ◆ Monrovia
- ◆ Pasadena (City and unincorporated)

- ◆ San Marino
- ◆ Sierra Madre
- ◆ South Pasadena

#### ***San Gabriel Valley Humane Society***

Located at 851 E. Grand Avenue in San Gabriel, the San Gabriel Valley Humane Society provides animal care and control services to the Cities of San Gabriel and Temple City and limited services to the City of Duarte.

#### ***Inland Valley Humane Society***

Located at 500 Humane Way in Pomona, the Inland Valley Humane Society provides animal control services to the following cities:

- ◆ Chino
- ◆ Chino Hills
- ◆ Claremont
- ◆ Covina
- ◆ Diamond Bar
- ◆ Glendora
- ◆ La Verne
- ◆ Montclair
- ◆ Ontario
- ◆ Pomona
- ◆ San Dimas
- ◆ West Covina

The shelter also serves unincorporated areas of San Bernardino County that include West End, San Antonio Heights, and Mt. Baldy.

### **3.3.4 Other Nonprofit Animal Welfare Organizations**

The following are a few other nonprofit animal welfare organizations that serve the areas in and around the Project Cities:

- ◆ Volunteers In Defense of Animals (VIDA) in Rowland Heights
- ◆ Mutts & Moms Rescue in Pasadena

- ◆ Happy Strays Rescue (cats) in La Cañada Flintridge
- ◆ Pet Rescue Solutions in South El Monte

### 3.4 POPULATION SERVED BY CITIES IN THIS STUDY

The total area of the combined 12 cities that comprise the Project Cities is 92.44 square miles. The total population of the Project Cities is almost 514,000. While the Project Cities are generally geographically close, there are several cities and communities in the same region that are not part of this study. The multiple neighboring cities that are adjacent will impact service provision, travel time, and other business factors for the potential JPA.

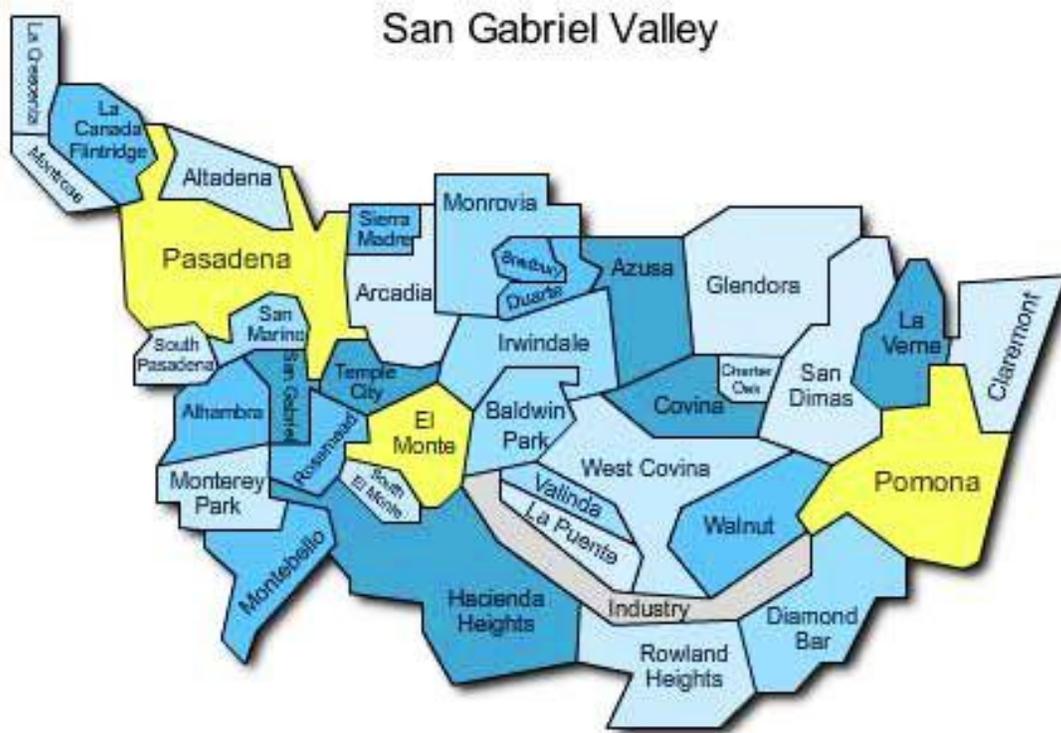
**Table 2—Population and Area of Project Cities**

City	Population (2020)	Percentage of Total Population	Area in Square Miles
Alhambra	86,792	17.48%	7.63
Arcadia	57,212	11.14%	11.13
Bradbury	1,052	0.20%	2.00
Duarte	21,673	4.22%	6.71
La Cañada Flintridge	20,461	3.98%	8.64
Monrovia	37,935	7.38%	13.74
Pasadena	144,842	28.19%	23.11
Rosemead	54,363	10.58%	5.18
San Gabriel	40,104	7.81%	4.15
San Marino	13,087	2.55%	3.77
Sierra Madre	10,816	2.11%	2.96
South Pasadena	25,458	4.95%	3.42
<b>Total</b>	<b>513,795</b>		<b>92.44</b>

### 3.5 GEOGRAPHY

The Project Cities are generally grouped close together, forming a fairly contiguous service district. To the north lie the San Gabriel Mountains, with the San Rafael Hills to the west, the Puente Hills to the south, and the Chino Hills and San Jose Hills to the east.

**Figure 17—San Gabriel Valley**



### 3.5.1 Animal Control Issues Relative to Geography

#### *Shelter Location*

The full-service JPA model being considered by the Project Cities would require the building of an animal shelter. The geographic locations of the Project Cities, as well as the overall district of the potential JPA, need to be considered when determining the potential site for a new animal shelter facility. The City of Pasadena is the largest city of the 12. It is also relatively centrally located within the defined service district. Citygate believes these factors would dictate locating the new facility in Pasadena. A location in Pasadena should allow access similar to that which most of the Project Cities are currently accustomed.

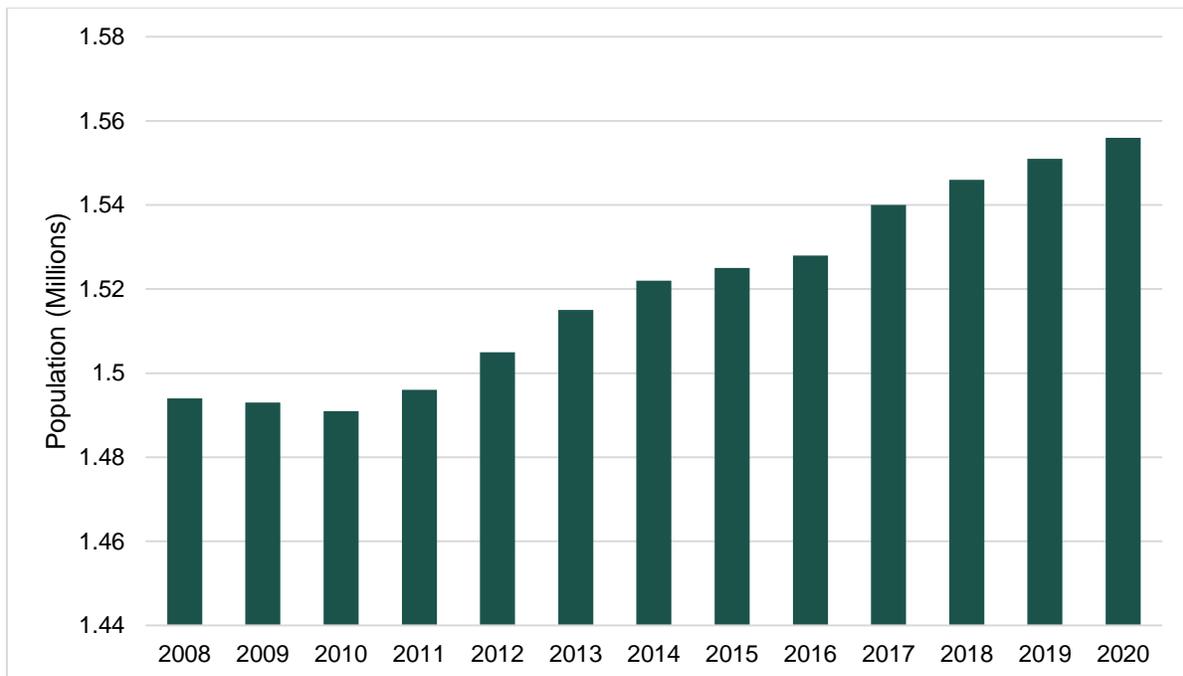
#### *Field Staffing*

Normally cities have fewer numbers of animal control officers than counties of similar population. Long travel times reduce staff productivity and thus theoretically require more personnel to handle the same call volume. Citygate’s field staffing recommendations in this report are based on a city-type field operations model.

### 3.6 GROWTH PROJECTIONS

The San Gabriel Valley has experienced steady population growth in the last decade. Historically, shelter animal populations mirror trends in human population trends. However, in recent years, growing awareness about animal owner responsibility and focused efforts by animal welfare organizations have resulted in lower animal intakes in many jurisdictions.

**Figure 18—Population Growth in the San Gabriel Valley**



Source: LA County Economic Development Corporation (April, 2019); Originally from California Department of Finance

### 3.7 EFFECTS OF SPAY/NEUTER AND EDUCATION PROGRAMS ON ANIMAL INTAKES

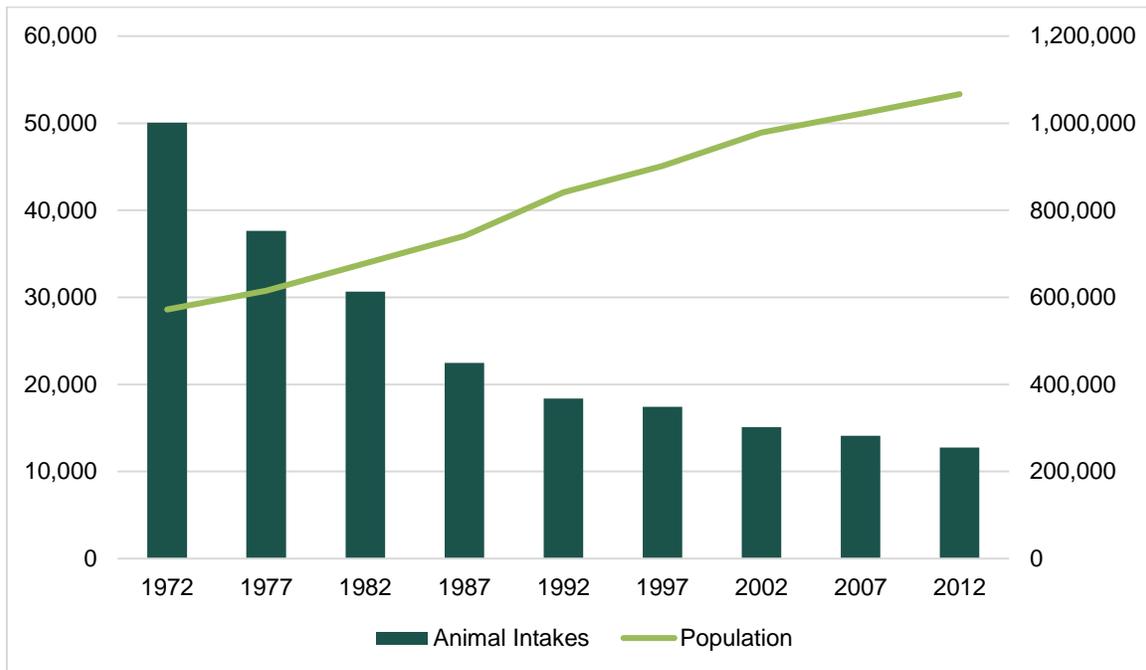
A public spay/neuter program and education and outreach program are essential components of best practices in animal welfare. Where these programs are in place there have been significant reductions in shelter animal intakes and in euthanasia rates. To be successful, it is vital that the services be supported by agency leadership, as well as city and county leaders. Through efforts in proactive spay/neuter outreach, education efforts, and innovative adoption and placement programs, shelters have seen steady improvement in live release rates despite increases in human populations.

#### 3.7.1 Contra Costa County Example of Program Results

As an example, the following figure for Contra Costa County shows the dramatic reduction in animals taken into the County’s shelters as a result of the spay/neuter program, education efforts,

and cooperative adoption and placement programs with nonprofit animal welfare organizations, despite a significant increase in the human population.

**Figure 19—Population and Animal Intakes – 1972–2012**

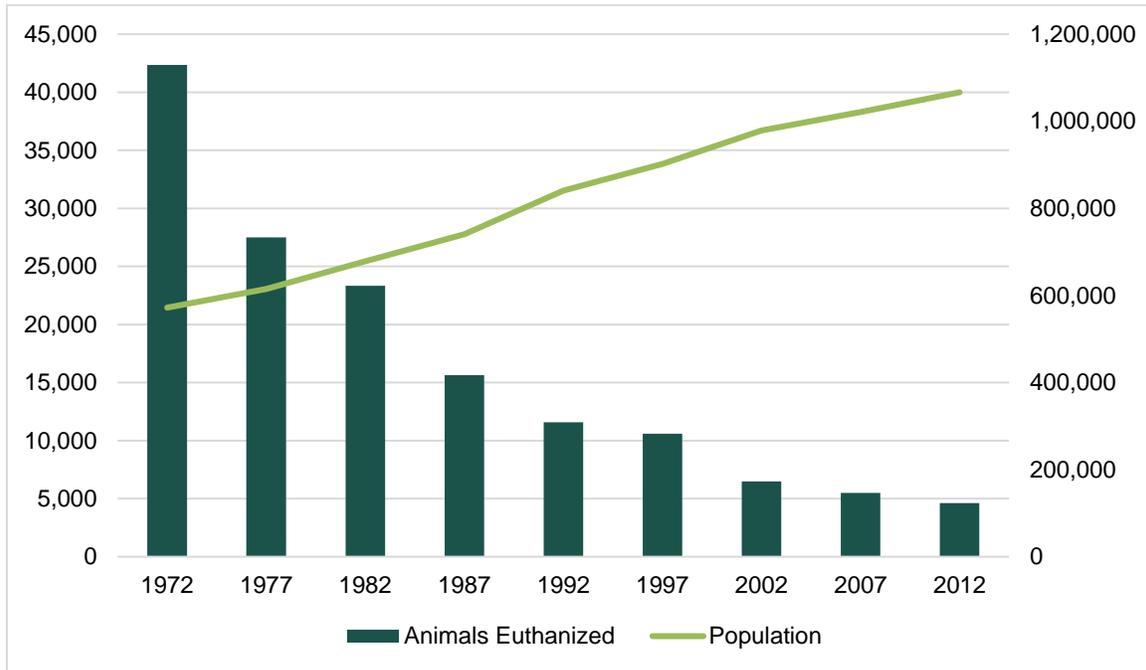


From 1972 to 2012, the number of animal intakes decreased from 50,063 to 12,761,<sup>4</sup> while the human population increased from 572,100 to 1,066,602. The human population increased 86 percent, but the number of animals impounded decreased by 75 percent. If this had not occurred, shelter construction and personnel costs would have significantly increased. The decrease in the number of animals impounded was not the result of more animals being euthanized. The following figure shows the number of animals euthanized decreased from 42,354 in 1972 to 4,630 in 2012, a reduction of 89 percent.<sup>5</sup>

<sup>4</sup> Source: Contra Costa County Animal Services Department.

<sup>5</sup> Source: Contra Costa County Animal Services Department.

**Figure 20—Population and Animals Euthanized**



### 3.8 CONCLUSION

The geography of the service district comprising the jurisdiction of the proposed JPA is conducive to a strong service model. Citygate believes that the most cost-effective model for providing animal control is to form the largest possible agency to provide services to a local community. This type of a model reduces duplication of effort, reduces management overhead costs, provides effective outreach and spay/neuter programs, and capitalizes on the benefits of scale relative to staffing, purchasing, veterinary care, communications, information technology, community education, and revenue generation.

Animal control programs need to be tailored to embrace the demographics of their locale. Encouraging diversity in the workplace is a priority, and so is the next step—creating a culture in which people from all backgrounds feel included. Promoting a culture that welcomes a multilingual workforce and has strong anti-discrimination policies will help create a positive image for the agency. Visiting residents will have an experience that is enjoyable and will result in positive word of mouth and longtime support for the agency.

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## **SECTION 4—WHAT IS AN ANIMAL SERVICES JOINT POWERS AUTHORITY?**

As the Project Cities are potentially seeking to establish a JPA, it is important to understand the structure of a JPA and the steps involved in the formation of a JPA. Forming a JPA may provide a creative approach to the provision of public services while permitting public agencies the means to influence the program and to provide services efficiently and cost-effectively.

### **4.1 DEFINITION**

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A JPA is a legally created entity that allows two or more public agencies to jointly exercise common powers. The Joint Exercise of Powers Act, which is contained in California Government Code Section 600, governs JPAs. The Act recognizes two kinds of JPA organizations. The first allows two or more public agencies to contract to jointly exercise common powers. The second type, which is the type recommended for an animal services JPA, allows two or more public agencies to form a separate legal entity. The new entity has independent legal rights, including the ability to hold property, enter into contracts, and sue or be sued. The debts, liabilities, and obligations of the JPA belong to that entity, not the contracting cities.

### **4.2 FORMATION**

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To form a JPA as a separate legal entity, the public agencies must enter into an agreement that states the powers and manner in which the powers of the JPA will be exercised. The governing bodies of all the participating public agencies must approve the agreement. The JPA would have all the powers and authority under law that the cities or counties have individually. It could enter into contracts, build facilities, enforce laws, and charge fees.

The JPA would be governed by a policy-setting Board of Directors comprised of representatives from each of the participating cities. The Board would establish levels of service and adopt operational policies and procedures to address such matters as stray animal issues, dangerous dog investigations, feline populations, rabies control, animal euthanasia, spay/neuter programs, community education programs, other animal policies (wildlife, horses and livestock, exotics, rabbits), barking dog enforcement, and more.

Over time, the JPA could add new members. Adding new JPA members would result in unit-price reduction costs for all the participating agencies. The benefits of a JPA would include economies of scale. For example, the costs for a new facility would be shared by all member agencies, as would the costs for all the other program elements the JPA Board chose to implement. Other economies of scale include no duplication of programs such as the animal licensing program, field

services, sheltering, clinic services, etc. A full-service JPA would provide a “one-stop shop” for residents of the Project Cities.

Additional information regarding formation and governance of the JPA is provided in **Section 5** of this report.

### **4.3 OPERATIONS**

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The JPA would be governed by a Board of Directors comprised of representatives from each of the participating cities. In terms of the composition of the JPA Board of Directors, Citygate recommends that there be one representative from each member city. Although the population of the 12 cities is varied, the model of one representative from each city is the most common format. The Board members will manage jurisdictional, cost sharing, and other issues as they arise.

In terms of oversight responsibilities, the JPA Board would operate in a manner similar to the council/manager form of government used by cities. The JPA would hire an executive-level Animal Services Program Director, who would make policy recommendations to the Board. The JPA Board would set policy, at its sole discretion, to further the best interests of the residents and animals within the jurisdiction of the JPA.

### **4.4 JPA PHASING SCENARIOS AND TIMELINE**

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#### **4.4.1 Phases**

Citygate recommends that staffing and related program costs, such as retirement, medical insurance, legal services, and workers’ compensation, be managed in phases. Phase One would be the startup phase and would include all the costs that are incurred prior to the formal establishment of the JPA. Each city would allocate initial resources to the JPA formation effort. During initiation, it is recommended to simplify cost-sharing and share costs based on population.

Phase Two would begin once the startup phase is complete and the JPA is formed and funded for startup. In Phase Two, the Board of Directors hires a JPA Animal Control Program Director. The new Director would use the resources, professional services, insurance, retirement program, etc., brought into the JPA upon its formation. The Director would also oversee the planning and construction of the animal shelter in the case of a full-service JPA or the procurement of office space and equipment in the case of a field-service-only JPA.

Phase Three would begin after arrival of the JPA Animal Control Program Director and the facility is established. In the case of full services, this could be up to three years. During this time, the facility would be designed and constructed and the Director will have had time to determine staffing levels, operational and maintenance costs, policies and procedures, and other program-related issues.

Phase Four begins once the agency is created and built out and staff is hired and trained. Phase Four is program implementation of the JPA. In this phase, the JPA commences business and opens to the public.

***Full-Service JPA***

The milestones and timeline for a full-service JPA program are outlined in the following tables. While there can be some overlap of the milestones, it should be understood that gaining concurrence among the Project Cities will take time, coordination, and planning.

**Table 3—Animal Control Program Milestones – Full-Service JPA**

	<b>Milestone</b>	<b>Timeframe</b>
1	Each potential member city officially adopts to establish a joint powers agreement.	4 months
2	Establish the Joint Powers Authority.	4 months
3	Hire or appoint the Joint Powers Authority Director.	4 months
4	Prepare a feasibility and site identification study.	4 months
5	Negotiate extension/termination of existing animal control contracts.	4 months
6	Acquire new site for animal control facility and prepare preliminary designs.	4 months
7	Secure development permits for the new animal shelter.	4 months
8	Secure financing and construct the new animal shelter facility.	18 months
9	Hire support staff.	4 months
10	Train support staff.	4 months
11	Inaugurate new animal care and control program.	<b>3.5 years total</b>

**Table 4—Animal Control Program Timeline – Full-Service JPA**

Milestone	4 Months	8 Months	12 Months	16 Months	20 Months	2 Years	3.5 Years
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							

**Field-Service-Only JPA**

In the case of a field-service-only JPA, Phase Three would be shorter and would entail procurement of the office facility and basic equipment and supplies necessary to begin provision of services. The milestones and timeline for a field-service-only JPA program are outlined in the following tables.

**Table 5—JPA Animal Control Program Milestones – Field-Service-Only**

Milestone	Timeframe
1 Each potential member city officially adopts to establish a joint powers agreement.	4 months
2 Establish the Joint Powers Authority.	4 months
3 Hire or appoint the Joint Powers Authority Director.	4 months
4 Negotiate extension/termination of existing animal control contracts.	4 months
5 Acquire leased office location and equip for operations.	4 months
6 Hire support staff.	4 months
7 Train support staff.	4 months
8 Inaugurate new animal care and control program.	<b>20 months total</b>

**Table 6—Animal Control Program Timeline – Field-Service-Only JPA**

Milestone	4 Months	8 Months	12 Months	16 Months	20 Months
1					
2					
3					
4					
5					
6					
7					
8					

#### 4.4.2 Alternate Approach – Field Services JPA First, Phase-in Full-Service JPA Second

Another possible scenario is for the Project Cities to begin with the formation of a JPA that provides field services initially and subsequently moves to full services. This approach would allow the Project Cities to evaluate if the JPA model proves successful without taking on the capital expenses related to full services.

### 4.5 ANIMAL SERVICES JPAs IN CALIFORNIA

Citygate is aware of several successful animal services JPAs currently in operation in California. Each has a model unique to its service district and the needs of the member entities. The following is an outline of four currently operating animal services JPAs.

#### 4.5.1 Santa Cruz County Animal Shelter

Santa Cruz County Animal Shelter is a JPA that was formed in 2002. Its current members include all the jurisdictions in Santa Cruz County consisting of the County of Santa Cruz and the Cities of Capitola, Santa Cruz, Scotts Valley, and Watsonville. A new shelter was built when the agency was formed. The billing formula for member entities is based on 50 percent per capita population, 25 percent field activities, and 25 percent animals impounded. The current fiscal agent is Santa Cruz County, which provides personnel, County Counsel, information technology, and other County services for a contract fee. Employees of the agency are currently classified as County employees, but a reorganization is underway to fully separate the agency. The JPA Board is comprised of nine members weighted by population of the member entity. Three members are from the County, two each from the larger cities of Santa Cruz and Watsonville, and one each from the smaller cities of Capitola and Scotts Valley. Board members are employees of each member,

(for example, the CAO or Assistant CAO, police chief, city manager, or other upper management employees). The Board meets every other month. The JPA is associated with a charitable foundation.

#### **4.5.2 Southeast Area Animal Control Authority**

The Southeast Area Animal Control Authority (SEAACA) is a JPA that was formed in 1975. It currently provides animal services to the cities of Bell Gardens, Bellflower, Buena Park, Downey, Lakewood, La Palma, Montebello, Norwalk, Paramount, Pico Rivera, Santa Fe Springs, South El Monte, South Gate, and Vernon. Of these 14 cities, eight are member cities and have a seat on the governing commission. The other six cities are contract cities. SEAACA is a full-service agency and has an active licensing program. The billing methodology for the cities is based solely on per capita. A goal for licensing revenue is set for each city annually and credited back to the city. If the annual goal is exceeded, the overage is then split 50–50 between the city and SEAACA. If the goal is not met, SEAACA still credits the city with the licensing goal amount. The City of Downey is the fiscal agent for the JPA and is paid an annual contract for fiscal services. SEAACA has extensive programming, including a public animal wellness and a spay/neuter clinic, educational outreach, participation in community events, Pet Care Fairs, volunteer opportunities, and more. The JPA has an associated 501(c)(3) foundation, which it utilizes primarily for grant applications.

#### **4.5.3 Sutter Animal Services Agency**

Sutter Animal Services Agency (SASA) is a JPA comprised of Yuba City, Sutter County, and the City of Live Oak. Yuba City became the lead agency as of July 1, 2013, and through attrition all employees were transitioned to be employees of Yuba City. The Board of Directors consists of two City Council or Board of Supervisor representatives from each member, for a total of six, and meets four times a year. The JPA is a full-service organization, providing field and sheltering services, with a total of 11 full-time equivalent employees (FTEs) serving the total County population of 100,750. The agency handles about 3,600 animals annually in a facility about six years old. The agency has a nonprofit affiliate, The Friends of SASA, that provides special projects for the agency. The methodology for cost sharing for members is per capita. The Director recommends the JPA model as a positive and proactive way to provide services. He stresses the key to success being good communication between the agency and its member entities, with regular, accurate monthly reporting in addition to the four meetings each year.

#### **4.5.4 Stanislaus Animal Services Agency**

Stanislaus Animal Services Agency was formed in October of 2009. It is comprised of Stanislaus County and the Cities of Ceres, Hughson, Modesto, Patterson, and Waterford. The County built a new shelter when the JPA was formed and financed it for the JPA over 25 years. Most members are full-service, but the City of Modesto provides its own Animal Control Officers. The Board, which meets monthly, consists of the City Manager of each city and the CEO of the County. While

the JPA is a separate entity, the staff are employees of the County and have the benefits provided to County employees, including the County’s retirement system, health insurance, etc. The JPA handled over 11,000 animals in Fiscal Year (FY) 19/20 and has 34 staff. The methodology for cost sharing is based solely on animal intakes, using the past two years of history. Members are credited revenues from consumer fees paid by residents of their jurisdiction, including adoption, redemption, and licensing fees. The Director said the JPA structure is successful because the members are actively engaged, communicate openly, and participate in the budget process. The JPA has a high live release rate, and the Director credits much of the success to use of social media (with 2.1 million views per month). The JPA also has an affiliate nonprofit called Stanislaus County Animal Services Auxiliary.

#### **4.5.5 General Comments**

All the California animal services JPAs Citygate reviewed during this study have been established over 10 years (some much longer) and none are pursuing a change in governance currently. Their collective staffing models include the incorporation of volunteers as a component of their workforce. The existing JPAs accept donations and each has an associated “friends of” nonprofit organization that provides special projects and assists with events and community engagement.

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## **SECTION 5—MODELS FOR ANIMAL CARE AND CONTROL SERVICES**

Within the formation of a JPA, there are a few alternative animal care and control service models, including formation of a full-service JPA and a field-service-only JPA. The associated projected costs and revenues are delineated with each model examined.

### **5.1 MODEL #1: STATUS QUO**

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The Project Cities always have the option to continue services as they are currently being provided. The Cities of Arcadia, Bradbury, La Cañada Flintridge, Monrovia, Pasadena, San Marino, Sierra Madre, and South Pasadena could continue to contract with the Pasadena Humane Society for full services; the Cities of Duarte and Rosemead could continue with in-house services, with limited contracts for sheltering; and the Cities of Alhambra and San Gabriel could extend their contracts with Los Angeles County and the San Gabriel Valley Humane Society, respectively.

The status quo model would continue the uncertainty of the annual program costs for the cities that contract for full services. Additionally, the cities would have limited control and influence over the policies and priorities of the animal services program.

Under the status quo model, the cities could expect:

- ◆ Ongoing cost increases to the annual contract amounts, which the cities have no control over.
- ◆ Services that are managed and prioritized by the service providers as opposed to the cities themselves.

The benefits associated with the status quo model are primarily that the cities are generally satisfied with the service provided and that the model is already in place. The greatest risk is the inability of the cities to control the cost and level of service provided.

### **5.2 MODEL #2: FULL-SERVICE JPA**

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A full-service JPA model would offer the Project Cities an alternative to the current service providers, with comparable services for the cities that are contracting for full services from one provider. Two of the 12 potential Project Cities have indicated a desire to maintain field services in house. These cities could still be members of the JPA but only contract for sheltering or for sheltering and after-hours service. Options for member cities' service levels and costs would be at the discretion of the JPA Board.

The full-service JPA model would be difficult to establish unless all the stakeholder participants in each of the Project Cities, and any new participant cities, are very motivated. The cities' elected officials must commit to the formation of the JPA and the belief that the model will be in the long-

term best interests of their respective cities. The City Managers also need to be committed to the effectiveness of forming a JPA for animal care and control. Animal services programs have high visibility, and highly controversial animal control issues often arise. A new agency will require political and community support for optimal success. The cities need to commit to ongoing cooperation and collaboration as the agency gets established.

The JPA Board would need to establish uniform service levels for all Cities and adopt combined ordinances and a uniform fee structure for the agency. This could be a challenge as currently every city has differing fees for animal licensing and other consumer fees. The JPA Board must also establish a fair and equitable methodology for charging the Cities for services and how consumer fees, such as licensing and impound fees, would be credited to each respective city. Citygate recommends the JPA establish cost allocations based on population for cities under a full-service contract. For cities that requested sheltering only, the recommended costing methodology would entail a formula based on charges per animal that would apply to each animal sheltered, accounting for species, time held, standard medical care, and additional fees for veterinary treatment that is required beyond the established standard.

Staffing for the full-service model would be determined by the programs planned for the agency. The staffing model is based on assumptions that the JPA will include the sheltering component, a veterinary clinic, field services and dispatch, a licensing and outreach program, a volunteer program, a behavior department, a community cat program, and administrative functions in house.

There would be considerable capital costs to initiate the full-service program. These costs could be phased or financed as described in **Section 8** of this report.

### **5.3 MODEL #3: FIELD-SERVICE-ONLY JPA**

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A field-service-only JPA model would establish an agency that provided the animal control officers, dispatch, licensing, and other enforcement-related services. The services would include all aspects necessary for animal intakes, including training and equipment needed for chemical capture (remote tranquilization) and for impoundment of exotic animals, wild animals, and livestock. It would not provide sheltering services and veterinary care; these mandates would be met through a contract or contracts with other entities providing animal sheltering programs and might vary from city to city. Emergency animal evacuation and housing, as well as provisions for impoundment of stray livestock and/or horses in non-disaster incidents, would be provided through advance planning and mutual aid agreements.

A field-service-only JPA would require less time for implementation as the facilities required would be much more limited than what is required for full services. The office space required would include space for the administrative staff, the field services staff (including a squad room and locker area), licensing staff, and a dedicated dispatch area. The complex should also provide restrooms and a place for equipment storage. A secure parking area for the animal control trucks

and any other vehicles assigned to the JPA is also required. The facility could initially be established in leased space. If the chosen model is a field-service-only JPA, the physical location should be situated near the sheltering facility for access and to reduce travel time. Procurement of the necessary equipment and vehicles would take several months, but not the amount of time that design and building of a shelter complex would require.

If a field-service-only JPA is formed, Citygate recommends the animal licensing program be included in the operation. This would best ensure compliance with state codes mandating all dogs over four months old be licensed and would provide revenue to supplement the General Fund contributions from the cities. An in-house, progressive licensing outreach program would accomplish several goals in addition to revenue generation. It would help to visibly position the agency and gain community support. It would also promote responsible pet ownership and proper care for owned animals. Community vaccine and licensing clinics could be provided by the JPA or arranged in cooperation with the sheltering and veterinary services provider.

Staffing for the field services model includes staff for the anticipated functions of animal control field services, a robust animal licensing and outreach program, dispatch, investigations, and administration.

A field-service-only JPA would meet some of the cities' stated goals and would allow the cities better control of field services, including reducing response time, managing priorities and service levels, and controlling costs for field services going forward.

#### **5.4 STEPS INVOLVED IN THE FORMATION OF A JPA**

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The first step in forming a JPA would be the negotiation and execution of a formal joint powers agreement that outlines the member agencies' intentions, the powers they will share, and other mutually acceptable conditions that define the intergovernmental arrangement for animal control services. As a legally separate public agency, the JPA can sue or be sued, hire staff, obtain financing to build an animal shelter, and manage the property. The joint powers agreement will protect each member city from the JPA's debts or other liabilities.<sup>6</sup>

Each participating City Council would need to approve the joint powers agreement.

The JPA partnering cities would then need to file a Notice of a joint powers agreement with the California Secretary of State. The JPA cannot incur any debts, liabilities, or obligations or exercise any of its powers until it files the necessary documents with the Secretary of State.

As a separate agency, a JPA must appoint a Treasurer and an Auditor. The Treasurer may be someone from one of the partner cities, the County Treasurer where the JPA operates, or a certified

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<sup>6</sup> Trish Cypher and Colin Grinnell, "Governments Working Together: A Citizen's Guide to Joint Powers Agreements," California Legislature, Senate Committee on Local Government, (2007).

public accountant who performs the job. The JPA must arrange for an annual audit. Many public agencies audit their own JPAs. The JPA must file the completed audit with the Los Angeles County Auditor, who makes copies available to the public.

Unlike a city, a JPA can issue revenue bonds without holding an election. State law allows a JPA to issue revenue bonds without voter approval if each of the JPA's member agencies adopts a separate local authorization ordinance. The ordinances face a 30-day period in which voters can object by signing referendum petitions that trigger an election. If there is no referendum petition or if the petition fails to qualify, the JPA can sell bonds and use the proceeds to build an animal shelter and purchase equipment. While local voters can force referendum elections on the cities' authorization ordinances, that rarely happens.

Like other local agencies, JPAs must follow the Ralph M. Brown Act, the California Public Records Act, the Political Reform Act, and other public interest laws. They must print agendas and permit the public to participate in their meetings.

## **SECTION 6—BEST PRACTICES AND CURRENT TRENDS IN ANIMAL WELFARE**

### **6.1 OVERVIEW**

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The ability to provide best practices in an animal control agency depends on the stated policies of the governing board; the skills, capabilities, and knowledge of the staff and volunteers; and the resources of the agency. The resources can be defined as the collective assets the organization has available including funding, donated items, staffing level, community support, equipment and supplies, and physical plant. Animal welfare is an ever-evolving industry shaped by industry professionals, animal welfare organizational values, animal advocates, as well as public input and influence.

Some recent trends in animal sheltering are briefly described in the following sub-sections. It is noted that these trends can be modified quickly by changing priorities, current emerging issues, response to disasters or emergencies, and other factors that affect how an agency performs its duties.

There are many national animal welfare organizations that publish documents on recommendations for process improvements and best practices in animal control operations. The list provided in this section is not intended to be comprehensive, but it includes many recurring recommendations that are appropriate for most animal services agencies and should be given consideration.

### **6.2 CURRENT TRENDS**

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#### **6.2.1 Prioritizing Disaster Response**

Animal organizations are currently preparing for disasters with regular disaster response training and ensuring that evacuation plans are in place. Personal Protective Equipment (PPE) and standard precautions are procured and available for zoonotic disease prevention and hazard mitigation. Cooperative agreements for mutual support are in place in advance of disasters or emergencies.

#### **6.2.2 Robust Adoption Programs**

Shelters endeavor to match people and pets through dialogue and conversation in an environment of trust and communication. Adoption is encouraged with an open approach that is non-judgmental and unbiased.

Many agencies have implemented a variety of adoption promotions including fee reductions or waivers, spotlighting specific populations (e.g., black and white promotion – any animal with black or white is half price, senior animal discounts, two-for-one kittens, etc.). “Clear the shelters”

promotions to gain community support for adoption and off-site adoption events, often with multiple agencies, is another example of current trends.

### **6.2.3 Forming Positive Relationships with Partner Organizations and Individuals**

While many organizations can boast a very successful pet adoption program, the shelter population can reach or exceed capacity. A high animal population results in overcrowding and increased stress levels for the animals and the staff. Creative solutions have included active partnerships with other animal agencies (including nonprofits, rescue groups and public shelters) to transfer animals. Establishing and maintaining these relationships provides the shelter options and gives the animals additional options for successful placement.

### **6.2.4 Five Freedoms**

The “Five Freedoms” were first developed in the United Kingdom in 1965. Ensuring that sheltered animals are provided with the five freedoms is an important consideration in animal welfare and is a current trend. The Five Freedoms are:

1. **Freedom from hunger or thirst** by ready access to fresh water and a diet to maintain full health.
2. **Freedom from discomfort** by providing an appropriate environment including shelter and a comfortable resting area.
3. **Freedom from pain, injury, or disease** by prevention or rapid diagnosis and treatment.
4. **Freedom to express (most) normal behavior** by providing sufficient space, proper facilities, and company of the animal’s own kind.
5. **Freedom from fear and distress** by ensuring conditions and treatment that avoid mental suffering (this is very difficult to achieve in a sheltering environment, but each shelter should work toward this goal).

### **6.2.5 Foster Adoption Ambassadors**

Animal foster parents are supported and trained on promotion of adoption for animals they are fostering. Foster parents are supported with supplies and are provided assistance for behavior challenges. They are encouraged to do outreach for their foster animals, such as promotion through social media, to friends and acquaintances, and by wearing “adopt me” vests when out in the public. Ambassadors achieve successful adoptions by utilizing their knowledge of the pet, how it behaves outside of a shelter environment, and by setting realistic expectations for the adopter.

## **6.2.6 Community-Based Outreach Programs**

Shelters are developing programs tailored to the local community and centered around supporting responsible pet stewardship. Interactive programs are created to reach specific target audiences with measurable goals and outcomes. For example:

The Field Services Division of the Santa Cruz County Animal Shelter conducts a proactive community-based program called the Door-to-Door program that provides education and resources for pets and families in need. When families live in poverty, the pets they love sometimes are not afforded basic resources and care that can be taken for granted by those not living on the edge.

The Door-to-Door program is a community-focused non-law-enforcement program conducted by plainclothes animal control officers that addresses the issues of animal overpopulation, minor animal neglect, and nuisance complaints. As part of this program, we go in to under-served communities and provide free of charge the following items: routine dog vaccinations, dog houses, dog trolley systems, collars, leashes, dog and cat flea medication, dog and cat toys, information on low-cost spay/neuter and other resources that can make a positive impact in the life of pets and their owners.<sup>7</sup>

## **6.2.7 Alternatives to Animal Intake and Pet Retention Programs**

A trend that began in humane societies requires owners to make an appointment to surrender an animal. Owners could not just arrive at the shelter and relinquish their animal. Instead, an interview was required with a pre-arranged scheduled appointment. This trend has been embraced by some municipal shelters requiring appointments to turn in animals, and thus allowing the shelter to “manage” its intakes based on available capacity.

Many shelters now have staff whose duties include counseling owners on alternatives to relinquishment and offering resources to assist owners in keeping their pets. These “Pet Retention” programs have proven successful for helping owners obtain resources that enable the owner and pet to stay together.

## **6.2.8 Socially Conscious Sheltering**

Socially conscious sheltering is a model that has developed organically. Its fundamental goal is to create best outcomes for all animals. This is achieved through:

- ◆ Ensuring every unwanted or homeless animal has a safe place to go for shelter and food.

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<sup>7</sup> Source: Santa Cruz County Animal Shelter website, [www.scanimalshelter.org/door-to-door-program](http://www.scanimalshelter.org/door-to-door-program).

- ◆ Placing every healthy animal and not making euthanasia decisions based solely on time and space.
- ◆ Assessing the medical and behavioral needs of homeless pets and ensuring these needs are thoughtfully addressed.
- ◆ Preventing suffering and making appropriate euthanasia decisions.
- ◆ Aligning shelter policy with the paradigm of the community.
- ◆ Enhancing the human-animal bond through safe, thoughtful placement of animals.
- ◆ Ethically transferring animals so animal welfare challenges in the source community are addressed while the health of animals in the receiving community is protected.

### **6.2.9 Creative Ways to Return Animals to their Owners**

Many shelters provide the field staff with onboard computers which allow for field access to the shelter database. This includes the animal licensing data and lost-and-found reports, if the shelter has these digitized. Officers can trace an animal’s license and contact the owner directly for a field return as opposed to bringing the animal to the shelter.

Another creative trend has been the use of social media to assist with re-uniting lost pets and their owners. Shelter staff, animal control officers in the field, and volunteers can search neighborhood sites or other social media to seek matches to animals in the shelter or found animals that have not yet been impounded.

### **6.2.10 The Association of Shelter Veterinarians’ Guidelines for Standards of Care in Animal Shelters**

The Association of Shelter Veterinarians’ Guidelines for Standards of Care in Animal Shelters is a comprehensive set of recommendations for shelter management and standards.<sup>8</sup> It is designed as a resource for self-assessment and to provide guidelines for proper care. The document addresses the constraints inherent in community differences and differing resources available to animal sheltering entities. The current trend is to utilize this document to improve conditions within animal shelters.

The guidelines cover the following topics:

- ◆ Management and Record Keeping
- ◆ Facility Design and Environment

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<sup>8</sup> Source: [www.shelternet.org/assets/docs/shelter-standards-oct2011-wforward.pdf](http://www.shelternet.org/assets/docs/shelter-standards-oct2011-wforward.pdf).

- ◆ Population Management
- ◆ Sanitation
- ◆ Medical Health and Physical Well-Being
- ◆ Behavioral Health and Mental Well-Being
- ◆ Group Housing
- ◆ Animal Handling
- ◆ Euthanasia
- ◆ Spaying and Neutering
- ◆ Animal Transport
- ◆ Public Health

### **6.3 BEST PRACTICES**

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There are many standards considered to be best practices in the animal welfare industry and supported by national and state organizations. These include but are not limited to:

- ◆ A strategic plan that maps a future direction for the organization and is shared with staff, volunteers, and other stakeholders.
- ◆ A clearly defined mission statement and goals and objectives, including performance measures and standards.
- ◆ Current, regularly updated policies and procedures manuals that serve to train and guide staff and volunteers.
- ◆ An established training program standardized to individual job duties.
- ◆ An outreach program that includes a public spay and neuter program, licensing, availability of affordable vaccinations and microchipping.
- ◆ Regular staff meetings and communications between all layers of the organization.
- ◆ A structured volunteer program with policies and guidelines.
- ◆ Appropriate use of information technology, including a well-designed and maintained website, and creative utilization of social media.
- ◆ Professional and knowledgeable leadership.

- ◆ Commitment to excellent customer service for all clients, including shelter customers, residents in the field, and remote and/or electronic customer interactions.
- ◆ Publicly accessible business hours.
- ◆ Financial resources adequate to support the program.
- ◆ Adequate and appropriate facilities that support the organizational mission.
- ◆ Establishment of a nonprofit branch that provides support outside the agency budget.
- ◆ A safety program specific to the requirements of an animal control program.
- ◆ A commitment to proper care and disease management, and shelter practices that provide a healthy environment for both animals and people.

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## **6.4 OTHER CONSIDERATIONS**

### **6.4.1 Effects of the Pandemic on Animal Services Organizations**

With the emergence of COVID-19, animal shelters, like most businesses, made rapid changes to their operations to ensure the safety of the public, staff, and volunteers. Many shelters shuttered their facilities and required appointments to conduct business. With many people confined at home, interest in fostering and adopting animals increased, and many shelters reported they were holding fewer animals than they regularly held before the pandemic. Shelters also have reported that operations slowed down and calls for field services were reduced. A result of decreased revenues occurred as service provision diminished. While the effects have been variable, many organizations have reported these trends. Some agencies have had resultant budget cuts and reassignment of staff. As designated disaster service workers, in some jurisdictions animal control staff have been reassigned to the health department or other departments to assist with the city or county response to the pandemic. When the country returns to the “new normal,” following availability of vaccines and a slowdown of the virus, it is hard to predict what will happen in the animal welfare industry. While it is possible that the lower number of animals coming in could continue, once people return to work, they may not be able to continue fostering animals and/or animal intakes and field activities could increase.

## **SECTION 7—OVERVIEW OF CURRENT FINANCIAL INFORMATION AND OPERATIONS FOR EACH PROJECT CITY**

The following is based on the information received by Citygate from the 12 Project Cities and the Pasadena Humane Society (PHS).

Eight of the 12 Project Cities contract with PHS for full animal control services. These cities are billed a flat monthly rate based on their respective contracts. Two of the cities have contracts with the San Gabriel Valley Humane Society, one for full animal services and one for shelter/veterinarian and after-hours field services. These cities are also billed a flat monthly rate, per their respective contracts. One of the cities contracts with the Los Angeles Animal Control Department for full animal services and is also billed monthly based on services rendered. One city provides services in house and contracts with a veterinary hospital and a local humane organization for sheltering services for unclaimed animals.

In some cases, the contract calls for a credit to the monthly bill for revenues generated by residents of the respective city, generally from impound and licensing fees. This is not the case for all 12 cities, and the level of credit also varies among the cities that do receive a revenue credit. Most of the cities that receive a credit per their contract receive 50 percent of their respective licensing fee revenue and 100 percent of their respective impound fee revenue. However, the City of Pasadena receives 50 percent of licensing fee revenue after \$80,000 and no impound fee revenue; the Cities of Alhambra and La Cañada Flintridge receive 100 percent of both impound and licensing revenues as a credit to their bills for service; and the City of Arcadia receives no revenue credit to its monthly bills. The Cities of Duarte and Rosemead have internal field animal services operations and retain all impound and licensing fee revenues. As can be seen, there is no consistency based on the current contracts for the 12 Project Cities.

As a result of large increases to the contracts proposed by all three animal service providers used by the Project Cities, the cities negotiated, as applicable, for a reduced increase which would allow the cities to evaluate how to provide future animal services. Even this process was inconsistent. Some cities had time remaining on their contracts and will experience no change for the current year; some cities negotiated a temporary extension with a reduced rate from the proposed rate to allow time to examine animal service provision options; and some cities negotiated multiple-year contracts with the new proposed rates.

The following table reflects a comparison of the current rates and the prior year's rates, as well as the revenue credit received in FY 19/20 based on actual collections. The table also reflects total animal services cost, which include city internal animal services costs, as applicable.

**Table 7—Animal Services Costs for Project Cities**

City	FY 20/21 Contract Amount	FY 19/20 Base Contract Amount	Percentage Difference	FY 20/21 Estimated Total Costs	FY 19/20 Total Costs	Percentage Difference	FY 19/20 Credited Revenues
Alhambra	\$160,979	\$160,332	0.40%	\$233,369	\$212,602	9.80%	\$53,167
Arcadia	\$318,256	\$90,702	250.90%	\$318,256	\$90,702	250.90%	-
Bradbury	\$20,415	\$19,794	3.10%	\$20,415	\$19,794	3.10%	\$1,521
Duarte	\$62,000	\$62,000	0.00%	\$165,000	\$165,000	0.00%	-
La Cañada/Flintridge*	\$129,048	\$146,396	-11.90%	\$129,048	\$146,396	-11.90%	\$36,634
Monrovia	\$191,344	\$185,771	3.00%	\$191,344	\$185,771	3.00%	\$29,950
Pasadena	\$1,625,887	\$1,242,080	30.90%	\$1,625,887	\$1,242,080	30.90%	\$26,898
Rosemead	\$62,000	\$62,000	0.00%	\$149,000	\$149,000	0.00%	-
San Gabriel	\$350,000	\$263,158	33.00%	\$350,000	\$263,158	33.00%	-
San Marino	\$93,927	\$55,668	68.70%	\$93,927	\$55,668	68.70%	\$11,969
Sierra Madre	\$55,312	\$30,703	80.20%	\$55,312	\$30,703	80.20%	\$4,350
South Pasadena	\$171,570	\$127,892	34.20%	\$171,570	\$127,892	34.20%	\$11,760
<b>Total</b>	<b>\$3,240,738</b>	<b>\$2,446,496</b>		<b>\$3,503,128</b>	<b>\$2,688,766</b>		<b>\$176,248</b>

\* La Cañada/Flintridge only paid \$130,250.04 of the FY 19/20 contract price

Citygate determined that although some of the cities had specific individuals assigned to oversee the animal services contract, none of the cities had dedicated individuals assigned to validate that all the services called for in the contract were in fact received from the respective animal services providers.

## **SECTION 8—DISCUSSION OF COST DEVELOPMENT AND JPA COST MODELS**

This section discusses how Citygate developed the costs included in the JPA cost models and the methodology used to develop the allocation of the costs identified in the JPA cost models. Citygate focused on two JPA cost models for the purpose of this report and to meet the budget and timing required for this project by the Project Cities. The models developed were a full-service cost model, which would encompass all animal services required by the Project Cities; and a field-service-only model, which would only reflect the costs involved with a JPA that would provide field services only related to animal control. During this review, Citygate was informed by the two cities who currently provide in-house field services for animal control, that they would prefer to continue to provide field services in-house regardless of the model used. However, since even in these cases there would probably be some field services costs for emergency and after-hour services, the model excluded estimated applicable revenues associated with these two cities but reflected estimated costs in the cost allocation models. As discussed earlier, the field-service-only model also excludes the costs that would be associated with contracting for shelter and veterinary services that would be necessary for the cities to have complete provision of animal services.

The statistics used to develop the cost models were discussed previously in this report and include the assumptions of a JPA human population of approximately 514,000, an animal population (dogs and cats) of approximately 352,000, and a service area size of approximately 92 square miles. All the revenue and cost estimates are assuming a normalized operating year.

Given the uncertainty of when or if a new JPA would be formed, Citygate’s models were developed assuming a normalized year of activity. This equates to the estimates and assumptions of an average operating year in the life of the JPA as opposed to the ramp-up year(s). The modeling primarily utilized statistics from 2018 and 2019 as the COVID-19 pandemic markedly impacted operations in 2020.

### **8.1 STARTUP COSTS – FULL-SERVICE MODEL**

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Establishing a full-service JPA will require startup costs to provide a pre-operational platform to deliver the required animal services to the Project Cities. These costs include the following.

#### **8.1.1 Building/Land**

It is anticipated that the building to house the full-service animal services function would require approximately 25,000 square feet. This could be accomplished with single or multiple levels, depending on the availability and cost of the land needed to construct the building. Based on current construction estimates, construction costs range between \$390 and \$520 per square foot. The amount of \$500 per square foot was used in the model. Vacant land prices vary depending on

location; however, based on the desire of the Project Cities to have a centrally located facility, Citygate determined that locating the facility in the City of Pasadena would best meet the centrally located wishes of the cities. Land prices within the City of Pasadena vary widely per current real estate listings, but for the purposes of this model, \$1 million per acre and a two-acre site was assumed, resulting in an estimated cost of approximately \$14.5 million.

### **8.1.2 Furniture and Fixtures**

A rule of thumb for furniture and fixtures is approximately 25 percent to 30 percent of hard costs. With an estimated building cost of approximately \$12.5 million for a new animal shelter facility, and based on this rule of thumb, Citygate estimates the cost for furniture and fixtures for the new facility will be approximately \$3.1 million, assuming 25 percent of building cost.

### **8.1.3 Vehicles**

The model assumes approximately \$440,000 for eleven vehicles consisting primarily of field services vehicles.

### **8.1.4 Equipment/Supplies/Services**

Included in this cost are items such as radios, dispatch consoles, computer hardware and software, uniforms, telephones, office supplies, contracts for services that would be performed more efficiently and effectively outside of the JPA. An example of these contracts is dead animal disposal services, with an estimated cost of approximately \$1.2 million.

Total startup costs for the full-service JPA are estimated at approximately \$19.2 million. Citygate’s analysis assumes most of these startup costs would be financed and therefore includes financing options and costs in the financing option for startup cost section of this report. Some cost, such as initial office supplies, etc. could not be financed so the member cities would have to contribute to the JPA for these expenses. Citygate’s estimate for these costs is approximately \$155,000.

**Table 8—Startup Costs – Full-Service JPA**

<b>Item</b>	<b>Cost Estimate</b>
Building and Land	\$14,500,000
Furnishings and Kennels	\$3,125,000
Vehicles	\$440,000
Equipment/Supplies	\$1,160,000
<b>Total Startup Full-Service</b>	<b>\$19,225,000</b>

### 8.1.5 Personnel

The JPA will need to hire the personnel necessary to provide the full level of animal services required. Per Citygate’s analysis, the newly formed JPA will require 77 FTEs. The cost for these positions in a normalized year is discussed in the ongoing revenues and costs sub-section later in this report (**Section 8.4**). The positions identified by Citygate are listed in the following table.

**Table 9—Personnel – Full-Service JPA**

Position	# of FTEs	Position	# of FTEs
Director	1	Public Information Officer	1
Deputy Director	1	Social Media Outreach Coordinator	1
Supervising Administrative Assistant	1	Foster Manager	1
Financial Administrator	1	Foster Coordinator	1
Financial Specialist	1	Transfer Coordinator	1
IT Administrator	1	Behavior Manager	1
Facility Manager	1	Behaviorist	1
HR Director	1	Chief Veterinarian	1
Compliance Officer	1	Staff Veterinarian	2
Shelter Director	1	Health Program Coordinator	1
Animal Care Manager	1	Registered Vet Tech	2
Animal Care Staff	12	Health Technicians	3
Animal Intake Coordinator	1	Field Services Director	1
Community Cat Coordinator	1	Lead Animal Control Officers	2
Customer Care Staff	8	Lead Investigator	1
Adoptions Manager	1	Animal Control Officers (I, II, III, IV)	10
Adoptions Specialists	2	Dispatchers	4
Volunteer Coordinator I-II	1	Licensing Manager	1
Outreach Coordinator	1	Animal Control Officers II – Licensing Team	4
<b>Total Full-Time Personnel</b>			<b>77</b>

### 8.2 STARTUP COSTS – FIELD-SERVICE-ONLY MODEL

Startup costs for a field-service-only model would consist of the same categories as the full-service model just with lower costs as discussed in the following.

### **8.2.1 Building/Land**

It is anticipated that the building to house the field-service-only animal services function would require approximately 2,000 square feet. The facility would contain a work area for the field personnel after their shift to complete paperwork and other tasks and accommodations for the administrative staff. A single-level structure would be sufficient. Based on current construction estimates, construction costs range between \$390 and \$520 per square foot. The assumptions for land have been discussed previously. The estimate used by Citygate in the field-service-only startup costs for building and land totals is approximately \$1.5 million. Another possibly more feasible and efficient option for this facility would be to lease an existing facility since the facility would not need the specialty construction required by a full-service animal services shelter. Lease rates in the City of Pasadena range between \$20 and \$50 per square foot, per year, which, if a suitable existing facility could be found, the annual lease cost would be approximately \$60,000, assuming a lease rate of \$30 per square foot.

### **8.2.2 Furniture and Fixtures**

Citygate estimates the field-service-only model with a leased existing facility would only have furniture costs of approximately \$80,000 because of the much smaller building.

### **8.2.3 Vehicles**

The model assumes approximately \$440,000 for vehicles consisting primarily of field services vehicles.

### **8.2.4 Equipment/Supplies/Services**

Included in this cost category are items such as radios, dispatch consoles, computer hardware and software, uniforms, telephones, office supplies, contracts for services that would be performed more efficiently and effectively outside of the JPA. Examples of these contracts are dead animal disposal and licensed veterinarian services. The estimated cost for this cost category is approximately \$260,000.

Total startup costs estimated for the field-service-only JPA, assuming the lease option, are approximately \$780,000. To minimize the normalized year costs for this model, Citygate assumed the Project Cities would make an initial contribution to the JPA to fund these costs up front.

**Table 10—Startup Costs – Field-Service-Only JPA**

Item	Cost Estimate
Furnishings	\$80,000
Vehicles	\$440,000
Equipment/Supplies	\$260,000
<b>Total Startup Field-Service-Only</b>	<b>\$780,000</b>

### 8.2.5 Personnel

The JPA will need to hire the personnel necessary to provide the field-service-only level of animal services required. Per Citygate’s analysis, the newly formed JPA will require 24 FTEs to meet this requirement. The cost for these positions in a normalized year is discussed in the on-going field-service-only revenues and costs sub-section later in this report. The positions identified by Citygate are listed in the following table.

**Table 11—Personnel – Field-Service-Only JPA**

Position	# of FTEs
Director	1
Financial Specialist	1
Field Services Director	1
Lead Animal Control Officers	2
Lead Investigator	1
Animal Control Officers (I, II, III, IV)	10
Dispatchers	4
Licensing Manager	1
Animal Control Officers II – Licensing Team	3
<b>Total Full-Time Personnel</b>	<b>24</b>

### 8.3 FINANCING OPTIONS FOR STARTUP COSTS

There are several options available to finance most of the startup costs identified in this report. The most common forms are bond financing and lease purchase financing. Bonds could be issued by the JPA as a stand-alone agency or as part of an agency pool, such as the Statewide Community Infrastructure Program (SCIP). Current financing interest rates are low due to COVID-19 and other economic conditions. However, since the timing of a potential JPA is uncertain, Citygate assumed an interest rate of 3 percent for these calculations. Startup costs that have long useful lives such as

buildings, land, and the fixtures of the building could be financed using long-term financing, such as bonds. Startup costs with shorter useful lives, such as furniture, equipment, vehicles, etc., are more applicable to lease purchase financing.

In developing the estimated debt service for the full-service model that would be applicable to the startup costs, Citygate assumed the building, land, and fixtures would be financed using 20-year bond financing with an interest rate of 3 percent, with a cost of issuance at 1.5 percent, and a debt service reserve requirement of one year. This would equate to a bond issue size of approximately \$19.2 million, resulting in annual debt service of approximately \$1.6 million. For those startup costs more applicable to short-term financing, such as equipment and furniture, Citygate assumed a five-year term at 3 percent interest with leasing fees of 1.5 percent of the lease amount. This equates to a lease size of approximately \$1.5 million, resulting in an annual lease payment of approximately \$321,300.

In developing the estimated debt service for the field-service-only cost model applicable to the startup costs, Citygate assumed the lease option and that the Project Cities would provide up-front funding for the startup costs since the costs would be significantly lower than the full-service model and would reduce the normalized annual cost.

Detailed information on the startup costs and assumed financing is included in Appendices 1 and 2.

## **8.4 ONGOING REVENUES AND COSTS – FULL-SERVICE MODEL**

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### **8.4.1 Revenues**

Revenue estimates were based on Citygate’s experience with other full-service animal control agencies and revenue information provided by the cities and the current service providers. Based on Citygate’s analysis, a full-service JPA would generate approximately \$5.6 million of revenues to partially offset the estimated full-service JPA costs. That would leave approximately \$6.9 million of costs that would need to be allocated to the various member cities. The allocation methodology is discussed in the cost allocation methodology sub-section of this report.

Given that a new JPA would not have the reputation of the existing service providers to obtain revenues through donations and fundraisers, this revenue source will not be as lucrative as it is for the current service providers. For example, PHS generates approximately 47 percent of its revenues from donations and fundraising activities. This equated to over \$6 million in 2019. Per information provided by PHS, contract city payments and the revenues received from licensing, impound, and penalty fees only comprised approximately 17 percent of PHS revenues in 2019. Consequently, Citygate used conservative estimates when developing a donation estimate. The detail of the revenue estimates is included in Appendix 3.

#### **8.4.2 Costs**

The following sub-sections discuss the estimated costs developed and included in the full-service cost model. Total estimated cost equaled approximately \$12.5 million. The allocation of the costs that exceed the estimated revenues in the amount of approximately \$6.9 million will be discussed in the cost allocation methodology sub-section of this report.

#### **8.4.3 Personnel**

Total personnel cost estimated in the full-service model is approximately \$6.8 million. The breakdown of this amount is discussed in the following sub-sections. A more detailed illustration of this amount is included in Appendix 4 of this report.

#### **8.4.4 Salary**

Citygate identified salary ranges for each of the positions listed in Table 9 based on a high-level comparison of similarly sized animal control agencies. In costing these positions, Citygate used the middle of each applicable salary range. The following table reflects the mid-range annual salary used in the full-service cost model for each of the position titles listed.

**Table 12—Salaries – Full-Service JPA**

Position	Mid-Range Annual Salary	Position	Mid-Range Annual Salary
Director	167,500	Public Information Officer	79,500
Deputy Director	150,000	Social Media Outreach Coordinator	56,250
Supervising Administrative Assistant	76,500	Foster Manager	61,000
Financial Administrator	92,500	Foster Coordinator	56,500
Financial Specialist	76,500	Transfer Coordinator	56,500
IT Administrator	86,250	Behavior Manager	56,500
Facility Manager	70,000	Behaviorist	49,000
HR Director	95,000	Chief Veterinarian	137,500
Compliance Officer	87,500	Staff Veterinarian	120,000
Shelter Director	95,000	Health Program Coordinator	95,000
Animal Care Manager	70,800	Registered Vet Tech	60,000
Animal Care Staff	47,850	Health Technicians	47,850
Animal Intake Coordinator	57,000	Field Services Director	95,000
Community Cat Coordinator	57,000	Lead Animal Control Officers	61,000
Customer Care Staff	50,000	Lead Investigator	61,000
Adoptions Manager	70,000	Animal Control Officers I	51,650
Adoptions Specialists	50,000	Animal Control Officers II	56,500
Volunteer Coordinator I-II	56,250	Animal Control Officers III	60,800
Outreach Coordinator	56,250	Animal Control Officers IV	70,800
Animal Control Officers II – Licensing Team	56,500	Dispatchers	50,000
		Licensing Manager	70,000

Based on this calculation, the total annual cost for wages is estimated to be approximately \$5 million.

#### 8.4.5 Overtime

Overtime estimates were based on the overtime amounts expended by PHS for FY 18/19, since most of the Project Cities are served by PHS. The total amount reflected in the model is approximately \$254,000. Citygate estimated that based on the recommended positions, approximately 62 positions would be eligible for overtime. This equated to an average annual cost

of approximately \$2,000 and \$4,200 for applicable positions, which is reflected in the full-service costing model.

#### **8.4.6 Retirement**

Even though the Project Cities are all members of the California Public Employees Retirement System (CalPERS) system, given the goal expressed by the cities to control costs, Citygate assumed the JPA would use the Federal Insurance Contributions Act (FICA) plan, which consists of social security and Medicare as its retirement plan. Citygate contacted CalPERS to determine if the newly formed JPA would be required to join CalPERS since all the JPA's member agencies were members of CalPERS. The response from CalPERS was that the newly formed JPA would *not* be required to join CalPERS. Per the CalPERS website, the process to join CalPERS could take up to 12 months assuming the new member agency meets all CalPERS requirements. Assuming FICA as the retirement plan (7.65 percent of salary), the estimated retirement costs would equal approximately \$379,000.

A more detailed discussion of other retirement plan options is provided later in this report.

#### **8.4.7 Health/Dental/Vision**

The health cost estimates were developed using a lower range cost for current CalPERS health plans. The flat amount of \$900 per month was used for all JPA employees. This resulted in total estimated annual health costs of approximately \$832,000. Dental and vision costs were based on the PHS costs, resulting in an estimated annual cost of approximately \$31,600.

#### **8.4.8 Life Insurance / Disability / Workers Compensation / Unemployment**

These cost estimates were also based on the PHS costs and total approximately \$338,000.

#### **8.4.9 Other Fringe Benefits**

The cost model assumes a 10 percent of salary for the Director and Deputy Director for benefits such as auto allowance and deferred compensation contributions. This cost totals approximately \$32,000.

#### **8.4.10 Services/Supplies/Contracts**

Services, supplies, contracts, and related amounts included in the full-service cost model total approximately \$2.9 million. The individual line-item amounts were based on PHS cost information provide to Citygate and adjusted using Citygate's experience with other animal service providers.

#### **8.4.11 Equipment / Capital Improvements**

Based on the costs paid by PHS and adjusted by Citygate per experience with other providers, equipment and capital improvement costs are estimated to be approximately \$20,000.

#### **8.4.12 Debt Services**

The estimated annual amount for debt service of approximately \$1.6 million was discussed in the financing of startup costs sub-section of this report.

#### **8.4.13 Other Costs**

Other costs included in the model consist of estimates for contributing to operating and capital reserves. This is an operational best practice to provide a financial cushion for unforeseen emergencies and future capital improvement and/or replacement needs. Various finance organizations have differing recommendations regarding the level of reserves based on the type of organization, which range from a percentage of annual operating revenues or expenditures, an amount equal to an expenditure for a certain time period (e.g., three or six months), or a flat amount based on the organization's analysis. For the purpose of this cost model, Citygate used an amount equal to 5 percent of operating expenses. This equated to a combined amount of approximately \$988,000.

The full-service cost model which details revenue and cost estimates is presented in Appendix 5.

### **8.5 ONGOING REVENUES AND COSTS – FIELD-SERVICE-ONLY MODEL**

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#### **8.5.1 Revenues**

As was the case with the full-service ongoing cost discussed above, the revenue estimates for the field-service-only model were developed based on a combination of Citygate experience and the information provided by the cities and service provider agencies. Based on Citygate's analysis, a field-service-only JPA would generate approximately \$2.7 million of revenues to partially offset the estimated field-service-only JPA costs. That would leave approximately \$324,000 of costs that would need to be allocated to the various member cities. The allocation methodology is discussed later in this report.

Implementation of a proactive outreach and licensing program would result in enhanced licensing revenue that would offset the program costs. Initiation at the onset of operations and media outreach about the program will increase the success as licensing compliance increases year over year, making this model potentially more realistic than the full-service option.

As previously mentioned, Citygate used conservative revenue estimates in general and especially for donation revenue, given that a new JPA would not have the reputation of the existing service providers.

#### **8.5.2 Costs**

The following sub-sections discuss the estimated costs developed and included in the field-service-only cost model. Total estimated costs equal approximately \$3 million.

### 8.5.3 Personnel

Total personnel cost estimated in the field-service-only model is approximately \$2.1 million. The breakdown of this amount is discussed in the following sub-sections. A more detailed illustration of this amount is included in Appendix 6 of this report.

### 8.5.4 Salary

Citygate identified salary ranges for each of the positions listed in Table 11 based on high-level surveys of similar agencies. In costing these positions, Citygate used the middle of each applicable salary range. The following table reflects the mid-range annual salary used in the field-service-only cost model for each of the position titles listed.

**Table 13—Salaries – Field-Service-Only JPA**

Position	Mid-Range Annual Salary
Director	167,500
Financial Specialist	76,500
Field Services Director	95,000
Lead Animal Control Officers	61,000
Lead Investigator	61,000
Animal Control Officers I	51,650
Animal Control Officers II	56,500
Animal Control Officers III	60,800
Animal Control Officers IV	70,800
Dispatchers	50,000
Licensing Manager	70,000
Animal Control Officers II – Licensing Team	56,500

Based on this calculation, the total annual cost for wages is estimated to be approximately \$1.5 million.

### 8.5.5 Overtime

Overtime estimates were based on the overtime amounts expended by PHS for FY 18/19. This amount was used since most of the Project Cities are served by PHS. The total amount reflected in the model is approximately \$48,000. Citygate estimated that based on the recommended positions, approximately 13 positions would be eligible for overtime. This equated to an average annual cost of approximately \$2,000 and \$4,200 as applicable to each appropriate position, which is reflected in the field-service-only costing model.

Citygate used the same basic assumptions discussed in the full-service sub-section for other costs identified for the field-service-only model. The follow are the resulting cost categories and amounts.

#### **8.5.6 Retirement**

The estimated annual cost for retirement is approximately \$118,000, using FICA as the JPA’s retirement plan as previously discussed.

#### **8.5.7 Health/Dental/Vision**

The estimated annual health, dental, and vision costs are approximately \$270,000.

#### **8.5.8 Life Insurance / Disability / Workers Compensation / Unemployment**

This estimated cost is approximately \$106,000.

#### **8.5.9 Other Fringe Benefits**

The estimated cost totals approximately \$16,750 for the Director for benefits such as auto allowance and deferred compensation contributions.

#### **8.5.10 Services/Supplies/Contracts**

Services, supplies, contracts, and related amounts included in the field-service-only cost model total approximately \$625,400.

#### **8.5.11 Equipment / Capital Improvements**

Equipment and capital improvement costs are estimated to be approximately \$9,000.

#### **8.5.12 Debt Services**

Lease payment costs are estimated at approximately \$60,000 annually.

#### **8.5.13 Other Costs**

Other costs included in the model are approximately \$189,000.

The field-service-only cost model which details revenue and cost estimates is presented in Appendix 7.

### **8.6 RETIREMENT COST OPTIONS – CALPERS AND OTHER VIABLE OPTIONS**

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Although in establishing a new JPA, the Project Cities could hire dedicated personnel within their respective cities under their current CalPERS retirement system, Citygate believes this would generate numerous operational difficulties and inefficiencies. A better direction would be to have the JPA hire the operational staff.

Based on this premise, there are several retirement and healthcare-related options available for the new JPA. The following is a discussion of some of the options. This list is not intended to be all-inclusive, but a general discussion of some of the more obvious options.

### **8.6.1 Defined-Benefit Plans**

#### *Federal Insurance Contribution Act*

The FICA program is a defined-benefit program which provides a set benefit level, increased by an inflation rate for the life of the retiree. FICA taxes consist of a social security component (retirement) and a Medicare component (health-related). Under current law, applicable employees must have 7.65 percent of their wages withheld for FICA (6.2 percent social security and 1.45 percent Medicare) which is paid to the federal government. Employers must match each employees' FICA withholdings. Based on the estimated full-time employee wage costs for the full-service model and the field-service-only model, the cost for the new JPA would be approximately \$379,000 for full-service and approximately \$118,000 for field-service-only. The field-service-only option is recommended by Citygate.

#### *California Public Employees Retirement System*

Federal law allows state and local governments to be exempt from FICA taxes if the employees are provided a plan with better benefits. The minimum benefit described in the Internal Revenue Service (IRS) regulations issued pursuant to Internal Revenue Code (IRC) Section 3121 requires that a government employee's defined benefit plan meets the requirements, if and only if, at retirement the employee has an accrued benefit under the system that entitles the employee to an annual benefit commencing on or before their Social Security retirement age that is at least equal to the annual Primary Insurance Amount the employee would have under Social Security.<sup>9</sup> The CalPERS program meets this legal requirement. Like the FICA program, the CalPERS program is a defined-benefit plan, which provides a specific level of benefits at retirement through the life of the retiree.

CalPERS is the retirement system used by all the Project Cities. The CalPERS system offers retirement and health-related benefit options. The JPA would have to become a member of CalPERS to have access to its benefit options. CalPERS staff would perform an extensive evaluation of the proposed JPA operations and finances and develop an actuarial report, which would identify the annual costs required to provide benefits to the JPA staff. Since all the Project Cities are members of the CalPERS system and are familiar with its operations, this section does not discuss the details of the CalPERS system. It is estimated that the evaluation process and

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<https://www.ssa.gov/policy/docs/ssb/v80n3/v80n3p1.html#:~:text=Federal%20law%20allows%20certain%20state,with%20a%20sufficiently%20generous%20pension.&text=We%20find%20that%20state%20and,at%20the%20full%20retirement%20age.>

identification of the annual costs for the new JPA could take up to 12 months for CalPERS staff to complete. CalPERS tends to be the more expensive benefit option but provides an enhanced level of benefits when compared to FICA. For comparison purposes of this review, CalPERS' costs are estimated at an average of 15 percent of salary.

## **8.6.2 Defined-Contribution Plans**

Unlike the defined-benefit plans discussed earlier which provide a certain pre-determined level of benefits, defined-contribution plans base benefits on the level of contributions, interest earnings, and losses (plan value) at the time of retirement. These plans tend to be less expensive for the employer and provide a lower level of benefits to the employee. The following are examples of some defined-contribution options.

### ***IRS Section 403(b)***

A 403(b) plan, also known as a tax-sheltered annuity plan, is a defined-contribution retirement plan for certain employees of public schools, employees of certain IRC Section 501(c)(3) tax-exempt organizations and certain ministers. A defined-contribution plan limits the retiree benefit to the combined total of the amount of contributions, plus applicable interest, less applicable losses incurred prior to retirement. A 403(b) plan must be maintained under a written program which contains all the terms and conditions for eligibility, benefits, limitations, the form and timing of distributions and contracts available under the plan, and the party responsible for plan administration which satisfy IRC Section 403(b). The maximum combined amount the employer and the employee can contribute annually to the plan is generally the lesser of \$58,000 for 2021 (subject to annual cost-of-living increases), or an employee's includible compensation for their most recent year of service. The maximum amount of elective deferrals an employee alone can contribute annually to a 403(b) is generally the lesser of 100 percent of includible compensation, or \$19,500 in 2021 (subject to annual cost-of-living increases). However, this general limit is reduced by the amount of elective deferrals an employee makes to 401(k) plans; SIMPLE IRA plans; Salary Reduction Simplified Employee Pension (SARSEP) plans; other 403(b) plans; and IRC Section 501(c)(18) plans. Employees meeting certain requirements may be eligible to make additional contributions.<sup>10</sup>

### ***IRS Section 401(k)***

A traditional 401(k) defined-contribution plan allows employees who are eligible to participate in the plan to make pre-tax elective deferrals through payroll deductions. In addition, in a traditional 401(k) plan, employers have the option of making contributions on behalf of all participants, making matching contributions based on employees' elective deferrals, or both. These employer

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<sup>10</sup> <https://www.irs.gov/retirement-plans/retirement-plans-faqs-regarding-403b-tax-sheltered-annuity-plans#participation>

contributions can be subject to a vesting schedule which provides that an employee's right to employer contributions becomes nonforfeitable only after a specified period of time or they can be immediately vested. Rules relating to traditional 401(k) plans state that contributions made under the plan meet specific nondiscrimination requirements. To ensure the plan satisfies these requirements, the employer must perform annual tests, known as the Actual Deferral Percentage (ADP) and Actual Contribution Percentage (ACP) tests, to verify that deferred wages and employer matching contributions do not discriminate in favor of highly compensated employees. A 401(k) plan cannot require, as a condition of participation, that an employee complete more than one year of service.

The annual additions paid to a participant's account from the employer and employee cannot exceed the lesser of 100 percent of the participant's compensation, or \$58,000 (\$64,500 including catch-up contributions) for 2021. However, an employer's deduction for contributions to a defined contribution plan (profit-sharing plan or money purchase pension plan) cannot be more than 25 percent of the compensation paid (or accrued) during the year to eligible employees participating in the plan. The limit on employee elective deferrals (for traditional and safe harbor plans) is \$19,500 in 2021, subject to cost-of-living adjustments.<sup>11</sup>

### ***IRC Section 457***

Plans of deferred compensation described in IRC Section 457 are defined contribution plans available to certain state and local governments and non-governmental entities that are tax exempt under IRC Section 501. Plans eligible under 457(b) allow employees of sponsoring organizations to defer income taxation on retirement savings into future years. A 457(b) plan's annual contributions and other additions (excluding earnings) to a participant's account cannot exceed the lesser of 100 percent of the participant's includible compensation, or the elective deferral limit of \$19,500 for 2021. State and local government 457(b) plans may allow catch-up contributions for participants who are aged 50 or older, allowing eligible employees for three years prior to the normal retirement age (as specified in the plan) to contribute the lesser of twice the annual limit \$39,000 per 2021 limits, or the basic annual limit plus the amount of the basic limit not used in prior years (only allowed if not using age 50 or over catch-up contributions).<sup>12</sup>

The new JPA would also have the option of offering some combination of the options previously discussed. Examples include combining defined-benefit plans such as CalPERS or FICA with defined-contribution plans such as IRS 403(b), 401(k), and 457 plans to provide enhanced benefits based on a match of the contribution optionally made by the employee.

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<sup>11</sup> <https://www.irs.gov/retirement-plans/plan-participant-employee/retirement-topics-401k-and-profit-sharing-plan-contribution-limits>

<sup>12</sup> <https://www.irs.gov/retirement-plans/irc-457b-deferred-compensation-plans>

Determining the best option for the JPA will depend on the goals of the JPA. For the purposes of this project, Citygate selected FICA. Selecting the lower cost option of FICA, although not absolute, could impact the quality and interest in the positions within the JPA. Selecting the higher cost CalPERS option will impact the cost that the member agencies will need to pay annually to maintain operations. Additionally, based on the method used by CalPERS, the rate will increase based on the factors impacting the negotiated benefit levels, which means that cost will not only increase due to increased salary levels, but also due to factors such as CalPERS investment rate of return, employee mortality, and other actuarial assumptions made by CalPERS.

Based on Citygate’s review and the goal of limiting costs, per interviews conducted with the Project Cities, the models assume the use of Social Security as the JPA’s retirement plan. If the JPA is successful after startup, an additional retirement component could be brought in at that time.

## **8.7 DISCUSSION OF COST ALLOCATION MODELS AND METHODOLOGY**

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There are several cost allocation methods considered by Citygate for this project. They included:

- ◆ Per capita
- ◆ Field activities
- ◆ Square mileage
- ◆ Time in jurisdiction
- ◆ Animals impounded
- ◆ Combinations of some or all of the aforementioned.

However, due to inconsistencies in the data reporting on field activities and other information inconsistency, as well as budget and time constraints involved with this project, Citygate focused on per capita for the cost allocation methodology.

Per the full-service and field-service-only models, the costs that exceed estimated revenues are approximately \$6.9 million for full-service and approximately \$324,000 for field-service-only. The population used for the Project Cities that would be part of the JPA is approximately 514,000 people. This would equate to a per capita amount for the full-service model of approximately \$24 (\$12.5 million divided by 514,000 population). However, two of the Project Cities (Duarte and Rosemead) indicated to Citygate that they may want to continue to perform the field service function in-house and may use the field-service-only model to a lesser extent (after hours and/or emergencies). Eliminating these two cities would reduce the JPA total population served by approximately 15 percent and would reduce costs reflected in the field-service-only model. To be conservative, the field-service-only model excludes the estimated field service revenue related to

these two cities but not an expense reduction. Revenue credit for each city, except for Duarte and Rosemead, for the field-service-only model is allocated based on the respective city’s FY 19/20 revenue from licensing, impound, and penalty fees as a proportion to total revenue collected for all jurisdictions from these sources. A reduction for impound fees was made for the field-service-only model. The following tables summarize the allocation of the added costs for each city based on the model assumptions and the cost allocation methodology used by Citygate.

**Table 14—Cost Allocation Summary – Full-Service JPA**

<b>Jurisdiction</b>	<b>Current Population<sup>1</sup></b>	<b>Net Agency Cost Per Existing Contracts</b>	<b>Estimated New Costs Per Model</b>	<b>Estimated Total Normalized Year Net Cost Per Model</b>
Alhambra	86,792	107,813	1,159,305	<b>1,267,118</b>
Arcadia	57,212	318,256	764,197	<b>1,082,453</b>
Bradbury	1,052	18,894	14,052	<b>32,946</b>
Duarte	21,673	62,000	289,492	<b>351,492</b>
La Cañada Flintridge	20,461	92,414	273,303	<b>365,717</b>
Monrovia	37,935	161,394	506,709	<b>668,102</b>
Pasadena	144,842	1,598,989	1,934,695	<b>3,533,684</b>
Rosemead	54,363	62,000	726,142	<b>788,142</b>
San Gabriel	40,104	350,000	535,680	<b>885,680</b>
San Marino	13,087	81,959	174,807	<b>256,765</b>
Sierra Madre	10,816	50,962	144,472	<b>195,434</b>
South Pasadena	25,458	159,810	340,050	<b>499,860</b>
<b>Contract Cities Total</b>	<b>513,795</b>	<b>3,064,489</b>	<b>6,862,905</b>	<b>9,927,394</b>

<sup>1</sup> Department of Finance e-1 from January 2020

**Table 15—Cost Allocation Summary – Field-Service-Only JPA**

Jurisdiction	Current Population <sup>1</sup>	Net Agency Cost Per Existing Contracts	Allocation of Model Normalized Year Additional Costs Based on Population	Total Net Cost for Normalized Year Based on Model	Startup Cost Allocation (Population)	Estimated First Year Plus Normalized Year Cost	Difference Current Net Agency Cost to New Estimated Net Agency Cost
Alhambra	86,792	53,906	54,658	108,564	131,760	240,325	186,418
Arcadia	57,212	159,128	36,030	195,158	86,854	282,012	122,884
Bradbury	1,052	9,447	663	10,109	1,597	11,707	2,260
Duarte	21,673	-	13,649	13,649	32,902	46,551	46,551
La Cañada Flintridge	20,461	46,207	12,886	59,093	31,062	90,155	43,948
Monrovia	37,935	80,697	23,890	104,587	57,590	162,177	81,480
Pasadena	144,842	799,494	91,216	890,710	219,887	1,110,597	311,103
Rosemead	54,363	-	34,236	34,236	82,529	116,765	116,765
San Gabriel	40,104	175,000	25,256	200,256	60,882	261,138	86,138
San Marino	13,087	40,979	8,242	49,221	19,868	69,088	28,109
Sierra Madre	10,816	25,481	6,811	32,292	16,420	48,712	23,231
South Pasadena	25,458	79,905	16,032	95,937	38,648	134,586	54,681
<b>Contract Cities Total</b>	<b>513,795</b>	<b>1,470,245</b>	<b>323,568</b>	<b>1,793,812</b>	<b>780,000</b>	<b>2,573,812</b>	<b>1,103,568</b>

<sup>1</sup> Department of Finance e-1 from January 2020

Appendix 8 and Appendix 9 provide detailed information relating to this cost allocation methodology for full-service and field-service-only models.

### 8.7.1 Other Discussion Points

In either cost model, the Project Cities would experience significant annual increases in costs for the provision of animal services. Although a JPA would provide the cities with stronger ability to control cost increases going forward, the cities are paying a significantly lower amount for the services being provided by the various service providers. A major reason for this seems to be, at least in the case of PHS, a large portion—approximately 47 percent in 2019—of its operating revenue comes from donations and fundraising activities that have been cultivated over the past 100-plus years. It is not uncommon in the animal control industry for portions of operations to be subsidized by donations and other indirect operational revenue sources. The levels experienced by PHS are an example of the major differences in funding practices between a private nonprofit

organization versus a public municipal agency. Nonprofits rely on charitable contributions. While public agencies can and do receive donations (which are tax-deductible), they generally do not rely heavily on them as a funding source. Citygate would recommend the cities conduct financial audits for each applicable service provider to ensure accurate allocation of revenues and costs and to ensure financial operations are being performed efficiently to minimize costs to the extent possible.

Citygate would also suggest the cities establish a user group consisting of representatives from each city that would meet periodically to ensure contract term consistency, identify and discuss like concerns or other issues, and to collaborate on the development of plans and strategies to meet animal services needs. This would provide better collaboration without the time and expense of establishing a formal JPA. This user group should also coordinate a financial audit of services to ensure costs and revenues are accurate and are allocated correctly to various cities.

Although both models included cost estimates for the hiring of staff and equipment to handle the fiscal operations function of the JPA, consideration should be given to having just one of the contract cities handle the fiscal function for a fee to the JPA. A member agency may be able to perform the fiscal agent function at an overall savings to the JPA due to potential economies of scale, given that the cities already have established fiscal processes, procedures, and mechanisms in place.

It must be stressed that implementation of the field-service-only model will still require separate negotiations with a contractor to provide sheltering-related services (including veterinary services). The costs, however, should be significantly less than the costs included in the full-service model because there would not be a need for startup costs, training of new personnel, development of operations procedures and policies, etc. Citygate would recommend obtaining cost estimates from potential shelter service providers currently being used. The cost quotes should, at a minimum, be based on a price per animal and should include a mechanism for the cities to verify the accuracy of the impounded animal counts, jurisdiction, outcome, and other parameters affecting the cost.

The cities have experienced regular increases in the contract costs over the years. The substantial increase proposed for FY 19/20 with short notice was part of the impetus for this study. One notable benefit of a JPA is the ability to manage and directly influence the agency budget. If outside providers continue to require large annual increases, in the long term a JPA could provide a solution for the Project Cities.

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## **SECTION 9—PREFERRED ANIMAL CARE AND CONTROL MODEL(S)**

The full-service JPA model discussed in this report would provide the Project Cities with a new state-of-the-art facility and a best practices animal care and control program. The cities would manage the costs and establish desired services and service levels. As a separate entity, the JPA would handle highly visible and controversial animal control issues. The startup costs for a full-service JPA are substantial and it will take time to form the JPA, hire the Director, plan and build the facility, and hire and train staff.

The alternative of a field-service-only model is the more feasible option and would have a shorter implementation time frame. The ongoing challenge would be obtaining the sheltering services and veterinary services, which are necessary and costly, until a full-service agency can be formed.

### **9.1 CITYGATE FINAL OPINION**

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The Project Cities have taken a good first step by identifying the contract concerns and forming a working group. The current efforts to standardize the contracting components will result in a more equitable model as the Project Cities plan for the future.

Citygate asserts that the Project Cities would be well served if they chose to move forward with the field-service-only JPA as a first phase and consider progressing with the full-service JPA with careful evaluation and planning. The long-term benefits of either model would include:

- ◆ Efficient and effective use of limited taxpayer resources over the long term.
- ◆ Ability to control and expand the service level and program components.
- ◆ A professional and well-managed animal care and control program.
- ◆ Member cities' involvement in the program.
- ◆ Retention of revenues to offset General Fund costs.
- ◆ A public relations asset for the communities served.

Phasing would include implementation of a field-service-only JPA with ongoing program evaluation. Phasing would allow for assessment of animal intakes and other factors that ultimately drive the size and composition of the animal care and control facility. As the program for a full-service JPA is evaluated and planned, the scale would be adjusted to the current and projected future needs. As ongoing animal intake trends are examined the scale of the shelter facility would be adjusted to match the trend.

While the field-service-only model shows a potential increase in cost, a well-structured licensing and outreach program will increase compliance and licensing revenue over time, resulting in a

lowered net cost. The Project Cities will also need to have a high level of commitment to the new agency for it to be successful.

## SECTION 10—SUMMARY OF FINDINGS AND RECOMMENDATIONS

### 10.1 FINDINGS

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The following are Citygate’s findings for this JPA feasibility analysis:

- Finding #1:** The major factor contributing to conducting a feasibility study for an animal services JPA was the large, proposed increase in the contract services costs to the Project Cities with short notice and little explanation as to what was driving the increases.
- Finding #2:** All Project Cities are funding the animal services programs through the General Fund and this is expected to be a major funding source going forward.
- Finding #3:** Formation of a full-service JPA providing both an animal shelter and a field services component would provide a consistent model for animal care and control for all cities that opt in for full services.
- Finding #4:** Formation of a full-service JPA would enable the Project Cities to manage costs going forward, establish the desired service level(s), determine policies and priorities, and retain revenues charged for consumer services.
- Finding #5:** The projected startup costs for a full-service JPA are estimated to be approximately \$19.2 million.
- Finding #6:** Ongoing annual cost estimates for a full-service JPA are estimated at a net of approximately \$6.9 million.
- Finding #7:** Although all the Project Cities are willing to explore the possibility of an animal services JPA, even if additional funding would be required to provide future cost savings and cost control, the amount of additional funding remains a concern.
- Finding #8:** Personnel from successful animal services JPA models interviewed for this study highlighted the value of member representatives’ involvement, the benefits of a proactive outreach and licensing program, and the benefits of a nonprofit affiliate to support the agency, which they recommend.
- Finding #9:** A field-service-only JPA would meet some of the Project Cities’ stated goals and would allow the cities better control of field services, including reducing response time, managing priorities and service levels, and controlling costs for field services going forward. This model would still require a separate provider of sheltering and veterinary services, which would likely vary from city to city.

- Finding #10:** The projected startup costs for a field-service-only JPA are estimated to be \$780,000.
- Finding #11:** Ongoing annual cost estimates for a field-service-only JPA are estimated at a net of approximately \$324,000.
- Finding #12:** The timeline for establishing a full-service JPA is approximately 3.5 years, or 42 months.
- Finding #13:** The timeline for establishing a field-service-only JPA is approximately 20 months.
- Finding #14:** The current contracts for the various animal control services providers to the Project Cities contain inconsistent financial terms. Examples include varying levels of dog licensing, impound, and other fee revenues that are credited back to the respective city. The contract format and methodology are inconsistent and differ from city to city.
- Finding #15:** The current methodology used by the Project Cities to identify calls for service varies among the cities making an apples-to-apples comparison difficult.

## **10.2 RECOMMENDATIONS**

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Based on Citygate’s review, both full-service and field-service-only models are feasible; however, the full-service model is substantially more expensive than the field-service-only model, as presented in this report. Consequently, Citygate identifies recommendations for each model so the Project Cities can make an informed decision. Each list of recommendations is uniquely labeled and numbered sequentially beginning with 1. Each general recommendation begins with “Recommendation”; each full-service (FS) JPA recommendation begins with “FS Recommendation”; each field-service-only (FSO) recommendation begins with “FSO Recommendation”; and each status quo (SQ) recommendation begins with “SQ Recommendation.”

### **10.2.1 General Recommendations for JPA Formation**

- Recommendation #1:** The Project Cities must understand that establishing a JPA is a time-intensive process and commit to the time, effort, and collaboration required for formation.
- Recommendation #2:** Animal license fees and other animal services consumer fees, as well as local ordinances pertaining to animals, should be consistent for all the entities participating in the JPA.

- Recommendation #3:** Planned phasing schedules are recommended for the implementation of a JPA.
- Recommendation #4:** If a JPA is implemented, there should be a threshold number of years of commitment (three to five years) by each member city to allow for the successful implementation of the new agency.
- Recommendation #5:** The cost of renovation or construction of an animal shelter needs to be thoroughly studied if the Project Cities decide to proceed with a full-service JPA model. We recommend that only architectural firms that are experienced in the design and construction of modern animal shelter facilities be considered for the engagement. Renovating an existing building is not recommended.
- Recommendation #6:** Based on the diversity of the San Gabriel Valley, promoting a culture that welcomes a multi-lingual workforce and has strong anti-discrimination policies is recommended and will create a positive image for the agency.
- Recommendation #7:** If a full-service JPA is pursued, the most cost-effective model for providing animal control is to form the largest possible agency to provide services to a local community. This type of model reduces duplication of effort and management overhead costs, provides effective outreach and spay/neuter programs, and capitalizes on the benefits of scale relative to staffing, purchasing, veterinary care, communications, information technology, community education, and revenue generation.
- Recommendation #8:** Implementation of a proactive outreach and licensing program would result in enhanced licensing revenue that could offset the program costs. Initiation at the onset of operations and media outreach about the program will increase the success of the JPA as licensing compliance increases year after year.
- Recommendation #9:** Although both models included cost estimates for the hiring of staff and equipment to handle the fiscal operations function of the JPA, consideration should be given to having one of the Project Cities handle the fiscal function for a fee to the JPA. A member agency may be able to perform the fiscal agent function at an overall savings to the JPA.

**Recommendation #10:** A structured training program, paired with a current policies and procedures manual, will be required as a critical component of the agency.

**Recommendation #11:** FICA should be used as the retirement option if the JPA is established to minimize initial costs.

**Recommendation #12:** The governance of the JPA should consist of the following:

**Table 16—JPA Governance Roles and Responsibilities**

Board/Committee	Membership	Responsibilities	Frequency
Governing Board	City Manager or designee of each member city	Set operating policy and approve or disapprove of operational and fiscal recommendations of the various committees	Monthly during JPA formation; quarterly after JPA creation
Operations Committee	Representative of each member city who has operational monitoring responsibility for animal-service-related functions	Review JPA operations and make recommendations to the governing board	Monthly during JPA formation; quarterly after JPA creation
Finance Committee	Finance Director or designee of each city	Review budget and fiscal matters of the JPA and make recommendations to the governing board	Monthly during JPA formation; quarterly after JPA creation
Legislative/Legal Committee	City Attorney or designee of each city	Provide legal services related to the JPA operations.	Monthly during JPA formation; quarterly after JPA creation

### 10.2.2 Full-Service (FS) JPA Recommendations

**FS Recommendation #1:** Based on the geography of the western San Gabriel Valley and the locations of the 12 potential cities, a full-service JPA facility should be located centrally in the service district. This would most likely place the JPA facility in the City of Pasadena. If another city has a potential site, it should be evaluated for how it meets the criteria for an appropriate location.

- FS Recommendation #2:** If a full-service JPA is implemented, two of the Project Cities that have internally operated field services animal control functions should be provided with options that would allow them to maintain this control in house.
- FS Recommendation #3:** The JPA should implement a proactive and progressive education, licensing, and outreach program to ensure that the growing community it serves is informed on responsible pet ownership and is provided resources to ensure the welfare of animals.
- FS Recommendation #4:** The JPA should ensure that metrics information such as calls for service and animals sheltered are consistent among the Project Cities.
- FS Recommendation #5:** The initial cost allocation methodology should be 50 percent human population, 25 percent calls for service, and 25 percent animals sheltered. This cost allocation methodology should be reviewed periodically to ensure it remains equitable.
- FS Recommendation #6:** Review and adjust fees to more accurately reflect the combination of market elasticity and cost recovery.

### **10.2.3 Field-Service-Only (FSO) JPA Recommendations**

- FSO Recommendation #1:** If a field-service-only JPA is formed, the animal licensing program should be included. This would best ensure compliance with state codes mandating all dogs over four months old to be licensed and would provide revenue to supplement the General Fund contributions from the cities.
- FSO Recommendation #2:** If the chosen model is a field-service-only JPA, the physical location should be situated near the sheltering facility and should include adequate office space, storage, and secured parking.
- FSO Recommendation #3:** The JPA should ensure that metrics information such as calls for service are consistent among the member cities.
- FSO Recommendation #4:** The initial cost allocation methodology should be 50 percent human population and 50 percent calls for service. This cost allocation methodology should be reviewed periodically to ensure it remains equitable.

**FSO Recommendation #5:** Review and adjust fees to more accurately reflect the combination of market elasticity and cost recovery.

#### **10.2.4 Status Quo (SQ) Future Contracting Recommendations**

**SQ Recommendation #1:** Future contracts with the entities that provide either full or partial animal control services to the Project Cities should be consistent in the terms, the portion(s) of revenue credited to the cities, and service delivery models. Reporting to the cities should be standardized in collaboration with the cities on the information desired in the monthly reports.

**SQ Recommendation #2:** Services important to the Project Cities should be delineated in any future contracts. For example, if the cities desire patrols, assistance with wildlife concerns (including coyotes), established response times for different priority field activities, license canvassing, rabies and licensing clinics, issuance of citation, and participation in community events, these should be specified in the contract model.

**SQ Recommendation #3:** Any future contract negotiations should be timed to precede the Project Cities' budget cycles to allow for appropriate planning and negotiations.

**SQ Recommendation #4:** Future contracts should include a no-fault cancellation clause for the Project Cities and establish an upper limit to increases not to exceed the Consumer Price Index.

**SQ Recommendation #5:** Future contracts should require, at a minimum, an annual update to the city by the service provider to discuss current year-to-date activity and service issues, how these issues will be addressed going forward, and any anticipated budget issues for the next fiscal year.

**SQ Recommendation #6:** The Project Cities should ensure there are dedicated individuals assigned to validate that all the services called for in the contract were in fact received from the respective animal services providers.

**SQ Recommendation #7:** Establish a user group consisting of representatives from the Project Cities to meet periodically to ensure contract term consistency, identify and discuss like concerns or other issues, and to collaborate on the development of plans and strategies to meet animal service needs.

**SQ Recommendation #8:** Complete a fiscal review of the existing animal service providers to ensure that costs, revenues, and cost allocations to cities are accurate and efficient.

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**APPENDIX 1**

**ANIMAL SERVICES JPA ESTIMATED  
STARTUP COSTS – FULL-SERVICE AND  
FIELD-SERVICE-ONLY**

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### Animal Services JPA Estimated Startup Costs — Full-Service

Cost Component	Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration	Total
Building & Land (10% Field; 55% Shelter; 30% Vet; 5% Admin)	\$ 1,450,000	\$ 7,975,000	\$ 4,350,000	\$ 725,000	\$ 14,500,000
Land (10% Field; 55% Shelter; 30% Vet; 5% Admin)	\$ -	\$ -	\$ -	\$ -	\$ -
Fixtures (10% Field; 55% Shelter; 30% Vet; 5% Admin)	\$ 312,500	\$ 1,718,750	\$ 937,500	\$ 156,250	\$ 3,125,000
<b>Total Building, Land, Furniture, Fixtures</b>	<b>\$ 1,762,500</b>	<b>\$ 9,693,750</b>	<b>\$ 5,287,500</b>	<b>\$ 881,250</b>	<b>\$ 17,625,000</b>
Equipment/Uniforms/Radios/Furniture, etc.	\$ 100,000	\$ 325,000	\$ 160,000	\$ 35,000	\$ 620,000
Vehicles (11)	\$ 400,000	\$ 40,000	\$ -	\$ -	\$ 440,000
IT/Dispatch/Financial Services Equipment and Software	\$ 300,000	\$ 50,000	\$ 10,000	\$ 25,000	\$ 385,000
Miscellaneous (Office Supplies, Animal Food, Medicine, etc.)	\$ 30,000	\$ 80,000	\$ 25,000	\$ 20,000	\$ 155,000
<b>Total Startup Costs</b>	<b>\$ 2,592,500</b>	<b>\$ 10,188,750</b>	<b>\$ 5,482,500</b>	<b>\$ 961,250</b>	<b>\$ 19,225,000</b>

### Animal Services JPA Estimated Startup Costs — Field-Service-Only

Cost Component	Total Annual Estimated Lease Cost	Total Estimated Purchase Cost	Annual Estimated Lease Cost Distribution			
			Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration
Building/Land (Lease Rates in Pasadena - \$30 Per Square Foot Per Year; Estimated Building at 2,000 Square Feet)	\$ 60,000	N/A	\$ 24,000	\$ -	\$ -	\$ 36,000
Furniture	\$ -	\$ 80,000	\$ -	\$ -	\$ -	\$ -
Employee Equipment/Uniforms, Radios, Office Supplies, etc.	\$ -	\$ 60,000	\$ -	\$ -	\$ -	\$ -
Vehicles	\$ -	\$ 440,000	\$ -	\$ -	\$ -	\$ -
IT Equipment, Dispatch Equipment, Financial Software and Hardware	\$ -	\$ 200,000	\$ -	\$ -	\$ -	\$ -
Leasing Fees	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Costs</b>	<b>\$ 60,000</b>	<b>\$ 780,000</b>	<b>\$ 24,000</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 36,000</b>

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**APPENDIX 2**

**ANIMAL SERVICES JPA DEBT  
FINANCING CALCULATIONS – FULL-  
SERVICE**

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**Animal Services JPA Debt Financing Calculations — Full-Service**

Long Term Debt	
Net Bond Proceeds for Applicable Startup Costs	\$ 17,625,000
Debt Issuance Costs	\$ 264,375
Debt Service Reserve Requirement	\$ 1,300,000
<b>Total Bond Size</b>	<b>\$ 19,189,375</b>
<b>Terms:</b>	
Interest Rate	3%
Maturity	20 years

Short Term Lease Financing	
Net Proceeds for Applicable Startup Costs	\$ 1,445,000
Debt Issuance Costs	\$ 21,675
<b>Total Lease Size</b>	<b>\$ 1,466,675</b>
<b>Terms:</b>	
Interest Rate	3%
Maturity	5 years

Amortization Schedule — Longer Term Bonds					
Year	Total Debt Service	Principal	Interest	Outstanding Debt	
1	\$ 1,289,827	\$ 714,146	\$ 575,681	\$ 18,475,229	
2	\$ 1,289,827	\$ 735,571	\$ 554,257	\$ 17,739,658	
3	\$ 1,289,827	\$ 757,638	\$ 532,190	\$ 16,982,021	
4	\$ 1,289,827	\$ 780,367	\$ 509,461	\$ 16,201,654	
5	\$ 1,289,827	\$ 803,778	\$ 486,050	\$ 15,397,876	
6	\$ 1,289,827	\$ 827,891	\$ 461,936	\$ 14,569,985	
7	\$ 1,289,827	\$ 852,728	\$ 437,100	\$ 13,717,257	
8	\$ 1,289,827	\$ 878,310	\$ 411,518	\$ 12,838,947	
9	\$ 1,289,827	\$ 904,659	\$ 385,168	\$ 11,934,288	
10	\$ 1,289,827	\$ 931,799	\$ 358,029	\$ 11,002,490	
11	\$ 1,289,827	\$ 959,753	\$ 330,075	\$ 10,042,737	
12	\$ 1,289,827	\$ 988,545	\$ 301,282	\$ 9,054,191	
13	\$ 1,289,827	\$ 1,018,202	\$ 271,626	\$ 8,035,990	
14	\$ 1,289,827	\$ 1,048,748	\$ 241,080	\$ 6,987,242	
15	\$ 1,289,827	\$ 1,080,210	\$ 209,617	\$ 5,907,032	
16	\$ 1,289,827	\$ 1,112,616	\$ 177,211	\$ 4,794,415	
17	\$ 1,289,827	\$ 1,145,995	\$ 143,832	\$ 3,648,420	
18	\$ 1,289,827	\$ 1,180,375	\$ 109,453	\$ 2,468,046	
19	\$ 1,289,827	\$ 1,215,786	\$ 74,041	\$ 1,252,260	
20	\$ 1,289,827	\$ 1,252,260	\$ 37,568	\$ 0	
	<b>\$ 25,796,548</b>	<b>\$ 19,189,375</b>	<b>\$ 6,607,173</b>		

Amortization Schedule — Short Term Lease					
Year	Total Debt Service	Principal	Interest	Outstanding Debt	
1	\$ 320,255	\$ 276,255	\$ 44,000	\$ 1,190,420	
2	\$ 320,255	\$ 284,543	\$ 35,713	\$ 905,877	
3	\$ 320,255	\$ 293,079	\$ 27,176	\$ 612,799	
4	\$ 320,255	\$ 301,871	\$ 18,384	\$ 310,927	
5	\$ 320,255	\$ 310,927	\$ 9,328	\$ 0	
	<b>\$ 1,601,276</b>	<b>\$ 1,466,675</b>	<b>\$ 134,601</b>		

	Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration	Total
<b>Total Estimated Annual First Year Debt Service</b>	<b>\$ 216,352</b>	<b>\$ 853,483</b>	<b>\$ 460,777</b>	<b>\$ 79,470</b>	<b>\$ 1,610,083</b>

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**APPENDIX 3**

**ANIMAL SERVICES JPA ESTIMATED  
REVENUE – FULL-SERVICE AND FIELD-  
SERVICE-ONLY**

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**Animal Services JPA Estimated Revenue — Full-Service**

Line Item	Total (Normalized Year)
City Contract Fees - Alhambra	\$ 107,813
City Contract Fees - Arcadia	\$ 318,256
City Contract Fees - Bradbury	\$ 18,894
City Contract Fees - Duarte	\$ 62,000
City Contract Fees - La Cañada Flintridge	\$ 92,414
City Contract Fees - Monrovia	\$ 161,394
City Contract Fees - Pasadena	\$ 1,598,989
City Contract Fees - Rosemead	\$ 62,000
City Contract Fees - San Gabriel	\$ 350,000
City Contract Fees - San Marino	\$ 81,959
City Contract Fees - Sierra Madre	\$ 50,962
City Contract Fees - South Pasadena	\$ 159,810
<b>Total City Contract Fees</b>	<b>\$ 3,064,489</b>
Impound Fees - Alhambra	\$ 6,000
Impound Fees - Arcadia	\$ 2,300
Impound Fees - Bradbury	\$ 40
Impound Fees - Duarte	\$ 2,000
Impound Fees - La Cañada Flintridge	\$ 1,300
Impound Fees - Monrovia	\$ 1,700
Impound Fees - Pasadena	\$ 23,000
Impound Fees - Rosemead	\$ 1,300
Impound Fees - San Gabriel	\$ 1,300
Impound Fees - San Marino	\$ 1,700
Impound Fees - Sierra Madre	\$ 300
Impound Fees - South Pasadena	\$ 2,200
<b>Total Impound Fees</b>	<b>\$ 43,140</b>
License Fees - Alhambra	\$ 101,991
License Fees - Arcadia	\$ 84,992
License Fees - Bradbury	\$ 6,374
License Fees - Duarte	\$ 61,194
License Fees - La Cañada Flintridge	\$ 80,743
License Fees - Monrovia	\$ 127,488
License Fees - Pasadena	\$ 286,849
License Fees - Rosemead	\$ 39,946
License Fees - San Gabriel	\$ 7,437
License Fees - San Marino	\$ 53,120
License Fees - Sierra Madre	\$ 46,746
License Fees - South Pasadena	\$ 53,120
<b>Total License Fees</b>	<b>\$ 950,000</b>
Penalties - Alhambra	\$ 1,582
Penalties - Arcadia	\$ 6,222
Penalties - Bradbury	\$ 105
Penalties - Duarte	\$ 844
Penalties - La Cañada Flintridge	\$ 5,800
Penalties - Monrovia	\$ 4,535
Penalties - Pasadena	\$ 15,818
Penalties - Rosemead	\$ 844
Penalties - San Gabriel	\$ 2,109
Penalties - San Marino	\$ 2,742
Penalties - Sierra Madre	\$ 1,055
Penalties - South Pasadena	\$ 4,745
<b>Total Penalties</b>	<b>\$ 46,400</b>

Cost Center Allocation — Normalized Year			
Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration
\$ 33,604	\$ 36,404	\$ 12,601	\$ 25,203
\$ 99,197	\$ 107,463	\$ 37,199	\$ 74,398
\$ 5,889	\$ 6,380	\$ 2,208	\$ 4,417
\$ 19,325	\$ 20,935	\$ 7,247	\$ 14,494
\$ 28,804	\$ 31,205	\$ 10,802	\$ 21,603
\$ 50,305	\$ 54,497	\$ 18,864	\$ 37,728
\$ 498,386	\$ 539,918	\$ 186,895	\$ 373,790
\$ 19,325	\$ 20,935	\$ 7,247	\$ 14,494
\$ 109,091	\$ 118,182	\$ 40,909	\$ 81,818
\$ 25,546	\$ 27,674	\$ 9,580	\$ 19,159
\$ 15,884	\$ 17,208	\$ 5,957	\$ 11,913
\$ 49,811	\$ 53,962	\$ 18,679	\$ 37,358
<b>\$ 955,166</b>	<b>\$ 1,034,763</b>	<b>\$ 358,187</b>	<b>\$ 716,374</b>
\$ 1,870	\$ 2,026	\$ 701	\$ 1,403
\$ 717	\$ 777	\$ 269	\$ 538
\$ 12	\$ 14	\$ 5	\$ 9
\$ 623	\$ 675	\$ 234	\$ 468
\$ 405	\$ 439	\$ 152	\$ 304
\$ 530	\$ 574	\$ 199	\$ 397
\$ 7,169	\$ 7,766	\$ 2,688	\$ 5,377
\$ 405	\$ 439	\$ 152	\$ 304
\$ 405	\$ 439	\$ 152	\$ 304
\$ 530	\$ 574	\$ 199	\$ 397
\$ 94	\$ 101	\$ 35	\$ 70
\$ 686	\$ 743	\$ 257	\$ 514
<b>\$ 13,446</b>	<b>\$ 14,567</b>	<b>\$ 5,042</b>	<b>\$ 10,085</b>
\$ 31,789	\$ 34,438	\$ 11,921	\$ 23,842
\$ 26,491	\$ 28,699	\$ 9,934	\$ 19,868
\$ 1,987	\$ 2,152	\$ 745	\$ 1,490
\$ 19,074	\$ 20,663	\$ 7,153	\$ 14,305
\$ 25,167	\$ 27,264	\$ 9,437	\$ 18,875
\$ 39,737	\$ 43,048	\$ 14,901	\$ 29,802
\$ 89,407	\$ 96,858	\$ 33,528	\$ 67,056
\$ 12,451	\$ 13,488	\$ 4,669	\$ 9,338
\$ 2,318	\$ 2,511	\$ 869	\$ 1,738
\$ 16,557	\$ 17,937	\$ 6,209	\$ 12,418
\$ 14,570	\$ 15,784	\$ 5,464	\$ 10,928
\$ 16,557	\$ 17,937	\$ 6,209	\$ 12,418
<b>\$ 296,104</b>	<b>\$ 320,779</b>	<b>\$ 111,039</b>	<b>\$ 222,078</b>
\$ 493	\$ 534	\$ 185	\$ 370
\$ 1,939	\$ 2,101	\$ 727	\$ 1,454
\$ 33	\$ 36	\$ 12	\$ 25
\$ 263	\$ 285	\$ 99	\$ 197
\$ 1,808	\$ 1,958	\$ 678	\$ 1,356
\$ 1,413	\$ 1,531	\$ 530	\$ 1,060
\$ 4,930	\$ 5,341	\$ 1,849	\$ 3,698
\$ 263	\$ 285	\$ 99	\$ 197
\$ 657	\$ 712	\$ 247	\$ 493
\$ 855	\$ 926	\$ 320	\$ 641
\$ 329	\$ 356	\$ 123	\$ 247
\$ 1,479	\$ 1,602	\$ 555	\$ 1,109
<b>\$ 14,462</b>	<b>\$ 15,668</b>	<b>\$ 5,423</b>	<b>\$ 10,847</b>

Line Item	Total (Normalized Year)
Daily Board Fees	\$ 35,000
State Unaltered Penalty Fees	\$ -
Owner Relinquishment Fees	\$ -
Medical Treatment Fees	\$ 169,800
DOA Fees	\$ 1,800
DOA Pickup Fees	\$ 7,300
Cremation Fees	\$ 28,000
Adoption Fees	\$ 500,500
Spay / Neuter Fees	\$ 200,000
Vaccinations/ Medications	\$ 18,000
Vaccination Clinics	\$ 189,800
Emergency Vet Service	\$ -
Microchip Fees	\$ 35,000
Outside Veterinary Services	\$ -
Owner Relinquishment Pickup Fee	\$ 8,000
Euthanasia - Service Fee	\$ 500
Euthanasia - Pick Up Fee	\$ 500
Quarantine / Protective Custody	\$ -
Admin Citation Fees	\$ -
Business License Fees	\$ -
<b>Total Other Consumer Fees</b>	<b>\$ 1,194,200</b>
<b>Total Consumer Fees</b>	<b>\$ 2,233,740</b>
Investment Income	\$ 5,000
Donations	\$ 50,000
Grants	\$ -
Retail Sales	\$ -
Cash - Over/Short	\$ -
Miscellaneous	\$ 100,000
<b>Total Other Revenues</b>	<b>\$ 155,000</b>
Initial Member Agencies' Contribution for Non-Finance Eligible Startup Costs (Initial Year Only)	\$ 155,000
<b>Total All Revenues</b>	<b>\$ 5,608,229</b>

Cost Center Allocation — Normalized Year			
Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration
\$ 10,909	\$ 11,818	\$ 4,091	\$ 8,182
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ 52,925	\$ 57,335	\$ 19,847	\$ 39,694
\$ 561	\$ 608	\$ 210	\$ 421
\$ 2,275	\$ 2,465	\$ 853	\$ 1,706
\$ 8,727	\$ 9,455	\$ 3,273	\$ 6,545
\$ 156,000	\$ 169,000	\$ 58,500	\$ 117,000
\$ 62,338	\$ 67,532	\$ 23,377	\$ 46,753
\$ 5,610	\$ 6,078	\$ 2,104	\$ 4,208
\$ 59,158	\$ 64,088	\$ 22,184	\$ 44,369
\$ -	\$ -	\$ -	\$ -
\$ 10,909	\$ 11,818	\$ 4,091	\$ 8,182
\$ -	\$ -	\$ -	\$ -
\$ 2,494	\$ 2,701	\$ 935	\$ 1,870
\$ 156	\$ 169	\$ 58	\$ 117
\$ 156	\$ 169	\$ 58	\$ 117
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
<b>\$ 372,218</b>	<b>\$ 403,236</b>	<b>\$ 139,582</b>	<b>\$ 279,164</b>
<b>\$ 696,231</b>	<b>\$ 754,250</b>	<b>\$ 261,086</b>	<b>\$ 522,173</b>
\$ 1,558	\$ 1,688	\$ 584	\$ 1,169
\$ 15,584	\$ 16,883	\$ 5,844	\$ 11,688
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ 31,169	\$ 33,766	\$ 11,688	\$ 23,377
<b>\$ 48,312</b>	<b>\$ 52,338</b>	<b>\$ 18,117</b>	<b>\$ 36,234</b>
\$ 30,000	\$ 80,000	\$ 25,000	\$ 20,000
<b>\$ 1,729,708</b>	<b>\$ 1,921,350</b>	<b>\$ 662,390</b>	<b>\$ 1,294,781</b>

**Animal Services JPA Estimated Revenue — Field-Service-Only**

Line Item	Total (Normalized Year)
City Contract Fees - Alhambra	\$ 53,906
City Contract Fees - Arcadia	\$ 159,128
City Contract Fees - Bradbury	\$ 9,447
City Contract Fees - Duarte	\$ -
City Contract Fees - La Cañada Flintridge	\$ 46,207
City Contract Fees - Monrovia	\$ 80,697
City Contract Fees - Pasadena	\$ 799,494
City Contract Fees - Rosemead	\$ -
City Contract Fees - San Gabriel	\$ 175,000
City Contract Fees - San Marino	\$ 40,979
City Contract Fees - Sierra Madre	\$ 25,481
City Contract Fees - South Pasadena	\$ 79,905
<b>Total City Contract Fees</b>	<b>\$ 1,470,245</b>
Impound Fees - Alhambra	\$ -
Impound Fees - Arcadia	\$ -
Impound Fees - Bradbury	\$ -
Impound Fees - Duarte	\$ -
Impound Fees - La Cañada Flintridge	\$ -
Impound Fees - Monrovia	\$ -
Impound Fees - Pasadena	\$ -
Impound Fees - Rosemead	\$ -
Impound Fees - San Gabriel	\$ -
Impound Fees - San Marino	\$ -
Impound Fees - Sierra Madre	\$ -
Impound Fees - South Pasadena	\$ -
<b>Total Impound Fees</b>	<b>\$ -</b>
License Fees - Alhambra	\$ 101,991
License Fees - Arcadia	\$ 84,992
License Fees - Bradbury	\$ 6,374
License Fees - Duarte	\$ 61,194
License Fees - La Cañada Flintridge	\$ 80,743
License Fees - Monrovia	\$ 127,488
License Fees - Pasadena	\$ 286,849
License Fees - Rosemead	\$ 39,946
License Fees - San Gabriel	\$ 7,437
License Fees - San Marino	\$ 53,120
License Fees - Sierra Madre	\$ 46,746
License Fees - South Pasadena	\$ 53,120
<b>Total License Fees</b>	<b>\$ 950,000</b>
Penalties - Alhambra	\$ 1,582
Penalties - Arcadia	\$ 6,222
Penalties - Bradbury	\$ 105
Penalties - Duarte	\$ 844
Penalties - La Cañada Flintridge	\$ 5,800
Penalties - Monrovia	\$ 4,535
Penalties - Pasadena	\$ 15,818
Penalties - Rosemead	\$ 844
Penalties - San Gabriel	\$ 2,109
Penalties - San Marino	\$ 2,742
Penalties - Sierra Madre	\$ 1,055
Penalties - South Pasadena	\$ 4,745
<b>Total Penalties</b>	<b>\$ 46,400</b>

Cost Center Allocation — Normalized Year			
Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration
\$ 49,414	\$ -	\$ -	\$ 4,492
\$ 145,867	\$ -	\$ -	\$ 13,261
\$ 8,660	\$ -	\$ -	\$ 787
\$ -	\$ -	\$ -	\$ -
\$ 42,356	\$ -	\$ -	\$ 3,851
\$ 73,972	\$ -	\$ -	\$ 6,725
\$ 732,870	\$ -	\$ -	\$ 66,625
\$ -	\$ -	\$ -	\$ -
\$ 160,417	\$ -	\$ -	\$ 14,583
\$ 37,564	\$ -	\$ -	\$ 3,415
\$ 23,358	\$ -	\$ -	\$ 2,123
\$ 73,246	\$ -	\$ -	\$ 6,659
<b>\$ 1,347,724</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 122,520</b>
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
\$ -	\$ -	\$ -	\$ -
<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
\$ 93,491	\$ -	\$ -	\$ 8,499
\$ 77,909	\$ -	\$ -	\$ 7,083
\$ 5,843	\$ -	\$ -	\$ 531
\$ 56,095	\$ -	\$ -	\$ 5,100
\$ 74,014	\$ -	\$ -	\$ 6,729
\$ 116,864	\$ -	\$ -	\$ 10,624
\$ 262,945	\$ -	\$ -	\$ 23,904
\$ 36,617	\$ -	\$ -	\$ 3,329
\$ 6,817	\$ -	\$ -	\$ 620
\$ 48,693	\$ -	\$ -	\$ 4,427
\$ 42,850	\$ -	\$ -	\$ 3,895
\$ 48,693	\$ -	\$ -	\$ 4,427
<b>\$ 870,833</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 79,167</b>
\$ 1,450	\$ -	\$ -	\$ 132
\$ 5,703	\$ -	\$ -	\$ 518
\$ 97	\$ -	\$ -	\$ 9
\$ 773	\$ -	\$ -	\$ 70
\$ 5,317	\$ -	\$ -	\$ 483
\$ 4,157	\$ -	\$ -	\$ 378
\$ 14,500	\$ -	\$ -	\$ 1,318
\$ 773	\$ -	\$ -	\$ 70
\$ 1,933	\$ -	\$ -	\$ 176
\$ 2,513	\$ -	\$ -	\$ 228
\$ 967	\$ -	\$ -	\$ 88
\$ 4,350	\$ -	\$ -	\$ 395
<b>\$ 42,533</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 3,867</b>

Line Item	Total (Normalized Year)
Daily Board Fees	\$ -
State Unaltered Penalty Fees	\$ -
Owner Relinquishment Fees	\$ -
Medical Treatment Fees	\$ -
DOA Fees	\$ 1,800
DOA Pickup Fees	\$ 7,300
Cremation Fees	\$ 28,000
Adoption Fees	\$ -
Spay / Neuter Fees	\$ -
Vaccinations/ Medications	\$ -
Vaccination Clinics	\$ -
Emergency Vet Service	\$ -
Microchip Fees	\$ -
Outside Veterinary Services	\$ -
Owner Relinquishment Pickup Fee	\$ 8,000
Euthanasia - Service Fee	\$ -
Euthanasia - Pick Up Fee	\$ -
Quarantine / Protective Custody	\$ -
Admin Citation Fees	\$ -
Business License Fees	\$ -
<b>Total Other Consumer Fees</b>	<b>\$ 45,100</b>
<b>Total Consumer Fees</b>	<b>\$ 1,041,500</b>
Investment Income	\$ 2,500
Donations	\$ 50,000
Grants	\$ -
Retail Sales	\$ -
Cash - Over/Short	\$ -
Miscellaneous	\$ 50,000
<b>Total Other Revenues</b>	<b>\$ 102,500</b>
Initial Member Agencies' Contribution for Non-Finance Eligible Startup Costs (Initial Year Only)	\$ 50,000
<b>Total All Revenues</b>	<b>\$ 2,664,245</b>

Cost Center Allocation — Normalized Year				
Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ 1,650	\$ -	\$ -	\$ 150	
\$ 6,692	\$ -	\$ -	\$ 608	
\$ 25,667	\$ -	\$ -	\$ 2,333	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ 7,333	\$ -	\$ -	\$ 667	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
<b>\$ 41,342</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 3,758</b>	
<b>\$ 954,708</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 86,792</b>	
\$ 2,292	\$ -	\$ -	\$ 208	
\$ 45,833	\$ -	\$ -	\$ 4,167	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ -	\$ -	\$ -	\$ -	
\$ 45,833	\$ -	\$ -	\$ 4,167	
<b>\$ 93,958</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 8,542</b>	
\$ 30,000	\$ -	\$ -	\$ 20,000	
<b>\$ 2,426,391</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 237,854</b>	

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**APPENDIX 4**

**ANIMAL SERVICES JPA ESTIMATED  
PERSONNEL COSTS – FULL-SERVICE**

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Fulltime Position	Number of FTEs	Cost Center	Cost Ctr Code	Estimated Salary Range	Total Fully Burdened Personnel Cost
Animal Control Officer I	1	Field Services	2	44,000 - 59,280	\$ 74,578
Animal Control Officer I	1	Field Services	2	44,000 - 59,280	\$ 74,578
Animal Control Officer II	1	Field Services	2	48,552 - 65,424	\$ 80,115
Animal Control Officer II	1	Field Services	2	48,552 - 65,424	\$ 80,115
Animal Control Officer II	1	Field Services	2	48,552 - 65,424	\$ 80,115
Animal Control Officer III	1	Field Services	2	51,756 - 69,756	\$ 85,023
Animal Control Officer III	1	Field Services	2	51,756 - 69,756	\$ 85,023
Animal Control Officer IV	1	Field Services	2	60,312 - 81,276	\$ 96,438
Animal Control Officer IV	1	Field Services	2	60,312 - 81,276	\$ 96,438
<b>Dispatchers (4)</b>					
Dispatcher	1	Field Services	2	40,000 - 58,000	\$ 72,695
Dispatcher	1	Field Services	2	40,000 - 58,000	\$ 72,695
Dispatcher	1	Field Services	2	40,000 - 58,000	\$ 72,695
Dispatcher	1	Field Services	2	40,000 - 58,000	\$ 72,695
Licensing Manager	1	Field Services	2	60,000 - 80,000	\$ 95,525
<b>Licensing Team (4)</b>					
Animal Control Officer II	1	Field Services	2	48,000 - 65,000	\$ 80,115
Animal Control Officer II	1	Field Services	2	48,000 - 65,000	\$ 80,115
Animal Control Officer II	1	Field Services	2	48,000 - 65,000	\$ 80,115
Animal Control Officer II	1	Field Services	2	48,000 - 65,000	\$ 80,115
<b>Total Full-Time Personnel</b>	<b>77</b>				<b>\$ 6,816,685</b>

Salary		
Estimated Full-Time Salary (Mid-Range)	Total Unburdened Salary	Overtime
\$ 51,650	\$ 51,650	\$ 4,200
\$ 51,650	\$ 51,650	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 60,800	\$ 60,800	\$ 4,200
\$ 60,800	\$ 60,800	\$ 4,200
\$ 70,800	\$ 70,800	\$ 4,200
\$ 70,800	\$ 70,800	\$ 4,200
\$ 70,800	\$ 70,800	\$ 4,200
\$ 50,000	\$ 50,000	\$ 4,200
\$ 50,000	\$ 50,000	\$ 4,200
\$ 50,000	\$ 50,000	\$ 4,200
\$ 50,000	\$ 50,000	\$ 4,200
\$ 70,000	\$ 70,000	\$ 4,200
\$ -	\$ -	\$ -
\$ 56,500	\$ 56,500	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
<b>\$ 4,951,200</b>	<b>\$ 4,951,200</b>	<b>\$ 253,800</b>

Fringe Benefits									
Social Security Retirement	Health	Dental / Vision	Life Insurance / Disability	Workers Compensation	Unemployment	Other Fringe Benefits	Total Burden/Fringe	Total Burden/Fringe % of Total Salary	
\$ 3,951	\$ 10,800	\$ 410	\$ 210	\$ 3,099	\$ 258	\$ -	\$ 18,728	33.5%	
\$ 3,951	\$ 10,800	\$ 410	\$ 210	\$ 3,099	\$ 258	\$ -	\$ 18,728	33.5%	
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%	
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%	
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%	
\$ 4,651	\$ 10,800	\$ 410	\$ 210	\$ 3,648	\$ 304	\$ -	\$ 20,023	30.8%	
\$ 4,651	\$ 10,800	\$ 410	\$ 210	\$ 3,648	\$ 304	\$ -	\$ 20,023	30.8%	
\$ 5,416	\$ 10,800	\$ 410	\$ 210	\$ 4,248	\$ 354	\$ -	\$ 21,438	28.6%	
\$ 5,416	\$ 10,800	\$ 410	\$ 210	\$ 4,248	\$ 354	\$ -	\$ 21,438	28.6%	
\$ 3,825	\$ 10,800	\$ 410	\$ 210	\$ 3,000	\$ 250	\$ -	\$ 18,495	34.1%	
\$ 3,825	\$ 10,800	\$ 410	\$ 210	\$ 3,000	\$ 250	\$ -	\$ 18,495	34.1%	
\$ 3,825	\$ 10,800	\$ 410	\$ 210	\$ 3,000	\$ 250	\$ -	\$ 18,495	34.1%	
\$ 3,825	\$ 10,800	\$ 410	\$ 210	\$ 3,000	\$ 250	\$ -	\$ 18,495	34.1%	
\$ 5,355	\$ 10,800	\$ 410	\$ 210	\$ 4,200	\$ 350	\$ -	\$ 21,325	28.7%	
\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%	
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%	
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%	
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%	
<b>\$ 378,767</b>	<b>\$ 831,600</b>	<b>\$ 31,570</b>	<b>\$ 16,170</b>	<b>\$ 297,072</b>	<b>\$ 24,756</b>	<b>\$ 31,750</b>	<b>\$ 1,611,685</b>		

Fringe Rates as Percent of Unburdened Salary or Annual Cost	
Other Retirement Plan	7.65%
Health Exec Management	\$ 10,800
Health All Others	\$ 10,800
Dental / Vision	\$ 410
Life Ins / Disability	\$ 210
Workers Comp	6.0%
Unemployment	0.50%
Other	10%

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**APPENDIX 5**

**ANIMAL SERVICES JPA COST MODEL  
SUMMARY – FULL-SERVICE**

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**Animal Services JPA Cost Model Summary — Full-Service**

	Normalized Year				
	Total (Normalized Year)	Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration
<b>Operating Revenues:</b>					
Contract Agency Charges	\$ 3,064,489	\$ 955,166	\$ 1,034,763	\$ 358,187	\$ 716,374
Impound Fees	\$ 43,140	\$ 13,446	\$ 14,567	\$ 5,042	\$ 10,085
Animal Licenses	\$ 950,000	\$ 296,104	\$ 320,779	\$ 111,039	\$ 222,078
Penalties	\$ 46,400	\$ 14,462	\$ 15,668	\$ 5,423	\$ 10,847
Other Consumer Fees	\$ 1,194,200	\$ 372,218	\$ 403,236	\$ 139,582	\$ 279,164
Other Revenues (Donations, Fundraisers, Other Charges)	\$ 155,000	\$ 48,312	\$ 52,338	\$ 18,117	\$ 36,234
Initial Member Agencies' Contribution for Non-Finance Eligible Startup Costs (Initial Year Only)	\$ 155,000	\$ 30,000	\$ 80,000	\$ 25,000	\$ 20,000
<b>Total Operating Revenues</b>	<b>\$ 5,608,229</b>	<b>\$ 1,729,708</b>	<b>\$ 1,921,350</b>	<b>\$ 662,390</b>	<b>\$ 1,294,781</b>
<b>Operating Expenses:</b>					
Personnel Cost	\$ 6,816,685	\$ 2,014,085	\$ 2,017,180	\$ 976,581	\$ 1,808,839
Supplies and Services	\$ 2,882,000	\$ 898,286	\$ 973,143	\$ 336,857	\$ 673,714
Equipment - Post Startup	\$ 10,000	\$ 3,100	\$ 3,400	\$ 1,200	\$ 2,300
Capital Improvements - Post Startup	\$ 10,000	\$ 3,100	\$ 3,400	\$ 1,200	\$ 2,300
Non-Finance Eligible Startup Costs (Initial Year Only)	\$ 155,000	\$ 30,000	\$ 80,000	\$ 25,000	\$ 20,000
Other Operating Expenses	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Operating Expenses</b>	<b>\$ 9,873,685</b>	<b>\$ 2,948,570</b>	<b>\$ 3,077,122</b>	<b>\$ 1,340,838</b>	<b>\$ 2,507,154</b>
<b>Total Operating Surplus/(Loss)</b>	<b>\$ (4,265,455)</b>	<b>\$ (1,218,863)</b>	<b>\$ (1,155,772)</b>	<b>\$ (678,448)</b>	<b>\$ (1,212,373)</b>
<b>Other Sources/(Uses):</b>					
Bond proceeds	\$ -	\$ -	\$ -	\$ -	\$ -
Grants	\$ -	\$ -	\$ -	\$ -	\$ -
Debt Service	\$ (1,610,083)	\$ (216,352)	\$ (853,483)	\$ (460,777)	\$ (79,470)
Contribution for Operating Reserves	\$ (493,684)	\$ (153,876)	\$ (166,699)	\$ (57,703)	\$ (115,407)
Contribution for Equipment/Capital Repair and Replacement Reserves	\$ (493,684)	\$ (153,876)	\$ (166,699)	\$ (57,703)	\$ (115,407)
Operating Reserve Contribution					
<b>Total Other Sources/(Uses)</b>	<b>\$ (2,597,451)</b>	<b>\$ (524,103)</b>	<b>\$ (1,186,880)</b>	<b>\$ (576,184)</b>	<b>\$ (310,283)</b>
<b>Total Full-Service Animal Services JPA Net Surplus/(Loss)</b>	<b>\$ (6,862,906)</b>	<b>\$ (1,742,966)</b>	<b>\$ (2,342,653)</b>	<b>\$ (1,254,632)</b>	<b>\$ (1,522,656)</b>

Note: Reserve contribution is 5% of operating expense

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**APPENDIX 6**

**ANIMAL SERVICES JPA ESTIMATED  
PERSONNEL COSTS – FIELD-SERVICE-  
ONLY**

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Animal Services JPA Estimated Personnel Costs — Field-Service-Only

Fulltime Position	Number of FTEs	Cost Center	Cost Ctr Code	Estimated Salary Range	Total Fully Burdened Personnel Cost
<b>Director</b>	1	Administration	1	145,000 - 190,000	\$ 219,371
Financial Specialist	1	Administration	1	65,000 - 88,000	\$ 98,745
Field Services Director	1	Field Services	2	80,000 - 110,000	\$ 119,863
<b>Lead Animal Control Officers (2)</b>					
Lead Animal Control Officer	1	Field Services	2	52,000 - 70,000	\$ 83,052
Lead Animal Control Officer	1	Field Services	2	52,000 - 70,000	\$ 83,052
Lead Investigator	1	Field Services	2	44,000 - 59,280	\$ 72,436
<b>Animal Control Officers (10)</b>					
Animal Control Officer I	1	Field Services	2	44,000 - 59,280	\$ 74,578
Animal Control Officer I	1	Field Services	2	44,000 - 59,280	\$ 74,578
Animal Control Officer I	1	Field Services	2	44,000 - 59,280	\$ 74,578
Animal Control Officer II	1	Field Services	2	48,552 - 65,424	\$ 80,115
Animal Control Officer II	1	Field Services	2	48,552 - 65,424	\$ 80,115
Animal Control Officer II	1	Field Services	2	48,552 - 65,424	\$ 80,115
Animal Control Officer III	1	Field Services	2	51,756 - 69,756	\$ 85,023
Animal Control Officer III	1	Field Services	2	51,756 - 69,756	\$ 85,023
Animal Control Officer IV	1	Field Services	2	60,312 - 81,276	\$ 96,438
Animal Control Officer IV	1	Field Services	2	60,312 - 81,276	\$ 96,438
<b>Dispatchers (3)</b>					
Dispatcher	1	Field Services	2	40,000 - 58,000	\$ 68,495
Dispatcher	1	Field Services	2	40,000 - 58,000	\$ 68,495
Dispatcher	1	Field Services	2	40,000 - 58,000	\$ 68,495
Licensing Manager	1	Field Services	2	60,000 - 80,000	\$ 91,325
<b>Licensing Team (4)</b>					
Animal Control Officer II	1	Field Services	2	48,000 - 65,000	\$ 75,915
Animal Control Officer II	1	Field Services	2	48,000 - 65,000	\$ 75,915
Animal Control Officer II	1	Field Services	2	48,000 - 65,000	\$ 75,915
Animal Control Officer II	1	Field Services	2	48,000 - 65,000	\$ 75,915
<b>Total Full-Time Personnel</b>	<b>24</b>				<b>\$ 2,103,989</b>

Salary		
Estimated Full-Time Salary (Mid-Range)	Total Unburdened Salary	Overtime/Call Back
\$ 167,500	\$ 167,500	\$ -
\$ 76,500	\$ 76,500	\$ -
\$ 95,000	\$ 95,000	\$ -
\$ 61,000	\$ 61,000	\$ 2,000
\$ 61,000	\$ 61,000	\$ 2,000
\$ 51,700	\$ 51,700	\$ 2,000
\$ 51,650	\$ 51,650	\$ 4,200
\$ 51,650	\$ 51,650	\$ 4,200
\$ 51,650	\$ 51,650	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 56,500	\$ 56,500	\$ 4,200
\$ 60,800	\$ 60,800	\$ 4,200
\$ 60,800	\$ 60,800	\$ 4,200
\$ 70,800	\$ 70,800	\$ 4,200
\$ 70,800	\$ 70,800	\$ 4,200
\$ 50,000	\$ 50,000	\$ -
\$ 50,000	\$ 50,000	\$ -
\$ 50,000	\$ 50,000	\$ -
\$ 70,000	\$ 70,000	\$ -
\$ 56,500	\$ 56,500	\$ -
\$ 56,500	\$ 56,500	\$ -
\$ 56,500	\$ 56,500	\$ -
\$ 56,500	\$ 56,500	\$ -
\$ 56,500	\$ 56,500	\$ -
<b>\$ 1,546,350</b>	<b>\$ 1,546,350</b>	<b>\$ 48,000</b>

Fringe Benefits								Total Burden/Fringe % of Total Salary
Social Security Retirement	Health	Dental / Vision	Life Insurance / Disability	Workers Compensation	Unemployment	Other Fringe Benefits	Total Burden/Fringe	
\$ 12,814	\$ 10,800	\$ 410	\$ 210	\$ 10,050	\$ 838	\$ 16,750	\$ 51,871	31.0%
\$ 5,852	\$ 10,800	\$ 410	\$ 210	\$ 4,590	\$ 383	\$ -	\$ 22,245	29.1%
\$ 7,268	\$ 10,800	\$ 410	\$ 210	\$ 5,700	\$ 475	\$ -	\$ 24,863	26.2%
\$ 4,667	\$ 10,800	\$ 410	\$ 210	\$ 3,660	\$ 305	\$ -	\$ 20,052	31.8%
\$ 4,667	\$ 10,800	\$ 410	\$ 210	\$ 3,660	\$ 305	\$ -	\$ 20,052	31.8%
\$ 3,955	\$ 10,800	\$ 410	\$ 210	\$ 3,102	\$ 259	\$ -	\$ 18,736	34.9%
\$ 3,951	\$ 10,800	\$ 410	\$ 210	\$ 3,099	\$ 258	\$ -	\$ 18,728	33.5%
\$ 3,951	\$ 10,800	\$ 410	\$ 210	\$ 3,099	\$ 258	\$ -	\$ 18,728	33.5%
\$ 3,951	\$ 10,800	\$ 410	\$ 210	\$ 3,099	\$ 258	\$ -	\$ 18,728	33.5%
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	32.0%
\$ 4,651	\$ 10,800	\$ 410	\$ 210	\$ 3,648	\$ 304	\$ -	\$ 20,023	30.8%
\$ 4,651	\$ 10,800	\$ 410	\$ 210	\$ 3,648	\$ 304	\$ -	\$ 20,023	30.8%
\$ 5,416	\$ 10,800	\$ 410	\$ 210	\$ 4,248	\$ 354	\$ -	\$ 21,438	28.6%
\$ 5,416	\$ 10,800	\$ 410	\$ 210	\$ 4,248	\$ 354	\$ -	\$ 21,438	28.6%
\$ 3,825	\$ 10,800	\$ 410	\$ 210	\$ 3,000	\$ 250	\$ -	\$ 18,495	37.0%
\$ 3,825	\$ 10,800	\$ 410	\$ 210	\$ 3,000	\$ 250	\$ -	\$ 18,495	37.0%
\$ 3,825	\$ 10,800	\$ 410	\$ 210	\$ 3,000	\$ 250	\$ -	\$ 18,495	37.0%
\$ 5,355	\$ 10,800	\$ 410	\$ 210	\$ 4,200	\$ 350	\$ -	\$ 21,325	30.5%
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	34.4%
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	34.4%
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	34.4%
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	34.4%
\$ 4,322	\$ 10,800	\$ 410	\$ 210	\$ 3,390	\$ 283	\$ -	\$ 19,415	34.4%
<b>\$ 118,296</b>	<b>\$ 259,200</b>	<b>\$ 10,660</b>	<b>\$ 5,460</b>	<b>\$ 92,781</b>	<b>\$ 7,732</b>	<b>\$ 16,750</b>	<b>\$ 510,879</b>	

Fringe Rates as Percent of Unburdened Salary or Annual Cost	
Health All Others	\$ 10,800
Dental / Vision	\$ 410
Life Ins / Disability	\$ 210
Workers Comp	6.0%
Unemployment	0.50%
Other	10%

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**APPENDIX 7**

**ANIMAL SERVICES JPA COST MODEL  
SUMMARY – FIELD-SERVICE-ONLY**

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**Animal Services JPA Cost Model Summary — Field-Service-Only**

	Normalized Year				
	Total (Normalized Year)	Field Services (Includes Dispatch)	Shelter Center Operations	Veterinary Services	Administration
<b>Operating Revenues:</b>					
Contract Agency Charges	\$ 1,470,245	\$ 1,347,724	\$ -	\$ -	\$ 122,520
Impound Fees	\$ -	\$ -	\$ -	\$ -	\$ -
Animal Licenses	\$ 950,000	\$ 870,833	\$ -	\$ -	\$ 79,167
Penalties	\$ 46,400	\$ 42,533	\$ -	\$ -	\$ 3,867
Other Consumer Fees	\$ 45,100	\$ 41,342	\$ -	\$ -	\$ 3,758
Other Revenues (Donations, Fundraisers, Other Charges)	\$ 102,500	\$ 93,958	\$ -	\$ -	\$ 8,542
Initial Member Agencies' Contribution for Non-Finance Eligible Startup Costs (Initial Year Only)	\$ 50,000	\$ 30,000	\$ -	\$ -	\$ 20,000
<b>Total Operating Revenues</b>	<b>\$ 2,664,245</b>	<b>\$ 2,426,391</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 237,854</b>
<b>Operating Expenses:</b>					
Personnel Cost	\$ 2,103,989	\$ 1,785,873	\$ -	\$ -	\$ 318,116
Supplies and Services	\$ 625,405	\$ 573,288	\$ -	\$ -	\$ 52,117
Equipment - Post Startup	\$ 4,000	\$ 3,400	\$ -	\$ -	\$ 600
Capital Improvements - Post Startup	\$ 5,000	\$ 4,250	\$ -	\$ -	\$ 750
Non-Finance Eligible Startup Costs (Initial Year Only)	\$ 50,000	\$ 30,000	\$ -	\$ -	\$ 20,000
Other Operating Expenses					
<b>Total Operating Expenses</b>	<b>\$ 2,788,394</b>	<b>\$ 2,396,810</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 391,583</b>
<b>Total Operating Surplus/(Loss)</b>	<b>\$ (124,149)</b>	<b>\$ 29,581</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ (153,729)</b>
<b>Other Sources/(Uses):</b>					
Bond proceeds	\$ -	\$ -	\$ -	\$ -	\$ -
Grants	\$ -	\$ -	\$ -	\$ -	\$ -
Debt Service	\$ (60,000)	\$ (24,000)	\$ -	\$ -	\$ (36,000)
Contribution for Operating Reserves	\$ (139,420)	\$ (127,801)	\$ -	\$ -	\$ (11,618)
Contribution for Equipment/Capital Repair and Replacement Reserves	\$ -	\$ -	\$ -	\$ -	\$ -
Operating Reserve Contribution					
<b>Total Other Sources/(Uses)</b>	<b>\$ (199,420)</b>	<b>\$ (151,801)</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ (47,618)</b>
<b>Total Field-Service-Only Animal Services JPA Net Surplus/(Loss)</b>	<b>\$ (323,568)</b>	<b>\$ (122,221)</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ (201,348)</b>

Notes: Contract charges are 50% of FY 19/20 contract payments  
Reserve contribution is 5% of operating expense  
Net operating amount excludes contract shelter services

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**APPENDIX 8**

**ANIMAL SERVICES JPA COST  
ALLOCATION SUMMARY (NORMALIZED  
YEAR) – FULL-SERVICE**

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## Animal Services JPA Cost Allocation Summary (Normalized Year) — Full-Service

Jurisdiction	General Info		Net Agency Cost Per Existing Contracts	Estimated New Costs Per Model	Estimated Total Normalized Year Net Cost Per Model
	Current Population (DOF e-1 Jan 2020)	Population %			
Alhambra	86,792	16.89%	\$ 107,813	\$ 1,159,305	\$ 1,267,118
Arcadia	57,212	11.14%	\$ 318,256	\$ 764,197	\$ 1,082,453
Bradbury	1,052	0.20%	\$ 18,894	\$ 14,052	\$ 32,946
Duarte	21,673	4.22%	\$ 62,000	\$ 289,492	\$ 351,492
La Cañada Flintridge	20,461	3.98%	\$ 92,414	\$ 273,303	\$ 365,717
Monrovia	37,935	7.38%	\$ 161,394	\$ 506,709	\$ 668,102
Pasadena	144,842	28.19%	\$ 1,598,989	\$ 1,934,695	\$ 3,533,684
Rosemead	54,363	10.58%	\$ 62,000	\$ 726,142	\$ 788,142
San Gabriel	40,104	7.81%	\$ 350,000	\$ 535,680	\$ 885,680
San Marino	13,087	2.55%	\$ 81,959	\$ 174,807	\$ 256,765
Sierra Madre	10,816	2.11%	\$ 50,962	\$ 144,472	\$ 195,434
South Pasadena	25,458	4.95%	\$ 159,810	\$ 340,050	\$ 499,860
<b>Contract Cities Total</b>	<b>513,795</b>	<b>100%</b>	<b>\$ 3,064,489</b>	<b>\$ 6,862,905</b>	<b>\$ 9,927,394</b>

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**APPENDIX 9**

**ANIMAL SERVICES JPA COST  
ALLOCATION SUMMARY (NORMALIZED  
YEAR) – FIELD-SERVICE-ONLY**

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**Animal Services JPA Cost Allocation Summary (Normalized Year) — Field-Service-Only**

General Info							
Jurisdiction	Current Population (DOF e-1 Jan 2020)	Population %	Net Agency Cost Per Existing Contracts	Total Net Additional Cost for Normalized Year based on Model	Startup Cost Allocation (Population)	Estimated Net Startup Costs Plus Normalized Year Costs	Difference Current Net Agency Cost to New Estimated Net Agency Cost
Alhambra	86,792	16.89%	\$ 53,906	\$ 108,564	\$ 131,760	\$ 240,325	\$ 186,418
Arcadia	57,212	11.14%	\$ 159,128	\$ 195,158	\$ 86,854	\$ 282,012	\$ 122,884
Bradbury	1,052	0.20%	\$ 9,447	\$ 10,109	\$ 1,597	\$ 11,707	\$ 2,260
Duarte	21,673	4.22%	\$ -	\$ 13,649	\$ 32,902	\$ 46,551	\$ 46,551
La Cañada Flintridge	20,461	3.98%	\$ 46,207	\$ 59,093	\$ 31,062	\$ 90,155	\$ 43,948
Monrovia	37,935	7.38%	\$ 80,697	\$ 104,587	\$ 57,590	\$ 162,177	\$ 81,480
Pasadena	144,842	28.19%	\$ 799,494	\$ 890,710	\$ 219,887	\$ 1,110,597	\$ 311,103
Rosemead	54,363	10.58%	\$ -	\$ 34,236	\$ 82,529	\$ 116,765	\$ 116,765
San Gabriel	40,104	7.81%	\$ 175,000	\$ 200,256	\$ 60,882	\$ 261,138	\$ 86,138
San Marino	13,087	2.55%	\$ 40,979	\$ 49,221	\$ 19,868	\$ 69,088	\$ 28,109
Sierra Madre	10,816	2.11%	\$ 25,481	\$ 32,292	\$ 16,420	\$ 48,712	\$ 23,231
South Pasadena	25,458	4.95%	\$ 79,905	\$ 95,937	\$ 38,648	\$ 134,586	\$ 54,681
<b>Contract Cities Total</b>	<b>513,795</b>	<b>100%</b>	<b>\$ 1,470,245</b>	<b>\$ 1,793,812</b>	<b>\$ 780,000</b>	<b>\$ 2,573,812</b>	<b>\$ 1,103,568</b>

Note: Contract charges are 50% of FY 19/20 contract payments

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**APPENDIX 10**

**ESTIMATED CURRENT DOG LICENSING  
COMPLIANCE IN THE PROJECT CITIES**

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## Estimated Current Dog Licensing Compliance in the Project Cities

City	Licenses Sold in 2019	Estimated Dog Population	Estimated Dog Licensing Compliance
Alhambra	2,282	31,304	7.29%
Arcadia	2,866	20,863	13.74%
Bradbury	81	401	20.20%
Duarte	2,876	7,230	39.78%
La Cañada Flintridge	1,553	6,991	22.21%
Monrovia	2,580	14,819	17.41%
Pasadena	8,660	61,649	14.05%
Rosemead	3,063	14,794	20.70%
San Gabriel	1,280	13,325	9.61%
San Marino	922	4,422	20.85%
Sierra Madre	921	5,036	18.29%
South Pasadena	1,517	10,986	13.81%
<b>Total</b>	<b>28,601</b>	<b>191,820</b>	<b>14.91%</b>