City of Woodland

Meeting Agenda

City Council

City Hall
Council Chambers
300 First Street
Woodland, CA 95695

April 2, 2019
6:00 PM

CITY COUNCIL

JOINT MEETING CITY COUNCIL/WOODLAND FINANCE AUTHORITY
6:00 PM

A. CALL TO ORDER

B. ROLL CALL

C. PLEDGE OF ALLEGIANCE

D. COMMUNICATIONS - PUBLIC COMMENT

This is an opportunity for the public to speak to the Council on any item other than those listed for public hearing on this agenda. Speakers are requested to use the microphone in front of the Council and to begin by stating their name, whether they reside in Woodland and the name of the organization they represent if any. The Mayor may impose a time limit on any speaker depending on the number of people wanting to speak and time available for the rest of the agenda. In the event comments are related to an item scheduled on the agenda, speakers may be required to wait to make their comments until that item is considered.

E. COMMUNICATIONS - COUNCIL/STAFF STATEMENTS AND REQUESTS

This is an opportunity for the Council Members and Staff to make comments and announcements, to express concerns, or to request Council's consideration of any items a Council Member would like to have discussed at a future Council meeting.

1. SUBJECT: Long Range Calendar

   RECOMMENDATION FOR ACTION: Staff recommends that the City Council receive the Long Range Calendar for informational purposes only.

F. MINUTES

2. SUBJECT: Parks & Recreation Commission Meeting Minutes for January 28, 2019 and February 25, 2019

   RECOMMENDATION FOR ACTION: Staff recommends that the City Council receive the January 28, 2019 and February 25, 2019 Parks & Recreation Commission Meeting Minutes.

G. PRESENTATIONS

3. SUBJECT: Recognition of the Kiwanis Club of Woodland

   RECOMMENDATION FOR ACTION: Staff recommends that the City Council recognize the Kiwanis Club of Woodland with a Certificate of Appreciation for being a sponsor for the City's Recreation Exposition "ReXpo" and providing swim lesson scholarships.

4. SUBJECT: Child Abuse Prevention Month Proclamation

   RECOMMENDATION: Staff recommends that the City Council recognize April 2019 as Child Abuse Prevention Month.

H. CONSENT CALENDAR

5. SUBJECT: Approve Plans & Specifications, and Authorize Bid Advertisement for WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24

   RECOMMENDATION FOR ACTION: Staff recommends that the City Council adopt Resolution No. _____, to: 1) Approve the plans & specifications and authorize bid advertisement; and 2) Create a new capital project, WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24

6. SUBJECT: Resolution Accepting the Public Improvements for Subdivision Final Map 4986, Heidrick Ranch Phase 2 & 3.

   RECOMMENDATION FOR ACTION: Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements For Subdivision Final Map 4986, Heidrick Ranch Phase 2 & 3.

7. SUBJECT: Award Construction Contract for CIP #17-24, East Main Pump Station (EMPS) Storm Main Repairs Project

   RECOMMENDATION FOR ACTION: Staff recommends that the City Council adopt Resolution No. _____, awarding a construction contract with SAK Construction, LLC in the amount of $354,222 for CIP #17-24, East Main Pump Station (EMPS) Storm Main Repairs Project and authorize a contract contingency of up to 15% ($53,133).

8. SUBJECT: Adopt Resolution Accepting the Public Improvements for Subdivision Final Maps 5027 Spring Lake Central 1 and 5103 Spring Lake Central 2.

   RECOMMENDATION FOR ACTION: Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements for Subdivision Final Maps 5027 Spring Lake Central 1 and 5103 Spring Lake Central 2.

9. SUBJECT: Adopt Resolution Accepting the Public Improvements for Subdivision Final Map 5111 Spring Lake Central 5.

   RECOMMENDATION FOR ACTION: Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements For Subdivision Final Map 5111 Spring Lake Central 5.

10. SUBJECT: Award Construction and Consultant Contract for Interstate 5/County Road 102 Interchange Landscaping Project, CIP 11-24

    RECOMMENDATION FOR ACTION: Staff recommends that the City Council adopt Resolution No. _____, to: 1) Appropriate $200,000 of additional Road Development Funding to the Interstate 5/County Road 102 Interchange Landscaping Project, CIP 11-24 (“Project”); 2) Award the construction contract in the amount of $1,801,322 to Empire Landscape, Inc. (“Empire”) for base bid plus bid additive alternates 4 & 8 for the Project and authorize a contract contingency up to $162,199, and authorize the City Manager to execute the construction contract and change orders; and 3) Approve a consultant services agreement for construction management, inspection, and testing services with UNICO Engineering, in the amount of $259,174 and authorize the City Manager to execute the agreement and amendments as necessary up to $25,918.

11. SUBJECT: Amend Resolution No. 7234 Correcting Contract Amount for CIP 17-16

    RECOMMENDATION FOR ACTION: Staff recommends that the City Council 1) amend Resolution No. 7234, to correct construction contract amount for Project CIP 17-16.

I. REPORTS OF THE CITY MANAGER

12. SUBJECT: Resolution in Support of the 2020 Census

    RECOMMENDATION FOR ACTION: Staff recommends that the City Council adopt Resolution No. _____, in Support of the 2020 Census.

13. SUBJECT: Woodland Regional Park

RECOMMENDATION FOR ACTION: Staff recommends that the City Council adopt Resolution No. _____, to:
1) Appropriate $116,500 of grant funding from the State Parks Habitat Conservation (HCF) Grant to the Regional Park Project (CIP #19-17), Fund 502 – California Park Grants; and
2) Appropriate $500,000 of grant funding from the State Parks Outdoor Environmental Education Facilities Grant to the Regional Park Project (CIP #19-17), Fund 502 – California Park Grants; and
3) Appropriate $70,000 from the General Fund to be used for the Regional Park Project (CIP #19-17) and transfer to Fund 501 – Capital Projects; and
4) Appropriate an additional $70,000 for CIP #19-17 in Fund 501- Capital Projects; and
5) Authorize the City Manager to execute an Agreement with Explorit Science Center to develop and implement educational programs at the Woodland Regional Park, including the recruitment and training of docents for program implementation as provided in the HCF Grant through June 30, 2023 at a cost not to exceed $116,500.

14. SUBJECT: Animal Services - Governance

RECOMMENDATION FOR ACTION: Staff recommends that the City Council: 1) Receive a report on current animal shelter operational and facility planning efforts, and 2) consider future shared governance options, including formation of a joint powers agency (JPA).

J. ADJOURN

I declare under penalty of perjury that the foregoing Agenda for the Joint City Council/Woodland Finance Authority Regular Meeting of the City of Woodland scheduled for April 2, 2019 was posted on March 29, 2019 in the outside display case at City Hall, 300 First Street, Woodland, CA, and was available to the public during normal business hours.

Ana B. Gonzalez
City Clerk

Upon request, agendas and documents in the agenda packet will be made available in appropriate alternative formats to persons with a disability, as required by law. Any such requests must be made in writing to the Office of the City Clerk of the City of Woodland. Requests will be valid for the calendar year in which the request is received, and must be renewed prior to January 1st.
Persons needing disability-related modifications or accommodations in order to participate in public meetings, including persons requiring auxiliary aids or services, may request such modifications or accommodations by calling the Office of the City Clerk (530-661-5806) at least 48 hours prior to the meeting.

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: E.1.
SUBJECT: Long Range Calendar

Recommendation for Action: Staff recommends that the City Council receive the Long Range Calendar for informational purposes only.

Staff Contact:
Ana B. Gonzalez, City Clerk, (530) 661-5806, ana.gonzalez@cityofwoodland.org

Background:
This calendar if being provided for planning purposes only and is intended to keep the Council apprised of upcoming agenda items and plan for upcoming Council items.

Paul Navazio
City Manager

Attachments:
1. Council Long Range Calendar

UPDATED COUNCIL LONG RANGE CALENDAR

APRIL 16TH **REGULAR MEETING**

Sac-Yolo Mosquito & Vector Control Presentation
Community Service Award Nominees
Yolo Co Res Cons Dist (YRCD) SL East Regional Pond Landscaping Proj, CIP #06-12
Recreation / Sports Facilities - Update & Funding Priorities
Woodland Research & Technology Park Update
Development Impact Fee Update
Measure E & Measure F Annual Spending Plan

MAY 7TH **CANCELED** **CAP-TO-CAP**

Make-Up Meeting Date (TBD)

MAY 21ST **REGULAR MEETING**

SACOG Presentation
Public Works Week
Presentation: FY19/20 Proposed Budget
General Plan Status Report / Annual Housing Update
Neighborhood Traffic Calming Program

JUNE 4TH **REGULAR MEETING**

Board and Commission Appointments
Tree Preservation Ordinance

JUNE 18TH **REGULAR MEETING**

FY 2019/20 Budget Adoption

Future Topics / Study Sessions:

July PH – Waste Mgmt Liens – July 16th	**August** *Summer Recess – July 17 – August 19*
TBD Mobile Food Vendor Permits Non-Conforming Use Zoning Update Sewer Rates (Prop 218)	

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: F.2.
SUBJECT: Parks & Recreation Commission Meeting Minutes for January 28, 2019 and February 25, 2019

Recommendation for Action: Staff recommends that the City Council receive the January 28, 2019 and February 25, 2019 Parks & Recreation Commission Meeting Minutes.

Staff Contact:
Kris Bain, Community Services Program Manager, (530) 661-2002, krista.bain@cityofwoodland.org

Discussion:
The Parks & Recreation Commission held their last meeting on March 25, 2019. At this meeting the Parks & Recreation Commission approved the minutes from January 28, 2019 and February 25, 2019.

Conclusion:
Staff recommends that the City Council receive the January 28, 2019 and February 25, 2019 Parks & Recreation Commission Meeting Minutes.

Paul Navazio
City Manager

Attachments:
1. 1282019 Minutes
2. 2 25 2019

City of Woodland

City Hall
Council Chambers
300 First Street
Woodland, CA 95695

Parks & Recreation Commission –

Monday, January 28, 2019

6:30 PM

A. CALL TO ORDER

Meeting called to order at 6:30 p.m.

B. ROLL CALL

Commission Members Present: Commissioner Andrew Foraker, Chairperson Jon-Paul Valcarenghi, Vice-Chairperson Carla White-Snyder, Commissioner Rashid Ali
Absent:
Excused:

C. PLEDGE OF ALLEGIANCE

D. COMMUNICATIONS - PUBLIC COMMENT

No public present.

E. COMMUNICATIONS - COMMISSION/STAFF STATEMENTS AND REQUESTS

None

F. PRESENTATION

None

G. COMMITTEE REPORTS

1. Standing Committee Report

- Facilities Committee
- Program & Department Evaluation
- Budget & Finance Committee
- Urban Forest Committee
- Volunteerism Committee

H. CONSENT CALENDAR

2. Approve Minutes for November 26, 2018

On a motion by Commissioner Andrew Foraker to approve Minutes for November 26, 2018 as written, seconded by Vice-Chairperson Carla White-Snyder and carried unanimously.

Ayes: None

Noes: None

Absent:

I. OTHER BUSINESS

J. REPORT OF THE STAFF

3. Community Services Staff Report for January 28, 2019

K. NEXT MEETING

February 25, 2019

L. ADJOURN

On a motion by Vice-Chairperson Carla White-Snyder to adjourn at 7:04 p.m., seconded by Commissioner Andrew Foraker and carried unanimously,

Ayes: Commissioner Rashid Ali, Commissioner Andrew Foraker, Chairperson Jon-Paul Valcarenghi, Vice-Chairperson Carla White-Snyder

Noes: None

Absent:

City of Woodland

City Hall
Council Chambers
300 First Street
Woodland, CA 95695

Parks & Recreation Commission –

Monday, February 25, 2019

6:30 PM

A. CALL TO ORDER

B. ROLL CALL

Commission Members Present: Commissioner Rashid Ali, Chairperson Jon-Paul Valcarenghi, Vice-Chairperson Carla White-Snyder
Absent:
Excused: Commissioner Andrew Foraker

C. PLEDGE OF ALLEGIANCE

D. COMMUNICATIONS - PUBLIC COMMENT

E. COMMUNICATIONS - COMMISSION/STAFF STATEMENTS AND REQUESTS

F. PRESENTATION

1. Sacramento Junior Tennis Fund

4. Adopt Urban Forest Master Plan

Item moved to Presentations.
On a motion by Commissioner Rashid Ali to approve the Urban Forest Master Plan, seconded by Vice-Chairperson Carla White-Snyder and carried unanimously,

Ayes: Commissioner Rashid Ali, Chairperson Jon-Paul Valcarenghi, Vice-Chairperson Carla White-Snyder

Noes: None

Absent:

G. COMMITTEE REPORTS

2. Standing Committee Report

- Facilities Committee
- Program & Department Evaluation
- Budget & Finance Committee
- Urban Forest Committee
- Volunteerism Committee

H. CONSENT CALENDAR

3. Approve Minutes for January 28, 2019

Item Tabled

I. OTHER BUSINESS

5. Commission Absent Request

No absent requests at this meeting.

J. REPORT OF THE STAFF

6. Community Services Staff Report for February 25, 2019

K. NEXT MEETING

7. March 25, 2019

L. ADJOURN

On a motion by Commissioner Rashid Ali to adjourn the meeting at 7:21 p.m., seconded by Vice-Chairperson Carla White-Snyder and carried unanimously,

Ayes: Commissioner Rashid Ali, Chairperson Jon-Paul Valcarenghi, Vice-Chairperson Carla White-Snyder

Noes: None

Absent:

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: G.3.
SUBJECT: Recognition of the Kiwanis Club of Woodland

Recommendation for Action:
Staff recommends that the City Council recognize the Kiwanis Club of Woodland with a Certificate of Appreciation for being a sponsor for the City's Recreation Exposition "ReXpo" and providing swim lesson scholarships.

Staff Contact:
Dallas Tringali, Community Services Program Manager, (530) 661-2000, dallas.tringali@cityofwoodland.org

Fiscal Impact:
This action results in a neutral fiscal impact. Kiwanis Club of Woodland provided 100 swim lesson scholarships in the amount of $60 each. Participants will pay the remaining $10 to cover the full cost of the swim lesson.

Background:
Every year in March, the Community Services Department holds a recreation exposition, known as "ReXpo." This event marks the beginning of the summer recreation registration period and provides an opportunity for the public to learn about upcoming recreation programs.

The City offers swim lessons to children as young as six months old in the spring and summer. This year there are six two-week sessions offered (about 360 individual classes) that will service approximately 1,000 participants. From 2016-2018, the City provided 80 scholarships to participants.

Discussion:
In 2017, the Kiwanis Club of Woodland approached the Community Services Department with their desire to partner more with the City. The Kiwanis Club expressed their concern with water safety and asked about providing swim lesson scholarships for children in income-qualifying households. They provided the City with $4,500 in 2018 in order to offer 75 swim scholarships (in addition to the 80 the City had provided). For 2019, the Kiwanis Club donated $6,000 that will go toward 100 $60 scholarships for children. Additionally, the City will be providing 100 scholarships to compliment the Kiwanis' donation

The Kiwanis Club of Woodland also helped sponsor the City's ReXpo event held on March 9. They passed out about 350 hot dogs, snacks, and drinks to the public in each of the last two years. They also had an informational table, which described their club and how important water safety is for children. This continued partnership with the Kiwanis Club of Woodland is a valuable piece of the Community Service Department's ReXpo event and to its summer programming lineup. Additionally, in 2019 the Kiwanis Club of Woodland sponsored the City's Martin Luther King Jr. celebration by cooking and serving a pancake breakfast for participants at Rick Gonzales Senior Park prior to a tree planting event.

Conclusion:
Staff recommends that the City Council recognize the Kiwanis Club of Woodland with a Certificate of Appreciation for being a sponsor for the City's Recreation Exposition "ReXpo" and providing swim lesson scholarships.

Prepared by: Dallas Tringali, Community Services Program Manager

Reviewed by: Christine Engel, Community Services Director

Paul Navazio
City Manager

Attachments:

1. 2019 Kiwanis Cert of Appreciation

City of Woodland

CERTIFICATE OF APPRECIATION

Honoring

Kiwanis Club of Woodland

For Sponsoring "ReXpo" and Providing Swim Lesson Scholarships

Dated this 2nd day of April, 2019

____

Xochitl Rodriguez, Mayor

Richard Lansburgh, Mayor Pro Tem

Enrique Fernandez, Council Member

Angel Barajas, Council Member

Tom Stallard, Council Member

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: G.4.
SUBJECT: Child Abuse Prevention Month Proclamation

Recommendation for Action: Staff recommends that the City Council recognize April 2019 as Child Abuse Prevention Month.

Staff Contact:
Ana B. Gonzalez, City Clerk, (530) 661-5806, ana.gonzalez@cityofwoodland.org

Background:
At the request of the Yolo County Children's Alliance, the Woodland City Council is being asked to consider adopting a proclamation recognizing April 2019 as Child Abuse Prevention Month.

Paul Navazio
City Manager

Attachments:
1. Child Abuse Prevention Month Proclamation

CITY OF WOODLAND

PROCLAMATION

RECOGNIZING APRIL 2019 AS CHILD ABUSE PREVENTION MONTH

WHEREAS, child abuse and neglect continue to pose serious threats to our nation's children; and

WHEREAS, Adverse Childhood Experiences (ACEs), such as physical, emotional, and sexual child abuse, neglect, and parental stress or illness, can have short- and long-term outcomes, including a multitude of health and social problems; and early evidence-based prevention and intervention efforts are less costly than trying to fix the adverse effects of child maltreatment, both in human and financial terms; and

WHEREAS, in 2017, according to the California Child Welfare Indicators Project, 604 children in Yolo County were found to be victims of abuse and neglect; and

WHEREAS, preventing child abuse and neglect is a community issue, and we all have a responsibility to nurture and protect our children and help ensure they become healthy and productive adults; and

WHEREAS, the Child Abuse Prevention Council (CAPC) of Yolo County, a Yolo County Children's Alliance (YCCA) program, coordinates the community's efforts to prevent and respond to child abuse and neglect and has members from Child Welfare Services, the criminal justice system, prevention and treatment services, and the larger community; and

WHEREAS, the people of Yolo County are encouraged to strengthen families and support child abuse prevention activities in their communities, specifically through this year's CAPC and YCCA child abuse prevention campaign, which is called *Nurturing Children During Times of Stress* and helps parents learn how to protect children from intense stress and promote resilience; and

WHEREAS, in Yolo County over 20 agencies and community organizations are collaborating in their efforts to prevent child abuse and neglect through the YCCA Yolo Family Strengthening Network; and

WHEREAS, providing community-based prevention services can strengthen families and reduce the likelihood of child abuse and neglect. YCCA family strengthening programs include evidence-based home visiting, Family Resource Centers, safety net services, parenting classes and education, developmental screening, subsidized child care, and Volunteer Income Tax Assistance program (VITA), which brings money back into the hands of families.

THEREFORE, BE IT RESOLVED that the City Council of the City of Woodland hereby declares the month of April 2019 as "Child Abuse Prevention Month".

Dated: April 2, 2019

____

Xóchitl Rodriguez, Mayor

Rich Lansburgh, Mayor Pro Tempore — Angel Barajas, Council Member

Enrique Fernandez, Council Member — Tom Stallard, Council Member

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: H.5.
SUBJECT: Approve Plans & Specifications, and Authorize Bid Advertisement for WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24

Recommendation for Action: Staff recommends that the City Council adopt Resolution No. _____, to: 1) Approve the plans & specifications and authorize bid adve___rtisement; and 2) Create a new capital project, WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24

Staff Contact:
Tim Busch, Principal Utilities Civil Engineer – (530) 661-5963, tim.busch@cityofwoodland.org

Fiscal Impact:
The funding for CIP # 10-11, WPCF Export Biosolids is included in the Capital Budget approved by City Council on June 19, 2018. The funding source is the Sewer Enterprise Fund. The project has a current balance of approximately $700,000. The Engineer's Estimate for the drying and hauling work is approximately $630,000 including construction, construction contingency, and staff time. Staff is requesting that funding transferred be from the approved project CIP #10-11 to a new project CIP #19-24 at the time of construction contract award, to allow for better cost tracking.

There is no impact to the General Fund.

Background:
The City's Water Pollution Control Facility (WPCF) generates biosolids as a result of the wastewater treatment process. Approximately 3,000 tons per year is generated. The WPCF utilizes a series of ponds to accumulate and stabilize the biosolids over time. Over the past few decades, a significant quantity of biosolids has been accumulated. The WPCF Waste Discharge Permit requires the WPCF to make a good faith effort to begin disposal of this material.

Previous work has included removal of biosolids from Ponds #7, #9 and, #10 and soil/cement lining of ponds #9 and #10 along with improvements to the capping water distribution piping system.

Discussion:
The work in this project generally includes mechanically drying of the biosolids in Pond #8 and hauling to the Yolo County Landfill for use as daily cover. The Yolo County Landfill is the only authorized receiver of biosolids in Yolo County. The landfill charges a tipping fee of approximately $15.00/ton for biosolids. The quantity of biosolids stored in Pond #8 for drying and hauling is expected to be approximately 6,000 dry tons. The exact quantity cannot be determined until the drying work is completed.

The WPCF has been accumulating biosolids for decades and has a rough estimate of 55,000 tons of stored biosolids. The long term plan for biosolids disposal includes permitting for land disposal of the biosolids on nearby agricultural fields. This would allow for a beneficial reuse of the material as agricultural soil amendment. Land application of biosolids would be a relatively slow process and will take several years to complete.

The WPCF has a need to remove the biosolids from Pond #8 and prepare the pond to be ready to accept new biosolids. Given the amount of accumulated biosolids in Pond #8 and the time required to permit land application, the only viable option is to dispose of the material at the landfill.

A full set of Plans and Specifications are available for review at the Community Development counter.

<u>Conclusion</u>:
Staff recommends that the City Council approve Resolution No. _____, to: 1) Approve the plans & specifications and authorize bid advertisement; and 2) Create a new capital project, WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24

Prepared By: Tim Busch, Principal Utilities Civil Engineer

Reviewed By: Brent Meyer, City Engineer
Ken Hiatt, Assistant City Manager/Community & Economic Development Director

Paul Navazio
City Manager

<u>Attachments:</u>
1. Resolution

RESOLUTION NO. ___

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND TO APPROVE THE PLANS AND SPECIFICATIONS AND AUTHORIZE BID ADVERTISEMENT FOR THE WPCF POND #8 BIOSOLIDS DRYING AND REMOVAL PROJECT, CIP #19-24

WHEREAS, the City of Woodland wishes to approve the plans and specifications for the WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24; and

WHEREAS, the City has identified managing biosolids at the WPCF to be a priority; and

WHEREAS, the City has the authority to approve projects for bid; and

WHEREAS, the City wishes to create CIP #19-24 as part of the Capital Budget; and

WHEREAS, the City wishes to authorize bid advertisement for the WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24; and

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF WOODLAND AS FOLLOWS:

Section 1. The City Council hereby approves the plans and specifications for the WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24, which are available on file with the City Clerk.

Section 2. The City Council authorizes City staff to advertise the WPCF Pond #8 Biosolids Drying and Removal Project, CIP #19-24 for bids, with bid opening date anticipated to occur in early May 2019.

PASSED AND ADOPTED this 2nd day of April 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

____
Xochitl Rodriguez, Mayor

ATTEST:

____
Ana B. Gonzalez, City Clerk

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: H.6.
SUBJECT: Resolution Accepting the Public Improvements for Subdivision Final Map 4986, Heidrick Ranch Phase 2 & 3.

Recommendation for Action: Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements For Subdivision Final Map 4986, Heidrick Ranch Phase 2 & 3.

Staff Contact:
Lolly Weichel, (530) 661-5820, lolly.weichel@cityofwoodland.org

Fiscal Impact:
All infrastructure improvements to serve this subdivision were constructed using bond proceeds from the Spring Lake community facilities district (CFD) and/or Spring Lake Infrastructure Fees (SLIF) along with private funding from the developer. The public improvements constructed with this map adds 27,133 square feet of new public landscaping, with an estimated annual maintenance cost of $22,940 including maintenance and water use. This additional landscaping is within the boundaries of and will be maintained by the Spring Lake Landscape & Lighting District (L&L). These costs were anticipated during the formation of the L&L and will be included with the proposed annual assessments, which are typically presented to Council in May each year.

The Governmental Accounting Standards Board Statement 34 (GASB 34) requires state and local governments to include valuation and depreciation information on public infrastructure assets for accounting purposes and financial reports. The total cost of public infrastructure in the GASB34 categories that the City will acquire with these subdivisions is shown below.

GASB34 category Subdivision 4986
Road $2,259,171
Water $975,220
Sewer $411,260
Storm Drain $978,850

Background:
On April 6, 2004, the City Council approved the 44.6 acre Heidrick Ranch Tentative Map (No. 4670) and Development Agreement. The map consisted of 150 single-family lots and one 5 acre multifamily lot.

On July 2, 2015 the City Council approved Final Subdivision Map (SM) No. 4986, Heidrick Ranch Phases 2 & 3 (99 lots), and the associated Subdivision Improvement Agreement with Lennar Homes.

The improvements constructed for Subdivision 4986 (Heidrick Ranch Phases 2 & 3) are shown on the civil improvement plans entitled, “Improvement Plans for Heidrick Ranch Phase 2” and “Improvement Plans for Heidrick Ranch Phase 3” and approved by the City Engineer October 31, 2014

Lennar Homes of California has completed the infrastructure improvements to the satisfaction of the City Engineer, the Public Works and Community Development Departments. Following Council acceptance, the City Clerk will file a Notice of Completion for the completed items initiating release of the developer's performance and payment securities for these improvements. The developer has provided a warranty security to correct any defects identified during the warranty time frame of one year following the filing of the Notice of Completion.

Discussion:
This is the standard practice for obtaining infrastructure improvements for new subdivisions. The final map dedicated streets and public utility easements to the City. The work is designed to City Standard Specifications and the improvements are inspected by the City during construction.

Conclusion:
Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements For Subdivision Final Map 4986, Heidrick Ranch Phase 2 & 3.

Prepared by: Lolly Weichel, Development Services Engineering

Reviewed by: Brent Meyer, City Engineer
Ken Hiatt, Assistant City Manager / Community and Economic Development

Ken Hiatt
Assistant City Manager / Comm. & Econ. Development Director

Attachments:
1. Resolution
2. Location Map

RESOLUTION NO. ______

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND ACCEPTING THE PUBLIC IMPROVEMENTS FOR SUBDIVISION FINAL MAP 4986 BY LENNAR HOMES OF CALIFORNIA

WHEREAS, On April 6, 2004, the City Council approved Tentative Map No. 4670 Heidrick Ranch and Development Agreement, consisting of the 44.6 acres, 150 single-family lots and one 5 acre multifamily lot; and

WHEREAS, on, July 2, 2015 the City Council approved the final map for Subdivision No. 4986 (Heidrick Ranch Phases 2 & 3), which created 99 single-family lots in the Spring Lake Specific Plan ("Map"); and

WHEREAS, the conditions of approval for the Map required the subdivider, Lennar Homes of California, to enter into a Subdivision Improvement Agreement calling for the construction of infrastructure necessary to serve the development permitted by this Map (collectively, the "Improvements"), and furnish bonds or other securities to ensure the timely completion of the Improvements; and

WHEREAS, Lennar Homes of California has completed the Improvements; and

WHEREAS, Lennar Homes of California has previously furnished a bond for subdivision 4986, identified as Bond No. 914620 and issued by Developers Surety and Indemnity Company as surety ("Bond"), securing the completion of the Improvements; and

WHEREAS, the Subdivision Map Act and the Woodland Municipal Code require the City to accept subdivision improvements which have been completed; and

WHEREAS, Lennar Homes of California has requested that the City accept those Improvements that have been completed;

NOW THEREFORE BE IT RESOLVED AS FOLLOWS:

Section 1. The City Council hereby accepts those Improvements constructed for Subdivision 4986 (Heidrick Ranch Phases 2 & 3) and as shown on the civil improvement plans entitled, "Improvement Plans for Heidrick Ranch Phase 2" and "Improvement Plans for Heidrick Ranch Phase 3" and approved by the City Engineer October 31, 2014.

Section 2. The City Council hereby authorizes the City Clerk to file the Notice of Completion and release the developer's performance and payment securities for Subdivision No. 4986 Heidrick Ranch Phases 2 & 3.

Section 3.	Through adoption of this resolution, the City of Woodland does not waive any of its rights, or obligations of Lennar Homes of California or any other entity, under the conditions of approval for the Map, any associated development agreement, reimbursement agreement, participation agreement, or under any other document, ordinance or applicable law.

Section 4.	The adoption of this resolution shall not be deemed to cure any breach by Lennar Homes of California or any other entity of its obligations under the Map or any other document, ordinance, or applicable law.

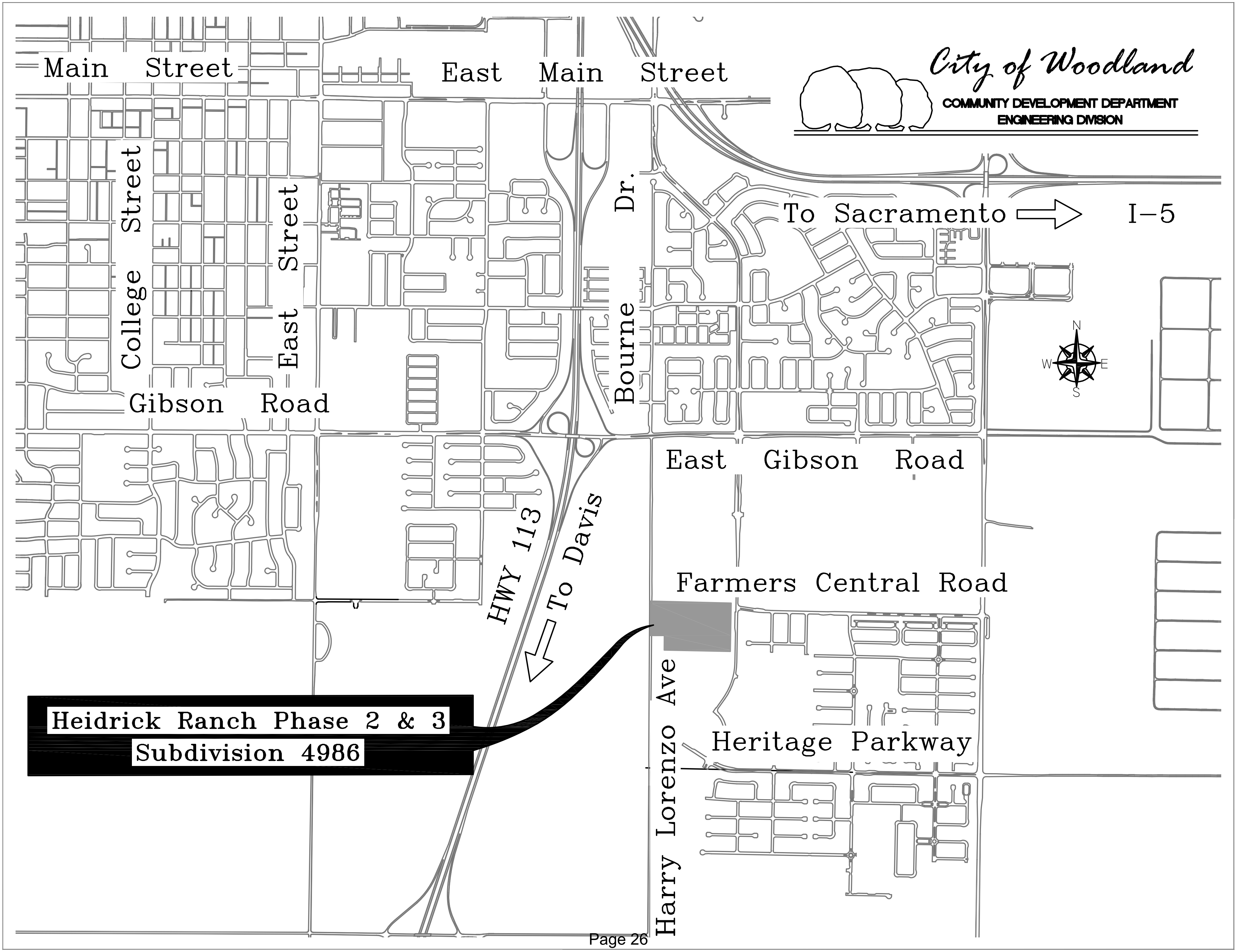
PASSED AND ADOPTED this 2nd day of April 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN

____
Xochitl Rodriguez, Mayor

ATTEST:

____
Ana Gonzalez, City Clerk


City of Woodland
COMMUNITY DEVELOPMENT DEPARTMENT
ENGINEERING DIVISION
Main Street
East Main Street
College Street
East Street
Bourne Dr.
To Sacramento
I-5
Gibson Road
East Gibson Road
HWY 113
To Davis
Farmers Central Road
Harry Lorenzo Ave
Heritage Parkway
Heidrick Ranch Phase 2 & 3
Subdivision 4986
N
S
E
W

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: H.7.
SUBJECT: Award Construction Contract for CIP #17-24, East Main Pump Station (EMPS) Storm Main Repairs Project

Recommendation for Action: Staff recommends that the City Council adopt Resolution No. _____, awarding a construction contract with SAK Construction, LLC in the amount of $354,222 for CIP #17-24, East Main Pump Station (EMPS) Storm Main Repairs Project and authorize a contract contingency of up to 15% ($53,133).

Staff Contact:
Tim Busch, Principal Utilities Civil Engineer, (530) 661-5963, tim.busch@cityofwoodland.org

Fiscal Impact
The East Main Pump Station (EMPS) Storm Main Repairs Project, CIP#17-24, was included in the FY 2018-19 budget, approved on June 19, 2018, and was funded entirely from Measure "E" in the amount of $550,000.

The project was authorized for bids on June 19, 2018, advertised for bids on February 14, 2019, and received 3 bids that are tabulated in the Discussion Section below. The proposed contract award, plus 15% contingency, construction management and inspection, design, and project management costs result in a total project cost of $450,000. The Project budget will cover the anticipated Project costs; no additional funds are needed.

There is no impact to the General Fund.

Background:
The EMPS conveys stormwater flows from the north half of Woodland into the Outfall Channel and then into the Yolo Bypass. The North Drainage Canal is adjacent to the EMPS. The bypass 54" diameter storm main connecting to the EMPS has several defects resulting in groundwater infiltration and localized sinkholes. The defects include joint failures and the early stages of collapse at one end of the pipe. If the pipeline were to collapse, the City's stormwater drainage would be severely impeded. The project will correct this issue.

The Beamer Trunk interceptor sewer alignment is over the top of the 54" diameter storm pipe. The Beamer interceptor sewer carries approximately 30% of the City's sewage to the wastewater treatment plant. A failure of the 54" diameter storm pipeline could cause a failure of the interceptor sewer.

The project will utilize Staff for construction management and inspection, which is expected to result in cost savings for the project.

Discussion:
The work involves installing a cured-in-place pipe liner to reinforce the entire length of the approximately 240 foot-long failing storm main. The work also includes dewatering to facilitate the lining operation due to excessive groundwater infiltration at the joints. An existing temporary manhole at the downstream end of the main will be replaced with a standard concrete manhole.

Trenchless rehabilitation options are typically limited to pipes in the early stages of failure. If the condition of the main were to further degrade, repairs would require significantly more expensive open-cut methods. This project addresses the 2019-2020 City Council's goal to manage existing infrastructure in such a way that reduces long-term cost of maintenance by repairing this storm main via trenchless methods before the situation degenerates further.

The City Council approved the plans and specifications and authorized advertisement for bids on June 19, 2018; and the City advertised for bids on February 14, 2019. On March 12, 2019, the City received 3 bids in the amounts tabulated below:

	CONTRACTOR	BASE BID
1	SAK Construction, LLC	$354,222.00
2	Michels Pipeline Construction	$397,386.00
3	Insituform Technologies, LLC	$398,644.00

The Engineer's estimate for construction costs was $332,475. Staff has performed due diligence in reviewing the bids. SAK Construction, LLC has been determined to be the lowest responsive, responsible bidder and has complied with all technical submittal requirements.

The construction contract provides fifty (50) working days for completion of the project which excludes weekends, holidays, delays due to weather and lead time for ordering pipe material. Staff anticipates that the project will start in early July and be completed in Fall 2019.

Conclusion: Staff recommends that the City Council adopt Resolution No. ______, awarding a construction contract with SAK Construction, LLC in the amount of $354,222 for CIP #17-24, East Main Pump Station (EMPS) Storm Main Repairs Project and authorize a contract contingency of up to 15% ($53,133).

Prepared By: Tim Busch, Principal Utilities Civil Engineer

Reviewed By: Brent Meyer, City Engineer
Ken Hiatt, Assistant City Manager/Community & Economic Development Director

Paul Navazio
City Manager

Attachments:
1. Resolution

RESOLUTION NO. ___

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND APPROVING A CONSTRUCTION CONTRACT WITH SAK CONSTRUCTION, LLC IN THE AMOUNT OF $354,222 FOR CIP 17-24, EAST MAIN PUMP STATION (EMPS) STORM MAIN REPAIRS PROJECT.

WHEREAS, the City of Woodland wishes to enter into a Construction Contract with SAK Construction, LLC for CIP 17-24, East Main Pump Station (EMPS) Storm Main Repairs Project; and

WHEREAS, the City approved the plans and specifications and authorized advertisement for bids on June 19, 2018; and the City of Woodland advertised for bids on February 14, 2019; and

WHEREAS, on March 12, 2019, the City of Woodland received 3 bids, and SAK Construction, LLC was determined to be the lowest responsive bidder with a base bid of $354,222; and

WHEREAS, the City wishes to approve a construction contract contingency of up to 15% ($53,133); and

WHEREAS, the City wishes to approve a Construction Contract with SAK Construction, LLC and authorize its execution through adoption of this Resolution.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF WOODLAND AS FOLLOWS:

Section 1. The City Council hereby approves the Construction Contract with SAK Construction, LLC in the amount of $354,222 and approves a fifteen percent (15%) construction contingency in the amount of $53,133. The City Manager is hereby authorized and directed to execute the contract, subject to City Attorney approval. The City Attorney is hereby authorized to make clarifying and confirming changes so long as the total dollar amount authorized herein does not change.

Section 2. Copies of the Construction Contract are available and on file in the City Clerk's office, and are incorporated herein by reference and made a part of this Resolution.

PASSED AND ADOPTED by the City Council this Second day of April, 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

____
Xóchitl Rodriguez, Mayor

ATTEST:

____
Ana B. Gonzalez, City Clerk

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: H.8.
SUBJECT: Adopt Resolution Accepting the Public Improvements for Subdivision Final Maps 5027 Spring Lake Central 1 and 5103 Spring Lake Central 2.

Recommendation for Action: Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements for Subdivision Final Maps 5027 Spring Lake Central 1 and 5103 Spring Lake Central 2.

Staff Contact:
Lolly Weichel, (530) 661-5820, lolly.weichel@cityofwoodland.org

Fiscal Impact:
All infrastructure improvements to serve this subdivision were constructed using bond proceeds from the Spring Lake community facilities district (CFD) and/or Spring Lake Infrastructure Fees (SLIF) along with private funding from the developer. The public improvements constructed with these maps add 59,713 square feet of new public landscaping, with an estimated annual maintenance cost of $45,754 including maintenance and water use. This additional landscaping is within the boundaries of and will be maintained by the Spring Lake Landscape & Lighting District (L&L). These costs were anticipated during the formation of the L&L and will be included with the proposed annual assessments, which are typically presented to Council in May each year.

The Governmental Accounting Standards Board Statement 34 (GASB 34) requires state and local governments to include valuation and depreciation information on public infrastructure assets for accounting purposes and financial reports. The total cost of public infrastructure in the GASB34 categories that the City will acquire with these subdivisions is shown below.

GASB34 category Subdivision 5027 Subdivision 5103
Road $2,225,120 $439,346
Water $974,207 $145,711
Sewer $511,900 $176,350
Storm Drain $785,531 $319,841

Background:
On May 19, 2015, the City Council approved Spring Lake Central Tentative Map (No. 5027) and Development Agreement. The map consisted of 375 single-family lots and 9.3 acres of multifamily. On January 16, 2018 the City Council approved Final Subdivision Map (SM) No. 5027, Spring Lake Central Phase 1 and the associated Subdivision Improvement Agreement with Taylor Morrison of California (100 lots). Final Subdivision Map (SM) No.5103, Spring Lake Central Phase 2 and the associated Subdivision Improvement Agreement with Taylor Morrison of California was approved on June 19, 2018 (77 lots).

The improvements constructed for Subdivision 5027 and 5103 (Spring Lake Central Phase 1 and 2) are shown on the civil improvement plans entitled, “Civil Improvement Plans for Spring Lake Central Phase 1” and “Civil Improvement Plans for Spring Lake Central Phase 2” and approved by the City Engineer June 22, 2017.

Taylor Morrison of California has completed the infrastructure improvements to the satisfaction of the City Engineer, and the Public Works and Community Development Departments. Following Council acceptance, the City Clerk will file a Notice of Completion for the completed items initiating release of the developer's performance and payment securities for these improvements. The developer has provided warranty securities for each subdivision to correct any defects identified during the warranty time frame of one year following the filing of the Notice of Completions.

Discussion:

This is the standard practice for obtaining infrastructure improvements for new subdivisions. The final map dedicated streets and public utility easements to the City. The work is designed to City Standard Specifications and the improvements are inspected by the City during construction.

Conclusion:

Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements for Subdivision Final Maps 5027 Spring Lake Central 1 and 5103 Spring Lake Central 2.

Prepared by: Lolly Weichel, Development Services Engineering

Reviewed by: Brent Meyer, City Engineer
Ken Hiatt, Assistant City Manager / Community and Economic Development

Ken Hiatt
Assistant City Manager / Comm. & Econ. Development Director

Attachments:

1. Resolution
2. Location Map

RESOLUTION NO. ______

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND ACCEPTING THE PUBLIC IMPROVEMENTS FOR SUBDIVISION FINAL MAP 5027 AND 5103 SPRING LAKE CENTRAL 1 AND 2 BY TAYLOR MORRISON OF CALIFORNIA

WHEREAS, On May 19, 2015, the City Council approved Tentative Map No. 5027 Spring Lake Central and Development Agreement, consisting of 375 single-family lots and 9.3 Acres of multifamily; and

WHEREAS, on, January 16, 2018 the City Council approved the final map for Subdivision No. 5027 (Spring Lake Central Phase 1), which created 100 single-family lots in the Spring Lake Specific Plan ("Map"); and

WHEREAS, on, June 19, 2018 the City Council approved the final map for Subdivision No. 5103 (Spring Lake Central Phase 2), which created 77 single-family lots in the Spring Lake Specific Plan ("Map"); and

WHEREAS, the conditions of approval for the Map required the subdivider, Taylor Morrison of California, to enter into a Subdivision Improvement Agreement calling for the construction of infrastructure necessary to serve the development permitted by these Maps (collectively, the "Improvements"), and furnish a bond or other security to ensure the timely completion of the Improvements; and

WHEREAS, Taylor Morrison of California has completed the Improvements; and

WHEREAS, Taylor Morrison of California has previously furnished bonds for subdivision 5027, identified as Bond No. 854-399 and issued by Developers Surety and Indemnity Company as surety ("Bond"), securing the completion of the Improvements; and

WHEREAS, Taylor Morrison of California has previously furnished bonds for subdivision 5103, identified as Bond No. 854-400 and issued by Developers Surety and Indemnity Company as surety ("Bond"), securing the completion of the Improvements; and

WHEREAS, the Subdivision Map Act and the Woodland Municipal Code require the City to accept subdivision improvements which have been completed; and

WHEREAS, Taylor Morrison of California has requested that the City accept those Improvements that have been completed;

NOW THEREFORE BE IT RESOLVED AS FOLLOWS:

Section 1. The City Council hereby accepts those Improvements constructed for Subdivisions 5027 AND 5103 (Spring Lake Central 1 and 2) and as shown on the civil improvement plans entitled, "Civil Improvement Plans for Spring Lake Central Phase 1" and "Civil Improvement Plans for Spring Lake Central Phase 2" and approved by the City Engineer June 22, 2017.

Section 2. The City Council hereby authorizes the City Clerk to file the Notice of Completion and release the developer's performance and payment securities for Subdivision No. 5027 Spring Lake Central Phase 1 and Subdivision No. 5027 Spring Lake Central Phase 2.

Section 3. Through adoption of this resolution, the City of Woodland does not waive any of its rights, or obligations of Taylor Morrison of California or any other entity, under the conditions of approval for the Map, any associated development agreement, reimbursement agreement, participation agreement, or under any other document, ordinance or applicable law.

Section 4. The adoption of this resolution shall not be deemed to cure any breach by Taylor Morrison of California or any other entity of its obligations under the Map or any other document, ordinance, or applicable law.

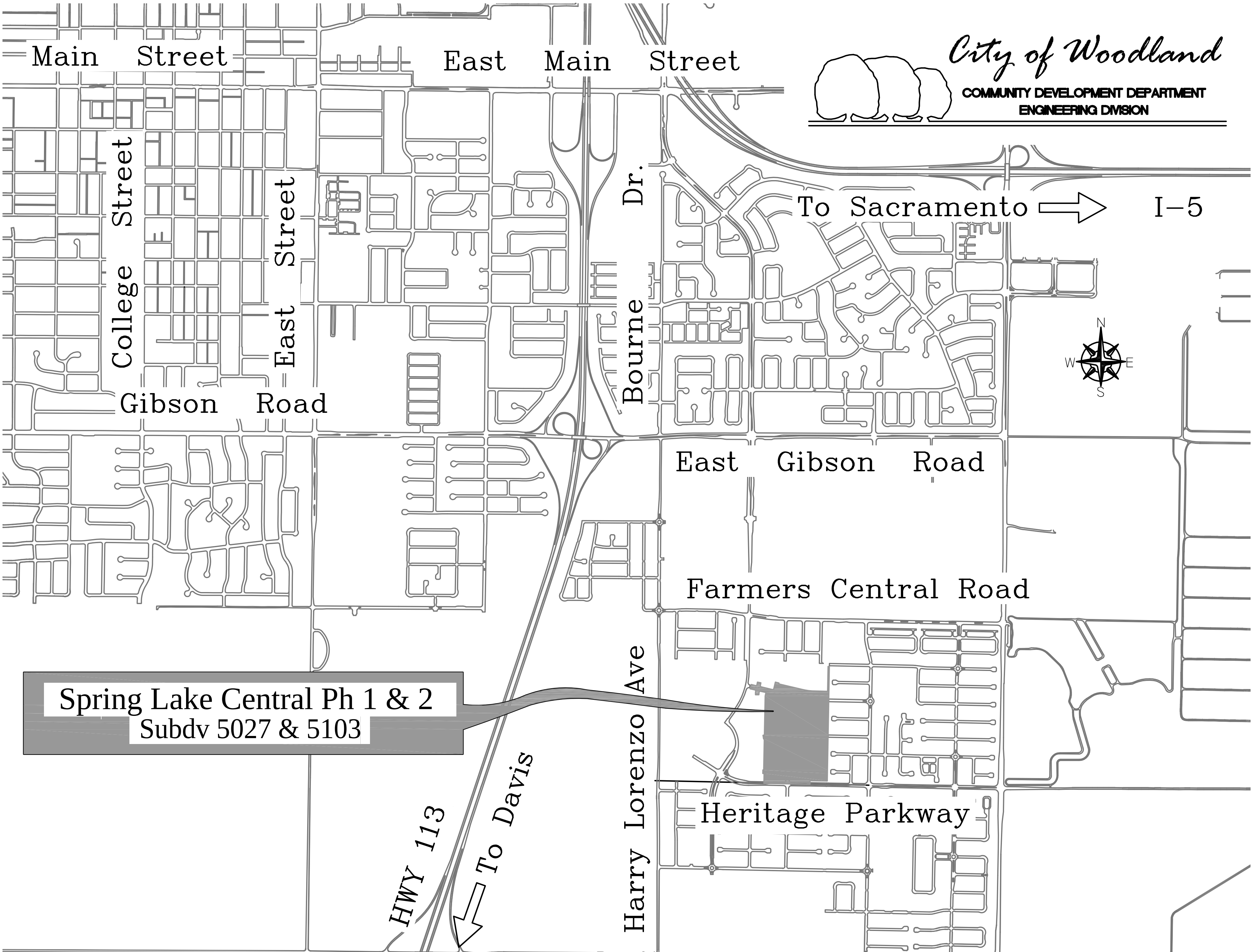
PASSED AND ADOPTED this 2nd day of April 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

____
Xochitl Rodriguez, Mayor

ATTEST:

____
Ana Gonzalez, City Clerk


City of Woodland
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Farmers Central Road
Spring Lake Central Ph 1 & 2
Subdv 5027 & 5103
Harry Lorenzo Ave
Heritage Parkway
HWY 113
To Davis
N
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TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: H.9.
SUBJECT: Adopt Resolution Accepting the Public Improvements for Subdivision Final Map 5111 Spring Lake Central 5.

Recommendation for Action: Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements For Subdivision Final Map 5111 Spring Lake Central 5.

Staff Contact:
Lolly Weichel, (530) 661-5820, lolly.weichel@cityofwoodland.org

Fiscal Impact:
All infrastructure improvements to serve this subdivision were constructed using bond proceeds from the Spring Lake community facilities district (CFD) and/or Spring Lake Infrastructure Fees (SLIF) along with private funding from the developer. The public improvements constructed with this map adds 716 square feet of new public landscaping, with an estimated annual maintenance cost of $2,358 including maintenance and water use. This additional landscaping is within the boundaries of and will be maintained by the Spring Lake Landscape & Lighting District (L&L). These costs were anticipated during the formation of the L&L and will be included with the proposed annual assessments, which are typically presented to Council in May each year.

The Governmental Accounting Standards Board Statement 34 (GASB 34) requires state and local governments to include valuation and depreciation information on public infrastructure assets for accounting purposes and financial reports. The total cost of public infrastructure in the GASB34 categories that the City will acquire with these subdivisions is shown below.

GASB34 category Subdivision 5111
Road $780,382
Water $477,451
Sewer $273,100
Storm Drain $102,846

Background:
On May 19, 2015, the City Council approved Spring Lake Central Tentative Map (No. 5027) and Development Agreement. The map consisted of 375 single-family lots and 9.3 acres of multifamily.

On February 20, 2018 the City Council approved Final Subdivision Map (SM) No.5111, Spring Lake Central Phase 5 and the associated Subdivision Improvement Agreement with R&B 77, LLC (77 lots).

The improvements constructed for Subdivision 5111 (Spring Lake Central Phase 5) are shown on the civil improvement plans entitled, "Civil Improvement Plans for Spring Lake Central Phase 5" and approved by the City Engineer August 10, 2017.
R&B 77, LLC has completed the infrastructure improvements to the satisfaction of the City Engineer, and the Public Works and Community Development Departments. Following Council acceptance, the City Clerk will

file a Notice of Completion for the completed items initiating release of the developer's performance and payment securities for these improvements. The developer has provided warranty securities for each subdivision to correct any defects identified during the warranty time frame of one year following the filing of the Notice of Completions.

Discussion:

This is the standard practice for obtaining infrastructure improvements for new subdivisions. The final map dedicated streets and public utility easements to the City. The work is designed to City Standard Specifications and the improvements are inspected by the City during construction.

Conclusion:

Staff recommends that the City Council adopt Resolution No. _____, a Resolution of the City Council of the City of Woodland Accepting the Public Improvements For Subdivision Final Map 5111 Spring Lake Central 5.

Prepared by: Lolly Weichel, Development Services Engineering

Reviewed by: Brent Meyer, City Engineer

Ken Hiatt, Assistant City Manager / Community and Economic Development

Ken Hiatt
Assistant City Manager / Comm. & Econ. Development Director

Attachments:

1. Resolution
2. Location Map

RESOLUTION NO. ______

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND ACCEPTING THE PUBLIC IMPROVEMENTS FOR SUBDIVISION FINAL MAP 5111 BY R&B 77, LLC

WHEREAS, On May 19, 2015, the City Council approved Tentative Map No. 5027 Spring Lake Central and Development Agreement, consisting 375 single-family lots and 9.3 Acres of multifamily; and

WHEREAS, on February 20, 2018 the City Council approved the final map for Subdivision No. 5111 (Spring Lake Central Phase 5), which created 77 single-family lots in the Spring Lake Specific Plan ("Map"); and

WHEREAS, the conditions of approval for the Map required the subdivider, R&B 77, LLC to enter into a Subdivision Improvement Agreement calling for the construction of infrastructure necessary to serve the development permitted by these Maps (collectively, the "Improvements"), and furnish a bonds or other securities to ensure the timely completion of the Improvements; and

WHEREAS, R&B 77, LLC has completed the Improvements; and

WHEREAS, R&B 77, LLC has previously furnished bonds for subdivision 5111, identified as Bond No. PB 021396 00088 and issued by Developers Surety and Indemnity Company as surety ("Bond"), securing the completion of the Improvements; and

WHEREAS, the Subdivision Map Act and the Woodland Municipal Code require the City to accept subdivision improvements which have been completed; and

WHEREAS, R&B 77, LLC has requested that the City accept those Improvements that have been completed;

NOW THEREFORE BE IT RESOLVED AS FOLLOWS:

Section 1. The City Council hereby accepts those Improvements constructed for Subdivision 5111 (Spring Lake Central 5) and as shown on the civil improvement plans entitled, "Civil Improvement Plans for Spring Lake Central Phase 5" and approved by the City Engineer August 10, 2017.

Section 2. The City Council hereby authorizes the City Clerk to file the Notice of Completion and release the developer's performance and payment securities for Subdivision No. 5111 Spring Lake Central Phase 5.

Section 3. Through adoption of this resolution, the City of Woodland does not waive any of its rights, or obligations of R&B 77, LLC or any other entity, under the conditions of approval for the Map, any associated development agreement, reimbursement agreement, participation agreement, or under any other document, ordinance or applicable law.

Section 4. The adoption of this resolution shall not be deemed to cure any breach by R&B 77, LLC or any other entity of its obligations under the Map or any other document, ordinance, or applicable law.

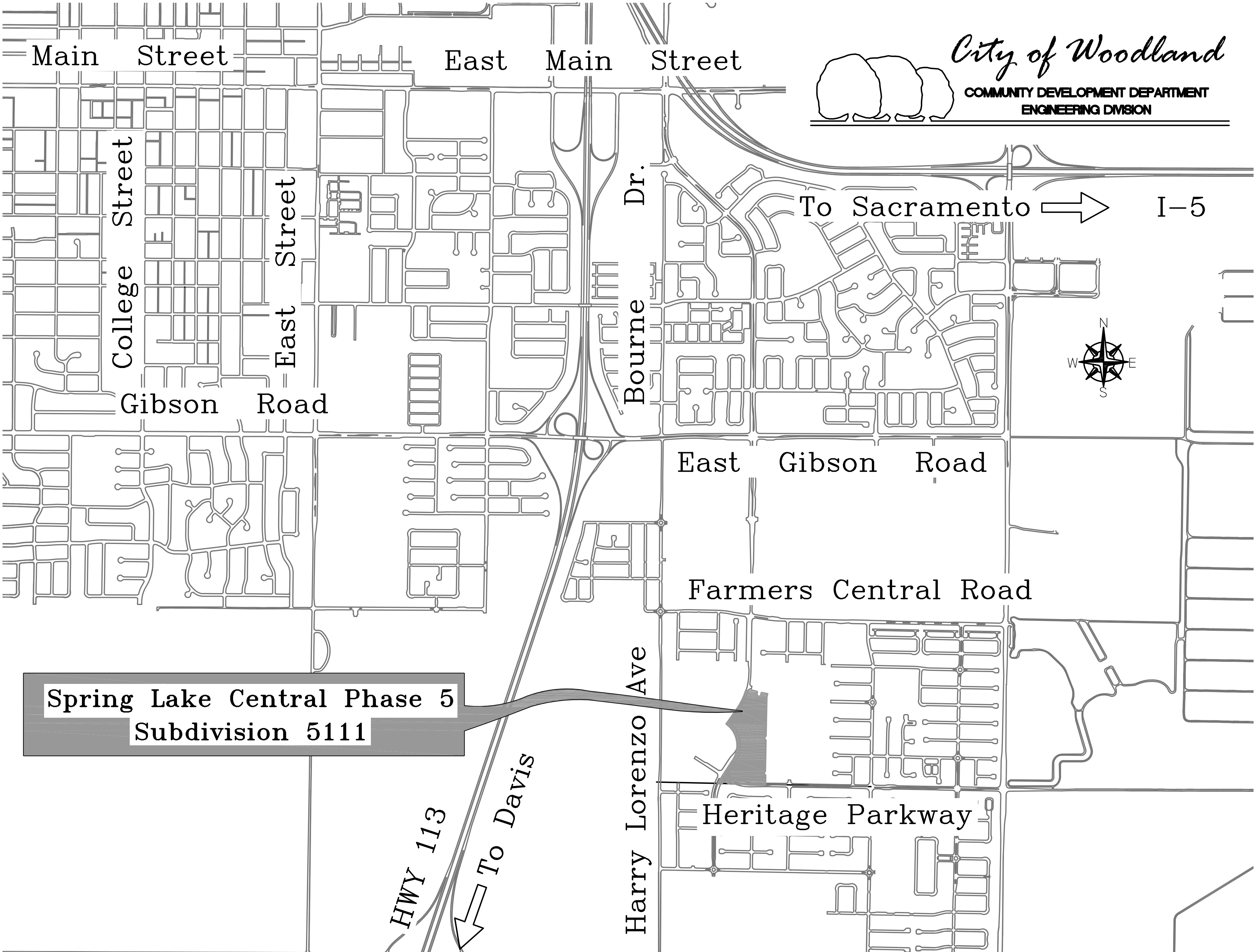
PASSED AND ADOPTED this 2nd day of April 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

____
Xochitl Rodriguez, Mayor

ATTEST:

____
Ana Gonzalez, City Clerk



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Spring Lake Central Phase 5
Subdivision 5111
Heritage Parkway
HWY 113
To Davis

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: H.10.
SUBJECT: Award Construction and Consultant Contract for Interstate 5/County Road 102 Interchange Landscaping Project, CIP 11-24

Recommendation for Action: Staff recommends that the City Council adopt Resolution No. _____, to: 1) Appropriate $200,000 of additional Road Development Funding to the Interstate 5/County Road 102 Interchange Landscaping Project, CIP 11-24 ("Project"); 2) Award the construction contract in the amount of $1,801,322 to Empire Landscape, Inc. ("Empire") for base bid plus bid additive alternates 4 & 8 for the Project and authorize a contract contingency up to $162,199, and authorize the City Manager to execute the construction contract and change orders; and 3) Approve a consultant services agreement for construction management, inspection, and testing services with UNICO Engineering, in the amount of $259,174 and authorize the City Manager to execute the agreement and amendments as necessary up to $25,918.

Staff Contact

Sara Andreotti, Engineering Technician, (530) 661-5951, sara.andreotti@cityofwoodland.org

Fiscal Impact

The Project is funded in the current capital budget with $2,723,791. This is comprised of $2,372,566 in Federal Transportation Grant funding, $301,225 Capital Project funding and $50,000 Road Development funding..

Staff recommends award of the construction contract for the Project to Empire in the amount of $1,801,322 (sum of base bid plus additive alternates 4 and 8) and establishing a construction contingency in the amount of $162,199. Additional funding of $200,000 is required to complete the Project based on the bids received. The additional funding is proposed to come from the Road Development Fund. This will increase the total Project budget to $2,923,791.

The landscape areas on the north side of the interchange are not included in a landscape and lighting district. The City will maintain the landscaped area on the NW and NE quadrants for the 5-years plant establishment and maintenance period. At the end of this 5-year period, Caltrans will assume maintenance of the north side of the interchange. This arrangement is memorialized in a maintenance agreement between the City and Caltrans. The Project budget includes $100,000 that will be used to fund the 5-year plant establishment and maintenance period.

The landscape areas on the south side of the interchange are included in the Gateway (southeast quadrant) and Gibson Ranch (southwest quadrant) landscape and lighting districts. CDD staff have been working with the Community Services Department in order to budget for the maintenance costs of the new landscaped areas within these districts. The estimated annual cost for landscape maintenance of the areas south of I-5, including the median on CR102, is estimated at $35,000.

The entire Project is designed to be drought tolerant and low maintenance in order to reduce maintenance costs.

Background

The Interstate 5/County Road 102 Interchange Project was completed at the end of 2012 and included the following components:

• Construction of the northbound CR 102 to southbound I-5 on-ramp
• Modification of the southbound loop ramp
• Modification of the northbound and southbound off-ramps
• Widening CR 102 from two to four lanes between the NB ramp and the SB ramp.
• Widening of CR 102 to six lanes from the SB ramp to Maxwell Avenue.

The subject Project will consist of landscaping work in all open spaces within and adjacent to the interchange loop and slip ramps. The Project also includes landscaping in the currently unimproved County Road 102 median and park strip south of the interchange.

The Project was originally planned for design and construction within 1-2 years of the interchange construction. However, the Project was initially delayed by negotiation of Project cost share with the Gateway developer. The Project was further delayed when the Governor enacted a drought moratorium on landscape projects in 2014. Caltrans could not issue the City an encroachment permit or funding authorization for the Project until last year.

Discussion
The City Council approved plans and specifications on December 4, 2018, and the Project was advertised for bid on February 1, 2019. The engineer's estimate of probable construction costs is $2,325,200 including the base bid items and all alternates bid items.

Bids were opened on March 12, 2019, and the City received 5 bids shown on the table below:

Bidder's Name	Base Bid Only Amount	Base Bid plus Bid Alts Amount
Marina Landscape Inc.*	$1,578,246.47	$2,021,267.07
Empire Landscaping Inc.	$1,735,372.00	$2,179,354.00
WABO	$1,776,477.65	$2,218,687.93
Environmental Land. Solutions	$1,825,330.72	$2,230,826.10
Bortolussi & Watkin, Inc.*	Not read	Not read

*Bid determined to be non-responsive

The fifth bidder, Bortolussi & Watkin, Inc., submitted an incomplete bid form that did not provide costs for the entire project (the basis for bid award) and their bid was not read aloud at the bid opening as it was incomplete on its face. Marina Landscape, Inc. ("Marina"), was the apparent low bidder, however their bid was deemed non-responsive because Marina failed to include subcontract amounts and percentage of work subcontracted for listed subcontractors. Failure to include the percentage of work to be done by listed subcontractors in conjunction with a 30% self-performance obligation on the part of the prime on account of the federal funding on the Project rendered Marina's bid nonresponsive because the City is precluded from requesting updated information from Marina to determine whether it would meet the self-performance requirement. A Notice of Intent to Reject Bid dated March 18, 2019 was sent to Marina to inform them of the City's finding of non-responsiveness. A copy of the Notice of Intent to Reject Bid is attached hereto as Attachment B.

The City then received a bid protest from Environmental Landscape Solutions ("ELS") via a letter dated March 13, 2019 and an email dated March 13, 2019 alleging Marina's bid was submitted untimely and should be rejected on that basis and the bid submitted by Empire Landscape, Inc. ("Empire"), the lowest responsible bidder submitting a responsive bid following rejection of Marina's bid, is nonresponsive for failure to meet federal DBE regulations. A copy of the ELS protest is attached hereto as Attachment C.

City staff determined the protest submitted by ELS is moot with respect to Marina's bid because that bid included a material bid error rendering it nonresponsive and meritless as to Empire's bid because Empire's bid provides it will exceed the DBE contract goal of 23% with a participation level of 25% thus satisfying federal DBE regulations. The City delivered a Notice of Intent to Reject Bid Protest dated March 18, 2019 to ELS to inform them of the City's determination. A copy of the Notice of Intent to Reject Bid Protest is attached hereto as Attachment D.

Empire is the lowest responsible bidder submitting a responsive bid with a total bid of $2,179,354.00 (base bid and all alternates).

Additionally, for construction management, specialized inspection and material testing services for the project, staff selected UNICO Engineering through a qualifications based selection process, advertised in October of 2017 and Statement of Qualifications received and evaluated in November of 2017.

Conclusion

Staff recommends that the City Council adopt Resolution No. _____, to: 1) Appropriate $200,000 of additional Road Development Funding to the Interstate 5/County Road 102 Interchange Landscaping Project, CIP 11-24 ("Project"); 2) Award the construction contract in the amount of $1,801,322 to Empire Landscape, Inc. ("Empire") for base bid plus bid additive alternates 4 & 8 for the Project and authorize a contract contingency up to $162,199, and authorize the City Manager to execute the construction contract and change orders; and 3) Approve a consultant services agreement for construction management, inspection, and testing services with UNICO Engineering, in the amount of $259,174 and authorize the City Manager to execute the agreement and amendments as necessary up to $25,918.

Prepared by: Sara Andreotti, Engineering Technician

Reviewed by: Brent Meyer, City Engineer
Ken Hiatt, Assistant City Manager

Paul Navazio
City Manager

Attachments:

1. Resolution
2. Notice of Intent to Reject Bid
3. ELS Bid Protest
4. Notice of Intent to Reject Bid Protest

RESOLUTION NO. ___

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND APPROPRIATING $200,000 OF ROAD DEVELOPMENT FUNDING AND APPROVING AND AWARDING A CONSTRUCTION CONTRACT AND CONSULTANT AGREEMENT FOR THE INTERSTATE 5/COUNTY ROAD 102 INTERCHANGE LANDSCAPING PROJECT, CIP 11-24.

WHEREAS, the project is identified in the current capital budget as Interstate 5/County Road 102 Interchange Landscaping Project, CIP 11-24 ("Project") with a budget of $2,723,791; and

WHEREAS, the Project is funded with $2,372,566 in Federal Transportation Grant funding for construction; and

WHEREAS, the City Council wishes to increase funding for the Project in the amount of $200,000 from the Road Development Fund; and

WHEREAS, the City opened bids on March 12, 2019, and received 5 bids;

WHEREAS, the City has reviewed the bids and determined the lowest monetary bid submitted by Marina Landscape, Inc. ("Marina"), is nonresponsive because Marina failed to include subcontract amounts and percentage of work subcontracted for listed subcontractors; and ; and

WHEREAS, the failure to include the percentage of work to be done by listed subcontractors in conjunction with a 30% prime contractor self-performance requirement pursuant to federal funding regulations renders the bid nonresponsive because the City is precluded from requesting updated information from Marina to determine whether it would meet the self-performance requirement; and

WHEREAS, the City received a bid protest from Environmental Landscape Solutions ("ELS") via a letter dated March 13, 2019 and an email dated March 13, 2019 alleging Marina's bid was submitted untimely and should be rejected on that basis and the bid submitted by Empire Landscape, Inc. ("Empire"), the lowest responsible bidder submitting a responsive bid following rejection of Marina's bid, is nonresponsive for failure to meet federal DBE regulations; and

WHEREAS, ELS's protest is moot with respect to Marina's bid because that bid is nonresponsive and meritless as to Empire's bid because Empire's bid provides it will exceed the DBE contract goal thereby satisfying federal DBE regulations; and

WHEREAS, the City has determined the lowest responsible bidder submitting a responsive bid is Empire Landscape Inc. based on their base bid plus all additive alternates in the amount of $2,179,354; and

WHEREAS, the City wishes to award the construction contract to Empire Landscape Inc. for the base bid plus additive alternates 4 & 8 in the amount of $1,801,322 and authorize contingency up to $162,199; and.

WHEREAS, the City desires to have the construction management, inspection and testing performed by an experienced consultant that was selected by a qualifications based selection process;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF WOODLAND AS FOLLOWS:

Section 1. The City Council hereby authorizes the appropriation of $200,000 of additional Road Development funding to the Project.

Section 2. The City Council hereby waives any immaterial bid errors in the bid submitted by and approves the award of a construction contract to Empire in the amount of $1,801,322. The City Manager is hereby authorized and directed to execute the contract and change orders up to $162,199, subject to City Attorney approval. The City Attorney is hereby authorized to make clarifying and conforming changes so long as the total dollar amount authorized herein does not change.

Section 3. The City Council hereby approves the consultant services agreement with Unico Engineering, Inc. in the amount of $259,174. The City Manager is hereby authorized and directed to execute the agreement and amendments up to $25,918, subject to City Attorney approval. The City Attorney is hereby authorized to make clarifying and confirming changes so long as the total dollar amount authorized in the consultant services agreement does not change.

Section 4. Copies of the above mentioned contracts are available and on file in the City Clerk's office, and are incorporated herein by reference and made a part of this Resolution.

PASSED AND ADOPTED this 2nd day of April 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

____
Xochitl Rodriguez, Mayor
ATTEST:

____
Ana B. Gonzalez, City Clerk

City of Woodland

Community Development Engineering 300 First Street, Woodland, CA 95695 (530) 661-5820 www.cityofwoodland.org

March 18, 2019

VIA CERTIFIED MAIL
RETURN RECEIPT REQUESTED

Marina Landscape, Inc.
3707 W. Garden Grove Blvd.
Orange, CA 92868

SUBJECT: I5/CR102 Landscaping Improvements Project, CIP # 11-24/Federal Aid # HP21L-5046(036)
Notice of Intent to Reject Bid

Dear Mr. Robert B. Cowan:

The City of Woodland ("City") has reviewed the bid submitted by Marina Landscape, Inc. ("Marina"), in response to the notice inviting bids for the above captioned project ("Project"). The City's review of Marina's bid revealed a material error – Marina failed to include the subcontract amount and percent of bid item for listed subcontractors. This in conjunction with the self-performance requirement of 30% renders Marina's bid nonresponsive. Specifically, without clear information regarding the value of subcontracted work available from the face of the bid, the City cannot determine if Marina will meet the 30% self-performance requirement. Award of this contract to Marina would be a violation of the City's own bidding rules as established in the Bid Proposal Form and federal funding requirements under FHWA Form 1273, Section VI(1).

The City is not authorized to request updated information and allow Marina to correct the mistake and list out the amount and percentage of work subcontracted. (See Valley Crest Landscape, Inc. v. City of Davis (1996) 41 Cal.App.4th 1432, 1435.) Therefore, failure to clearly demonstrate Marina will meet the 30% self-performance requirement is a material bid error the City has no discretion to waive.

The City intends to consider award of this contract at its meeting on April 2, 2019. City staff will recommend the City Council reject the bid submitted by Marina as non-responsive and award the contract to Empire Landscaping, Inc., the lowest responsible bidder submitting a responsive bid.

Sincerely,

Brent Meyer, PE
City Engineer

cc: Katie Wurzel, Principal Civil Engineer
Sara Andreotti, Engineer Technician

ENVIRONMENTAL
landscape solutions
CA CONTRACTORS LICENSE 913497

March 13, 2019

VIA E-MAIL AND OVERNIGHT MAIL

Brent Meyer, P.E.
City Engineer
City of Woodland
Community Development Department
300 First Street
Woodland, CA 95695

Antoinette Wood
DBE Compliance
Caltrans
Office of Business and Economic Opportunity
1823 14th Street
Sacramento, CA 95811

Re: Bid Protest - Interstate 5/County Road 102 Interchange Landscaping Project, CIP No. 11-24/ Federal Aid # H2IL – 5046(036)

Dear Mr. Meyer

On March 13, 2019 Environmental Landscape Solutions (ELS) requested copies of the bids submitted to the City on March 12, 2019 for the above referenced project. As the City has not responded to our request, and to protect our legal rights, ELS is filing a formal bid protest. The bidders and bid amounts as read aloud by City staff were as follows:

Marina Landscape $2,021,267.07
Environmental Landscape Solutions $2,230,838.10
Watkin & Bortolussi – Did not include last page of bid form, no price was read out
WABO $2,225,829.61
Empire Landscape $2,191,260.00

Neither Marina, Watkin & Bortolussi, WABO, or Empire Landscape appears to have achieved the 23% Disadvantage Business Enterprise (DBE) threshold on the project. ELS through intensive and time-consuming efforts was able to exceed the DBE threshold even though the subcontractor used was not the

phone: **916.388.0308** • *efax:* **916.258.0971** • *fax:* **916.388.0828**

Business Address: 8380 ROVANA CRICLE SACRAMENTO, CA 95828

lowest priced for its scope of work. ELS could have discarded the higher DBE subcontractor, used alternate non DBE resources, and would have provided a price below that of the other bidders. We request the City deem the bids from Marina, Watkin & Bortolussi, WABO, and Empire Landscape as non-responsive and award the contract to ELS.

Sincerely,

Colin Geraghty
COO

Sara Andreotti

From: Josh Boll <josh.b@els-green.com>
Sent: Wednesday, March 13, 2019 7:02 AM
To: Sara Andreotti
Subject: I-5 & County Road 102 Interchange Landscaping

Follow Up Flag: Follow up
Flag Status: Flagged

Hi Sara:

I wanted to follow up on yesterday's bid for the above referenced project. My understanding is Marina submitted its bid after the 2pm deadline and therefore it should be rejected. Also please provide a copy of WABO and Empire's bid. We were successful in our DBE outreach efforts and our bid includes DBE participation of 30% even though the DBE was not the lowest priced subcontractor for its scope of work. I want to review the subcontractor forms for both WABO and Empire to ensure they met the DBE goal. In addition if you are accepting Marina's bid please send me their bid also so I may review the subcontractor listing too.

Thank you,

Josh Boll
Senior Estimator

9980 Horn Road
Sacramento, CA 95827
Cell 916.225.9309
Office 916.388.0308
Fax 916.388.0828

City of Woodland

Community Development Engineering 300 First Street, Woodland, CA 95695 (530) 661-5820 www.cityofwoodland.org

March 18, 2019

VIA CERTIFIED MAIL
RETURN RECEIPT REQUESTED

Environmental Landscape Solutions
9980 Horn Road
Sacramento, CA 95827

SUBJECT: I5/CR102 Landscaping Improvements Project, CIP # 11-24/Federal Aid # HP21L-5046(036)
Notice of Intent to Reject Bid Protest

Dear Mr. Colin Geraghty:

The City of Woodland ("City") has reviewed the bid protest letter filed by Environmental Landscape Solutions ("ELS") dated March 13, 2019 as well as the email correspondence from Mr. Josh Boll dated March 13, 2019 (collectively "Protest") with regards to the above captioned project ("Project"). Based on our review, the Protest is meritless as it pertains to the bid submitted by the lowest responsible bidder submitting a responsive bid on the Project – Empire Landscaping, Inc. ("Empire").

ELS protests the bid submitted by Marina Landscape, Inc. – the low monetary bidder – on the basis of Marina's bid being filed after the bid submission deadline. We do not opine on this portion of the ELS protest because it is moot. The City's independent review of Marina's bid revealed material and un-waivable errors rendering the bid nonresponsive. As such, the City will not engage in an investigation of the timeliness of Marina's bid.

ELS additionally alleges Empire's bid is nonresponsive based on the failure by Empire to the contract Disadvantaged Business Enterprise ("DBE") goal for the Project. Based on the City's review of Empire's bid including documentation of DBE participation, the City finds ELS's Protest of Empire's bid meritless. The DBE contract goal for this Project is 23% as memorialized in the Notice Inviting Bids, Section A-10. Empire exceeded the DBE contract goal with DBE participation of 25% as evidenced by Empire's Exhibit 15-G submitted with its bid – a copy of Empire's Exhibit 15-G is enclosed herewith for reference. As such, there is no basis for finding Empire in violation of federal DBE requirements.

The City intends to consider award of this contract at its meeting on April 2, 2019. City staff will recommend the City Council reject the bid protest submitted by ELS as meritless and award the contract to Empire, the lowest responsible bidder submitting a responsive bid.

Sincerely,

Brent Meyer, PE
City Engineer

cc: Katie Wurzel, Principal Civil Engineer
Sara Andreotti, Engineer Technician
Antoinette Wood, DBE Compliance

Enclosure: (1) Empire Exhibit 15-G

(1)

SECTION J. EXHIBIT 15-G: LOCAL AGENCY BIDDER DBE COMMITMENT (CONSTRUCTION CONTRACTS)

1. Local Agency: City of Woodland
2. Contract DBE Goal: 23
3. Project Description: I5/CR 102 Landscape Improvement Project
4. Project Location: Woodland CA
5. Bidder's Name: Empire Landscaping
6. Prime Certified DBE: ☐
7. Bid Amount: 2,191,260
8. Total Dollar Amount for **ALL** Subcontractors: 562,370
9. Total Number of **ALL** Subcontractors: 6

10. Bid Item Number	11. Description of Work, Service, or Materials Supplied	12. DBE Certification Number	13. DBE Contact Information (Must be certified on the date bids are opened)	14. DBE Dollar Amount
6	Monument	37437	Mark Wallace Masonry	45,837
7A	concrete ditch		P.O. Box = 6745	3,962
Alt 1	monument 2		Auburn CA 95604	87,754
Alt 3	Slope paving		530-885-7852	132,060
27	Electrical connection	45855	Vine Electric Inc.	36,960
28	Electrical connection		34 Union way.	36,960
29	Electrical connection		Vacaville CA	71,960.

Local Agency to Complete this Section

21. Local Agency Contract Number:
22. Federal-Aid Project Number:
23. Bid Opening Date:
24. Contract Award Date:

Local Agency certifies that all DBE certifications are valid and information on this form is complete and accurate.

25. Local Agency Representative's Signature 26. Date

27. Local Agency Representative's Name 28. Phone

29. Local Agency Representative's Title

15. TOTAL CLAIMED DBE PARTICIPATION + $6,315 See next Page

%

IMPORTANT: Identify all DBE firms being claimed for credit, regardless of tier. Names of the First Tier DBE Subcontractors and their respective item(s) of work listed above must be consistent, where applicable with the names and items of the work in the "Subcontractor List" submitted with your bid. Written confirmation of each listed DBE is required.

16. Preparer's Signature [signature] 17. Date 3-12-19

18. Preparer's Name Ahmet Gulcu 19. Phone 530-400-3943

20. Preparer's Title President

DISTRIBUTION: 1. Original – Local Agency
2. Copy – Caltrans District Local Assistance Engineer (DLAE). Failure to submit to DLAE within 30 days of contract execution may result in de-obligation of federal funds on contract. Include additional copy with award package.

ADA Notice: For individuals with sensory disabilities, this document is available in alternate formats. For information call (916) 654-6410 or TDD (916) 654-3880 or write Records and Forms Management, 1120 N Street, MS-89, Sacramento, CA 95814

[LAPM Exhibit 15-G, July23, 2015]

2

SECTION J. **EXHIBIT 15-G: LOCAL AGENCY BIDDER DBE COMMITMENT (CONSTRUCTION CONTRACTS)**

1. Local Agency: City of woodland
2. Contract DBE Goal: 23
3. Project Description: 15/CR 102 Landscape Improvement Project
4. Project Location: Woodland CA
5. Bidder's Name: Empire Landscaping
6. Prime Certified DBE: ☐
7. Bid Amount: 2.191.260
8. Total Dollar Amount for **ALL** Subcontractors: 562.370
9. Total Number of **ALL** Subcontractors: 6

10. Bid Item Number	11. Description of Work, Service, or Materials Supplied	12. DBE Certification Number	13. DBE Contact Information (Must be certified on the date bids are opened)	14. DBE Dollar Amount
36	Hydroseed	217	Nitto Erosion control 916-652-7459	30.029
5	SWPPP	38300	TCG 707-693-1926	5.875
31	Molches	34479	Som's Equipment $ 73.530 % 60	44.118
	Equipment rental.	32204	All American rent $ 100.900 % 60	60.540

Local Agency to Complete this Section

21. Local Agency Contract
22. Federal-Aid Project Number
23. Bid Opening Date:
24. Contract Award Date:

Local Agency certifies that all DBE certifications are valid and information on this form is complete and accurate.

25. Local Agency Representative's Signature
26. Date
27. Local Agency Representative's Name
28. Phone
29. Local Agency Representative's Title

15. TOTAL CLAIMED DBE PARTICIPATION $ 562.370 % 25

IMPORTANT: Identify all DBE firms being claimed for credit, regardless of tier. Names of the First Tier DBE Subcontractors and their respective item(s) of work listed above must be consistent, where applicable with the names and items of the work in the "Subcontractor List" submitted with your bid. Written confirmation of each listed DBE is required.

16. Preparer's Signature
17. Date: 2-12-19
18. Preparer's Name: Ahmet Gulcu
19. Phone: 530-400-3943
20. Preparer's Title: President

DISTRIBUTION: 1. Original – Local Agency
2. Copy – Caltrans District Local Assistance Engineer (DLAE). Failure to submit to DLAE within 30 days of contract execution may result in de-obligation of federal funds on contract. Include additional copy with award package.

ADA Notice: For individuals with sensory disabilities, this document is available in alternate formats. For information call (916) 654-6410 or TDD (916) 654-3880 or write Records and Forms Management, 1120 N Street, MS-89, Sacramento, CA 95814

[LAPM Exhibit 15-G, July23, 2015]

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: H.11.
SUBJECT: Amend Resolution No. 7234 Correcting Contract Amount for CIP 17-16

Recommendation for Action: Staff recommends that the City Council adopt Resolution No. _____, amending Resolution No. 7234, to correct construction contract amount for Project CIP 17-16.

Staff Contact:
Clara Olmedo, Associate Engineer, (530) 661-5824, clara.olmedo@cityofwoodland.org

Fiscal Impact:
The approved Capital Budget includes $13,131,500 funding for the project consisting of $3,842,500 in Sacramento Area Council of Governments (SACOG) grant funding, $2,000,000 from the SB1 Local Partnership Program, $1,947,000 in Measure E (MSE) match funding, $2,150,000 of Measure F, $2,892,000 in Water funding and $300,000 in Sewer funding.

Background:
The project will improve the one-mile corridor of West Main Street from West Street to County Road 98. The project includes full road reconstruction, narrower travel lanes to slow traffic and accommodate on-street bike lanes, drainage improvements, traffic signal improvements at all intersections to improve street crossings and provide ADA compliant curb ramps.

Discussion:
On March 5, 2019, Council received a staff report reporting the results of the bid for the W. Main Street Improvement Project, CIP 17-16. The sole bid received was in the amount of $9,505,635.40 from Graniterock. Unfortunately, the staff report incorrectly stated the bid amount as $9,500,000 and this was also included in the resolution. The construction contract cannot be executed without amending Resolution 7234.

This action does not modify the budget or anticipated schedule for the project. Staff anticipates issuing the notice to proceed with construction in April and project completion in winter 2019.

Conclusion:
Staff recommends that the City Council adopt Resolution No. _____, amending Resolution No. 7234, to correct construction contract amount for Project CIP 17-16.

Prepared By: Clara Olmedo, Associate Engineer

Reviewed By: Ken Hiatt, Assistant City Manager/Community & Economic Development Director

Paul Navazio
City Manager

Attachments:
1. Resolution

RESOLUTION NO. 7234A

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND AMENDING RESOLUTION NO. 7234 TO INCREASE THE TOTAL CONTRACT AWARD FOR THE WEST MAIN STREET BICYCLE/PEDESTRIAN MOBILITY AND SAFETY IMPROVEMENT PROJECT, CIP 17-16

WHEREAS, the City Council of the City of Woodland on March 5, 2019 adopted Resolution No. 7234 approving a Construction Contract for the West Main Street Bicycle/Pedestrian Mobility and Safety Improvement Project, CIP 17-16, in the erroneous amount of $9,500,000 with an additional fifteen percent contingency; and

WHEREAS, the actual bid received and contract amount to be awarded is $9,505,635.40 which exceeds the authorized amount, and the City Council now desires to correct the amount so that the contract may be awarded.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF WOODLAND AS FOLLOWS:

Section 1. The City Council hereby approves the construction contract with Graniterock in the amount of $9,505,635.40. The City Manager is hereby authorized and directed to execute the contract and change orders up to 15% of the original contract amount, subject to City Attorney approval. The City Attorney is hereby authorized to make clarifying and conforming changes so long as the total dollar amount authorized herein does not change.

Section 2. All other terms and provisions set forth in Resolution No. 7234 shall remain in full force and effect as of the date of adoption of Resolution No. 7234.

PASSED AND ADOPTED this 2nd day of April 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

____
Xochitl Rodriguez, Mayor

ATTEST:

____
Ana B. Gonzalez, City Clerk

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: I.12.
SUBJECT: Resolution in Support of the 2020 Census

Recommendation for Action: Staff recommends that the City Council adopt Resolution No. _____, in Support of the 2020 Census.

Staff Contact:
Jennifer Robinson, Secretary to the City Manager, (530) 661-5800, jennifer.robinson@cityofwoodland.org

Background:
The California Census Office is hosting a kick-off event on April 2, 2019 at the State Capitol in Sacramento to kick-off the public awareness campaign for the 2020 Census. To support this effort, the League of California Cities is encouraging its members to adopt a resolution recognizing the importance of the 2020 U.S. Census.

California cities can play an active role in helping to make the 2020 U.S. Census fair and accurate, especially for historically undercounted populations: racial and ethnic minorities, young children and renters. It is estimated that the 2010 census undercounted 95,000 (or 0.26 percent of) California residents. Though the overall count was an improvement from the previous undercounts (2.74 percent in 1990 and 1.52 percent in 2000), the rate of undercounted populations remains consistently high, and that has many cities concerned about getting an accurate account in the upcoming census. Accurate census counts are critically important as the census has a direct impact on the allocation of annual federal and state funding, and a significant undercount could lead to the reduction of one or more of California's Congressional districts.

Obtaining an accurate and complete count poses challenges due to several factors. The housing affordability crisis has forced more Californians to move into hard-to-count unconventional housing and overcrowded dwellings or to become homeless. Moreover, for the first time, the 2020 Census will be a digital census and more than 75 percent of California households will be receiving an invitation to complete their census form online, even though many households lack broadband or digital literacy. The current "digital divide" thus poses the potential for contributing to an undercount of the 2020 California population.

Within Yolo County a working group with representatives from the County, each of the cities and partner community-based organizations has been formed to help ensure that every person in Yolo County is accounted for in the 2020 Census. Planning efforts will focus on public education and awareness as well as strategies to facilitate participation in the census by historically undercounted populations. It is anticipated that a presentation on local efforts in support of the 2020 Census will be agendized for presentation at an upcoming City Council meeting.

Conclusion:
Staff recommends that the City Council adopt Resolution No. _____, in Support of the 2020 Census.

Prepared By: Jennifer Robinson, Secretary to the City Manager

Paul Navazio
City Manager

Attachments:

1. Resolution Support Census 2020

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND IN SUPPORT OF THE 2020 CENSUS

WHEREAS, the U.S. Census Bureau is required by Article I, Section 2 of the U.S. Constitution to conduct an accurate count of the population every ten years; and

WHEREAS, the next enumeration will be April 1, 2020 and will be the first to rely heavily on online responses; and

WHEREAS, the primary and perpetual challenge facing the U.S. Census Bureau is the undercount of certain population groups; and

WHEREAS, that challenge is amplified in California, given the size of the state and the diversity of communities; and

WHEREAS, California has a large percentage of individuals that are considered traditionally hard to count; and

WHEREAS, these diverse communities and demographic populations are at risk of being missed in the 2020 Census; and

WHEREAS, California receives nearly $77 billion in federal funding that relies, in part, on census data; and

WHEREAS, a complete and accurate count of California's population is essential; and

WHEREAS, the data collected by the decennial Census determines the number of seats each state has in the U.S. House of Representatives and is used to distribute billions of dollars in federal funds to state and local governments; and

WHEREAS, the data is also used in the redistricting of state legislatures, county boards of supervisors and city councils; and

WHEREAS, the decennial census is a massive undertaking that requires cross-sector collaboration and partnership in order to achieve a complete and accurate count; and

WHEREAS, California's leaders have dedicated a historic amount of funding and resources to ensure every Californian is counted once, only once and in the right place; and

WHEREAS, this includes coordination between tribal, city, county, state governments, community-based organizations, education, and many more; and

WHEREAS, U.S. Census Bureau is facing several challenges with Census 2020, including constrained fiscal environment, rapidly changing use of technology, declining response rates, increasingly diverse and mobile population, thus support from partners and stakeholders is critical; and

WHEREAS, California is kicking-off its outreach and engagement efforts in April 2019 for the 2020 Census; and

WHEREAS, the City of Woodland, in partnership with other local governments, the State, businesses, schools, and community organizations, is committed to robust outreach and communication strategies, focusing on reaching the hardest-to-count individuals.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Woodland recognizes the importance of the 2020 U.S. Census and supports helping to ensure a complete, fair and accurate count of all Californians.

PASSED AND ADOPTED by the City Council this 2nd day of April, 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

____
Xóchitl Rodriguez, Mayor

ATTEST:

____
Ana B. Gonzalez, City Clerk

APPROVED AS TO FORM:

____
Kara K. Ueda, City Attorney

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: I.13.
SUBJECT: SUBJECT: Woodland Regional Park

Recommendation for Action: Staff recommends that the City Council adopt Resolution No._____, to:

1) Appropriate $116,500 of grant funding from the State Parks Habitat Conservation (HCF) Grant to the Regional Park Project (CIP #19-17), Fund 502 – California Park Grants;

2) Appropriate $500,000 of grant funding from the State Parks Outdoor Environmental Education Facilities Grant to the Regional Park Project (CIP #19-17), Fund 502 – California Park Grants;

3) Appropriate $70,000 from the General Fund to be used for the Regional Park Project (CIP #19-17) and transfer to Fund 501 – Capital Projects;

4) Appropriate an additional $70,000 for CIP #19-17 in Fund 501- Capital Projects;

5) Authorize the City Manager to execute an Agreement with Explorit Science Center to develop and implement educational programs at the Woodland Regional Park, including the recruitment and training of docents for program implementation as provided in the HCF Grant through June 30, 2023 at a cost not to exceed $116,500.

Staff Contact:

Lynn Johnson, Senior Management Analyst, 530-661-5979, lynn.johnson@cityofwoodland.org

Fiscal Impact:

The City of Woodland was successful in securing two California Department of Parks and Recreation Grants. The first is an Outdoor Environmental Education Facilities Grant of $500,000 to build the Woodland Regional Park Outdoor Education Trail and the second, a Habitat Conservation Grant (HCF) of $116,500 (with $116,500 required in-kind match) to develop and provide outdoor, hands-on educational programs. Additionally, the City (via California Water Fowl Association) was successful in securing a $511,000 grant from the California Wildlife Conservation Board for the enhancement of the ~22 acre former borrow pit into a seasonal and permanent wetland at the Regional Park. This grant requires match funding of $11,200 from the City. To complete the project, the City needs to provide funding for the design of the Outdoor Education Trail including production of plans and specifications and funding for project inspection. The General Fund request of $70,000 will be used to cover the design and inspection component of the project, provide matching funds where necessary, and cover in-house staff charges as needed. The proceeds from the habitat conservation easement that is being negotiated with the Habitat Conservancy, will be used to reimburse the General Fund for these required matching funds.

In total, the project will have a $716,500 budget, $616,500 of grant funding and $100,000 of General Fund ($30,000 was appropriated in the FY2019 CIP already). With the inclusion of the $511,000 California Waterfowl Association grant, the total project budget is approximately $1.23 million. Once completed, these initial improvements at the Park will be maintained by the City with support from Explorit. The City's annual costs for the on-going maintenance costs for the wetlands and education trail are still being developed and will be presented once available but are estimated to be less than $25,000.

<u>City Council Goals 2019-2010:</u>

The City Council Goals include the Woodland Regional Park a strategic initiative/special project under both Quality of Life and Sustainability:

Quality of Life

- Complete improvements at the Woodland Regional Park to provide access to outdoor environmental resources as well as passive and active recreational opportunities

Sustainability

- Complete a habitat conservation easement on the Woodland Regional Park (WRP) site
- Secure grant funding and construct 20 acres permanent and seasonal wetland at the WRP

<u>Background:</u>

The Woodland Regional Park Project began in 2017 when City Council approved staff negotiations for a Habitat Conservation Easement, reviewed the draft Woodland Regional Park Master Plan including the concept of a proposed Environmental Education Center. Additionally, Council approved submittal of two grant applications with the California Department of Parks & Recreation, one for the Outdoor Education Trail and one for the HCF. The HCF application was written in collaboration with Explorit Science Center and Tuleyome as they will be providing all but $20,000 of the required in-kind matching funds for the grant. The City of Woodland was awarded both grants in late 2018 and staff has since attended mandatory grant training and executed both grant documents.

In 2018, the City entered into a lease agreement with the Explorit Science Center for use of approximately 2.5 acres at the Regional Park as an Environmental Education Center.

Staff is working on an agreement with Explorit Science Center/Tuleyome to develop and provide the hands-on educational programs including the development of docent training materials and the recruitment and training of docents for the programs. "GOEScience" (Get Outside to Experience Science) is one of the programs in development for school age children. Additionally a "Citizen Science" program consistent with both the natural habitat related opportunities as well as seasonal changes will be developed. The agreement will allow the City to "pass thru" the grant funds as reimbursement to the Organization for services performed above and beyond "in-kind" services.

<u>Discussion</u>:

The Habitat Conservation Grant must be fully utilized by June 30, 2023 so it is critical that we get the Outdoor

Trail designed and bid for construction this year. This will allow for the educational programming to begin in the 2019/2020 school year.

The next step will be to contract for design services of the trail so the project can be ready to bid this summer.

The Agreement with Explorit Science Center/Tuleyome for program development and implementation will be complete in the coming weeks. Staff is requesting City Council authorization for the City Manager to enter into this Agreement to accelerate delivery of program development and instructional materials.

Conclusion:

Staff recommends that the City Council adopt Resolution No._____, to:

1) Appropriate $116,500 of grant funding from the State Parks Habitat Conservation (HCF) Grant to the Regional Park Project (CIP #19-17), Fund 502 – California Park Grants;

2) Appropriate $500,000 of grant funding from the State Parks Outdoor Environmental Education Facilities Grant to the Regional Park Project (CIP #19-17), Fund 502 – California Park Grants;

3) Appropriate $70,000 from the General Fund to be used for the Regional Park Project (CIP #19-17) and transfer to Fund 501 – Capital Projects;

4) Appropriate an additional $70,000 for CIP #19-17 in Fund 501- Capital Projects;

5) Authorize the City Manager to execute an Agreement with Explorit Science Center to develop and implement educational programs at the Woodland Regional Park, including the recruitment and training of docents for program implementation as provided in the HCF Grant through June 30, 2023 at a cost not to exceed $116,500.

Prepared By: Lynn Johnson, Senior Management Analyst

Reviewed By:Ken Hiatt, Assistant City Manager / Community & Economic Development

Paul Navazio
City Manager

Attachments:

1. Resolution

RESOLUTION NO. ______

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WOODLAND
APPROPRIATING $686,500 IN FUNDING FOR THE
WOODLAND REGIONAL PARK PROJECT

WHEREAS, in FY2019 the City created CIP #19-17, Woodland Regional Park Project with a budget of $30,000; and

WHEREAS, in 2018 the City secured a $500,000 grant from the State Parks Department Outdoor Environmental Education Facilities Program; and

WHEREAS, in 2018 the City secured a $116,500 grant from the State Parks Department Habitat Conservation Fund for Outdoor Education and Programming; and

WHEREAS, the City wishes to appropriate $616,500 of said grant money into CIP #19-17, Woodland Regional Park Project: Fund 502-California Park Grants; and

WHEREAS, the City wishes to appropriate $70,000 from the General Fund to be used for project design, grant match and staff time; and

WHEREAS, the City wishes to transfer the $70,000 General Fund appropriation to Fund 501 – Capital Projects Fund; and

WHEREAS, the City wishes to augment the budget of CIP #19-17 by $70,000 in Fund 501; and

WHEREAS, the City wishes to enter into an Agreement with Explorit Science Center to develop and implement nature-based educational programs at the Woodland Regional Park at a cost not to exceed $116,500 and authorize its execution by the City Manager through adoption of this Resolution.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF WOODLAND AS FOLLOWS:

<u>Section 1</u>. The City Council hereby appropriates $616,500 to Fund 502 – California Park Grants for CIP #19-17, Regional Park Project.

<u>Section 2</u>. The City Council hereby appropriates $70,000 to Fund 101 – General Fund.

<u>Section 3</u>. The City Council hereby approves the transfer of $70,000 from Fund 101 General Fund to Fund 501 – Capital Project Funds.

Section 4. The City Council hereby approves the addition of $70,000 to CIP 19-17 Regional Park Project, Fund 501 – Capital Projects Fund.

Section 5. The City Council hereby authorizes the City Manager to enter into an Agreement with Explorit Science Center in an amount not to exceed $116,500 to develop and implement nature-based educational programs at the Regional Park.

PASSED AND ADOPTED this 2nd day of April 2019, by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

____
Xochitl Rodriguez, Mayor

ATTEST:

____
Ana B. Gonzalez, City Clerk

TO: THE HONORABLE MAYOR AND CITY COUNCIL
AGENDA: City Council Regular Meeting
DATE: April 2, 2019
ITEM #: I.14.
SUBJECT: Animal Services - Governance

Recommendation: Staff recommends that the City Council: 1) Receive a report on current animal shelter operational and facility planning efforts; and 2) consider future shared governance options, including formation of a joint powers agency (JPA).

Staff Contact:
Paul Navazio, City Manager (530-661-5800, paul.navazio@cityofwoodland.org

Fiscal Impact:
There is no direct fiscal impact from the recommendation(s) contained in this staff report. However, the City currently receives Animal Control and Shelter services through a contract with the Yolo County Sheriff's Office at a cost of $626,000 per year (FY18/19). The County has identified the need to replace the existing outdated Animal Shelter with a new facility with cost estimates ranging from $10 million to $24 million, with the majority of capital costs likely to be allocated among the public agencies who contract for services. In addition, based on recent operational studies, the goal of enhancing the level of services and animal care, at either the existing shelter (short-term) or in conjunction with a new shelter (long-term), would also result in a modest to significant increase in annual operating costs, depending on the service-delivery model to be employed, the level of private funding available, and the number of participating agencies.

Background:

In 2013, LAFCo contracted with the UC Davis Koret Shelter Medicine Program (KSMP) to conduct an analysis which identified programs and staffing needed to support Yolo County's animal population consistent with best practices, modern shelter standards, and the overall goal of reducing animal intake in the long term, thus reducing costs. Based on the LAFCo/KSMP Yolo County Animal Services Governance Study ("2013 Governance Study"), "the physical facility at YCAS is inadequate, outdated, and compromises the program's ability to adequately serve the community." Specifically, the existing shelter, which was built in the 1970's:

- Does not meet current facility standards;
- Does not meet shelter medicine best practices;
- Lacks key program elements for animal health; and
- Is not of sufficient size.

The 2013 Governance Study also identified the establishment of an animal shelter joint powers agency (JPA) as a means to provide participating jurisdictions with increased control over budget and operational decision making. The study identified the minimum program and staffing levels required to meet state mandated legal requirements, provide humane care, and maintain positive outcomes for animals. Although the formation of an animal services JPA could also result in operational cost savings through the potential for lower costs associated with decreased average salary and employee benefits, the study also identified additional "non-core" program and staffing options that are not legally required, but could help leverage outside resources, increase revenue generation, and reduce animal intake over the long term to reduce agency costs. A JPA can provide a greater voice for each member agency, giving them increased control over costs and the development of revenue generating programs.

Indigo Architects, hired by the County in 2016, prepared conceptual designs and cost estimates for two plausible shelter options: one for a new shelter and another converting Woodland's Fire Station #3 into an animal shelter. Both shelter options meet the requirements identified in the 2016 UC Davis KSMP shelter needs report, incorporating best practices for shelter design and operations.

To assist in the development of a new animal shelter, Unleashing the Possibilities (UTP), a California non-profit organization, was created to fund raise for a new animal shelter. UTP has committed to raise $5 million. However, based on newly identified fundraising strategies, that amount could be $8 million or more. The fundraising effort will offset the cost of a new shelter. In addition, funds raised by UTP could be placed in an endowment to help offset the shelter operating costs.

Discussion:

Last fall, each participating agency selected Board Members, Councilmembers or staff designated to work on a strategy for the future of the shelter facility and operations. The first meeting of the working group was held on November 5th, 2018, with representatives from Yolo County as well as the cities of Davis, Woodland, Winters, and West Sacramento, and UC Davis. Dr. Kate Hurley of the UC Davis Koret Shelter Medicine Program, and Christine Crawford, Executive Director of LAFCo, presented a summary of their respective reports on the operational needs and opportunities for the shelter. Candace Harrison and Bruce Playle of Indigo Architects also presented two plausible shelter options that had been considered based on the findings of the Koret Shelter Medicine report.

On November 15th, 2018, the working group met again to determine the next steps for action on the animal shelter. The recommended action from this meeting is for each jurisdiction's governing board to consider moving forward with the first phase of establishing a formal Joint Powers Agency (JPA), and, if initiated, for each agency to receive a check-in at each transition point in the phases. The suggested phases for development of a possible JPA include:

1.) Governance Model: Outlining the charge, scope and governance structure of the JPA, including powers, membership, bylaws and voting structure.

2.) Strategic Planning**:** JPA Initial Formation/Planning (Develop shared vision, mission, goals, objectives and strategic plan).

3.) JPA Operational Model**:** This phase assumes the JPA Board successfully completes the Strategic Planning phase, and continues to move forward. Here the JPA would consider operational models, staffing, and program options; allowing for updated financial projections before moving forward to consider facility options.

Once an operational model is agreed upon, additional phases might include:

1.) Shelter Location

2.) Shelter Design

3.) Financing

4.) Budget

5.) Implementation of JPA

The November workgroup participants all agreed that the JPA start as a planning agency only, and that the operational and program options need to be studied first, before proceeding to consideration of facility options. There are no preconceived plans regarding any type of program model, facility or otherwise.

The development of a new animal services model through the formation of a JPA provides the best opportunity to implement programs which in the long run could reduce shelter operation and maintenance costs. Similar to the Valley Clean Energy Alliance (VCEA), the JPA can initially be formed by those agencies interested in participating, leaving on-ramps for additional agencies to join in the future, though agencies not included at the start would miss out on the benefits of exploring a new model through a shared governance approach. For the jurisdictions which choose not to participate, they could continue utilizing animal services provided by the Sheriff's Office until such time as the JPA commences operations. At that time, these jurisdictions would need to either provide for their own animal services, contract with a surrounding county agency, or petition to join the JPA, provided the JPA is able to accommodate new members. Once formed, the JPA will proceed to identify the best operational model for the future, and if there is concurrence with that structure, then begin to identify the best facility option to support the new operational model.

Conclusion:

Staff recommends that the City Council: 1) Receive a report on current animal shelter operational and facility planning efforts; and 2) consider future shared governance options, including formation of a joint powers agency (JPA).

Paul Navazio
City Manager

Attachments:

1. UCD Koret Animal Medicine Program
2. Indigo Animal Shelter Study
3. YC Animal Services Study

Yolo County Animal Services Governance Study

Staffing, Programming, and Budget Projections to Consider a New Model for the Provision of Animal Services

Adopted by the Yolo LAFCo Commission
September 26, 2013

Prepared By:

UC Davis Koret Shelter Medicine Program

Yolo Local Agency Formation Commission

UC DAVIS KORET SHELTER MEDICINE PROGRAM

www.sheltermedicine.com

Yolo LAFCo

Collaboration for Better Government

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EXECUTIVE SUMMARY

INTRODUCTION

With the passing of time the animal services field has experienced a complex evolution of roles, responsibilities, and expectations, which have left many governments with a seemingly bewildering array of options for developing an animal services program that meets public expectations, provides humane care, and limits public costs. The goal of this report is to provide guidance to Yolo County, the four incorporated cities and UC Davis in navigating these options and arriving at a model for animal sheltering and field services that is tailored to the unique needs, expectations, challenges and opportunities of this community.

This report was commissioned by the Yolo County Local Agency Formation Commission (LAFCo) in its role as leader of the Shared Services Initiative in Yolo County, in order to determine a method of providing animal service in a manner that maintains positive outcomes while controlling costs. This report consists of two components. The first portion of the study, completed by the UC Davis Koret Shelter Medicine Program (KSMP), makes determinations regarding the animal services programming and staffing levels necessary to successfully meet legal and public expectations, provide humane care, maintain positive outcomes, and reduce or control public costs. The second portion of this study, completed by Yolo County LAFCo, projects the costs for various potential models of animal services in Yolo County, based on the staffing and programming levels recommended by KSMP.

STAFFING AND PROGRAMMING RECOMMENDATIONS

In this report, KSMP makes recommendations regarding many components necessary for a successful and seamless animal services program. The report discusses staffing and programming in the areas of leadership and management, front office and customer service, kennel/sheltering services, field services, licensing, volunteer coordination, public outreach, and development.

AGENCY LEADERSHIP AND MANAGEMENT

Designated, empowered and supported leadership and management are essential to any successful organization. Empowered leaders are able to better respond to shifting challenges and opportunities within their organization and community. Agency leaders should be responsible for:

- Developing and maintaining partnerships with outside organizations
- Overseeing staff
- Ensuring the implementation of policies and procedures in line with the organizations mission
- Ensuring that each staff position is utilized efficiently

These responsibilities, when sufficiently staffed and managed, can reduce costs and improve outcomes by ensuring the most effective leveraging of the organizations resources and time. This report recommends that an effective animal services organization will develop appropriate tiers of leadership and management, beginning with an executive director, who is supported by department managers for the Front Office, Kennels, Veterinary Services, and Field Services.

FRONT OFFICE AND CUSTOMER SERVICE

A well trained and effectively supervised Front Office/Customer Service Department is instrumental in controlling shelter intake, supporting positive outcomes and providing excellent customer service. Front office staff should split their time between many responsibilities, including:

- Customer service
- Animal intakes
- Animal redemption and lost and found
- Animal adoptions
- Licensing
- General programmatic support and data entry
- Website and social media management

KENNEL/ SHELTERING SERVICES

Kennel/sheltering services typically include all elements of animal care, including attention to behavioral wellness, enrichment, and animal comfort as well as maintenance of a sanitary facility and provision of food and water. Kennel staff should be responsible for:

- Daily animal care
- Population management
- Animal flow-through
- Data collection and analysis
- Rescue and transfer coordination
- Customer service for people visiting the kennel

VETERINARY MEDICAL AND SPAY/NEUTER SERVICES

This report recommends that surgical services, including spay/neuter surgeries and other elements of veterinary services, should remain in-house. Veterinary medical staff should be responsible for:

- Spay/neuter surgeries
- Medical and surgical care that improves the adoptability of animals
- Triage of sick and injured animals

- Developing and overseeing treatment plans for common conditions
- Developing sound husbandry protocols
- Assisting with animal cruelty investigations
- Training staff and volunteers on subjects related to animal care and health
- Fundraising efforts to support medical programming

An efficient medical program will be cost effective by decreasing field officer time to transport animals off-site; reducing medical costs associated with unmanaged infectious disease; and potentially reducing human health care costs and liability resulting from zoonotic infections (infections transmitted from animals to humans). Ultimately a successful medical program plays a key role in supporting adoptions, rescue and reduction of euthanasia.

FIELD SERVICES

Field services provide the law enforcement, nuisance abatement and primary public health/rabies control aspects of an animal services program. Field officers can also function as an outreach arm of the shelter program. In the course of responding to calls and patrolling neighborhoods, field officers will have contact with a wide variety of citizens and can provide educational resources, assist with resolution of nuisance and welfare situations, promote spay/neuter, vaccination and responsible animal care, and generally raise awareness of the shelter's programs and service. Field staff should be responsible for:

- Animal control and protections activities
- Animal cruelty investigations
- Licensing canvassing

ANIMAL LICENSING

Provision of licensing services for dogs is required for all jurisdictions in the State of California. Additionally, a robust animal licensing program provides funding for the animal control and sheltering program, ensures rabies vaccination compliance and assists in animal reunification with owners. This requires an efficient system of issuing licenses, processing applications and enforcing compliance such that the licensing program results in net revenue that can offset other costs of the animal control and sheltering program. Yolo County can improve its animal license compliance rates through changes to its existing licensing program, including:

- Implementing mandatory cat licensing
- Automation of license application payment and renewals
- Increased outreach and enforcement
- Offering incentives to those who license their animals in a timely manner

This report does not recommend dedicated staff for the licensing program in Yolo County, but rather, suggests that licensing should be a combined responsibility of the front office and field services staff.

VOLUNTEER PROGRAM

Investment in a successful volunteer program can be cost effective, as well as helpful in improving shelter operations and community perception. Many agencies make extensive use of volunteers, to assist with kennel cleaning, animal care, public outreach, foster care, and adoption events. In order to best utilize volunteer resources, this report recommends:

- Hiring a full time Volunteer/ Foster Care Coordinator
- Developing the volunteer program*s* goals, job descriptions, and protocols
- Developing a streamlined process for becoming a volunteer
- Offering regular volunteer orientations and outreach

OUTREACH AND DEVELOPMENT

Public outreach and engagement are an essential component of a successful shelter program. Additionally, private support plays a key role in animal sheltering nationally and statewide. Reflecting this reality, successful animal services organizations typically leverage private support as well as public funding to achieve their goals. A successful outreach and development program in Yolo County would follow these recommendations:

- Hire a dedicated Outreach and Development Coordinator
- Pursue outside funding option*s* through grant proposals, donations, and fundraising
- Market shelter programs and animals through media, newsletters, and public awareness events
- Actively use website and social media
- Provide humane education to the community through various outlets
- Leverage volunteers for outreach and education in the community

YOLO COUNTY ANIMAL SERVICES STAFFING RECOMMENDATIONS

In order to support the animal intake levels and programming needs for animal services in Yolo County this report recommends the equivalent of 29 full-time positions, made up of both full-time and part-time employees. For a description of staffing recommendations see Table 1.

TABLE 1: YOLO COUNTY ANIMAL SERVICES STAFFING RECOMMENDATIONS

Position	PT/ FT	Role	Current Staffing	Proposed Staffing
Agency Leadership				
Executive Director	FT	Supervisory	1	1
Front Office and Customer Service				
Front Office Supervisor/ Administrative Assistant	FT	Lead	0	1
Front Office Clerk	FT	Support	4 *(+ 1.2 provided by YCSPCA)*	3
Front Office Assistant	PT	Support	0	1 FTE *(2 PT positions)*
Kennel/Sheltering Services				
Shelter Manager	FT	Supervisory	0	1
Animal Care Attendants	FT	Support	3 *Extra help/Temp (+1.2 provided by YCSPCA)*	5
Kennel Workers	PT	Support	5-7 PT (3-4 FTE) *Unpaid Inmates*	2.5 FTE *(5 PT positions)*
Field Services				
Supervising Field Officer	FT	Supervisory	1	1
Senior/Lead Field Officer	FT	Lead	0	1
Field Officers – non-Senior/Lead	FT	Support	7 *(1 in kennel FT, 1 in kennel PT, 2 in training)*	6
Veterinary Medical and Spay/Neuter Services				
Supervising Shelter Veterinarian	FT	Supervisory	1 *KSMP Contract Position*	1
Registered Veterinary Technician	FT	Support	2	2
Non-Licensed Veterinary Assistant	FT	Support	0	1
Per Diem Veterinary Services	PT	Support	Variable	Variable* *(0.2-0.5 or more)*
Additional Programs				
Volunteer/Foster Program Coordination	FT	Coordinator	0.4	1
Outreach/Marketing/Development*	FT	Coordinator	0	1*
TOTAL				
**Indicates Non-Core Position*			**25.3**	**27.7 to 29***

BUDGET PROJECTIONS FOR POTENTIAL GOVERNANCE MODELS

Following the staffing and programming analysis performed by KSMP, LAFCo developed several budget projections in order to demonstrate the potential cost of changing the governance model of YCAS. The projections display a possible one-year budget for each of three governance models that might be considered, with each governance model displaying budgets projected for two separate staffing and programming scenarios.

GOVERNANCE OPTIONS

We have identified three potential models that might be considered to provide animal services in Yolo County. The three potential models differ from the existing model, in which animal services are provided by Yolo County through the Sheriff's Department, with Davis, West Sacramento, Winters, Woodland, and UC Davis contracting to receive the service. The three potential models are defined below:

1. **Joint Powers Authority (JPA):** Yolo County and its five contract agencies form a JPA, which is responsible for hiring employees and providing animal services to the entire county.
2. **JPA, Which Contracts with a Non-Profit for Services:** Yolo County and its five contract agencies form a JPA, which then contracts with a non-profit or for-profit organization to provide animal services to Yolo County. [1]
3. **Hybrid Model:** Yolo County and its five agencies form a JPA, which contracts with a non-profit or for-profit organization for the provision of animal sheltering services, and a public agency for field services. [2]

STAFFING AND PROGRAMMING SCENARIOS

Additionally, when projecting budgets for each of the three governance models discussed above, we gave consideration to two separate scenarios regarding staffing and programming.

1. The first scenario assumes that the staffing and programming levels recommended by KSMP in this report are utilized.
2. The second scenario assumes that the programming and staffing levels remain the same as those currently existing at YCAS.

BUDGET PROJECTIONS

When comparing costs between the various existing and potential animal services models discussed in this study, one of the best indicators is the net amount, listed at the very end of each budget projection. Table 2 (on the next

[1] The budget projections for this model assume non-profit salaries because that is a more typical scenario.

[2] The budget projections for this model assume non-profit salaries for sheltering services and government salaries for field services because that is a more typical scenario.

page) provides a summary of the total expenditures, total revenues, and net amounts for each governance model and scenario.

TABLE 2: BUDGET PROJECTIONS AND NET AMOUNTS

	KSMP Staffing and Programming Recommendations (29 FTE)			Current YCAS Staffing and Programming (25.3 FTE)		
	Joint Powers Authority (JPA)	**JPA Contracts with Non-Profit**	**Hybrid Model** *(JPA Contracts with Non-Profit for Sheltering,* Public Agency *for Field Services)*	**Joint Powers Authority (JPA)**	**JPA Contracts with Non-Profit**	**Hybrid Model** *(JPA Contracts with Non-Profit for Sheltering,* Public Agency *for Field Services)*
Total Expenditures	2,522,760	2,280,460	2,422,460	2,239,960	2,037,830	2,183,830
Total Revenues	2,387,379	2,387,379	2,387,379	2,159,742	2,159,742	2,159,742
Net Amount	(135,381)	106,919	(35,081)	(80,218)	121,912	(24,088)

**Net Amounts in parentheses ( ) represent negative amounts. The number represents additional cost as compared to current costs.*

The net amount displays the amount of revenues left over after all expenditures have been accounted for. Each net amount listed in parentheses indicates a negative number, in which the program spends more than it collects in revenues. Positive numbers reflect savings.

For the purposes of comparison, we listed the cost of all annual contracts and contributions from the agencies receiving animal services from the Sheriff's Department (Yolo County, Davis, Winters, West Sacramento, Woodland, and UC Davis) to remain the same. This means that the net amount, whether negative or positive, indicates the dollar amount that the involved entities stand to gain (or lose) if that particular model and scenario are implemented, as compared to what they are currently spending. Any savings or losses would be divided between the six agencies.

The net amounts indicate that several of the potential changes to YCAS' governance models considered in this report (including the JPA model and the Hybrid model) have the potential to cost Yolo County and its five contract agencies slightly more than they currently pay. The model in which a JPA contracts with a non-profit organization for all animal services has the potential to save approximately $100,000. However, it is necessary to note that these budget projections represent a conservative estimate of the cost associated with changing the governance model of YCAS. These projections (as with any budget projections) are based on a series of assumptions that, if changed, would alter the final outlook of each projection. Additionally, the potential for positive return on investment and cost savings identified in this report point out the important fact that the KSMP recommended programs and staffing levels have the potential to eventually decrease intake, increase financial support and efficiently leverage volunteer engagement, which could eventually result in lower costs and staffing requirements for delivery of this important service. Therefore, the greatest costs incurred by any newly formed animal services agency will most likely be incurred early in the agency's evolution.

BACKGROUND

Yolo County Animal Services (YCAS) is currently structured as a department of the Yolo ***County*** Sheriff's Department. The agency offers field services, kennel services, shelter animal veterinary medical services, some public spay/neuter services and programs for shelter animals, including adoptions, return to owner and rescue/transfer releases. Concerns about shelter conditions, costs and animal outcomes have led to a series of three consultations between 2010 and 2013.

2010 KORET SHELTER MEDICINE PROGRAM STUDY

The first consultation was completed by the UC Davis Koret Shelter Medicine Program (KSMP) in the summer of 2010 and focused primarily on animal housing and care, resulting in the following findings:

KSMP 2010 YCAS CONSULTATION FINDINGS

- Inadequate staff and facility for animal numbers and activities
- Unclear line of authority and inadequate oversight for animal care
- Lack of important animal care protocols
- Inadequate medical and treatment records
- Blurred and inappropriate roles for veterinarians, veterinary technicians and animal care staff
- Very high euthanasia rate for cats
- Spay/neuter program procedural deficiencies; minimal preventive focus
- Animal intake procedural deficiencies
- Owner surrender animal intake issues
- Animal holding periods and animal processing inefficiencies
- Facilities inadequacies and concerns (in particular dog housing, cat housing, surgery, intake, behavioral evaluation and euthanasia facilities).
- Cat and dog sanitation concerns
- Lack of organized foster program
- Computerized data entry and software use issues

Issues and concerns revealed by this consultation process were addressed with internal adjustments and improvements in multiple areas including improved protocols, improved staff work assignments and changes to use of current facilities, as well as upgrades to existing cat housing, surgical facility, and intake room. Population management responsibilities were added to the duties of the Supervising Shelter Veterinarian, resulting in improved animal flow and decreased length of stay. However, no major staffing changes were implemented, and apart from the cat housing upgrade undertaken by the UC Davis Koret Shelter Medicine Program, no major facilities renovations or replacements were undertaken.

Some improvements in animal outcomes were seen pursuant to implementation of the recommendations of that consultation and the creation of additional programs to decrease euthanasia over the following two years. Dog and cat live release rates improved from 73 percent and 30 percent respectively in Fiscal Year 2009 to 2010 to 80 percent and 45 percent respectively in Fiscal Year 2011-2012.

In December 2011, the Yolo Local Agency Formation Commission (LAFCo) was tasked with providing shared services support to the public agencies in Yolo County. In early 2012, animal services was identified as one of the key initiatives of the shared services program and LAFCo was charged with analyzing whether a different model could be more cost effective while either maintaining or improving service.

2012 APL STUDY

To that end, a second consultation, with the Animal Protection League (APL), was commissioned by LAFCo during the summer of 2012. A series of recommendations was made regarding department governance, structure and staffing.

2012 APL CONSULTATION RECOMMENDATIONS

- Privatization of YCAS through formation of a Joint Powers Authority or by contracting with a private non-profit agency for animal services
- Creation of a licensing unit
- Expanding the shelter's spay/neuter program
- Creating a formal humane education program
- Hiring a volunteer coordinator
- Developing field services into a more pro-active program
- Building a new animal shelter

The underlying recommendation to privatize the agency was based on the potential for cost savings, which would allow for the recommended expansion of staff and programming without greatly increased cost. These findings were presented to the County Board of Supervisors, the city councils of all four cities, and staff at UC Davis. All the agencies indicated preliminary support in continuing to study the costs and benefits of alternative models.

The APL study recommended staffing levels based on national industry standards and the scope did not allow for a detailed analysis of the particular needs and issues of the Yolo County population. Therefore, it was decided that a more detailed analysis of programming and staffing recommendations for YCAS, which would then lead to more accurate budget estimates that the agencies in Yolo County could use to consider whether a different model of providing animal services would lower costs while either maintaining or improving service, leading to the commission of this report.

2013 KSMP STUDY

GOALS

1. Complete an analysis of current and historical data to provide an accurate foundation for additional recommendations on staffing, animal care, field services and facility planning.
2. Build and expand on the LAFCO 2012 report with specific recommendations based on a detailed analysis of operational needs and opportunities particular to the YCAS shelter and community; with comparison where appropriate with other sheltering programs of similar size and scope as well as statewide and national standards and best practices.
3. Based on this expanded analysis, provide recommendations for long-term organization programming and structure changes, including appropriateness of public versus private sector role in meeting programmatic recommendations.
4. Arrive at a plan for animal services in Yolo County and its incorporated cities that will meet community needs and expectations in an effective and efficient way given the public and private resources available.

The current study focuses on these areas, emphasizing key human and animal demographics and characteristics specific to Yolo County and the incorporated cities within the county (for the complete Scope of Work see Appendix A).

INTRODUCTION

Ever since the ASPCA took on the animal sheltering contract for New York City in the late 19th century, the role of public and private organizations in animal sheltering has continuously evolved and shifted. This has largely occurred with a goal of better serving animals and communities, fostering development of humane programs, providing cost effective services, and ultimately saving more animal lives. Private organizations have taken up animal control contracts in order to provide added services for care, adoption, education and prevention, above and beyond the public health and nuisance abatement role originally played by animal control agencies.

Public contracts for animal care and control services have commonly covered less than the full cost of operating the range of programs provided by private organizations. Donor and grant funds have often been used as a supplement. As a result, some private organizations have shifted animal control responsibilities back onto city and county governments, finding greater opportunities for positive programs and successful fund raising by focusing on prevention and adoption programs rather than animal impoundment and control. The ASPCA epitomized this trend too, discontinuing animal control services for New York City in 1995, almost exactly a century after having first taken up that responsibility. The same pattern has unfolded in many parts of the United States, including many regions of California.

As the responsibility for animal care and control services has shifted between public and private agencies, the heightened programmatic expectations associated with the private organizations have been maintained. This has largely been positive: it is now the norm that public shelters have a strong focus on saving animal lives as well as attending to public health and animal law enforcement. This was codified into California law via SB 1785 (commonly called “the Hayden Bill”), which states “public and private shelters and humane organizations share a common purpose in saving animals' lives, preventing animal suffering, and eliminating animal abandonment.” This reflects growing public sentiment that euthanasia should be a last resort for most animals: According to a 2011 national poll, over 70% of Americans believe that “Animal shelters should only be allowed to euthanize animals when they are too sick to be treated or too aggressive to be adopted.”[3]

In spite of public and legislative support for reduction of euthanasia, the increased funding to match programmatic expectations is not always available through public sources. Public agencies are generally less able to take advantage of opportunities to generate funds through donations, grants, and other revenue-generating enterprises. Private agencies, meanwhile, may find they miss out on the full range of opportunities to serve the community when most animals pass through a publicly operated shelter rather than coming directly to the private organization’s care. In some cases, this has led private agencies to re-involve themselves with public shelters, either through co-located programs on the same campus, or by acquiring (or re-acquiring) partial or full contracts for animal sheltering services. In California, the formation of Joint Powers Authorities (JPA) is a more recent trend that is designed to share both cost and oversight among the member agencies.

This complex evolution has left local governments and communities with a seemingly bewildering array of options to develop a shelter program that meets public expectations for a full range of services and provides for humane animal care, while limiting taxpayer costs and leveraging support from the private sector. The goal of this report

[3] AP-Petside.com Poll: GFK Roper Public Affairs and Corporate Communications, 2011;14.

was to provide guidance to Yolo County and the agencies that contract for service in navigating these options and arriving at a solution for animal sheltering services that is tailored to the unique needs, expectations, challenges and opportunities of this community.

The basis of this report, described in detail in the methods section, was an in-depth analysis of financial, programmatic and staffing elements of animal control and sheltering in Yolo County and nine comparison agencies representing an array of governance models. The goal was to determine which factors were associated with shelter programs that successfully met legal and public expectations for animal control services; provided for humane animal care and relatively high live release; and maintained relatively low public costs.

ASSOCIATION BETWEEN GOVERNANCE, OUTCOMES AND COSTS

Although it is sometimes assumed that a private organization would enjoy greater motivation and success in eliminating euthanasia and finding homes for animals than would a government operated agency, the agency comparison did not bear out this expectation. The overall average live release rate of all the nine agencies studied for this report was 76% (considerably higher than the statewide average reported in 2011 of 46%).[4] The average live release rate of the private shelters studied was not substantially different (80%), than that of the publically operated shelters (75%). Importantly, there was much greater variation between individual shelters, of whatever governance model, than there was between private versus public shelters overall (see Table 3 for a comparison of the agencies). This suggests that the model for governance is less important than other factors such as policy, funding, programmatic elements, staffing, facility and even factors outside the shelter's control such as community demographics.

There is certainly reason to expect that, all other things being equal, privatization of sheltering services would lead to lower costs simply because it would reduce the expenses associated with public sector employee benefits. However, increasing staff numbers or lowering salary and benefit costs does not in itself guarantee improved outcomes or lower overall costs. While private shelters generally have more flexibility in salary and benefits, public shelters may be relatively well able to maintain a more narrowly focused mission that permits lower staffing levels. For example, when governance was switched from a private contract to shelter operation by the City of Chico, intake declined by 29% for cats and 19% for dogs. This may reflect a shift in focus by shelter staff and could account in part for the relatively high success rate of this shelter in spite of modest staffing levels. Regardless of the governance model, interviews at comparable organizations consistently highlighted the importance of offering sufficient salary, benefits and working conditions to recruit and retain talented staff in key positions. These staff, in turn, can leverage community partnerships and develop successful programs that reduce intake, improve outcomes and lower costs over time. This can be accomplished through either a public or private model.

Private, non-profit organizations also generally have an advantage over public agencies in their ability to raise funds through grants, donations, and revenue generating enterprises. The absence of a non-profit animal shelter organization in a community may result in failure to capitalize on community support for animals. For example, a survey performed by the Society of Animal Welfare Administrators found that eighteen private agencies providing animal control services raised almost twice as much per capita in donations as they received from government

[4] Local Rabies Control Activities: California Department of Public Health. (2011).

contracts.[5] The income received per capita from government contracts by these private shelters, in turn, was only about half as much as the amount spent on government-operated animal control programs, suggesting there was some subsidization of public programs through privately raised funds. There may also be a benefit to private organizations to having animal control contracts – the same survey found that private animal shelters with animal control contracts raised nearly twice as much per capita as those without contracts; and that overall per capita revenues were almost 2.5 times higher at private shelters with versus without contracts. The author cautions that this survey represented a very small sample, and that members of the Society of Animal Welfare Administrators may not be representative of shelters in general. However, it does support the notion that in some communities, revenues raised by private, non-profit shelters can provide an important supplement to public funding.

Subsidy of public animal control and sheltering programs through contracted services is not the only way non-profit generated support can be leveraged to enhance public programs, however. Every public shelter agency surveyed benefited in some way through formal and/or informal partnerships with local non-profits. For example, the Sacramento SPCA supports a countywide low-cost spay/neuter program, which has corresponded with a meaningful reduction in intake at the local public shelters. Several public agencies in the comparison study also benefited from partnerships with local private groups for spay/neuter of adopted pets, operation of off-site adoption programs, support for adoptions at the shelter, and more. Locally, Yolo County Animal Services (YCAS) benefits substantially from a number of informal partnerships with rescue groups as well as the formal partnership with the Yolo County Society for the Prevention of Cruelty to Animals (YCSPCA), including direct staffing of the shelter as well as support for a number of programs to increase live release and promote humane care of the animals (for a detailed description of YCASPCA's contributions to YCAS see Appendix B). Additionally, publically funded programs can develop mechanisms to receive grants, donations and develop other revenue streams. Publically funded programs may also be in a better position than private ones to raise revenue through pro-active licensing programs, since these can be integrated seamlessly with other enforcement activities.

LEVERAGING PARTNERSHIPS

An important lesson from the analysis above is that cost effective and successful programs leverage every available partner. For example, if a community has an existing organization that provides low-cost spay/neuter services for shelter animals and pets, government entities can conserve these costs and focus on animal control and re-homing activities. If a private shelter is nearby with a robust adoption program, public shelters can focus on providing excellent care during the stray holding period, then transfer animals rather than incur the expense of duplicating adoption services. Resources unique to Yolo County include the Yolo County SPCA and the UC Davis School of Veterinary Medicine. Any new proposed governance model should continue to leverage the contributions of these and other local resources.

In order to facilitate development of functional partnerships, this report provides detailed, discrete programmatic elements that could be delivered under a variety of arrangements. This could range from all programs provided by a single government or JPA operated agency to all services contracted out to a private, non-profit group. Bringing all services under one umbrella agency creates some economy of scale, organizational efficiency and helps ensure consistency of policy and procedures. Within such a single agency structure, partnerships can be maintained

[5] Rowan A. Counting the Contributions *Animal Sheltering*: HSUS, 2006.

through MOUs (such as YCAS currently has with YCSPCA) and contractual relationships (such as YCAS currently has with KSMP) as well as less formal arrangements.

However, there may also be options for delivering some programs and services outside of a single agency model. Examples are provided in specific programmatic sections below (e.g. housing field and kenneling services under different governing agencies; relying on a private partner to provide subsidized spay/neuter services for pets of low-income community members), but these are not exhaustive. In any model where closely interlinked programs are operated under separate agencies (such as field and kenneling services), a written plan should be jointly developed to ensure that policies and specific practices are supportive of consistent overall programmatic goals. For instance, common standards for data collection, animal handling, and sanitation should be maintained by field officers and kennel staff alike regardless of whether they are employed by the same or different agencies.

THE IMPORTANCE OF LEADERSHIP AND POLICY

The analysis of animal service agencies comparable to YCAS demonstrated that successful, efficient programs can be delivered under a variety of governance structures. Highlighting this, two of the agencies studied in this comparison had recently undergone a change in governance, one from private to public, and the other from public to private. In both cases, the facility remained unchanged, the same community challenges and opportunities were present, and yet both organizations achieved substantial reductions in euthanasia following the change. Additional agencies reported substantial improvements under an un-changed governance structure and without substantial changes in facility, funds or staffing, simply as a result of policy shifts. In some cases this was under new leadership, and in some cases this was under consistent leadership implementing new programs. This demonstrates the pivotal role of leadership and policy in determining costs, outcomes and overall organizational success.

A consistent message from comparable agency interviews was the importance of leadership that was aware of emerging as well as existing best practices and committed to the overall mission of the organization. To succeed, leaders also required sufficient backing to implement policy as well as flexibility to adapt to evolving challenges and opportunities, and even the support to make occasional mistakes in the service of trying new practices. Within the overall policy framework of the organization, there was also a need for individual flexibility, such as adjustment of fees or waiving of policy to respond to a unique situation where an animal or member of the public might be at risk.

Each governance structure offers potential strengths and weaknesses for fostering such flexible, empowered leadership. A city or county providing direct services has the authority to independently set broad policy that can allow flexibility for shelter leadership to succeed. In addition, the direct service model provides a clean line of authority for enforcement and other mandated programs verses a contract or JPA where lines of authority must be established by contract and ordinance. Some governments operate in a more hierarchical or bureaucratic manner with multiple layers of approval required for any change, which can reduce efficiencies compared to private organizations. A JPA board provides a greater voice for each member agency, but may create obstacles to flexibility and rapid evolution of policy and funding, if the process for approval is unwieldy. JPA's require the full internal-service infrastructure (ex: HR, legal, insurance, tech support, facility and vehicle maintenances, etc.) in order to operate. There are JPA models where these services are provided by the JPA and models where the JPA is provided those services by one of the member agencies. In a JPA, changes or additions must be approved by the majority of the appointed members. In some cases, individual member leverage may be limited to renewing or withholding the contract for service. Services delivered by a contracting private group will offer less opportunity for programmatic input by the entity contracting for services and the services are limited to the specific scope detailed in the contract. Contracting to another agency does typically add the benefit of being able to reduce the burden of constant oversight of a program.

To help ensure that any new governance model will deliver results consistent with community expectations, programmatic recommendations have been provided throughout this report. However, even these recommendations are likely to evolve as new knowledge, challenges and opportunities emerge. Any organizational model must account for responsive, capable, supported leadership able to adjust to the evolving needs of the community.

AGENCY EVOLUTION

Happily, many of the comparable agencies included in this study reported improvements in recent years in various facets of operation, from decreased intake and euthanasia to increased adoptions, improved community support and heightened volunteerism. Often, these efforts were initiated through a policy change, volunteer efforts (including on the part of staff), one-time grants or other short term investments. Once proven, these improved programs require a more sustainable basis for support, but ultimately may yield substantial savings.

Likewise, many of the recommendations in this report are designed to result in sustainable short and long term improvements in critical areas of the shelters programs. Decreased intake, increased support, and greater volunteer engagement can all result in lower costs and staffing requirements for delivery of animal sheltering services. Therefore, the greatest costs incurred by a new agency may be incurred early in the agency's evolution. For example, a certain level of supervisory support, front office, medical and kennel staffing is required to provide for programs that will help keep pets in their homes and move animals quickly through the shelter to a live outcome. If these efforts are successful (and absent any new programs or substantial increases to the human population served), lower levels of kennel staffing will be needed to serve a smaller daily population. Volunteer support for core functions and recommended ancillary programs (such as social media, outreach and offsite adoptions) may also reduce paid staff needs. New partners, or expansion of existing partnerships, may likewise lower the burden of staffing required from a publically funded agency.

The staffing recommendations provided below have attempted to account for the possibility that staff requirements will be reduced over time. Where practical, a core of supervisory and consistent, skilled staff is recommended, supported by lower cost, more flexible positions which can be relatively easily adjusted as needs change. Programmatic elements, such as low cost public spay/neuter services, outreach and development have also been identified that could be undertaken now but perhaps passed to a private partner or volunteer program in the future, or deferred until such resources become available. On the other hand, success tends to breed success – a successful sheltering program that provides for community needs, ensures humane care and saves lives will tend to attract greater support. This in turn may allow expansion of programs, facility improvements and yet greater success without further burdening city or county finances.

BASELINE DATA AND METHODOLOGY

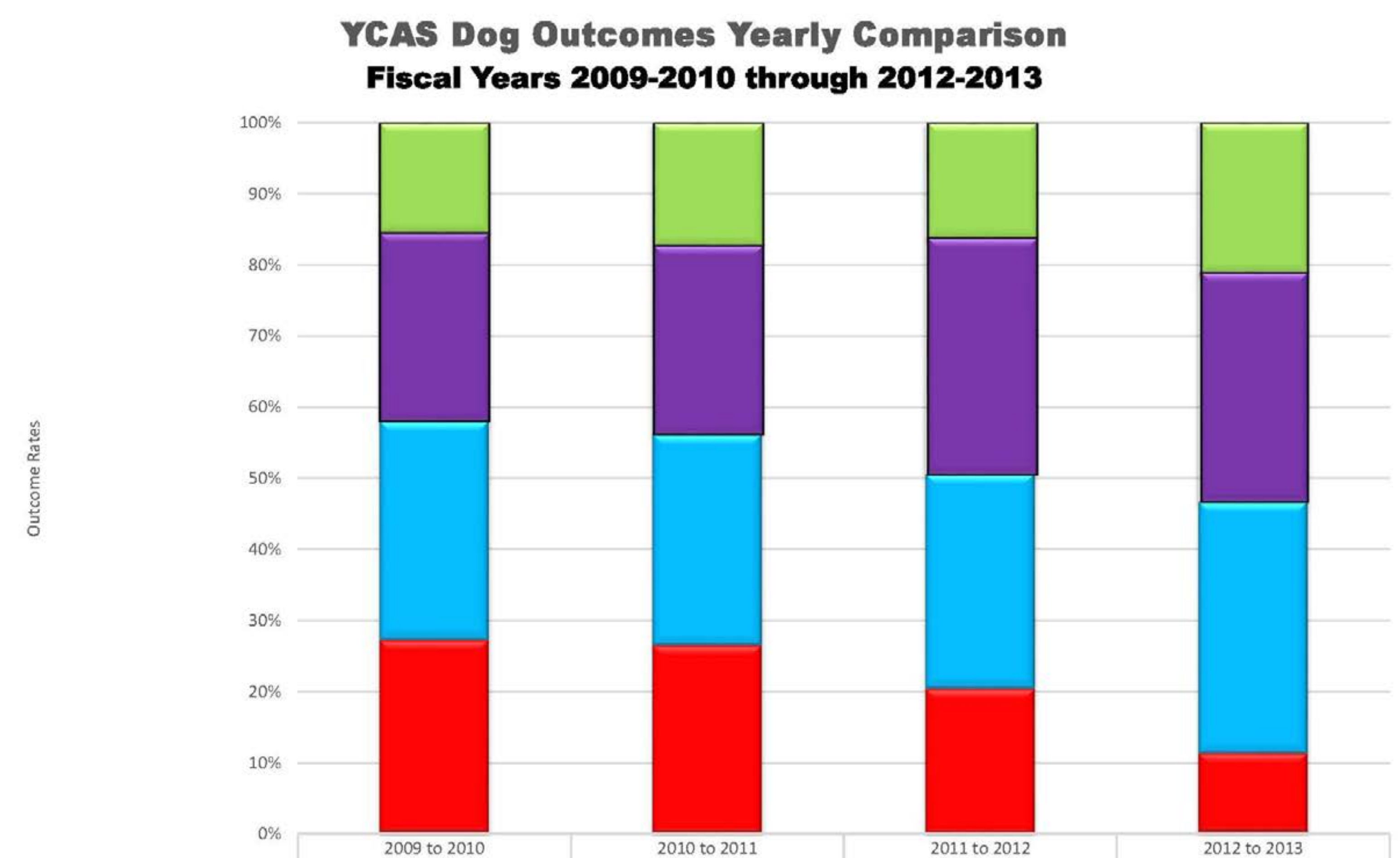
This section explains the process and methodology by which the recommended programming and staffing levels were arrived at, emphasizing key human and animal demographics and characteristics specific to Yolo County and the incorporated cities within the county. For a Glossary of Abbreviations, Terms and Explanations of Calculations used in this report see Appendix C.

YCAS CHAMELEON DATA

Recommendations for staffing and programming must be based on accurate data regarding animal intake, outcomes, and length of stay. Therefore the first portion of this consultation included a review of historical animal intakes and outcomes at YCAS as reported through the shelter software system (Chameleon®). A review of current data entry and analysis methods revealed some lack of standardization seen within comparable agencies in the industry. Animal intakes and outcomes were thus standardized to correspond with generally accepted standards within the industry, permitting a more accurate assessment of current intake and outcome data.

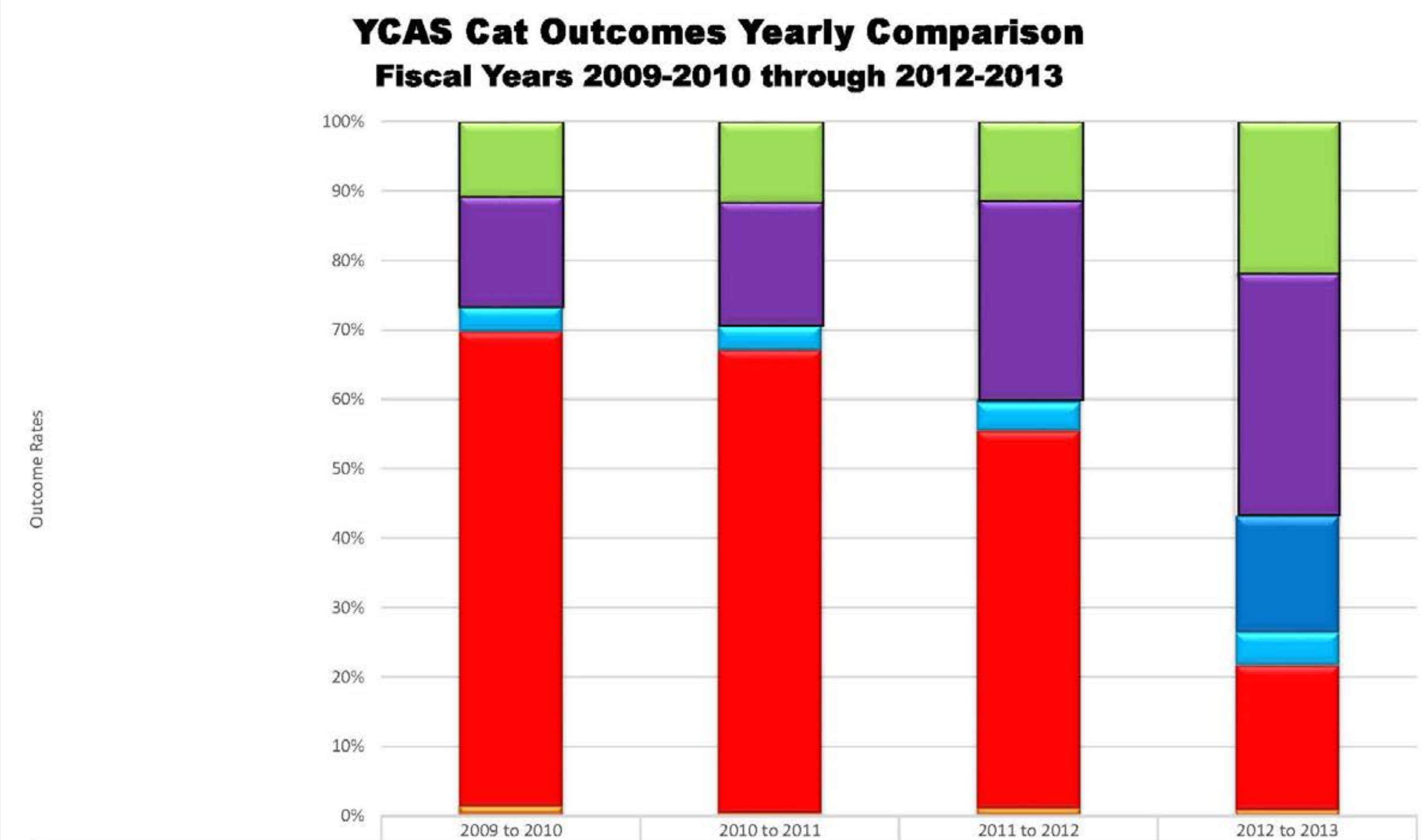
A major focus of the YCAS data analysis involved assessing current animal outcomes at the facility for dogs and cats. In light of some programming changes at the shelter in the most recent three fiscal years, the most recent four years of data were emphasized. Specifically, live release rates and specific avenues for live release, and euthanasia rates were analyzed to determine the current relative success of providing positive animal outcomes with current programming and staffing. These findings are summarized in the charts in Figures 1 and 2. Overall, the live release rates at YCAS are currently 89% for dogs and 78% for cats. This has increased by 22% for dogs and 128% for cats during the period analyzed. This has resulted in a current weighted average live release rate for dogs and cats of 84%.

FIGURE 1: YCAS DOG OUTCOMES YEARLY COMPARISON



	2009 to 2010	2010 to 2011	2011 to 2012	2012 to 2013
Adoption	15%	17%	16%	21%
Rescue/Transfer	26%	26%	33%	32%
RTO	30%	29%	30%	35%
Euthanasia Rate	27%	26%	20%	11%
Other Outcomes - Died/Missing	0%	0%	0%	0%

FIGURE 2: YCAS CAT OUTCOMES YEARLY COMPARISON



	2009 to 2010	2010 to 2011	2011 to 2012	2012 to 2013
Adoption Rate	11%	12%	11%	22%
Rescue/Transfer Rate	16%	18%	29%	35%
Release/Relocate Rate - non-YCC Request	0%	0%	0%	17%
RTO Rate	4%	3%	4%	5%
Euthanasia Rate	68%	66%	54%	21%
Rate of Other Outcomes - Died/Missing	1%	0%	1%	1%

YCAS CURRENT PROGRAMMING, STAFFING AND PHYSICAL FACILITIES ANALYSIS

Current programming, staffing, operations and physical facilities capabilities and use at YCAS were also assessed to determine current strengths and weakness of the shelter that should be addressed in future recommendations. A detailed analysis of all staffing elements – including those included in the payroll category of the shelter, as well as any employees not accounted for in that category was performed. Unaccounted for elements such as contract veterinary services, YCSPCA paid employees working at the shelter, "extra help" temporary employees and unpaid labor (including inmate labor) was included in this analysis to provide a comprehensive picture of all current staffing elements. Observation of current practices, interviews with shelter management and time motion studies of current shelter duties were conducted to determine the hourly and weekly labor requirements for providing basic animal care and ancillary duties at the shelter.

COMPARABLE AGENCIES

A comparison of regional agencies was also conducted, focusing on shelters that operated under a variety of governance models and that shared similarities with YCAS such as human population demographics, animal intake demographics, and/or facility constraints. A baseline for selection of comparable agencies was live release above the statewide average of ~ 46%. This was based on the assumption that programmatic elements or governance models associated with below average live release would not represent a desirable outcome for the community. Live release is not the only measure of an acceptable program, however. Each shelter was also visited to evaluate shelter conditions and animal care and detailed interviews were performed to assess intangible factors such as staff morale and public perception.

Comparisons were made to evaluate the link between governance, funding, staffing and programmatic elements with acceptable outcomes including live release, humane care and public service. Staffing and programmatic recommendations were developed based on this analysis representing common factors at comparable agencies that delivered successful outcomes, were considered cost effective, and were commonly provided via public funding. These recommendations are provided in the following sections of this report.

Data points collected and analyzed from these comparison agencies included (where applicable and available) the following items, which are summarized in Table 3:

1. Agency budget
2. Agency staffing – including paid and unpaid staffing elements, benefits and salary levels, and subjective impression of staff turnover(see Appendix D for a spreadsheet of staffing levels)
3. Animal intakes, capacity and outcomes data for the most recent full year available
4. Programming and services offered by the agency
5. Hours of operation for both the shelter and field services
6. Unique partnerships utilized by the agency to provide additional services or better outcomes
7. Demographics of human population served – including population and square mileage of jurisdiction(s)
8. Licensing practices
9. Agency salary information
10. Agency organizational/reporting structure

TABLE 3: MATRIX OF COMPARABLE ORGANIZATIONS

	ANNUAL BUDGET	HUMAN POPULATION SERVED	MEDIAN HOUSEHOLD INCOME	GOVERNANCE *(Agency that provides service)*	SQUARE MILEAGE	FTE *(Paid and Unpaid)*	CAT / DOG ANNUAL INTAKE	DOG / CAT LIVE RELEASE RATE (2012) *(Average is weighted)*			PROGRAMS / SERVICES OFFERED
Yolo County Animal Services	$1,932,924	204,118	$57,920	County *(Cities/UCD Contract for Service)*	1,014	25.3	3,632	Dog 89%	Cat 78%	Avg. 84%	Kennel & field, adoption, on-site veterinarian with on-site spay/neuter (including some spay/neuter & TNR programming for public), volunteers, limited humane education, inmate labor, open admissions
City of Chico Animal Shelter	$606,223	87,714	$41,632	City	33	18	3,497	Dog 93%	Cat 70%	Avg. 82%	Kennel, field, minimal adoption, minimal volunteers & humane education, inmate labor, open admissions (Spay/neuter and field services offered through separate organizations)
City of Sacramento Animal Care Services	$3,136,007	475,516	$50,781	City	98	36.25	9,450	Dog 53%	Cat 53%	Avg. 53%	Kennel & field, adoption, on-site veterinarian & spay/neuter, volunteers, minimal humane education, open admissions
Placer SPCA	$2,000,298	126,000	$74,645	Private Non-Profit *(City Contracts for Service)*	36	29.6	3,714	Dog 80%	Cat 80%	Avg. 80%	Kennel (field services offered through a separate organization), adoption, on-site veterinarian & spay/neuter, volunteers, some work release labor, open admissions
Sacramento County Animal Care & Regulation	$4,301,544	756,164	$56,553	County (Cities Contract for Service)	769	40.5	10,336	Dog 68%	Cat 35%	Avg. 56%	Kennel & field, adoption, on-site veterinarian & spay/neuter, volunteers, open admissions
Sacramento SPCA	$7,240,015	226,035	$53,878: $78,564	Private Non-Profit *(Cities Contract for Service)*	75	106.5	11,849	Dog 75%	Cat 45%	Avg. 63%	Kennel & field, adoption, on-site veterinarian & spay/neuter (including TNR programming & extensive services for the public), extensive volunteers & some paid humane education, limited admissions
Sammie's Friends / Nevada County Animal Shelter	$481,813	98,292	$58,077	Private Non-Profit *(County contracts for service)*	958	12	1,392	Dog 99%	Cat 94%	Avg. 97%	Kennel (field services offered through a separate organization), adoption, some funding for off-site veterinary service for public, volunteers, inmate labor, open admissions
San Luis Obispo County Animal Services	$2,409,096	274,804	$59,630	County *(Cities Contract for Service)*	2,300	23	4,034	Dog 86%	Cat 79%	Avg. 83%	Kennel & field, adoption, volunteers, inmate labor, open admissions
Santa Cruz County Animal Shelter	$3,532,425	254,380	$66,030	JPA	443	32.5	5,214	Dog 82%	Cat 72%	Avg. 77%	Kennel & field, adoption, on-site veterinarian with on-site spay/neuter, volunteers, some humane education, some work release labor
Silicon Valley Animal Control Authority	$1,805,565	233,324	$89,064	JPA	38	17	1,407	Dog 92%	Cat 84%	Avg. 87%	Kennel & field, adoption, limited on-site veterinarian & spay/neuter (including limited veterinarian for public), volunteers & some humane education, open admissions

TIME MOTION STUDY

In order to closely link staffing recommendation with proposed programmatic requirements, a detailed analysis of staffing needs was undertaken, including time-motion studies for animal care duties within the current facility and data-driven recommendations based on daily intake, outcomes, length of stay and required care for animals moving through the shelter (Time Motion Study and Summary available in Appendix E). The time motion study of kennel related duties included an analysis of all current staffing elements – including YCAS employees, contract employees, YCSPCA employees and unpaid elements, including inmate labor. The findings of this study were incorporated into the staffing recommendations for this report. In addition, an analysis of field services call volumes and staffing was performed and additional departments (front office, veterinary services and shelter management) were analyzed.

SHELTER FACILITY

The current study acknowledges and agrees with previous assessments that the physical facility at YCAS is inadequate, outdated and compromises the program's ability to adequately serve the community. It is strongly recommended that as part of any re-structuring of the department the physical facility be replaced or at least significantly renovated. However, addressing facility adequacy or proposed redesign is not a focus of this consultation.

As such, this study does not assume physical facility improvements. Staffing recommendations are based on the continued use of the current physical facility and include~~s~~ appropriate additional staffing coverage to manage the current facility's limitations. Recommended adjustments to staffing with a more efficient facility could be provided at such time as a new facility design is undertaken.

PROGRAMMING AND STAFFING RECOMMENDATIONS

CORE/NON-CORE PROGRAMMING

Programming areas and staffing recommendations are broken down into "Core Programming" and "Non-Core Programming." Core Programming consists of those programs considered essential for provision of field services, customer service at the shelter, basic animal care and live outcomes for the majority of adoptable animals. Non-Core Programming includes additional programming that was not generally provided by publically funded comparable agencies but that may improve live release still further, serve community needs not otherwise being met at present, improve public support of the shelter's programs, and potentially raise additional revenue from grants and donations. In each case, staffing levels and structure are provided to support recommended programming.

Core staffing and programmatic recommendations:

- Agency Leadership and Management
- Front Office/Customer Service
- Kennel/Shelter Services
- Veterinary Medical and Spay/Neuter Services
- Field Services

Additional Program and Staffing Recommendations:

- Licensing
- Volunteer Programming
- Foster Care Program
- Public Veterinary Services
- Outreach and Humane Education
- Development and Fundraising

Required Support Services:

- Ancillary and Organization Support

AGENCY LEADERSHIP AND MANAGEMENT

Designated, empowered and supported leadership and management was a key characteristic identified at every successful comparable organization evaluated. Empowered leaders are able to respond in real time to shifting challenges and opportunities in the shelter and the communities the shelter serves. The Executive/Shelter Director plays a key role in setting overall shelter policy, impacting every programmatic element detailed in the sections below. The agency leader is also responsible for developing and maintaining partnerships with other organizations in the community, and overseeing section managers to ensure ongoing implementation of policy in line with the organization's mission. Adequate support staffing ensures that the agency leader has the time as well as the authority to develop strategic partnerships and set policy rather than being consumed by daily busy work. Section managers in turn develop and implement efficient procedures reflecting policies set by the agency leader; and ensure training and accountability of staff. This ensures that each line staff position is utilized efficiently and ultimately can reduce costs and improve outcomes. Sufficient management can also allow use of alternative labor sources such as volunteer, work release or inmate labor for non-critical functions, by providing oversight and maintaining accountability. Leadership and management at every level (including the veterinarian) should be expected and supported to obtain regular continuing education, participate in professional organizations, and utilize other resources as needed to stay abreast of trends and best practices in the sheltering industry.

SUMMARY OF STAFFING RECOMMENDATIONS FOR AGENCY LEADERSHIP AND MANAGEMENT

Executive Director

This individual would report to the governing body of the shelter program, but should be empowered to develop policy and adjust practices within a general framework of the overall budget and mission (for example, adjusting adoption fees to reflect seasonal challenges at the shelter). The Executive Director oversees the secondary department management positions.

Secondary/Department Managers

Department managers for Front Office, Kennels, Veterinary Services and Field Service***s*** are recommended. Department managers have detailed practical familiarity with their department and develop, implement and maintain protocols to support policy created by the Executive Director in consultation with the shelter's governing body. These department managers should be entrusted with the authority to waive general protocols within a framework of policy provided by the Executive Director (for example waiving redemption fees for an individual animal that might otherwise be euthanized). Lead line staff and/or designated staff to support specific programs (e.g. licensing) are also recommended where appropriate in the subsections below.

FRONT OFFICE AND CUSTOMER SERVICE

A well trained and effectively supervised Front Office/Customer Service Department is instrumental in controlling shelter intake, supporting positive outcomes and providing excellent customer service. Skilled front office staff can improve efficiency and lower costs by helping community members solve animal related problems through means other than field service response and impoundment at the shelter. Front office staff may also support a licensing program, perform general data entry, update the shelter's website, maintain lost and found listings, and update content for social media during slow times for customer service, utilizing time efficiently and offsetting costs of an adequately staffed program that meets peak demands.

PROGRAMMING ELEMENTS PROVIDED FOR PRIMARILY THROUGH THE FRONT OFFICE

Customer Service: Front office staff provides the major public interface for the agency, including answering phone inquiries, explaining agency policy, and providing service to the public visiting the shelter for a variety of purposes. Ensure that hours for the front office are consistent and emphasize those times when the public is most likely to be able to visit for reclaims and adoptions, including lunch hour, weekends and evenings. Specific programmatic recommendations include:

Animal Intake: The front office serves as the primary point of entry for the majority of animals entering the shelter, including strays brought in by the public as well as most animals surrendered by their owners. Actively managed intake programs prioritize solutions that keep animals safely in their homes and assist community members with resolving problem situations without requiring field response or admission of the animal to the shelter. Managed intake programs have led to decreased intake of >25% at some shelters. If successful, required kennel staffing levels may be reduced. A well trained front office staff ***can*** implement~~s~~ a managed intake program designed by the Executive Director in consultation with the governing board of the shelter. Specific intake programmatic recommendations include the following front office staff activities:

- Schedule appointments for intake of animals to prevent overcrowding and help assure live release. This requires a staff with sufficient experience and discretion to balance any legal requirements for impoundment, immediate risk to the animal, public health or other special considerations with policy to prevent shelter overcrowding; and supervisory authority to waive scheduling requirements as needed to meet the demands of individual situations.
- Counsel finders of healthy, unadoptable animals to find solutions other than admission for euthanasia. For example, counsel finders of neonatal kittens to wait and see if a mother cat is providing care rather than bringing kittens to the shelter when foster care is not available.
- Schedule intake appointments for owner surrendered animals to counsel owners, make a realistic assessment of the animal's likelihood of adoption and provide alternatives for those animals deemed unadoptable.

Animal Redemption and Lost and Found: The front office staff serves as the primary interface for reunification of lost pets with their owners. Specific redemption/lost and found programmatic recommendations include the following front office staff activities:

- Maintain lost and found records including a web-based posting of lost and found animals, both at the shelter and found by members of the public. Utilize shelter software to automate web-based lost and found postings.
- Actively scan lost pet listings and distribute information about stray animals at the shelter to encourage owner reclaim. This is particularly important because the shelter serves a large geographic area and it may not be intuitive to citizens that their pet can be found at the Woodland facility. Pro-active lost and found programs have been associated with increased owner reclaims, resulting in greater fee recovery and reduced euthanasia.
- Exercise discretion and supervisory authority to adjust reclaim fees as needed to avoid euthanasia of animals whose owners have limited financial means.

On-Site and Off-Site Adoptions: The front office staff typically provides counseling and performs data entry for all adoptions taking place at the facility. Front office staff may also process paperwork/perform data entry for adoptions taking place off-site, and may even directly staff off-site adoption events if skilled volunteer support for these programs is lacking. Programming recommendations include implementation by front office staff of pro-active adoption programs designed by the Executive Director in consultation with the governing board of the shelter including:

- "Open Adoptions": Open Adoption programs have been linked to increased adoption numbers and positive perception of the shelter. An Open Adoption program is defined as "*A policy to help people adopt animals best suited to their lifestyles. The purpose of the adoption interaction is to create learning opportunities in order to equip the person with information and resources for her/his current and future use as a pet parent or guardian. Open adoption agencies generally have few or no hard and fast adoption criteria. Instead, the process uses guidelines as a checklist of things to discuss in the adoption counseling.*"[6] Implementation of Open Adoptions requires staff engaged and invested in the concept; and with sufficient discretion and authority to identify special circumstances that justify a departure from the basic Open Adoption policy (e.g. when an adopter is deemed to pose a particular risk to an animal).

- Adoption Pricing and Promotions: Successful marketing of shelter pets requires pro-active promotions routinely and in response to seasonal or intermittent increases in the shelter population. The front office staff is generally responsible for implementation of these programs. In the absence of a designated outreach and development coordinator (see non-core staffing/programming) the Front Office Supervisor, Kennel Supervisor and Volunteer Manager may collaborate to design and implement promotions under the guidance of the Executive Director.

- Implement a Variable Fee Adoption Program: Variable fees are routinely charged based on an analysis of likelihood of adoption, with lower fees charged for "less adoptable" animals (those at risk for prolonged stays and/or euthanasia) while higher fees are charged for more readily adopted animals. Overall, variable adoption fee programs have been linked to shorter stays for "less adoptable" animals and can be cost neutral or even net-revenue-generating as the higher fees for the more adoptable animals offset the reduced fees for animals at risk for euthanasia. Decreased length of stay can reduce animal care costs.

- Offer Intermittent Special Promotions: Special pricing and other promotions are used to promote either individual animals with special needs, or promote animals seasonally or in response to population needs (e.g. "Black cat special")

- Off-Site Adoptions: Off-site adoptions, such as at pet stores and special events, are a well-recognized method of increasing the reach of a shelter adoption program, reducing euthanasia and saving more lives. Off-site adoptions also serve communities at a greater distance from the main shelter facility by providing a convenient opportunity to adopt healthy, behaviorally sound shelter pets. Off-site adoption programs promote positive visibility of the shelter and its programs in general and can be a venue for other activities such as volunteer recruitment, distribution of educational materials and licensing information, and even fundraising. Off-site adoption programs are particularly critical for this shelter given the relatively broad geographic area served and the dilapidated condition of the current facility which may be off-putting to some adopters. Often, volunteer support plays a substantial role in off-site adoption programs. However, staff support is required to establish and maintain policies and protocols, develop

[6] www.aspcapro.org

and distribute publicity, and ensure a consistent presence at selected locations. Until such time as sufficient volunteer support is assured, staffing should be planned to cover off-site adoption events on a routine basis.

Licensing: One model for licensing includes participation by front office in licensing program development, oversight and maintenance. In this model, oversight of the licensing program could be included in the responsibilities of the front office supervisor, including interaction with field officers in the role of licensing canvassers and development of additional methods of generating licensing compliance and revenue. Front office line staff would be responsible for support services such as sending out renewal notices, collecting late fees, and maintaining the licensing database. If licensing is not performed by the front office staff, then recommended staffing levels should be reduced (See Field Services and Licensing sections for additional information).

General Programmatic Support and Data Entry: The front office staff also provides support for other agency programs with which they are not directly involved. For instance, they will be responsible for data entry and communication regarding many aspects of shelter operations (for instance when an animal is released to rescue). Front office staff can assist with data and informational requests, such as responding to public records requests and posting shelter data routinely to maintain transparency.

Ideally, an outreach and development coordinator would be designated with responsibility and expertise to manage a user-friendly and informative website for the shelter, write publicity materials and manage social media channels to promote animal adoption and educate the public. However, as noted below under non-core programming, no public comparable agency provided such a position; private shelters were more likely to be able to offset costs via development associated with public outreach. In the absence of an outreach and development coordinator, a designated member of the front office team could be responsible for routinely updating website material and social media content.

SUMMARY OF STAFFING RECOMMENDATIONS FOR FRONT OFFICE AND CUSTOMER SERVICE

Management

Because a relatively high degree of training, discretion and ability to evaluate individual situations is required for successful implementation of the programs described above, a consistent supervisory presence is required. A front office supervisor can provide training, guidance and oversight of line staff. This individual could also serve as an administrative assistant to the Executive Director, helping to ensure that the Executive Director has sufficient time and support to address higher-level policy issues on an ongoing basis.

Line staff

The average comparably sized agency has 3.9 front office staff. Managing intake, increasing owner redemptions, and supporting pro-active adoption programs are essential to maintaining and further reducing euthanasia rates at the shelter. The relatively broad area served by a single facility and the varied demographics of the service population in Yolo County increases the need for active outreach for redemptions and adoptions; and the size and condition of the existing facility create exacting requirements to manage intake and prevent overcrowding. Additionally, extended open hours including Sundays are recommended to maximize public access to the facility.

Licensing duties were not included for front office staff at 3 of the 4 comparably-sized agencies. For these reasons, a slightly higher level of line staffing is recommended than is currently in place or was found at the average comparably-sized agency (5FTE), with the expectation that this will lead to lower intake and reduced costs over time as noted above. As volunteer programming expands some elements of line staff duties may be transferred to volunteers (such as lost and found outreach, social media management and even data entry), leading to an eventual reduction in staffing requirements. If licensing is outsourced or assigned to another department in the future, a commensurate decrease in front office staffing can also be considered. A two-tiered system is recommended to allow for adjustment to such contingencies with lower level part-time positions that can be readily adjusted to account for changes as the program evolves.

Front Office Clerk: A full-time permanent staff of skilled Front Office Clerks is recommended to provide customer service and perform administrative duties requiring a high degree of training and familiarity with shelter policy, programs and resources. This would include answering complex citizen inquiries, performing intake appointments and adoption counseling, and supporting shelter public outreach and other efforts.

Ideally 3 full-time permanent employees utilizing a 5 day a week, 9 hour a day schedule (including a one hour lunch break), should be employed to provide adequate coverage 7 days a week, including coverage prior to the shelter's opening each day (to cover routine inquiries and customer service) and half an hour after closing (to allow the day's duties to be completed, such as processing last-minute adoptions and redemptions), without necessitating overtime. One Front Office Clerk should be in a lead position to provide some shelter management coverage on the Front Office Supervisor's days off, particularly if the Front Office Supervisor is not assigned to work weekends (typically the busiest adoption days).

Front Office Assistants: A part-time staff of Front Office Assistants is recommended to perform routine tasks such as managing lost and found listings, answering phone calls regarding basic shelter information, scheduling appointments, performing data entry and supporting the licensing program. These staff can also cover lunch breaks for Front Office Clerks allowing uninterrupted open hours to the public. Provide 2 part-time Front Office Assistant positions (1 FTE), providing 4 hours per day to provide adequate coverage 7 days a week. A schedule of 12PM – 5PM 6 days, with 1 per day on weekdays the shelter is open to the public, and 2 per day on weekend days to support peak on-site and off-site adoption programs.

TABLE 4: FRONT OFFICE STAFFING RECOMMENDATIONS

Position	Part-Time/Full-Time	Role	Current Staffing	Proposed Staffing
Front Office Supervisor/ Administrative Assistant	Full-Time	Lead	0	1
Front Office Clerk	Full-Time	Support	4 (plus 1.2 YCSPCA)	3
Front Office Assistant	Part-Time	Support	0	2 PT (1 FTE)

TABLE 5: SAMPLE FRONT OFFICE/CUSTOMER SERVICE SCHEDULE

Position	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Executive Director	8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm		
Front Office Supervisor/ Administrative Assistant	8am to 5pm	10am to 7pm			10am to 7pm	10am to 7pm	10am to 7pm
Front Office Clerk 1			10am to 7pm	10am to 7pm	10am to 7pm	10am to 7pm	10am to 7pm
Front Office Clerk 2		8am to 5pm	10am to 7pm	10am to 7pm	10am to 7pm	10am to 7pm	
Front Office Clerk 3			8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm	10am to 7pm
Front Office Assistant 1		12pm to 5pm	12pm to 5pm			12pm to 5pm	12pm to 5pm
Front Office Assistant 2				12pm to 5pm	12pm to 5pm	12pm to 5pm	12pm to 5pm

Note: All sample schedules provided in this document are intended as suggestions only for a possible arrangement to ensure sufficient coverage throughout the day for customer service, animal care, and medical and surgical coverage; cover lunch breaks; ensure consistent supervisory presence; schedule key supervisory members with concurrent schedules on the day the shelter is closed to allow meetings and collaborative administrative activities (assumed to be Monday in the samples provides here), and ensure adequate staffing during peak hours for that department (e.g. immediately after opening to the public for the front office; prior to public hours kennel cleaning and animal care; weekends for adoption related activities). Many other configurations are possible to achieve the same goals.

KENNEL/SHELTERING SERVICES

Kennel/sheltering services includes all elements of animal care, including attention to behavioral wellness, enrichment, and animal comfort as well as maintenance of a sanitary facility and provision of food and water. Kennel staff also generally work together with medical staff to perform animal "flow-through" processing to move animals quickly and safely through the system, maximizing live outcomes while protecting the public from sick and dangerously aggressive animals. Some daily animal care and processing must take place before and after open hours to the public. There is also a public service component of kennel services, as the kennel staff will assist the public within the shelter as they volunteer, search for lost pets or interact with animals for adoption. Therefore kennel staffing must be sufficient to span early morning and evening responsibilities as well as provide adequate staffing during public hours. In addition to animal care and public service duties, in many agencies kennel staff or management serve as the primary contact with rescue/transfer groups, as they often have the best knowledge of the behavioral characteristics and opportunities for adoption or rescue of the animals in their care.

PROGRAMMING ELEMENTS PROVIDED FOR PRIMARILY THROUGH KENNEL/SHELTERING SERVICES

Daily Animal Care: This includes feeding, cleaning, daily monitoring and meeting animal needs for comfort and behavioral health (e.g. providing beds or blankets as needed, providing hiding places for frightened animals, walking dogs that are housebroken, providing toys for juvenile animals). Investment in adequate staffing and oversight for animal care is likely to be cost effective through reduced length of stay for animals, increased live release (and associated cost recovery with adoption fees in some cases), reduced worker's compensation claims, lowered overtime costs and potentially increased volunteer engagement. Considerations for daily care include:

- Consistent provision of basic daily care improves animal health and is part of a comprehensive Length of Stay management program (see below).
- Consistent staffing and oversight for animal care protects kennel workers from health risks, including improperly diluted or applied disinfection chemicals and injuries from animals.
- The current facility imposes relatively exacting requirements for animal care. For example, dogs must be physically removed from kennels for daily cleaning and care, and disinfectant chemicals are applied with the dogs in the immediate vicinity. Unsealed and irregular surfaces in the kennels must be cleaned thoroughly to avoid disease transmission. This limits the appropriateness of using lower-skilled staff such as inmate labor, temporary workers or volunteers. However, use of these alternative labor sources was common at comparable shelters and, *with adequate supervision,* could be considered for some elements of animal care in the future. Animal Care and Kennel Worker FTE recommendations provided below could then be scaled back accordingly. Comparably-sized agencies used an average of 2.3 FTE of inmate/volunteer labor for animal cleaning and basic care.
- Provision of additional "comfort care" and enrichment, such as beds and toys, is necessary to maintain animal health and well-being. In addition, studies have linked enrichment in kennels with better chances for

adoption.[7] [8] [9] Comparable agencies also reported higher levels of volunteer engagement and retention when animals were perceived as comfortable and well cared for.

- Thoughtfully designed protocols, informed by current knowledge of "best practices" for shelter medicine and management, form a basis for a successful animal care program. These should be designed by the section manager in consultation with the shelter veterinarian; with sufficient training and oversight of staff to ensure consistent implementation.

Population Management and Animal Flow-Through: This includes management of every step in an animal's passage through the shelter system including intake and outcome as well as intermediate steps such as behavioral evaluation and processing for adoption. There is a skilled animal care component to animal flow-through, with some elements such as behavioral evaluation and euthanasia requiring specific training. Additional animal processing includes data entry and communication responsibilities, such as taking clear photographs for lost and found postings and entering animal data into the shelter software system. Additionally in the absence of volunteer support for adoption-promotion activities, kennel staff will typically be responsible for such things as taking engaging photographs and writing personality profiles for animals. There is also a strong management component to efficient animal flow-through at a population level, to ensure timely identification and fulfillment of animal's requirements and maintain accountability for each step of care. Specific animal flow-through recommendations include:

Length of Stay: Actively manage every step of animal processing to minimize length of stay. Increased length of stay has been documented as the single greatest risk factor for a variety of common health problems in shelter animals. Increased length of stay increases the risk of confinement-associated behavioral issues, especially in the absence of adequate housing and enrichment programs for long-term care. Length of stay is directly tied to animal care costs and daily staffing requirements. Decreasing the length of stay to a given outcome does not change the outcome but reduces the costs associated with that outcome. Because of the relatively small size and cramped kennels of the current facility, maintaining a relatively short length of stay is particularly important. Comprehensive management of length of stay includes the following kennel/sheltering staff activities:

- Perform daily population rounds to document any needed services; assign responsibility for these activities; and follow through to ensure timely completion.[10]

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[7] Fantuzzi JM, Miller KA, Weiss E. Factors relevant to adoption of cats in an animal shelter. *J Appl Anim Welf Sci* 2010;13:174-179.

[8] Luescher AU, Medlock RT. The effects of training and environmental enrichment on adoption success of shelter dogs. *Applied Animal Behavior Science* 2009:63-68.

[9] Wells DL, Hepper PG. The influence of environmental change on the behaviour of sheltered dogs. *Applied Animal Behaviour Science* 2000;68:151-162.

[10] For more information on daily population Rounds, see http://www.aspcapro.org/webinar/2013-07-31-190000-2013-07-31-200000/daily-rounds-how-decrease-length-stay.

- Ensure adequate staffing for each processing point to minimize delays, including intake, behavioral evaluation, medical and surgical services (see veterinary services section), processing for adoption or rescue, and euthanasia. Ideally provide staff for these services 7 days a week; at minimum ensure that these processes take place at least every other day.

Data Collection and Analysis: The Association of Veterinarian's Guidelines for Standards of Care in Animal Shelters identify data collection and analysis as a fundamental underpinning of a successful population management program[11]. This includes data on intake and outcomes by type; length of stay; and daily inventory. Ideally this also includes more detailed monitoring of factors such as disease incidence and medical costs. Kennel staff will be responsible for accurately entering animal data into the shelter software system, while the kennel manager should partner with the veterinarian and Executive Director to ensure accurate collection, analysis and reporting.

Rescue and Transfer Coordination: Rescue/transfer refers to release of an animal to another agency which then finds a home for the animal. This is a critical and increasingly common avenue for live release, commonly exceeding adoptions at publically funded shelters in California. Quick release to a rescue/transfer can save costs for animals that would otherwise be at risk for prolonged length of stay and euthanasia. Rescue and transfer organizations are often able to provide behavioral and medical care for animals with special needs, and can also extend the pool of potential adopters to include regions beyond the area conveniently served by the shelter. This is a particularly important outlet in Yolo County given the large and demographically diverse area served and the relatively small size of the shelter facility. Some comparable shelters enjoyed close partnerships with adjacent shelters that accounted for the majority of transfers. In the absence of such a close partnership, more staff time is required to build relationships and coordinate rescue/transfer to a variety of partners, each one of which may specialize in only one breed or condition.

Concerns have been raised by the public that the transfer/rescue partners may not be able to sustain activities**.** In order to address this concern, an informal survey of 41 rescue partners was conducted (of which 21 responses were received) as part of this analysis (see Appendix F). Seventy six percent (76.2%) indicated that they did not foresee any issues that would limit their ability to continue to take in animal transfers from YCAS at generally the same rate over the next five years or so. Based on these factors, the study assumes that these rescue partnerships would continue to be available to a future shelter program.

Specific rescue/transfer recommendations include:

- Allocate time and primary responsibility to the Shelter Manager with support from members of the kennel/sheltering staff to manage communication with rescue groups, develop and maintain a system for prompt notification and coordination of release. Time for this position is reflected in the kennel staffing recommendations below, which limit the need for the kennel manager to participate in daily animal maintenance tasks such as cleaning and feeding.

- Pro-actively seek rescue/transfer after a minimal holding time rather than waiting to reach out until animals are at risk for euthanasia. If possible, make animals available for public viewing during the stray

[11] Newbury, S. P., M. K. Blinn, et al. (2010). Guidelines for Standards of Care in Animal Shelters, The Association of Shelter Veterinarians**:** 64.www.sheltervet.org.

hold, and if no interest has been expressed by a member of the public by the end of the hold period, make the animal available for release to rescue/transfer. If this is not possible, at most make animals available for viewing by the public for a limited time period before making them available to rescue.

- For animals otherwise at risk for euthanasia, waive fees or limit to those for actual medical costs incurred.

Customer Service, Volunteer and Public Interaction: Kennel staff is the main point of contact to assist the public as they visit the shelter to look for lost pets and seek animals for adoption. Adequately skilled kennel staff, present with enough consistency to be able to describe animal personalities and with sufficient time allocated to assist with adoption matchmaking, will support a successful adoption program and help the shelter reduce euthanasia. The current arrangement of the facility makes relatively high demands on staff time for customer service, as citizens looking for lost pets must be physically escorted by staff to restricted-access holding areas. Structuring the facility and staffing (including possibly eliminating inmate labor) to allow full public access to the facility would save a modest amount of kennel staff time (estimated ~ 0.25 FTE currently required for lost pet assistance). The recommendations below assume the current facility with continued restricted access to holding areas.

SUMMARY OF STAFFING RECOMMENDATIONS FOR KENNEL/SHELTERING SERVICES

Management

A dedicated Shelter Manager position is needed to oversee the physical facility, kennel staff and animal population. In addition, this staff member would be in a position to act as the primary coordinator of the Rescue/Transfer program in the absence of an ongoing position specifically devoted to this function. As noted above, solid leadership in the kennels will allow greater flexibility in utilizing lower-skilled, lower cost staff and leveraging the efforts of volunteers donating their time to care for and enrich the shelter animals. This should be a full-time, permanent position, ideally with a 5 day a week, 8 hour a day, coverage with a Lead Animal Care Attendant on-site during the remaining 2 days a week.

Line staff

A detailed analysis to document hours required for basic animal care and processing was used to determine the kennel staffing recommendations that follow (as described in the methods section of this document). This was based on current intake levels, and should be revised if levels change substantially. Additionally staffing is recommended to provide for coordination of rescue/transfer programming, previously provided by YCSPCA staff. Comparably-sized shelters had an average of 5.75 FTE for Animal Care Attendants and an additional 2.3 FTEs of inmate/volunteer labor for core duties. Based on the foregoing analysis and programmatic recommendations, a two-tiered system for kennel line staff is recommended to maximize flexibility and minimize costs:

Animal Care Attendants: A full-time permanent staff of skilled Animal Care Attendants is recommended to provide skilled care to the shelter population. This would include duties such as basic wellness care (vaccinations, deworming, parasite control, medication administration, micro chipping, basic wellness exams to identify animals needing additional veterinary assessment/care, animal handling, behavior evaluations, adoption preparation and other husbandry duties). These staff members would also be expected to interact with the public - owners seeking to surrender or redeem their animals as well as potential adopters.

- Provide 5 FTE Animal Care Attendants. Ideally 5 full-time permanent employees utilizing a 4 day a week, 10 hour a day schedule, should be employed to provide adequate coverage 7 days a week. A schedule of 8am to 7pm with a 1 hour lunch period - staggered for employees so the facility stays open to the public without interruption from 12:00 PM to 6:30 PM - is recommended.

- One Animal Care Attendant should be in a lead position to provide some shelter management coverage on the Shelter Manager's days off.

Kennel Workers: A part-time permanent staff of Kennel Workers is recommended to provide semi-skilled labor (basic feeding and cleaning for the facility) prior to facility opening to the public each day. This would replace, with greater consistency, the inmate labor and extra-help/temporary workers currently covering these services. If inmate labor is continued the level of kennel worker staffing can be reduced.

- Provide 5 part-time Kennel Worker positions, generally working 4 hour shifts to provide approximately 2.5 FTE of coverage per week (3 workers per day with an allowance to provide additional coverage for other kennel staff days off) 7 days a week. A schedule of 8am to 12pm 7 days a week is recommended for this staffing to cover husbandry duties that take place before the facility opens to the public.

TABLE 6: SUMMARY OF KENNEL/SHELTERING STAFFING RECOMMENDATIONS

Position	Part-Time/Full-Time	Role	Current Staffing	Proposed Staffing
Shelter Manager	Full-Time	Supervisory	0	1
Animal Care Attendants	Full-Time	Support	3 (plus 1 YCSPCA) *Extra-Help/Temporary*	5
Kennel Workers	Part-Time	Support	5-7 PT (3-4 FTE) *Unpaid Inmates*	2.5 FTE (5 PT)

TABLE 7: SAMPLE RECOMMENDED KENNEL SERVICES SCHEDULE

Position	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Shelter Manager	8am to 5pm			8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm
Lead Animal Care Attendant 1		8am to 7pm	8am to 7pm			8am to 7pm	8am to 7pm
Animal Care Attendant 2		8am to 7pm	8am to 7pm	8am to 7pm	8am to 7pm		
Animal Care Attendant 3	8am to 7pm	8am to 7pm				8am to 7pm	8am to 7pm
Animal Care Attendant 4	8am to 7pm			8am to 7pm	8am to 7pm		8am to 7pm
Animal Care Attendant 5			8am to 7pm	8am to 7pm	8am to 7pm	8am to 7pm	
Kennel Worker 1	8am to 12pm	8am to 12pm	8am to 12pm	8am to 12pm	8am to 12pm		
Kennel Worker 2	8am to 12pm	8am to 12pm	8am to 12pm	8am to 12pm	8am to 12pm		
Kennel Worker 3			8am to 12pm	8am to 12pm	8am to 12pm	8am to 12pm	8am to 12pm
Kennel Worker 4	8am to 12pm	8am to 12pm				8am to 12pm	8am to 12pm
Kennel Worker 5						8am to 12pm	8am to 12pm

VETERINARY MEDICAL AND SPAY/NEUTER SERVICES

Spayed and neutered dogs and cats are less likely to roam and fight, and are also less commonly surrendered by their owners or abandoned in animal shelters.[12] [13] In addition, spay/neuter surgery has the obvious benefit of reducing animal overpopulation, reducing the costs and burden on publically funded shelters and lowering euthanasia rates.[14] Recognizing the importance of these factors, the state of California requires that all shelters in counties with a population of >100,000 (which includes Yolo County) provide spay/neuter surgery for adopted animals. As long as sufficient facilities exist at the shelter, bringing surgical services in-house allows shelters to control cost and timing of surgery and support an expanded veterinary medical presence which provides additional benefits. Spay/neuter programs can be extended to include sterilization of feral cats brought to the shelter as strays ("Shelter/Neuter/Return as described below). In addition, in-house medical staff can provide triage of injured and sick animals as they arrive at the shelter; develop and oversee treatment plans for common conditions; assist with population management and animal flow; support development of sound husbandry protocols; assist with animal cruelty investigations; provide input into foster care programs; offer training for staff and volunteers on subjects related to animal care and health; and assist with fund-raising efforts to support additional medical programs. An efficient medical program will also be cost effective by decreasing field officer time to transport animals off-site; reducing medical costs associated with unmanaged infectious disease; and potentially reducing human health care costs and liability resulting from zoonotic infections (infections transmitted from animals to humans). Some costs for a medical program will be recovered through adoption fees which would otherwise go to pay for off-site sterilization services, often at a higher cost to the adopter. Ultimately a successful medical program plays a key role in supporting adoptions, rescue and reduction of euthanasia.

PROGRAMMING ELEMENTS PROVIDED FOR PRIMARILY THROUGH VETERINARY MEDICAL AND SPAY/NEUTER SERVICES

Spay/Neuter Surgeries for Adopted, Rescued and Reclaimed Pets: As noted above, spay/neuter surgery is required for all adopted animals. Providing spay/neuter surgery prior to release to rescue/transfer groups can facilitate live release of animals that otherwise would be at risk for a prolonged length of stay or euthanasia (with associated costs). Offering spay/neuter for animals reclaimed by their owners reduces the likelihood of repeat offenses, ultimately protecting the public from free roaming animals and reducing field services costs. The majority of animals impounded in Yolo County are intact; thus as live release numbers increase, a concurrent increase in surgical services will be required. Provision of spay/neuter services in a shelter requires:

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[12] Neilson JC, Eckstein RA, Hart BL. Effects of castration on problem behaviors in male dogs with reference to age and duration of behavior. *J Am Vet Med Assoc* 1997;211:180-182.

[13] New JC, Jr., Salman MD, King M, et al. Characteristics of shelter-relinquished animals and their owners compared with animals and their owners in U.S. pet-owning households. *Journal of Applied Animal Welfare Science* 2000;3:179-201.

[14] Marsh P. Replacing Myth with Math: Using Data to Design Shelter Overpopulation Programs. *Replacing Myth with Math*. Concord, NH: Shelter Overpopulation Solutions, 2010;1-26.

- Sufficient facilities to accommodate the number and type of surgeries performed, including areas to prepare and recover animals as well as perform surgery. Currently surgery takes place in a mobile spay/neuter unit donated to YCAS through a charitable grant. This was largely based on the ongoing relationship between the shelter and the UC Davis School of Veterinary Medicine, and included the expectation that veterinary students would benefit from visiting the unit and learning about shelter surgical considerations. Any new program model will need to account for continued access to this surgical unit or provision of an alternate facility.

- A licensed veterinarian skilled in all techniques associated with high volume/high quality spay/neuter[15]; pediatric spay/neuter, and spay/neuter of feral cats.

- Adequate technician support to prevent valuable veterinary time spent on non-veterinary activities such as surgical preparation and cleanup. Some responsibilities associated with surgical assistance may only be performed by registered veterinary technicians, while others may be performed by unregistered assistants, lay staff or volunteers. This is reflected in the staffing recommendations below.

Spay/Neuter Surgeries for Healthy, Un-Owned Cats Brought to the Shelter as Strays or Feral: Sterilization, vaccination for rabies, and return to the location of origin is an increasingly common strategy to dramatically reduce feline euthanasia at shelters and lower feline intake over time. This strategy is known as "Shelter-Neuter-Return", or SNR[16]. Five of the nine comparable agencies surveyed had in-house SNR programs to at least some extent, while another two comparable agencies worked through private partners to redirect stray/feral cats to spay/neuter/return rather than euthanasia (e.g. through partnerships with community programs). SNR was implemented in fall of 2012 at YCAS and has been associated with a substantial reduction in feline euthanasia. Maintaining a robust SNR program (or partnership) will be necessary to sustain or improve the shelter's current high live release rate for cats. SNR programs are most cost effective when length of stay to surgery is minimized, requiring routine access to surgical services. SNR has three major components:

- Communication with the public about the program; obtaining information about where cats are found, filling out paperwork and assisting citizens with trouble shooting of nuisance or welfare problems. This is provided by front office and field staff; time and expertise for this is already reflected in the recommendations for active supervision and adequate staffing ~~of~~ ***in*** each of those sections. Secondary support is sometimes provided by a private partner, if such is available in the community (e.g. http://www.catcenter.org/, a rescue group that provides support and resources for citizens concerned about cats spayed/neutered/returned through the San Jose City shelter's SNR program).

- Surgery, vaccination, ear tipping and any other medical procedures needed to prepare the cat for return to its habitat. This is provided by the shelter veterinarian and medical staff, with the same considerations for facility, veterinary and technical support described above.

- Return to the location of origin. This is often accomplished through a partnership with a private organization, with cats released to the private group as a rescue, and the private group then undertaking return of the cat.

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[15] As described by the Association of Shelter Veterinarian's veterinary medical guidelines for spay-neuter programs; http://sheltervet.org/wp-content/uploads/2012/08/VTFASN_JAVMA_Guidelines.pdf

[16] http://maddiesinstitute.typepad.com/chewonthis/2013/08/tnr-vs-snr-whats-the-difference.html

This is consistent with California law requiring that animals be offered to a rescue group prior to being euthanized (California Food and Agricultural Code 31108 and 31752). Currently, YCSPCA oversees this activity. Alternatively, field officers may perform this activity. The number of cats released per day is currently low enough that this activity would not affect field staffing requirements. However logistical and public relations considerations commonly lead many public agencies to outsource this to a private group if possible.

Triage of Sick and Injured Arrivals: An in-house medical program reduces costs by limiting the use of outside services for triage of animals that arrive at the shelter sick or injured. Ideally these services are provided by a full time staff veterinarian, as this individual is most familiar with shelter policies for treatment of stray animals, resource limitations, rescue options, and other constraints and opportunities for treatment. However, because the veterinarian is not always available (e.g. after hours and during surgery) a secondary plan is required for emergencies through local practices and/or the UC Davis Veterinary Medical Teaching Hospital.

Medical and Surgical Care to Improve Adoptability of Shelter Animals and Support a Foster Care Program: It is a policy preference of the State of California that treatable sick and injured animals be released alive from shelters after receiving care (*CA Civil Code Section 1834.4: (b) It is the policy of the state that no treatable animal should be euthanized. A treatable animal shall include any animal that is not adoptable but that could become adoptable with reasonable efforts*). Treatment of minor medical and surgical conditions is a required element of maintaining the live release rate currently attained by YCAS and comparable shelters. The addition of a foster care program, as described below, will further increase the medical care responsibilities of the veterinary staff. Veterinary oversight is required for all procedures to prevent, diagnose or treat disease. In California, Registered Veterinary Technicians may implement the written or telephonic directions of a veterinarian without *direct* oversight (California Business and Professions Code Section 4840: Exceptions: (b) Registered veterinary technicians may perform animal health care services on those animals impounded by a state, county, city, or city and county agency pursuant to the direct order, written order, or telephonic order of a veterinarian licensed or authorized to practice in this state). The recommendations for staffing and scheduling below accommodate these requirements by ensuring that a veterinarian and/or registered veterinary technician are scheduled 7 days a week.

Participation in Population Management and Data Collection: As noted above in the Kennel/sheltering services section, actively and thoughtfully managing the shelter population to minimize length of stay is recognized as a key factor in maintaining animal health, controlling costs and maximizing the life-saving capacity of the organization. Reduction in the euthanasia rate at YCAS corresponded in part with active involvement of the veterinarian in overseeing population management. While the primary responsibility for this activity can be allocated to a kennel/shelter supervisor (as recommended in this document), the shelter veterinarian should participate in developing the overall strategy, advising on the nuances of day-to-day implementation and providing routine input.

Development and Implementation of Protocols for Animal Husbandry and Health Care: These policies should be developed by the kennel manager and shelter veterinarian working together, in consultation with the executive director. As noted above, investing in sound protocols forms a basis for a successful animal care program and is necessary to provide training and ensure accountability by line staff.

Assistance with Animal Cruelty Investigations: The shelter veterinarian assists field officers in the investigation of animal cruelty and hoarding cases, including provision of exams, documentation of findings, and recommendation for care of confiscated animals, and testimony in court hearings.

Public, Volunteer and Foster Program Interface: The veterinary and medical staff provides a valuable resource to educate staff, volunteers and the public regarding animal health and responsible animal care. Veterinary and medical staff will also interact directly with the public when counseling adopters or owners, e.g. on medical issues identified during an animal's shelter stay.

Assistance with Preparation of Grant Proposals for Medical and Surgical Programs: While assistance with grant proposal preparation is not routinely included in veterinary duties at many shelters, grants are commonly available for enhanced programs related to foster, medical or spay/neuter services. Provided sufficient time is allocated, the Veterinarian can be a valuable asset in documenting the need and laying out the rationale for such services, and the right individual can be a resource for data collection and writing in support of proposals.

Interaction with the UC Davis School of Veterinary Medicine and Shelter Medicine Program: The presence of the UC Davis School of Veterinary Medicine and Shelter Medicine Program represent a unique regional resource. This relationship offers many benefits for the shelter, including provision of special surgeries at minimal to no cost through the Community Surgery program; assistance with surgical and medical care of shelter animals by Shelter Medicine Program residents; advice and training on many aspects of shelter medicine and management as well as physical facility improvement by Shelter Medicine Program personnel; and collaboration on grant proposals such as the one that led to donation of the surgery trailer. The veterinarian serves as the logical interface between the shelter and the university. Currently, a close link is maintained by the presence of the contract veterinarian, a joint position between the shelter and the UC Davis Shelter Medicine Program (funded by the county and present full time at the shelter as the supervising veterinarian, but organizationally linked to the Shelter Medicine Program; see org. chart). If this relationship is not maintained under a new programmatic structure, consideration should be given to alternative methods of maintaining a strong link between the shelter, the Veterinary School and the Shelter Medicine Program.

Low Cost Public Spay/Neuter Services *(Non-Core):* There are currently minimal low-cost spay/neuter services for low-income residents within Yolo County. In most comparison agencies evaluated, low cost public spay/neuter services were available through a private agency but were not generally provided through the public animal shelter program, or were provided on only a limited basis contingent on grant funding. However, the absence of these services in Yolo County likely results in ongoing public costs: as noted above, intact animals are more likely to run loose, create hazards for humans and other pets, and result in an ongoing influx of animals to the shelter. The cost of admitting, housing, and rehoming or euthanizing unwanted litters (primarily kittens) forms a substantial portion of total sheltering costs. Provision of high volume, low cost spay/neuter services by the Sacramento SPCA (amounting to over 75,000 surgeries) corresponded to a 19% decrease in intake to local public shelters. In light of this, ideally a partnership would be formed with a private, non-profit group that is well-positioned to raise funds to support low cost spay/neuter services, possibly leveraging the donated surgical facility located at YCAS. If it is determined that the publicly supported shelter program should provide spay/neuter services for pet animals, it will be imperative that the program be adequately staffed, including administrative as well as medical staff. A mechanism to raise private funds (grants and donations) to offset costs should be considered (such as by utilizing the recommended non-core position of Public Outreach/Development Director). Intake and euthanasia risk patterns should be evaluated to determine the neighborhoods and species/breeds which would benefit most from low cost spay/neuter services. For example, currently kittens make up a substantial proportion of feline intake while puppies make up only a fraction of canine intake at YCAS; therefore limited spay/neuter resources might be better targeted to cats than to dogs. If dogs are included in a low-cost program, consideration should be given to targeting breeds at increased risk for intake and euthanasia according to shelter data. Staffing recommendations provided below do not reflect inclusion of a substantial low cost spay/neuter program for the public; because scope of such a program can vary widely, veterinary, technical/support and administrative staff would need to be planned and hired accordingly.

SUMMARY OF VETERINARY MEDICAL AND SPAY/NEUTER SERVICES STAFFING RECOMMENDATIONS

A detailed analysis to document hours required for routine veterinary and support staff duties was performed based on current intake and adoption rates. Additional time was allocated for protocol development, participation in population management and other responsibilities as outlined above.

Supervising Veterinarian: As outlined above, there are substantial benefits to veterinary participation in many aspects of shelter management and operations. Therefore a full time veterinarian with specific expectations for participation at a management level is recommended. This could be through a continuation of the contract with the UC Davis Shelter Medicine Program or direct hire. A single FTE supervising shelter veterinarian would be sufficient for provision of basic surgical and medical care given the current intake and outcomes; and participation in management/training/protocol development activities based on the time/motion analysis performed (available in Appendix E).

Per Diem Contract Veterinarian(s): Responsibilities for the Supervising Veterinarian may fluctuate substantially. For instance, a major cruelty investigation, an opportunity to prepare a grant proposal, a targeted grant to perform a certain number of low cost spay/neuter surgeries all may lead to a short term increase in demands on the veterinarian's time. Since the needs of the shelter population for basic surgical and medical care are non-negotiable and ongoing, a single full time veterinarian has limited flexibility to accommodate such fluctuations. Fortunately, these variations, as well as the Supervising Veterinarian's vacation and sick time, can be accommodated by use of per diem contract veterinarians on a flexible basis. Planning for at least 0.2 – 0.5 FTE of per diem services is recommended. At the higher end of the recommended range, the expectation could be that specific grant funding is obtained to support low cost spay/neuter services or targeted community services for the public. If greater funding is obtained, this could be expanded beyond 0.5 FTE proportionately.

Registered Veterinary Technicians (RVT): The RVTs responsibilities include assisting the veterinarian in surgery and medical exams; and delivering medical care in the veterinarian's absence under written or telephonic direction. In addition, RVTs assist kennel staff with aspects of animal processing for intake, flow-through and outcome. Provide 2 FTE RVT positions to provide 7 day a week coverage for duties that can legally only be performed by individuals with this classification. Ideally the RVTs would be scheduled on a 4 day a week/10 hour a day schedule to provide coverage throughout the shelter's 11 hour animal care day.

Non licensed Veterinary Assistant: A non-licensed veterinary assistant is recommended to allow RVTs to focus on providing 7 days per week coverage for those duties for which they are specifically trained (and which, in some cases, only they can legally perform). The non-licensed assistant will assist with surgery, maintenance of the animals and environment in the medical and surgical areas, and other support duties. If per-diem surgical services are performed on weekends or on weekdays (when the surgical trailer is not in use for shelter surgeries), this individual's schedule could be altered to provide sufficient coverage on higher volume surgery days. This would ensure adequate medical coverage 7 days per week and limit costly overtime for RVT positions.

TABLE 8: SUMMARY OF VETERINARY MEDICAL AND SPAY/NEUTER SERVICES STAFFING RECOMMENDATIONS

Position	Part-Time/Full-Time	Role	Current Staffing	Proposed Staffing
Supervising Shelter Veterinarian	Full-Time	Supervisory	1 *KSMP Contract Position*	1
Registered Veterinary Technician	Full-Time	Support	2	2
Non-Licensed Veterinary Assistant	Full-Time	Support	0	1
Per-Diem Spay/Neuter Veterinarian	Part-Time	Support	Variable	Variable (0.2-0.5 FTE)

TABLE 9: SAMPLE RECOMMENDED VETERINARY MEDICAL PROGRAM SCHEDULE

Position	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Supervising Shelter Veterinarian	8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm		
Registered Veterinary Technician 1	8am to 7pm	8am to 7pm	8am to 7pm	8am to 7pm			
Registered Veterinary Technician 2	8am to 7pm				8am to 7pm	8am to 7pm	8am to 7pm
Non-Licensed Veterinary Assistant	8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm		

FIELD SERVICES

Field services provide the law enforcement, nuisance abatement and primary public health/rabies control aspects of an animal control and sheltering program. Field officers can also function as an outreach arm of the shelter program: in the course of responding to calls and patrolling neighborhoods, field officers will have contact with a wide variety of citizens and can provide educational resources, assist with resolution of nuisance and welfare situations, promote spay/neuter, vaccination and responsible animal care, and generally raise awareness of the shelter's programs and service. Field officers may also assist with transport of animals, e .g. to offsite events or for off-site veterinary services.

Field services can be provided by the same entity that provides sheltering services or can be provided under a different entity. For example, of the three private comparable agencies evaluated, none provided field services; however, there are some private animal shelters in California that have contracts for field as well as sheltering services (e.g. Marin Humane Society and Peninsula Humane Society are two regional examples). Most public agencies provide both field and sheltering services under one umbrella agency, but one comparable agency split these two functions into different departments. Benefits of having field services and sheltering services performed by the same agency include greater consistency of practices, management and accountability. For example, if field officers follow different standards than shelter staff for critical processes such as data collection, sanitation of vehicles, or animal handling and care, overall programmatic goals may be compromised and the two different staff groups may find themselves at odds. More broadly, a field services program that is aligned with a single overall mission for the organization can be a powerful resource for public outreach, as described above. From a practical perspective, having field services within the overall shelter program may provide some economies of scale rather than creating two separate staffs and programs. However, in some communities, the local government prefers to maintain control over the law enforcement aspect of animal control; or a private organization may find that involvement with the negative aspects of law enforcement and nuisance control associated with field services compromises their ability to generate public support and donations. In such case, local governments looking to contract out sheltering services may be left with no choice but to provide field services by another means.

RECOMMENDED PROGRAMMING ELEMENTS PROVIDED FOR PRIMARILY THROUGH FIELD SERVICES

Animal Control/Protection Activities: As described above, this includes law enforcement, nuisance abatement and public health components. Services provided by field officers typically include responding to and resolving complaints of dangerous domestic animals, animal cruelty investigation, pick-up of sick/injured animals, responding to public reports of dogs running at large (including capture and impoundment of dogs if necessary to protect the public or the animal), investigation of code enforcement complaints related to animals, and enforcement of rabies control and quarantine compliance. Specific recommended elements of animal control/protection services include:

Field Resolution of Animal Issues: Many animal-related issues can be resolved either through impoundment of the animal or field contact with the owner and/or complainant. Field resolution includes offering solutions for welfare or nuisance situations (such as offering information on providing a low-cost humane confinement system such as a runner for a dog that chronically escapes the premises); providing informal or formal mediation between concerned neighbors; issuing and following up on a "fix-it" ticket to resolve a situation (such as improper confinement or care); or issuing a citation for violations such as dogs running at large. In many cases, successful field resolution is more cost effective than impoundment of the animal, with all the associated expenses and the risk that the animal will be euthanized. It also holds greater potential to solve problems long term in some cases. The relatively cramped facility and wide distance between the shelter and some service areas further justify an emphasis on field resolution. Specific recommendations include:

- Train field officers and provide educational materials and options (such as an informal "fix-it" ticket system) to resolve situations in the field. Create a systematic plan to encourage and reward field resolution (e.g. tracking # of animals returned to owner with or without a citation versus impounded).
- Ensure that dispatch and front office staff also supports the emphasis on field resolution from the first contact with a citizen reporting a complaint or a concern, and that these staff offer alternatives that allow citizens to resolve situations without even requiring field response when appropriate.
- Avoid developing a system that links compensation of an agency (or contracting organization) solely to the number of impounds, as this will tend to encourage the opposite behavior (a preference for impoundment over field resolution). Rather, track the number of impounds *prevented* by front office, dispatch or field contact and ensure that the shelter budget accounts for the time and skill required to support these activities.

Limited Field Response to Stray and Feral Cats: State mandated and local obligations to control dogs are different from the requirements related to cats. Authority to control and license dogs comes primarily from the Health and Safety Codes related to rabies prevention and monitoring. The state authorizing laws are often reflected in local ordinances, including in Yolo County. However, there are no state laws in California that require stray cat control, rabies control, or vaccination and licensing. State law requires jurisdictions to impound and care for sick, injured, abandoned, neglected or cruelly treated animals, and animals that require quarantine. In contrast to dogs, Yolo County specifically exempts cats from municipal "at large" laws, and a large percent of cats that enter the Yolo system would not fall into any of these state mandated categories. To reduce expenses associated with impoundment and holding and lower euthanasia risk, the following policies are recommended:

- Do not offer field pickup of healthy stray or feral cats, including those that are trapped or confined by citizens. This single change by one of the comparable agencies reportedly resulted in a substantial reduction in feline intake to the shelter (~ 30%), as well as a reduced burden on field service officer time and travel.
- Train front office and dispatch staff to offer alternatives to field pickup of stray and feral cats, including recommendations to resolve nuisance and welfare concerns without impoundment and referral to community options to get feral cats spayed/neutered and vaccinated. As a last resort, offer citizens the option of bringing the cat to the shelter themselves (at which point it may become a candidate for adoption or shelter/neuter/return as described in the veterinary services section).
- Continue to offer field pickup for sick, injured, and orphaned cats as well as those requiring rabies quarantine. Empower the field supervisor to permit field pick-up of stray or feral cats when deemed necessary to prevent unusual risk to animals or people or based on other extenuating circumstances.

Prioritize and Track Field Services Activities: Identify the range of calls that require a response and develop a detailed system to prioritize them based on public health risk, animal risk and other considerations. Track call types in a searchable database, and monitor response time required, frequency of call type, and officer productivity using shelter software (e.g. Chameleon©). Ensure that each officer captures all relevant data related to each call for service they complete and the people involved. This helps all officers by providing access to historical data and potential safety or enforcement concerns. It also allows the management to appropriately evaluate the services being provided and inform decisions on how to improve or change that service.

Ensure Sufficient Hours of Field Coverage: Extend field services hours to cover peak service hours based on analysis of service calls and typical coverage of field services provided by comparable agencies. Ideally field service coverage would be provided from 7 AM to 7 PM. This could be accomplished utilizing 2 overlapping 8 hour shifts of officers, 7 days a week, with a 7am to 3pm and 12pm to 8pm overlapping shift schedule. Scheduling 2-3 officers to be on-duty for the AM shift and 2-3 officers on duty for the PM shift daily would provide broad coverage, reduce response times and limit overtime.

Animal Cruelty Investigation and Dangerous Dog Response: These two areas require specific skills and training, including awareness of the detailed legal responsibilities (and associated risks and liabilities) to protect citizen's rights and safety, investigate and document complex cases, and enforce all relevant laws. Ensure that the field supervisor and lead field officer receive advanced training in response to these cases. Additionally, designated field officers can be trained to specialize in certain types of animal crime investigation or partner/coordinate with the appropriate unit in the sheriff's department.

License Canvassing: Utilize field officers for licensing canvassing with a managed/supervised field canvassing program during times that calls for service are lower and when there is scheduled overlap of officers. Increased licensing compliance could substantially offset the costs of expanded staffing in field services or other departments. This function can be supervised and coordinated by the proposed Senior Field Officer. License enforcement should be required during every contact an officer has with a member of the public that owns a dog. Enforcement can be accomplished in a customer-friendly way such a notice to comply that provides the owner some period of time to comply before a citation is issued. See licensing section for additional information.

Dispatching Services: Continue to use the sheriff's department for field officer dispatching or consider adding additional office clerks to assist with call taking and dispatching duties. Dispatching is a critical support function for field services. Most agencies that are the size of Yolo County have animal control specific dispatchers during hours where officers are on patrol. Potential benefits of shelter-based dispatching would include improved data collection, reduced burden on the sheriff's office dispatching system and would allow the facility to take better advantage of the Dispatching Module available in the current shelter management software used.

SUMMARY OF FIELD SERVICES STAFFING RECOMMENDATIONS

Management

Field officers by definition must function with a high degree of autonomy and limited direct supervision. To ensure a successful field program, adequate training and supervision is critical. Provide a field supervisor who is not actively assigned to field calls and should primarily maintain the management/supervisory role. This individual could also oversee the licensing program if the task is not assigned to the front office supervisor (for instance if field services are separated from shelter services in a new governance model. In addition, designate a lead field officer (included in line staff below), to be utilized to provide response to calls for service, assist the field supervisor in training officers, and provide supervision of field officers when the field supervisor is not on-duty. Supervisory priorities include:

- Development of a policy and procedure manual that details the types of calls that are commonly received and how to prioritize them and includes the proper protocol on various topics such as uniform code, training requirements, use of county equipment, etc.
- Develop and maintenance of a training manual and reference guide for each officer, and oversight of ongoing training for officers (including budget allocation and assignment of specific continuing education activities).
- Implement a defined system to routinely monitor field officer activities to maintain accountability and recognize and reward efficiency and productivity. This includes regular review of detailed field logs as described above.

Line Staff

Analysis of calls for service at YCAS revealed peak service call hours of 7 AM to 7 PM. Of the seven comparable agencies providing field services, all offered 7 day a week, active, on-duty scheduling. Of these, 2 (28%) provided 10 hours of daily field coverage, 2 (28%) provided 12 hours of daily field coverage and 3 (43%) provided 13.5 or more hours of daily field coverage on a scheduled (versus on-call) basis) with on-call availability during the remaining hours. Therefore, of the comparable agencies, 71% provided 12 or more hours of daily field coverage. Field services for YCAS officers currently averages approximately 8,000 calls for service per year. The square mileage of Yolo County is higher than the average of the comparable agencies (1014 miles versus ~ 650 miles). In preparing staffing recommendations it was assumed that the average field service call would require 1 1/2 hours of staff time (all-inclusive including being dispatched, travel to and from site, time at site of call, on-site animal care and paperwork). Based on the foregoing analysis, 7 full time field officers are recommended, with one of these designated as a lead field officer and present when the Field Supervisor is not scheduled.

TABLE 10: SUMMARY OF FIELD SERVICES STAFFING RECOMMENDATIONS

Position	Part-Time/Full-Time	Role	Current Staffing	Proposed Staffing
Supervising Field Officer	Full-Time	Supervisory	1	1
Lead Field Officer	Full-Time	Lead	0	1
Field Officer	Full-Time	Support	7	6

TABLE 11: SAMPLE FIELD SERVICES SCHEDULE

Position	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Supervising Field Officer	8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm	8am to 5pm		
Lead Field Officer	7am to 3pm			7am to 3pm	7am to 3pm	7am to 3pm	7am to 3pm
Field Officer 1	7am to 3pm	7am to 3pm	7am to 3pm	7am to 3pm	7am to 3pm		
Field Officer 2		7am to 3pm	7am to 3pm	7am to 3pm	7am to 3pm	7am to 3pm	
Field Officer 3	7am to 3pm	7am to 3pm	7am to 3pm			7am to 3pm	7am to 3pm
Field Officer 4	12pm to 8pm	12pm to 8pm	12pm to 8pm	12pm to 8pm	12pm to 8pm		
Field Officer 5		12pm to 8pm	12pm to 8pm	12pm to 8pm	12pm to 8pm	12pm to 8pm	
Field Officer 6	12pm to 8pm	12pm to 8pm			12pm to 8pm	12pm to 8pm	12pm to 8pm

ADDITIONAL PROGRAM AND STAFFING RECOMMENDATIONS

Some programmatic and staffing elements do not fit neatly into departmental classifications. Depending on shelter size and organizational structure, specific staff may be associated with these programs or responsibility for program management may be folded into the duty of staff or management in one of the departments described above.

LICENSING PROGRAM AND STAFFING RECOMMENDATIONS

Provision of licensing services for dogs is required for all jurisdictions in the State of California. A robust animal licensing program provides funding for the animal control and sheltering program, ensures rabies vaccination compliance and assists in animal reunification with owners. This requires an efficient system of issuing licenses, processing applications and enforcing compliance such that the licensing program results in net revenue which can offset other costs of the animal control and sheltering program. Specific recommendations include:

Continued Rabies Reporting by Veterinarians: Primary licensing compliance is through Rabies vaccination reporting by local veterinarians, which is required by section 6-1.904(c) of the Yolo County Code. This has resulted in a relatively high rate of compliance estimated at 30% of pet dogs in Yolo County (a recent survey of 16 California cities/counties found an average license compliance rate was 12% with a range of 5-24%). This relatively high rate of compliance suggests that room for increase may be relatively modest; however there are certainly high performing communities that report even higher rates.

Cat Licensing: At this time cat licensing in Yolo County is voluntary, not mandatory. Although in many communities in which cat licensing is mandatory compliance for cat licensing is substantially lower than dogs, this is still a source of revenue and can provide other potential benefits of increasing licensing, such as increased reunification of licensed pets with owners.

Animal licensing is the mechanism local agencies use to monitor and ensure an animal is vaccinated against rabies in California. However, the State does not require the vaccination of cats against rabies, so Yolo could consider developing a mandatory license system that is not based on rabies monitoring, or pass a law (as many jurisdictions have) requiring the vaccination and licensing of cats.

Cats are excluded from the prohibition against animals running at large in Yolo County. The probability that a cat could be exposed to rabies is generally higher than that for a dog and as a result there is good reason to contemplate requiring rabies vaccinations for cats.

Cats make up more than half of all animal impounds in the Yolo shelter and have far lower owner-reclaim rates than dogs. This means there are fewer opportunities to collect fees from owners of cats, even though the cost of caring for cats is a significant portion of the shelter’s budget. Licensing for cats would allow cat owners to participate more broadly in supporting animal services.

Automation of License Application, Payment and Renewal: Increase the automation of licensing, including electronic renewal options (such as through email notification and on-line payment processing) would likely increase efficiency and compliance.

The Chameleon database that is already being used by staff allows most of this functionality. As part of the database licensing fees already paid by Yolo County, Chameleon offers support for report writing and training in all aspects of managing this database and can provide onsite training for a fee. Online licensing requires a small transaction fee, but it is more than offset by the amount of time saved by staff when they do not have to do the data entry. License processing can be contracted out, in whole or in parts, to Chameleon or other companies.

Develop Additional Licensing Efforts: Including an active license canvassing program, with particular emphasis on areas with low licensing compliance, high animal intake and low owner redemption rates. The schedule provided for field staff in this report includes overlap in shifts sufficient to add capacity in the field to collect more license fees, as well as sufficient front office staffing to assist with processing and administration of the program. Additional licensing efforts could include:

Outreach: Raise awareness

- Messages that make clear *why* dog and/or cat licensing is important for pets, owners, shelters, and communities
- Public education, including canvassing programs (door-to-door contact) and approaching people waiting in line at pet events, such as mobile vaccine clinics
- Partnerships with business. For example, in Los Angeles, some vet clinics distribute information or process licensing applications, in exchange for a small payment on each license. In Calgary, Canada, pet superstores process license applications for customers.

Incentives: Make it more financially attractive

- Merchant coupon books to people who license with discounts or gifts
- "Free first ride home" where animal services personnel return pets to their homes directly, bypassing the shelter and at no cost to the owner
- Limited-time amnesty programs that waive penalties for failure to license in the past, in order to motivate people to get licenses before the amnesty period ends
- Reducing fees for the initial licensing period, such as for six months, to lower the cost for owners

Enforcement: Follow-up with people who don't comply

- Enforcing licensing laws assertively, by keeping good records and partnering with organizations such as tax collection offices and law enforcement
- Staff can also explore new means of expanding licensing programs by working with utility companies, the Postal Service, code-enforcement officers, and other organizations with presence in the community. In addition to distributing information to pet owners, these partnerships can provide additional benefits, such as help to identify underserved populations and areas where animals are creating problems.

VOLUNTEER PROGRAM AND STAFFING RECOMMENDATIONS

Investment in a successful volunteer program can be cost effective, as well as improving shelter operation and community perception. Conversely, an unmanaged volunteer program can create substantial risks to people, animals and public perception. Comparable agencies consistently expressed the importance of sufficient oversight of the volunteer program to support consistency, training, and safety of the volunteers and animals. Most comparable agencies made extensive use of volunteer services, and those that did not generally expressed a desire to expand this element of their programs. Half the comparable agencies reported having at least one FTE assigned to volunteer coordination. While not a replacement for core staff to provide daily cleaning, care, medical services and other required activities, volunteers can provide a valuable supplement. Four of the nine comparable agencies utilized volunteers to perform some core duties such as kennel cleaning and animal care; of these, agencies reliant on volunteers for more than ~ 10% of core FTE responsibilities acknowledged issues with training, compliance, reliability and/or sustainability. More ideally, volunteers supplement core duties and play an expanded role in provision of ancillary shelter services beyond basic husbandry that may not be feasible with paid staff alone. Volunteers can also substantially assist in public outreach, foster care, adoption events and other efforts to decrease euthanasia and improve service to the community. Given the large and diverse demographic served and limitations of the current shelter building, recruiting volunteers to increase outreach into the community and support offsite programs would be particularly helpful. Volunteers with particular skills can also provide valuable support in areas such as behavior and training programs for animals; training and behavioral advice and support for adopters and owners considering surrender of their pet; social media management and website design and maintenance; and grant writing and fundraising efforts (either directly or through a "friends of the shelter" support program). Specific recommendations include:

Hire a Full-Time Permanent Volunteer/Foster Care Coordinator (Foster Care responsibilities will be discussed in the section below): This person will be responsible for actively recruiting volunteers, providing frequent orientations and ongoing training, managing volunteers, assisting with development of volunteer programs in specific departments and developing volunteer programs that span multiple departments or operate outside of a department. Specific recommendations include:

- Work with the Executive Director to develop an overall plan for volunteer program goals, specific objectives and strategies, and volunteer management including recruitment, tracking (e.g. development of volunteer database), recognition, accountability and discipline.
- Utilize a variety of methods and media to recruit volunteers, including online volunteer registries and social media promotion, shelter visitors, written materials and word of mouth. Ensure that prompt response is made to all volunteering inquires (within 24-48 hours).
- Create a streamlined process to become a volunteer for the shelter, avoiding time consuming background checks or live-scanning requirements.
- Offer volunteer orientations 1-2 times per month.
- Work with department managers to create written job descriptions, protocols and procedures for volunteers.
- Work with department managers to define volunteer roles and activities within each department.

- Develop volunteer leadership positions for major areas of volunteer activity (e.g. offsite adoptions). Over time, allow volunteer leaders to assist with recruitment, training and support of volunteers in that program.

- Maximize access to the facility by volunteers to the greatest extent possible, including access to stray holding areas except when legal or safety considerations are prohibitive.

FOSTER CARE PROGRAM AND STAFFING RECOMMENDATIONS

Successful shelters utilize foster care programs as a cost effective means to reduce euthanasia and provide needed care to special shelter animal populations including sick, injured and underage animals as well as non-aggressive animals with special behavioral needs. All comparable agencies utilized foster care to some degree. Most comparable agencies included oversight of the foster program in the job duties of another position rather than having a dedicated full time foster care coordinator. However, allocating sufficient time to this position is critical to leveraging the services of foster care providers as well as ensuring public and animal safety. For instance, one comparable agency reported that allocation of specific time and responsibility resulted in an increase in use of the foster program from 87 animals to over 1000 animals annually, representing 25% of the shelter's population. The limitations of the current YCAS facility (cramped isolation housing, insufficient space to maintain the health of underage animals, overall small size of facility demanding short length of stay within the shelter) render a robust foster program particularly beneficial, and foster care for neonatal kittens is required to maintain at least the current live release rate for cats. Therefore, a designated position to oversee foster care is recommended. Because foster care is primarily reliant on volunteers, and is moderately seasonal in its demands (because of the association with the summer kitten season), combining the foster care coordinator with the volunteer coordinator in a single FTE position is recommended. In addition, adequate support from other staff will be required, particularly from the veterinary/medical services department. These requirements are addressed in the staffing recommendations provided in each departmental section above. Specific recommendations include:

- As for volunteers in general, the Volunteer/Foster coordinator will be responsible for recruiting, training and managing foster volunteers, including development of a specific foster volunteer database. In addition, the volunteer/foster coordinator will work with the executive director, kennel manager and supervising veterinarian to develop overall programmatic goals and policies for the foster care program, including the goals for specific animal care such as neonatal animals, sick or injured animals, and animals with special behavioral needs.

- Staff the shelter's medical program, as previously recommended, including RVT coverage 7 days a week to support the need for routine medical care for foster animals. Develop and clearly communicate to all foster volunteers a system to handle after-hours emergency medical needs for animals in foster care.

- Work with the kennel manager to develop a system to schedule return of animals from foster care for adoption. Work with designated staff (e.g. front office, public outreach) to ensure that adoption promotions and other media outreach is coordinated to ensure that adoptions keep pace with return of animals from foster homes, especially the seasonal influx of kittens.

- Develop a process for adoption of animals directly from foster homes (following spay/neuter surgery and any other needed pre-adoption screening), streamlining the process as much as possible. This amplifies the reach of the foster program by allowing foster homes to function as “mini offsite-adoption centers”, serving adopters who would be disinclined to visit the shelter.

- Allocate specific budgetary support for equipment and supplies for foster animal care.

PUBLIC VETERINARY SERVICES (OTHER THAN SPAY/NEUTER)

In general, public animal shelters are not a major resource for veterinary services for privately owned animals. This role is typically filled, in most communities, by for-profit business enterprises offering full veterinary medical care services or non-profit private entities offering limited veterinary medical care services at reduced fees, focusing on lower income clientele. Most public animal shelters offer very limited services such as owner-requested euthanasia of pets and intermittent low cost vaccine clinics. The current building’s space and access limitations are such that limiting these services and redirecting members of the public to other options in the community wherever possible is recommended. Specific recommendations include:

- See veterinary medical and spay/neuter Services for recommendations regarding public spay/neuter services.

- Offer owner-requested euthanasia only to pet owners with proof of low income, and only to those animals for whom euthanasia is genuinely required due to medical or behavioral considerations (e.g. not as a convenience or in response to treatable conditions). Redirect others to the following resources as appropriate:

    - Referral to a private veterinarian in the community for pet owners who are not low income and require euthanasia services for their pet

    - Provide resources for owners to keep a pet that is not adoptable but does not have a terminal medical or untreatable behavioral condition (see Managed Intake above in Front Office/Customer Service section)

    - Accept adoptable pets as owner surrenders rather than owner-requested euthanasia

- Ensure that the public has access to low cost vaccine clinics available in the community. There are a number of resources for low cost vaccines at appropriately staffed and accessible locations throughout the county offered by private providers. Maintain a list of these clinics (including at pet stores and private veterinary clinics) and refer citizens an ongoing basis. If vaccine services are provided at the shelter facility itself, consider using a third party provider for these vaccine clinics, ideally a mobile vaccine clinic hosted at the facility.

OUTREACH AND HUMANE EDUCATION

All comparable agencies acknowledged that public outreach and engagement was an essential component of a successful shelter program. Components of outreach programs include marketing of shelter programs and shelter animals; public relations activities such as media, newsletters and events to increase public awareness of shelter, humane, cruelty and legal aspects of shelter operations; maintenance of the shelter’s website and social media; and humane education. In a private organization, costs for a public outreach position can be offset by grants and donations received as a result of outreach efforts. Additionally, some outreach programs such as birthday parties at the shelter, offer a financial return for the agency as well as an opportunity for public engagement. Publicly funded agencies generally lack the opportunity to directly offset costs associated with an outreach position, and generally incorporated the above activities into the job description of staff and volunteers in other areas.

- Consider hiring of a dedicated public outreach/development director as a non-core position. This position would have areas of responsibility to include outreach, media relations, marketing of animals and programs, public engagement and development (including fundraising, donation solicitation and grant writing). See below under development for further rationale.

- In the absence of a position specifically dedicated to public outreach, identify key outreach functions and allocate responsibility to specific staff and/or volunteer positions. Suggestions for some of these activities (e.g. social media coordination by front office staff and/or volunteers) have been made throughout the staffing and programmatic recommendations above.

- For elements of public outreach or humane education identified as important but outside the scope of current shelter staff and volunteer activities, identify community partners to help provide these services. For example, the City of San Jose partners with a private rescue group to provide public education regarding co-existence with un-owned cats in the community.

- In lieu of hiring a dedicated humane educator, develop strategies to provide humane education opportunities through the expanded volunteer program as recommended above. In addition, ensure that staff utilizes existing opportunities for humane education and outreach, for example by providing field officers with training and educational materials to share during field contacts and licensing canvassing.

DEVELOPMENT AND FUNDRAISING

Private support plays a key role in animal sheltering nationally and statewide.[17] Reflecting this reality, every successful comparable community leveraged private support as well as public funding to achieve their goals. Private agencies often subsidize public contracts to provide for additional services. This is supported through a combination of donations, grants, and other revenue sources (e.g. birthday parties, kid's camps, thrift shop or on-site retail center). For publically funded agencies, this was often achieved through partnerships with private organization. For instance, several comparable public agencies utilized spay/neuter services provided by a private organization at modest cost and subsidized by grants and donations. This allowed these agencies to limit in-house costs for medical services. A number of public agencies also receive private support via either an associated non-profit program dedicated to fundraising for the shelter, or through direct fundraising or grant writing by shelter staff. Locally, the Yolo County SPCA supports YCAS through funded staff that operates on-site to support a variety of shelter programs focused on improving animal care and reducing euthanasia. The YCSPCA has also provided funding and supplies for specific shelter programs as well as serving the community directly through a variety of programs. The governance structure of the shelter will strongly influence which fund raising and public/private partnership activities will be most readily available and beneficial. Some general recommendations include:

- As noted above, consider hiring of a dedicated Public Outreach/Development Director as a non-core position. Allocate responsibility to this position for researching options for revenue streams in addition to public funds, and acting on those opportunities as appropriate (e.g. writing grant proposals, developing mechanisms to raise donations from individuals, offering revenue generating activities that support the mission of the

[17] Rowan A. Counting the Contributions *Animal Sheltering*: HSUS, 2006.

shelter). It is possible that this position would result in net income to the agency and offset the costs of the position itself.

- o In the absence of a dedicated Public Outreach/Development Director, allocate responsibilities for fundraising and revenue generation to existing staff positions, including providing the Executive Director with an appropriate mandate and flexibility to explore the available options.

ANCILLARY SERVICES AND ORGANIZATION SUPPORT

Overhead and other ancillary support services are an essential aspect of an animal sheltering agency. Services such as finance, human resources, legal resources, facilities cost and maintenance, information technology and other entity support endeavors are crucial to a well-run organization. Currently, most of these services are provided by the Sherriff's Department and/or Yolo County at no additional cost to the contracting agencies. If a new agency was created for the provision of animal services, additional overhead costs would result depending on what services were continued to be provided and subsidized by the agencies. The proposed budget includes these additional overhead costs to provide as realistic of an estimate as possible.

RECOMMENDED STAFFING LEVELS/ORGANIZATIONAL STRUCTURE

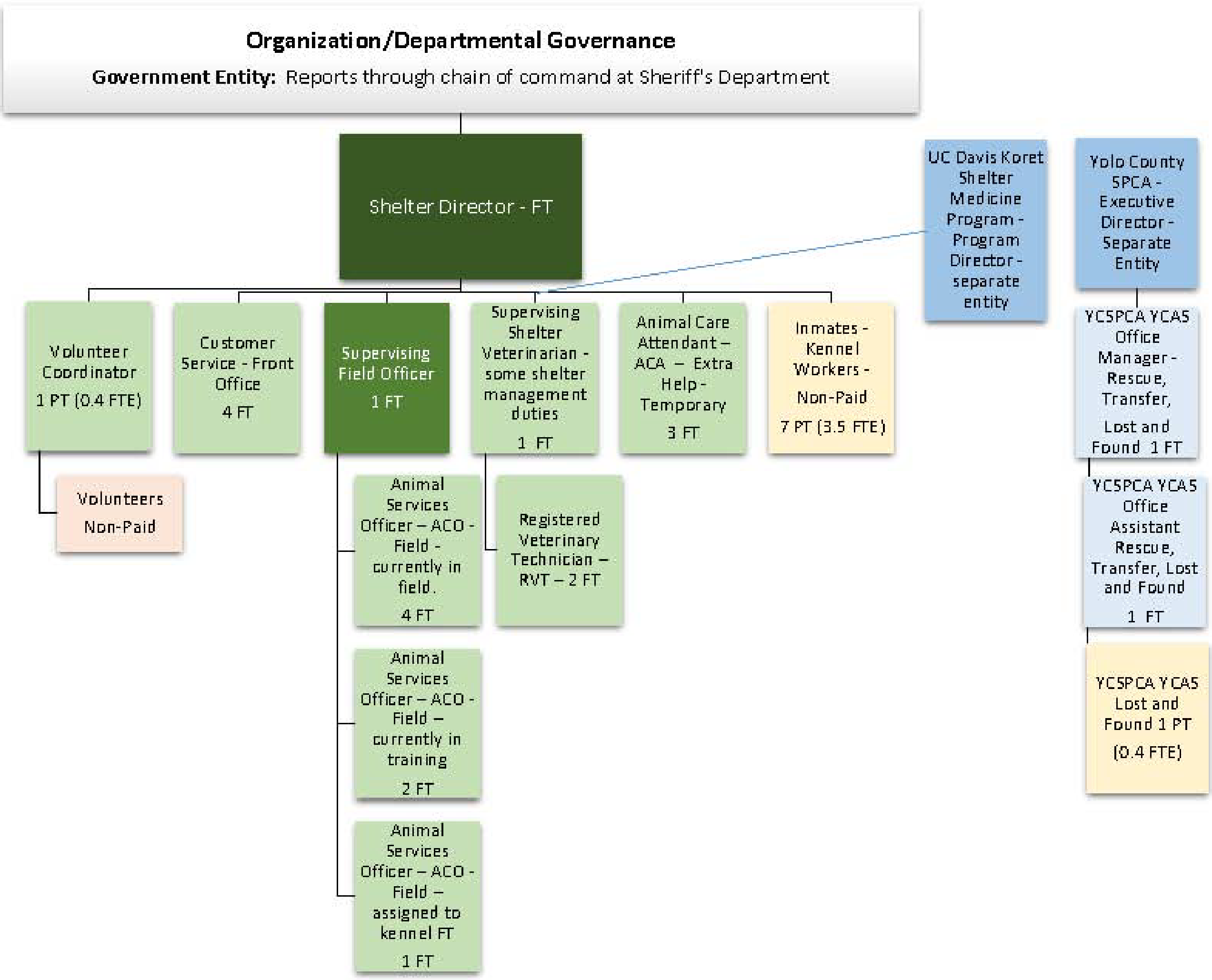
TABLE 12: OVERALL STAFFING RECOMMENDATION

Department/Role Position/Title	Part-Time/ Full-Time	Role	Current Staffing	Proposed Staffing
Agency Leadership				
Executive Director	FT	Supervisory	1	1
Front Office and Customer Service				
Front Office Supervisor/ Administrative Assistant	FT	Lead	0	1
Front Office Clerk	FT	Support	4 *(+ 1.2 provided by YCSPCA)*	3
Front Office Assistant	PT	Support	0	1 FTE *(2 PT positions)*
Kennel/Sheltering Services				
Shelter Manager	FT	Supervisory	0	1
Animal Care Attendants	FT	Support	3 *Extra help/Temp (+1.2 provided by YCSPCA)*	5
Kennel Workers	PT	Support	*5-7 PT (3-4 FTE)* *Unpaid Inmates*	2.5 FTE *(5 PT positions)*
Field Services				
Supervising Field Officer	FT	Supervisory	1	1
Senior/Lead Field Officer	FT	Lead	0	1
Field Officers	FT	Support	7 *(1 in kennel FT, 1 in kennel PT, 2 in training)*	6
Veterinary Medical and Spay/Neuter Services				
Supervising Shelter Veterinarian	FT	Supervisory	*1* *KSMP Contract Position*	1
Registered Veterinary Technician	FT	Support	2	2
Non-licensed Veterinary Assistant	FT	Support	0	1
Per Diem Veterinary Services	PT	Support	Variable	Variable* *(0.2-0.5 or more)*
Additional Programs				
Volunteer/Foster Program Coordination	FT	Coordinator	0.4	1
Outreach/Marketing/Development*	FT	Coordinator	0	1*
TOTAL				
**Indicates Non-Core Position*			**25.3**	**27.7 to 29***

FIGURE 3: YCAS CURRENT STAFFING LEVELS AND ORGANIZATIONAL STRUCTURE

Yolo County Animal Services

Current Staffing Levels/Organizational Structure



SUMMARY INCLUDING ALL STAFFING ELEMENTS:

Shelter Director – 1 FT
Front Office/Customer Service: 4 FT
Rescue/Transfer, Lost & Found: 2 FT, 1 PT = 2.4 FTE – YCSPCA Paid
Volunteer Program: 1 PT = 0.4 FTE
Field Staffing: 8 FT (1 assigned to kennel, 2 in training in kennel)
Shelter Staffing: 3 FT (3 Temporary/Extra Help), 7 PT Inmates = 6.5 FTE
Veterinary/Spay/Neuter: 3 FT (1 via UCD Contract)
TOTAL: 21 FT, 9 PT = 25.3 FTE

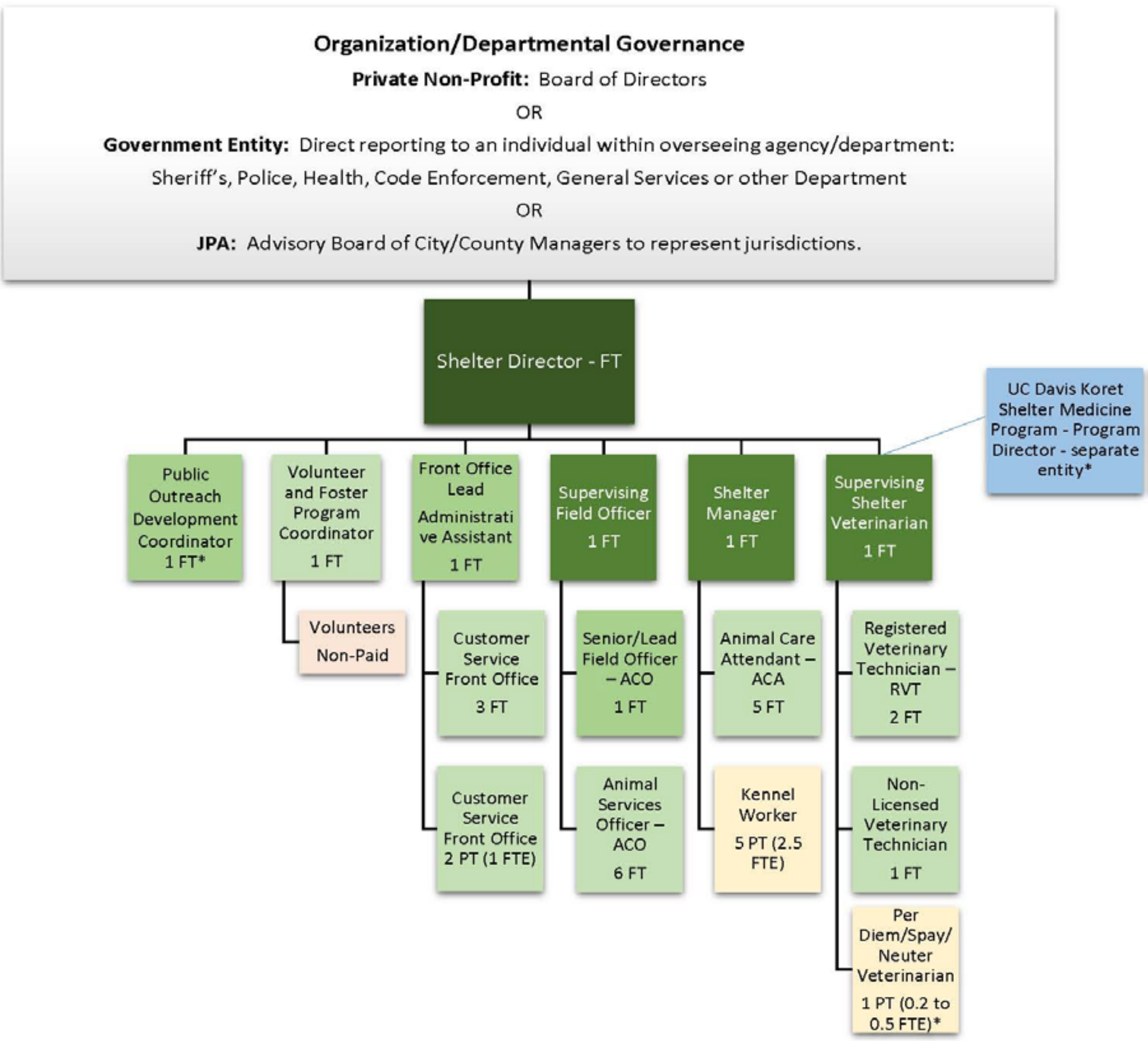
Ancillary Services Provided Through Sheriff's Department

Finance
Human Resources
Legal
Maintenance and Facilities Management
IT Services
Purchasing

FIGURE 4: YCAS RECOMMENDED STAFFING LEVELS AND ORGANIZATIONAL STRUCTURE

Yolo County Animal Services

Recommended Staffing Levels/Organizational Structure



SUMMARY INCLUDING ALL STAFFING ELEMENTS:

Shelter Director: 1 FT
Front Office: 4 FT, 2 PT = 5 FTE
Public Outreach*: 1 FT
Volunteer/Foster Care Program: 1 FT
Field Staffing: 8 FT
Shelter Staffing: 6 FT, 5 PT = 8.5 FTE
Veterinary/Spay/Neuter: 4 FT, 1 PT = 4.2 to 4.5 FTE

TOTAL: 24 to 25 FT, 8 PT = 27.7 to 29 FTE

Ancillary Services Provided Through Appropriate Department, Staffing or Contracting:

Finance
Human Resources
Legal
Maintenance and Facilities Management
IT Services
Purchasing

*Note: Supervising Shelter Veterinarian shown with chain of command if UCD contract continued.

BUDGET PROJECTIONS FOR POTENTIAL GOVERNANCE MODELS

Following the staffing and programming analysis performed by KSMP, LAFCo developed several budget projections in order to demonstrate the potential cost of alternative governance models for animal services. Our projections display a possible one-year budget for each of three governance models that might be considered, with each governance model displaying budgets projected for two separate staffing and programming scenarios.

CURRENT YCAS BUDGETS

In order to establish a baseline understanding of cost, we provide the current YCAS budgets for FY 12-13 and 13-14 in our spreadsheets. We also provide an updated budget for FY 13-14 that includes all the actual costs associated with animal services in Yolo County. These actual costs include resources such as staff or services that are provided to YCAS by an outside organization or agency free of charge (these are the brown columns in the budget). When comparing our projected budgets to the current YCAS budgets, the updated FY 13-14 budget (the dark brown column) should be used, as this is the most accurate portrayal of the actual cost of providing animal services in Yolo County.

GOVERNANCE OPTIONS CONSIDERED

Animal services are currently provided by Yolo County through the Sheriff's Department, with the cities of Davis, West Sacramento, Winters, Woodland, and UC Davis contracting with the Sheriff's Department for the service. For the purposes of the budget projection portion of this study we have identified three alternative governance models that might be considered. The three potential replacement models are defined below:

JOINT POWERS AUTHORITY (JPA)

In this governance model Yolo County and its five contract agencies for animal services would form a Joint Powers Authority (JPA), which would be responsible for hiring employees and providing animal services to the entire county. Governance of the JPA would be provided by representatives from the County and contract agencies.

JOINT POWERS AUTHORITY (JPA), WHICH CONTRACTS WITH A NON-PROFIT FOR SERVICES

In this governance model, Yolo County and its five contract agencies would form a JPA, but would not be directly providing animal services and would have little or no staff. Instead, the JPA would contract with a non-profit or for profit organization to provide animal services to Yolo County.[18]

[18] The budget projections for this model assume non-profit salaries because that is a more typical scenario.

HYBRID MODEL

In this governance model, animal shelter services would be provided using the same method as in the above scenario, with a JPA being formed and then contracting with a non-profit or for-profit organization for shelter services. Field services (including all animal control officers) would be contracted to a public agency (such as the Sheriff's department or another law enforcement agency in the County).[19]

STAFFING AND PROGRAMMING SCENARIOS

When projecting budgets for each of the three governance models discussed above, we gave consideration to two separate scenarios regarding staffing and programming. In the first scenario budgets are projected for all three governance models, assuming that the staffing and programming levels recommended by KSMP in this report are utilized (these are the green columns in the budget). For comparison, we also projected budgets for all three models in which the staffing and programming levels were assumed to remain the same as those currently existing at YCAS (these are the blue columns in the budget).

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[19] The budget projections for this model assume non-profit salaries for sheltering services and government salaries for field services because that is a more typical scenario.

TABLE 13: BUDGET PROJECTIONS

EXPENDITURES									
	YCAS Current Budgets [1]			Budget Scenarios: KSMP Recommended Staffing Levels [2]			Budget Scenarios: Existing YCAS Staffing Levels [3]		
	YCAS 12-13	YCAS 13-14 [4]	YCAS 13-14 *(Including costs not listed in YCAS budget)* [5]	Joint Powers Authority (JPA) [6]	JPA Contracts with Non-Profit [7]	Hybrid Model *(JPA Contracts with Non-Profit for Sheltering/ Public Agency for Field Services)* [8]	Joint Powers Authority (JPA)	JPA Contracts with Non-Profit	Hybrid Model *(JPA Contracts with Non-Profit for Sheltering/ Public Agency for Field Services)*
	FTE: 20	FTE: 18 [9]	FTE: 25.3 [9]	FTE: 29 [10]	FTE: 29	FTE: 29	FTE: 25.3	FTE: 25.3	FTE: 25.3
	Benefits: 38% [11]	Benefits: 38%	Benefits: 38%	Benefits: 30% [12]	Benefits: 27%	Benefits: 27%; 38%	Benefits: 30%	Benefits: 27%	Benefits: 27%; 38%
Regular Salaries	725,204	793,909	793,909	1,191,000	1,074,500	1,111,500	1,011,000	912,300	954,500
Additional Salaries [13]	-	-	236,000	-	-	-	-	-	-
Part-Time Wages [14]	10,000	-	152,400	129,500	116,550	116,550	110,800	99,920	99,920
Total Employee Benefits	-	-	-	510,550	397,700	502,700	433,450	340,900	444,700
Overtime/Standby	53,621	53,621	53,621	-	-	-	-	-	-
Differentials- Bilingual/Shift	902	2,106	2,106	-	-	-	-	-	-
Payoff/Vacation Buy-Back	6,000	6,000	6,000	-	-	-	-	-	-
Retirement	168,035	191,976	191,976	-	-	-	-	-	-
OASDI	45,195	51,846	51,846	-	-	-	-	-	-
Medicare Tax	10,568	12,126	12,126	-	-	-	-	-	-
Insurance- Health/Dental/Vision	158,847	228,715	228,715	-	-	-	-	-	-
Unemployment Insurance	14,625	8,954	8,954	-	-	-	-	-	-
Workers Compensation Insurance	59,608	63,208	63,208	-	-	-	-	-	-
Other Benefits	37,960	43,176	43,176	-	-	-	-	-	-
Additional Benefits (YCSPCA Employees) [15]	-	-	31,800	-	-	-	-	-	-
Salaries & Benefits	**1,290,565**	**1,455,637**	**1,875,837**	**1,831,050**	**1,588,750**	**1,730,750**	**1,555,250**	**1,353,120**	**1,499,120**
Clothing [16]	12,800	16,400	16,400	8,000	8,000	8,000	8,000	8,000	8,000
Communications/IT Services	23,116	22,374	22,374	23,000	23,000	23,000	23,000	23,000	23,000
Public Liability	78,350	76,379	76,379	76,379	76,379	76,379	76,379	76,379	76,379
Shelter Food and Supplies	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Tools and Equipment	26,939	16,164	16,164	20,000	20,000	20,000	20,000	20,000	20,000
Medical, Dental, and Lab Supplies	47,500	35,000	35,000	35,000	35,000	35,000	35,000	35,000	35,000
Office Supplies [17]	22,937	22,937	22,937	25,000	25,000	25,000	23,000	23,000	23,000
Household (Janitorial)	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000
Maintenance- Equipment, Buildings, Vehicles	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Professional Medical Services	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Professional Services (Contracts for Veterinarians) [18]	144,758	200,000	-	-	-	-	-	-	-
Rental/Lease- Equipment	4,200	4,200	4,200	4,200	4,200	4,200	4,200	4,200	4,200
Memberships	1,050	1,050	1,050	1,050	1,050	1,050	1,050	1,050	1,050
Training Expenses	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Transportation/Travel	10,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Utilities [19]	-	-	45,982	46,000	46,000	46,000	46,000	46,000	46,000
Vehicle Fuel [20]	68,000	80,000	80,000	85,000	85,000	85,000	80,000	80,000	80,000
Misc. Expenses (Credit Card Charge/ Cash Shortage)	1,600	1,600	1,600	-	-	-	-	-	-
Overhead Costs [21]	-	-	123,399	123,399	123,399	123,399	123,399	123,399	123,399
Legal Counsel [22]	-	-	10,395	10,500	10,500	10,500	10,500	10,500	10,500
JPA Oversight [23]	-	-	-	5,000	5,000	5,000	5,000	5,000	5,000
Annual Audit [24]	-	-	-	10,000	10,000	10,000	10,000	10,000	10,000
JPA Management [25]	-	-	-	4,800	4,800	4,800	4,800	4,800	4,800
Services & Supplies	**518,250**	**554,104**	**533,880**	**555,328.00**	**555,328.00**	**555,328.00**	**548,328.00**	**548,328.00**	**548,328.00**
Lease of Building [26]	-	-	61,382	61,382	61,382	61,382	61,382	61,382	61,382
Buildings and Improvements	**-**	**-**	**61,382**	**61,382**	**61,382**	**61,382**	**61,382**	**61,382**	**61,382**
Equipment - Vehicle	42,000	50,000	50,000	75,000	75,000	75,000	75,000	75,000	75,000
Equipment	**42,000**	**50,000**	**50,000**	**75,000**	**75,000**	**75,000**	**75,000**	**75,000**	**75,000**
Total Expenditures	**1,850,815**	**2,059,741**	**2,521,099**	**2,522,760**	**2,280,460**	**2,422,460**	**2,239,960**	**2,037,830**	**2,183,830**

REVENUES

	YCAS Current Budgets			Budget Scenarios: KSMP Recommended Staffing Levels			Budget Scenarios: Existing YCAS Staffing Levels		
	YCAS 12-13	*YCAS 13-14*	YCAS 13-14 *(Including costs not listed in YCAS budget)*	Joint Powers Authority (JPA)	JPA Contracts with Non-Profit	Hybrid Model *(JPA Contracts with Non-Profit for Sheltering/ Public Agency for Field Services)*	Joint Powers Authority (JPA)	JPA Contracts with Non-Profit	Hybrid Model *(JPA Contracts with Non-Profit for Sheltering/ Public Agency for Field Services)*
	FTE: 20	FTE: 17	FTE: 25.3	FTE: 29	FTE: 29	FTE: 29	FTE: 25.3	FTE: 25.3	FTE: 25.3
	Benefits: 38%	Benefits: 38%	Benefits: 38%	Benefits: 30%	Benefits: 27%	Benefits: 27%; 38%	Benefits: 30%	Benefits: 27%	Benefits: 27%; 38%
Animal Licenses [1]	290,000	400,000	400,000	532,637	532,637	532,637	400,000	400,000	400,000
Business Licenses - Kennels	2,700	2,700	2,700	2,700	2,700	2,700	2,700	2,700	2,700
Humane Services	200,000	201,115	201,115	201,115	201,115	201,115	201,115	201,115	201,115
Other Charges for Services	700	700	700	700	700	700	700	700	700
Fees & Charges	**493,400**	**604,515**	**604,515**	**737,152**	**737,152**	**737,152**	**604,515**	**604,515**	**604,515**
Contracts with Agencies [2]	1,111,313	1,091,268	1,091,268	1,091,268	1,091,268	1,091,268	1,091,268	1,091,268	1,091,268
Yolo County Contribution [3]	298,467	315,459	315,459	315,459	315,459	315,459	315,459	315,459	315,459
YCSPCA Contribution [4]	-	-	135,000	135,000	135,000	135,000	135,000	135,000	135,000
Sheriff's Department Contribution [5]	-	-	85,200	-	-	-	-	-	-
Yolo County Contribution (Overhead) [6]	-	-	123,399	-	-	-	-	-	-
Yolo County Contribution (Use of Building) [7]	-	-	61,382	-	-	-	-	-	-
Yolo County Contribution (Utilities) [8]	-	-	45,982	-	-	-	-	-	-
Legal Counsel [9]	-	-	10,395	-	-	-	-	-	-
Payments from Agencies	**1,409,780**	**1,406,727**	**1,868,085**	**1,541,727**	**1,541,727**	**1,541,727**	**1,541,727**	**1,541,727**	**1,541,727**
Investment Earn - Restricted	4,500	4,500	4,500	4,500	4,500	4,500	4,500	4,500	4,500
Other Income	4,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000
Unclaimed Property (Trust)	-	35,000	35,000	-	-	-	-	-	-
Donations and Grants [10]	17,000	5,000	5,000	100,000	100,000	100,000	5,000	5,000	5,000
Other	**25,500**	**48,500**	**48,500**	**108,500**	**108,500**	**108,500**	**13,500**	**13,500**	**13,500**
Total Revenues	**1,928,680**	**2,059,742**	**2,521,100**	**2,387,379**	**2,387,379**	**2,387,379**	**2,159,742**	**2,159,742**	**2,159,742**

TOTAL EXPENDITURES AND REVENUES

	YCAS Current Budgets			Budget Scenarios: KSMP Recommended Staffing Levels			Budget Scenarios: Existing YCAS Staffing Levels		
	YCAS 12-13	*YCAS 13-14*	YCAS 13-14 *(Including costs not listed in YCAS budget)*	Joint Powers Authority (JPA)	JPA Contracts with Non-Profit	Hybrid Model *(JPA Contracts with Non-Profit for Sheltering/ Public Agency for Field Services)*	Joint Powers Authority (JPA)	JPA Contracts with Non-Profit	Hybrid Model *(JPA Contracts with Non-Profit for Sheltering/ Public Agency for Field Services)*
	FTE: 20	FTE: 17	FTE: 25.3	FTE: 29	FTE: 29	FTE: 29	FTE: 25.3	FTE: 25.3	FTE: 25.3
	Benefits: 38%	Benefits: 38%	Benefits: 38%	Benefits: 30%	Benefits: 27%	Benefits: 27%; 38%	Benefits: 30%	Benefits: 27%	Benefits: 27%; 38%
EXPENDITURES	**1,850,815**	**2,059,741**	**2,521,099**	**2,522,760**	**2,280,460**	**2,422,460**	**2,239,960**	**2,037,830**	**2,183,830**
REVENUES	**1,928,680**	**2,059,742**	**2,521,100**	**2,387,379**	**2,387,379**	**2,387,379**	**2,159,742**	**2,159,742**	**2,159,742**
NET AMOUNT	77,865	1	1	(135,381)	106,919	(35,081)	(80,218)	121,912	(24,088)

Expenditures Footnotes:
1. The three brown columns display information regarding the existing YCAS budget. The first column displays the expenditures and revenues for FY 12-13, the second column displays the expenditures and revenues for FY 13-14, and the third column displays the FY 13-14 budget adding actual costs including donated labor, unpaid overhead costs, and other items not included in the YCAS budget in order to provide an actual budget for comparison purposes.
2. The three green columns display the KSMP recommended employment level (29 FTE) for each of the three scenarios.
3. The three blue columns use the current YCAS employment level (25.3 FTE) for each of the three scenarios.
4. YCAS budget for 13-14 based on information provided by the Sheriff's Finance Department.
5. There are numerous costs associated with providing animal services to Yolo County that are not reflected in the existing YCAS budget. In order to provide an accurate baseline cost for our study we have identified these costs, and included them in the third brown column. These costs include items such as donated labor from YCSPCA and the Sheriffs Department, free use of the existing shelter facility, and unpaid overhead costs. This column provides the actual cost of animal services in the County.
6. The JPA model assumes that all staff are employees of the JPA, which is governed by Yolo County, Davis, UC Davis, West Sacramento, Winters, and Woodland.
7. This model assumes that the JPA has no employees, and contracts for all services (including field services) with a non-profit.
8. This model assumes that the JPA has no employees. Instead, the JPA contracts animal sheltering services to a non-profit and contracts with a public agency (such as the Sheriff's Department) for field services.
9. The employment level at YCAS for FY 13-14 is 18 full-time employees (according to the Sheriff's Finance Department). However, this does not include contract veterinarians, unpaid inmates working in the kennels, part-time/ extra help employees, or staff paid by Yolo County SPCA (permanently housed at YCAS). After considering all the employees involved in offering animal services to Yolo County, the actual FTE is 25.3.
10. The KSMP staffing and programming study recommends the equivalent of 29 full-time employees for YCAS. Further detail regarding the recommended staffing levels can be found in the KSMP report.
11. YCAS currently pays its 18 FTE an average of 38% of their total compensation in benefits.
12. Benefits for the JPA model are estimated at 30% based on a Bureau of Labor Statistics report stating that private employer costs for employee benefits averaged 29.7% of total compensation. SOURCE: Bureau of Labor Statistics (June 12, 2013). Employer Costs for Employee Compensation. Retrieved from http://www.bls.gov/news.release/pdf/ecec.pdf. Benefits for the JPA Contract with Non-Profit model are estimated slightly lower, at 27%.
13. The additional salaries costs for FY 13-14 represent an estimate of the salaries for the two full-time staff paid by Yolo County SPCA, as well as the cost of YCAS' contract veterinarian (previously listed in the budget under Services and Supplies).
14. The part-time wages costs for FY 13-14 represents an estimate of the cost of replacing part-time employees currently provided by the Sheriff's Department or YCSPCA. This includes a part time (0.4) Volunteer Coordinator (paid for by the Sheriff's Department), a part-time (0.4) Program Coordinator (paid for by YCSPCA), and seven unpaid inmates working part-time as kennel workers (provided free of charge by the Sheriff's Department). In the blue and green columns the part-time wages row reflects the total cost of part-time employees included in each scenario.
15. Reflects the estimated costs of YCSPCA benefits provided to their two donated employees housed at YCAS.
16. The existing cost for clothing at YCAS includes $1,000 annually for field officers, and $600 annually for Clerks. In the new entity we have assumed that the front office staff will no longer have to wear a uniform. Therefore, we have projected the cost of providing uniforms to field officers to remain the same ($1,000 per field officer annually * 8 Field Officers= $8,000), while all other employees will be expected to wear their own clothing.
17. The cost of office supplies has been projected to increase a small amount in the green columns due to the increase in staffing.
18. YCAS budgeted $200,000 for contracts with veterinarians in FY 13-14. The initial $150,000 pays for the full-time contract veterinarian with KSMP. The additional $50,000 pays for additional contracted hours as needed.
19. The FY 12-13 utilities bill for YCAS was $4,981.64. However, an estimated additional $1,000 has been added to all budget projections for water and sewage. Water and sewage services are shared between YCAS and the jail, with an approximate combined bill of $4,000. It is not possible to separate the cost of YCAS and the jail, so we have included an estimate of the portion that YCAS would be responsible for.
20. The cost of vehicle fuel has been projected to increase a small amount in the green columns due to the increase in staffing.
21. Reflects the cost of overhead services currently provided by Yolo County, but not included in the YCAS budget. Due to a longstanding Maintenance of Effort between the County and Sheriffs Department, these costs are not currently paid for by the Sheriff. Overhead costs include building/equipment use, the countywide audit, IT services, human resources, the CAO's office, treasurer-tax collector, auditor-controller, and general services. If a JPA is formed, all of these services will need to be provided and paid for.
22. Reflects the actual costs of County Counsel services provided to YCAS in FY 12-13, which are not currently paid for due to an MOE between the Sheriff's Department and County. If a JPA is formed, this service will need to be paid for.
23. Reflects the cost of JPA oversight services provided by the Yolo County Auditor-Controller. Estimate was provided by the Yolo County Auditor-Controller's Office.
24. If a JPA is formed the JPA will be responsible for conducting an annual independent audit. The price of an audit is estimated at $10,000, based on an estimate from the Yolo County Auditor-Controller.
25. If a JPA is formed the JPA will need to contract with an agency for JPA management services, including the management and enforcement of RFPs, MOUs, contracts. The $4,800 included in this budget is based on an estimate from the Yolo County Administrator's Office regarding what it would cost for them to provide the service. This estimate includes an estimated 60 hour of work annually, at the CAO's staff rate of $80 per hour.
26. Currently, YCAS is housed in a building owned by Yolo County. If the governance model of YCAS changes the organization should expect to lease the building from Yolo County at a market rate. The rate used for these budget projections (as quoted by the Yolo County Administrator's Office) is $0.80 per square foot, with a total of 6,394 Sq. Ft. for the existing building and ancillary. 0.8 per sq. ft. * 6,394 sq. ft.= $5,115.2 * 12 months= $61,382.4

Revenues Footnotes:
1. Revenues from animal licenses have been projected to increase for models utilizing the KSMP staffing and programming recommendations. The KSMP study projects that through increases in canvassing and collections efforts, dog license compliance can increase from 30% to 40%. Estimates were calculated by multiplying the average "per dog" license revenues ($25.69) by the estimated increase in dog licenses (5,163 dogs), then added to the existing revenue projections ($400,000). This estimate does not include a projected increase for cat licenses, although revenues from cat licenses would likely increase a small amount.
2. The agency contributions to YCAS have been projected to remain the same (so that the Net Amount is relative to current costs for comparison purposes). This includes contracts with Davis, West Sacramento, Winters, Woodland, and UC Davis.
3. The County's contributions to YCAS have been projected to remain the same (so that the Net Amount is relative to current costs for comparison purposes).
4. Reflects estimated revenues associated with Yolo County SPCA's contribution of 2.4 employees to YCAS. This contribution is included as a "revenue" in order to offset the cost of these employees included in the "expenditures" portion of the budget. We have assumed that this partnership with YCSPCA will continue even if the governance model of YCAS is changed.
5. Reflects estimated revenues associated with the Yolo County Sheriff's Department's contribution of 7 part-time unpaid inmates working in the kennels, and a part-time (0.4 FTE) Volunteer Coordinator. We have assumed that these contributions would not continue if the governance model of YCAS is changed.
6. Reflects the resources associated with overhead services offered to YCAS by Yolo County free of charge. These services include services such as equipment use and maintenance, the countywide audit, IT services, human resources, the CAO's office, treasurer-tax collector, auditor-controller, and general services. We have assumed that YCAS will be expected to begin paying for these services if the governance model is changed.
7. Reflects the resources associated with using the existing YCAS building, which Yolo County currently provides free of charge. If the governance model changes this will have to be paid for at a market rate. The rate used for these budget projections is $0.80 per square foot, with a total of 6,394 Sq. Ft. for the existing building and ancillary. 0.8 per sq. ft. * 6,394 sq. ft.= $5,115.2 * 12 months= $61,382.4
8. Reflects the cost of utilities including electric, water, and sewage, which Yolo County currently pays for YCAS.
9. Reflects the resources associated with Yolo County providing legal counsel to YCAS free of charge. We have assumed that YCAS will be expected to begin paying for this service if the governance model is changed.
10. The KSMP staffing recommendations include a full-time Development Coordinator position. This person is projected to raise a minimum of $100,000 in grants and donations annually. However, the actual revenues will be unpredictable, and may be more or less than this estimate on any given year.

ACTUAL COST OF THE CURRENT PROGRAM

Before developing budget projections we began by identifying the actual current cost of providing animal services to Yolo County and the agencies contracting for the service. The YCAS budgets for FY 12-13 and 13-14 are provided in our budget spreadsheet to develop a baseline understanding of the cost. However, there are numerous expenditures and resources associated with providing animal services to Yolo County that are not reflected in the YCAS budget, as there are many efficiencies achieved by being part of the Sheriff's Department, and the County as a whole, that are not being passed through to the five contract agencies. In addition, YCSPCA provides staff resources at no cost to YCAS.

In our budget projections we have identified and quantified these additional expenditures and resources in order to provide the most accurate understanding of how much the existing YCAS program actually costs. The dark brown column in our budget displays the FY 13-14 budget including these additional resources, which have been included in both the expenditures and revenues portions of the budget in order to create a balanced budget. It is necessary to note that although included in the revenues portion of the budget, these are not actually revenues but resources, many of which may no longer be provided to YCAS if the governance model is changed.

ADDITIONAL STAFFING COSTS

The current YCAS budget reflects a staff of 18 full-time employees (FTE). However, this FTE number cannot fairly be used for comparisons as there are numerous staff members provided or paid by other entities that are not reflected in this staffing total. Table 14 below displays a list of the additional staff, and provides a description of who pays for them.

TABLE 14: EMPLOYEES NOT INCLUDED IN THE YCAS BUDGET

Position	FT/PT	Reason Position is not reflected in the YCAS Budget
Veterinarian	1FT	Provided through a contract with KSMP, rather than as an employee of YCAS. This cost is included in the YCSA budget under "Services and Supplies" rather than "Staffing and Benefits", and is not included in the YCAS FTE.
Kennel Workers	7 PT	The Sheriff's Department currently provides approximately 7 inmates for several hours each morning free of charge, in order to complete daily kennel activities such as cleaning and feeding.
Program Coordinators	2.4 FT	These staff are paid by Yolo County SPCA, but are permanently housed at YCAS
Volunteer Coordinator	0.4 FT	This position is currently paid by the Sheriff's Department rather than YCAS.

OVERHEAD COSTS

Yolo County currently provides numerous overhead services to YCAS which are not included in the budget. Due to a longstanding Maintenance of Effort between the County and Sheriff's Department these costs are not paid for by the Sheriff's Department. Overhead costs include use of equipment, the countywide audit, IT services, human resources, the County Administrator's Office, the Treasurer-Tax Collector, the Auditor-Controller, and general services. Although these services are not currently being paid for by YCAS, the County does keep a record of the costs. This is the number ($123,399) we have included in our budget to reflect the total cost of overhead for YCAS.

UTILITIES

YCAS does not currently pay for its utilities, as these are provided by Yolo County and paid for out of the General Fund. If the governance model of YCAS is changed, the new entity would become responsible for paying the utilities bill (in FY 12-13 this amounted to $44,981.64). In addition, YCAS shares a sewage and water system with the County jail, which is paid for by the County. It is impossible to separate the $4,000 annual bill between YCAS' water and sewage use from that of the County jail, so we have included an additional $1,000 to account for this service.

LEGAL COUNSEL

Legal Counsel is another County service which the Sheriff's Department does not pay for, and therefore is not included in the YCAS budget. However, Yolo County Counsel does keep a record of the legal services they provide to YCAS, as well as the costs associated with them. For FY 12-13 legal services to YCAS amounted to $10,395, which we have included in our updated budget.

LEASE OF BUILDING

The current YCAS shelter building is owned by the County, and is offered to YCAS for use free of charge. However, if the governance model of YCAS is changed, we should expect that the new entity will be charged for use of the building. We have projected a potential lease cost using the market rate of $0.80 per square foot, as quoted to us by the Yolo County Administrator's Office. YCAS' current building is 3,681 sq. ft., with an additional annex of 2,713 sq. ft., for a total of 6,394 sq. ft. We multiplied the total square footage by the cost per square foot, and then again by 12 months (6,394 * 0.80 * 12= $61,382) in order to reach our projected lease cost.

EXPENDITURES

By far the greatest expenditures associated with YCAS are salary and benefits. However, the program also spends money on services and supplies, buildings and improvements, and equipment.

SALARIES

During the initial stage of our salary research our goal was to identify and consider a wide variety of potential salary sources. We attempted to gather salary information from a total of thirteen sources, as listed below:

- Yolo County Animal Services
- The comparable organizations used in the KSMP study
    - City of Chico Animal Services
    - City of Sacramento Animal Care Services
    - San Louis Obispo County Animal Services
    - Sacramento County Animal Care and Regulation
    - Santa Cruz County Animal Shelter
    - Silicon Valley Animal Control Authority
    - Sacramento SPCA
    - Sammie's Friends
    - Placer SPCA
- Payscale.com

- Society of Animal Welfare Administrators Compensation and Benefits Report
- Fair Pay for Northern California Nonprofits Report

Next, we began the process of setting our salary assumptions for employees hired by the JPA, using an average of the five public organizations most comparable to Yolo County in terms of household income. Table 15 displays the median household income of each comparable organization used in the KSMP portion of the study, and highlights in blue the organizations most appropriate to use in Yolo County's salary projection process.

TABLE 15: PUBLIC ORGANIZATIONS USED IN SALARY ASSUMPTIONS

Source of Comparison	City/County	Median Household Income
Yolo County Animal Services	***Yolo County***	***57,920***
City of Chico Animal Shelter	City of Chico	41,632
City of Sacramento Animal Care Services	**City of Sacramento**	**50,781**
San Louis Obispo County Animal Services	**San Louis Obispo County**	**58,630**
Sacramento County Animal Services	**Sacramento County**	**56,553**
Santa Cruz County Animal Services	**Santa Cruz County**	**66,030**
Silicon Valley Animal Control Authority	Silicon Valley	89,064
Sacramento SPCA	Rancho Cordova; Elk Grove	53,878; 78,564
Sammie's Friends	Nevada County	58,077
Placer SPCA	Placer County	74,645

After identifying the average salaries for public organizations comparable to Yolo County we discovered that some of the salary averages were higher than Yolo County employees are currently paid. As any potential change in governance is intended to save the contracting agencies money, we have chosen to cap salaries at the high end of the existing Yolo County pay scale, when a comparable position exists. For example, the average salary for Registered Veterinary Technicians at comparable organizations is $47,059, while the highest a RVT in Yolo County can currently be paid is $41,688. We have capped the salary for this position at $41,688, so as not to increase costs to the agencies.

After identifying the average of comparable organization, and identifying a salary cap, we recommend JPA employee salaries for each position. All JPA salary assumptions are commensurate with the average of comparable organization salaries, except in instances when the salary cap is lower than the average salary. In these instances we recommend a salary commensurate with the highest point in the existing salary range. Column four in Table 16 displays the JPA employee salary assumptions.

TABLE 16: METHODOLOGY FOR PROJECTING JPA EMPLOYEE SALARIES

Position	Average Salary at Comparable Public Organizations	Yolo County Existing Pay Range	JPA Salary Recommendation
Executive Director	100,836	81,636 – 99,228	99,500
Shelter Manager	63,533	-	63,500
Supervising Field Officer	61,825*	42,744 - 51,948	52,000
Senior/Lead Field Officer	50,912	-	51,000
Field Officer	45,575	39,636 - 48,168	45,500
Front Office Supervisor	44,301	34,128 – 41,484	41,500
Front Office Clerk	36,855	30,756 - 37,380	37,000
Front Office Assistant	29,281	28320 - 34,428	29,500
Shelter Veterinarian	95,853	-	96,000
Registered Veterinary Technician	47,059	34,296 - 41,688	41,500
Non-Licensed Veterinary Assistant	36,528	-	36,500
Animal Care Attendant	36,528	23,616 - 28,692*	36,500
Kennel Workers	-	-	$10/hour*
Outreach and Development Coordinator	53,736*	-	54,000
Volunteer/Foster Coordinator	51,360	39,144 - 47,580	47,500
* Indicates instances in which exceptions were made to the methodology. The footnotes in Appendix G, Figure 5 provide a detailed description of these exceptions.			

Next, we projected our non-profit salaries at a rate of 10% below our JPA employee salary assumptions, based on findings from the U.S. Bureau of Labor Statistics[20] which indicate that when considering full-time employees across all occupations non-profit employees are paid an average hourly rate of $21.68, as compared to the average hourly rate of $25.16 that local government employee are paid. This indicates that non-profit employees are typically paid approximately 86% of what local government employees. It should be noted that this difference in wages is based on a calculation of all full-time workers, and varies depending on the specific occupation (management, technical, etc.).

BENEFITS

YCAS pays its eighteen full-time employees approximately 38 percent of their total compensation in benefits, which is somewhat higher than the national average of 35.2 percent for state and local governments.[21] The greatest potential area of savings in switching from the existing governance model to a JPA is the lower benefits rates associated with private organizations.

This report recommends that the proposed JPA model should expect a benefits rate of approximately 30% of total employee compensation, based on findings in a U.S. Bureau of Labor Statistics report that studied employer costs for employee compensation. The report finds that benefits in the private sector cost approximately 29.7% of total employee compensation, as compared to the 35.5% average cost of benefits for state and local government

[20] U.S. Bureau of Labor Statistics. (2009). Wages in the Nonprofit Sector.
[21] Bureau of Labor Statistics. (2013). Employee Costs for Employee Compensation. Retrieved from http://www.bls.gov/news.release/pdf/ecec.pdf

employers. This 29.7% includes paid leave, supplemental pay, health insurance, retirement and savings, and legally required benefits including Social Security, Medicare, State and Federal Unemployment, and Workers' Compensation.

The recommended benefits rate for a JPA contracting with a nonprofit organization was much more difficult to project, as there is limited information available on the actual cost of employee benefits at nonprofit organizations. In fact, we were unable to find a single study which identifies an appropriate benefits rate for non-profit employees. We suspect this is largely due to the extreme variance in the level of benefits offered at non-profit organizations, with some organizations offering only minimal employee benefits and some adopting exhaustive benefits packages as a method of attracting and retaining employees. For instance, a study of Northern California non-profits[22] found that 95% of survey participants offer some type of insurance to employees, although the type and level of insurance differed significantly. For instance, 81% of organizations utilized a Health Maintenance Organization (HMO) plan, while 46% of organizations offered a Preferred Provider Organization (PPO) plan. Additionally, 84% of organizations offered dental insurance, 69% of organizations offered vision insurance, 67% offered life insurance, and 14% did not provide any type of insurance other than basic health. Non-profit organizations also varied significantly in the period of time employees must wait before health coverage begins, as well as the percentage of insurance costs that the employer covers. The report indicated that non-profit organizations also varied greatly in their paid-time off practices, including the number of vacation and sick days offered and the type of employees (part-time versus full-time) that received paid-time off. Because non-profits have such flexibility to set employee benefits according to their needs it is difficult to pinpoint an appropriate benefits ratio for non-profit employees.

However, we have determined that a non-profit organization can expect a benefits rate somewhat lower than a private or government organization, based on the increased flexibility that non-profit organizations have in selecting their benefits packages. For this reason we have projected that a JPA contracting with a non-profit organization for service can expect a benefits rate of approximately 27% of total employee compensation. A more detailed explanation of our benefits projections can be found in Appendix G of this report.

The tables below display our salary and benefit projections for the JPA and Non-Profit governance models, which were developed using the methodology and sources listed above. For full tables of salary and benefit projections by model see Appendix H.

[22] Nonprofit Compensation Associates. (2011). Fair Pay for Northern California Nonprofits: The 2011 Compensation and Benefit Survey.

TABLE 17: SALARY AND BENEFITS PROJECTIONS FOR JPA GOVERNANCE MODEL

Position	Salary/Wages	Benefits Rate	Cost of Benefits	Total
Shelter Director	$99,500	30%	$42,700	$142,200
Shelter Manager	$63,500	30%	$27,200	$90,700
Animal Care Attendant	$36,500	30%	$15,560	$52,150
Kennel Worker	$10/Hour	-	-	$10,400
Supervising Field Officer	$52,000	30%	$22,300	$74,300
Lead Field Officer	$51,000	30%	$21,900	$72,900
Animal Field Officer	$45,500	30%	$19,500	$65,000
Front Office Supervisor	$41,500	30%	$17,800	$59,300
Front Office Clerk	$37,000	30%	$15,850	$52,850
Front Office Assistant	$14,750	-	-	$14,750
Supervising Shelter Veterinarian	$96,000	30%	$41,100	$137,100
Registered Veterinary Technician	$41,500	30%	$17,800	$59,300
Non-Licensed Veterinary Assistant	$36,500	30%	$15,650	$52,150
Per Diem Veterinarian	$48,000	-	-	$48,000
Outreach and Development Coordinator	$54,000	30%	$23,100	$77,100
Volunteer/Foster Program Coordinator	$47,500	30%	$20,400	$67,900

TABLE 18: SALARY AND BENEFITS PROJECTIONS FOR NON-PROFIT GOVERNANCE MODELS

Position	Salary/Wages	Benefits Rate	Cost of Benefits	Total
Shelter Director	$89,500	27%	$33,100	$122,600
Shelter Manager	$57,000	27%	$21,100	$78,100
Animal Care Attendant	$33,000	27%	$12,200	$45,200
Kennel Worker	$9/Hour	-	-	$9,360
Supervising Field Officer	$47,000	27%	$17,400	$64,400
Lead Field Officer	$46,000	27%	$17,000	$63,000
Animal Field Officer	$41,000	27%	$15,200	$56,200
Front Office Supervisor	$37,500	27%	$13,900	$51,400
Front Office Clerk	$33,500	27%	$12,400	$45,900
Front Office Assistant	$13,250	-	-	$13,250
Supervising Shelter Veterinarian	$86,500	27%	$32,000	$118,500
Registered Veterinary Technician	$37,500	27%	$13,900	$51,400
Non-Licensed Veterinary Assistant	$33,000	27%	$12,200	$45,200
Per Diem Veterinarian	$43,250	-	-	$43,250
Outreach and Development Coordinator	$48,500	27%	$17,900	$66,400
Volunteer/Foster Program Coordinator	$43,000	27%	$15,900	$66,400

OTHER EXPENDITURES

In addition to salaries and benefits, LAFCo also gave consideration to other expenditure categories in our budget projections. Other expenditures include items such as services, supplies, buildings, and equipment. Many of these costs were projected to remain the same, given that the number of animal intakes (or services being provided) is not expected to change significantly. However, when we had reasonable reason to expect a change in cost we accounted for it in our budget projections.

CLOTHING/UNIFORMS

One example of this is the price of providing uniforms for employees, which was reduced. Currently, all Animal Control Officers and Clerks wear a Sheriff's Department uniform. However, in the new entity we might expect that the front office staff will no longer have to wear a uniform. Therefore, we have projected the cost of providing uniforms to field officers to remain the same ($1,000 per field officer annually * 8 Field Officers= $8,000), while assuming that all other employees will be expected to provide their own clothing.

OFFICE SUPPLIES AND FUEL

We have also projected that the cost of office supplies and vehicle fuel will experience a minor increase in each of the budget scenarios including the KSMP recommended staffing levels. This is based on the assumption that the higher staffing level will result in the need for more supplies and fuel. However, given that the staffing level is only recommended to increase by approximately 4 FTE, we did not project a major change in this area.

ADDITIONAL EXPENDITURES DUE TO CHANGE IN GOVERNANCE STRUCTURE

In addition to the many expenditures included in the YCAS budget, we identified several expenditures that are not currently necessary for YCAS, but would become necessary should a JPA be formed.

JPA OVERSIGHT

The Yolo County Auditor Controller recently launched a new program which will provide financial oversight to all JPA's associated with the County, to ensure that no major financial issues arise. According to the Auditor-Controller, provision of this service should cost approximately $5,000 annually.

ANNUAL INDEPENDENT AUDIT

Should a JPA be formed, the organization will become responsible for contracting to receive annual independent audits. According to the Yolo County Auditor-Controller, this service should cost approximately $10,000 per year.

JPA MANAGEMENT

If a JPA was formed, a variety of JPA management tasks such as producing RFPs and negotiating and enforcing contracts and MOUs. It would be necessary for the new entity to contract with someone to provide this service. The estimate of $4,800 is based on a calculation from the Yolo County Administrator's Office regarding what it would cost for them to provide the service. This total includes an estimated 60 hour of work annually, at the CAO's staff rate of $80 per hour.

REVENUES

Revenues for animal services in Yolo County come from several sources, including fees and charges (animal licenses, humane services, etc.), payments from outside agencies for services (contracts with Yolo County, Davis, UC Davis, West Sacramento, Winters, and Woodland), and other revenues (investments, donations, grants). Many of these revenues have been assumed to remain the same in our budget projections. For the revenue sources we have projected to increase, our assumptions are described below.

ANIMAL LICENSES

The KSMP programming portion of this study makes several recommendations intended to increase animal license compliance. Currently, approximately 30 percent of dogs in Yolo County are licensed, for a total of 15,691. With the increased licensing canvassing and collections activities recommended by KSMP we can expect license compliance to increase to approximately 40 percent,[23] adding an additional 5,163 licensed dogs. License costs vary based on the number of years purchased, and spay/neuter status of the dog, making it difficult to project the exact amount of revenues associated with each additional licensed dog. Instead, we calculated the average revenue "per dog" by dividing the total annual animal license revenues ($403,035) by the number of licensed dogs (15,691), for a total of $25.69 per dog. We multiplied the "per dog" total by the number of expected additional licenses to determine the projected increase in animal license revenues ($25.69 * 5,163= $132,615). This number was added to the existing animal license revenue projection of $400,000, resulting in the revenue projection of $532,637 for animal licenses.

These projections do not include an increase for cat licensing, as it is difficult to predict how much of an increase in cat licenses we can expect with the KSMP recommendations. However, it is worth noting that if cat licenses are made mandatory, cat license revenues would likely increase a small amount.

DONATIONS AND GRANTS

The KSMP staffing recommendations include a recommendation to hire a full-time Public Outreach and Development Coordinator to solicit additional revenues for the organization. For this reason, our revenue projections for the KSMP recommended staffing scenarios include $100,000 in additional grants and donations. While it is reasonable to assume that the added position will increase the level of grants and donations, the effectiveness of this will vary greatly depending upon a number of factors. The $100,000 is an assumption, and cannot be expected to remain consistent.

NET EXPENDITURES AND REVENUES

When comparing costs between the various existing and potential animal services models discussed in this study, one of the best indicators is the net amount, listed at the very end of each budget projection. For convenience, we have included a net amounts summary below, in Table 18.

[23] UC Davis Koret Shelter Medicine Program. (2013).

TABLE 19: BUDGET PROJECTION NET AMOUNTS

	KSMP Staffing and Programming Recommendations (29 FTE)			Current YCAS Staffing and Programming (25.3 FTE)		
	Joint Powers Authority (JPA)	**JPA Contracts with Non-Profit**	**Hybrid Model** *(JPA Contracts with Non-Profit for Sheltering,* Public Agency *for Field Services)*	**Joint Powers Authority (JPA)**	**JPA Contracts with Non-Profit**	**Hybrid Model** *(JPA Contracts with Non-Profit for Sheltering,* Public Agency *for Field Services)*
Total Expenditures	2,522,760	2,280,460	2,422,460	2,239,960	2,037,830	2,183,830
Total Revenues	2,387,379	2,387,379	2,387,379	2,159,742	2,159,742	2,159,742
Net Amount	(135,381)	106,919	(35,081)	(80,218)	121,912	(24,088)

**Net Amounts in parentheses ( ) represent negative amounts. The number represents additional cost as compared to current costs.*

The net amount displays the amount of revenues left over after all expenditures have been accounted for. Each net amount listed in parentheses indicates a negative number, in which the program spends more than it collects in revenues. Positive numbers ~~would~~ reflect savings

For the purposes of comparison, we listed the cost of all annual contracts and contributions from the agencies receiving animal services from the Sheriff's Department (Yolo County, Davis, Winters, West Sacramento, Woodland, and UC Davis) to remain the same. This means that the net amount, whether negative or positive, indicates the dollar amount that the involved entities stand to gain (or lose) if that particular model and scenario are implemented, as compared to what they are currently spending. Any savings or losses would be divided between the six agencies.

The net amounts in Table 19 indicate that several of the potential changes to YCAS' governance models considered in this report (including the JPA model and the Hybrid model) have the potential to cost Yolo County and its five contract agencies slightly more than they currently pay. The model in which a JPA contracts with a non-profit organization for all animal services has the potential to save approximately $100,000.

CONCLUSION

The budget projections described in this portion of the study represent a conservative estimate of the costs associated with changing the governance model of YCAS. It is necessary to note that these budget projections (as with any budget projections) are based on a series of assumptions that, if changed, would change the final outlook of each projection. For this reason, we consistently selected conservative estimates where assumptions were involved, in order to avoid an underestimation of the cost. However, these budget projections are unlikely to represent the exact cost of changing the governance model, as the costs would be altered up or down based on the choices that are made during the implementation process. These budget projections are intended to give an idea of the potential cost of each governance model considered, rather than an exact budget to be adopted and implemented should the governance model be changed.

Yolo County Animal Shelter
FURTHER STUDIES



Option A – Non-Profit Shelter / County Field Services

Program Area Impact:

- Increase in buildings area from 28,000 sf to **30,500 sf**
  - *26,000 sf into new full-service shelter (inc. vet clinic, community spaces)*
  - *3,750 sf remodel of existing shelter (County run Field Services, Large Animal sheltering)*

- Increase in site area from 3.2 acres to **5.3 acres**
  - *2.3 acres at existing site, 3.0 acres at new shelter site*

Construction Cost Impact:

- Decrease in Direct Construction Cost by **$3.0** (from $20.7m to $17.7m)
  - *Attributed to 4,360 sf remodel & 26,100 sf new construction*

- Decrease in Total Project Development Cost by **$5.3m** (from $24.5m to $19.2m)

Option A – Non-Profit Shelter / County Field Services

O & M Impact:

- Increase of $1.4m above existing, similar to the Shelter based on Needs Assessment
  - *Reduction in average salary from $90,100 to $73,000 on non-profit side*
  - *+/- $500,000 reduction in salary expense as compared to Shelter based on Needs Assessment*
  - *+/- $500,000 increase across other expenses with split between County and non-profit services*

Note: Does not include leaseback of building if building owned by County

Option B – Reduced Program / Modular

Program Area Impact:

- Decrease in buildings area from 28,000 sf to **21,730 sf**
  - *Reuse of 530 sf, existing vet trailer with 21,230 sf new shelter*
  - *Full service Vet Clinic delivered in Phase 2*
  - *Community classroom space delivered in Phase 2, limiting expansion of programs*
  - *All animal housing delivered*

- Decrease in minimum required site area from 3.2 acres to **3.0 acres**

Construction Cost Impact:

- Decrease in Direct Construction Cost by **$6.7m** (from $20.7m to $14.0m)
  - *Attributed to reduction in square footage*
  - *Use of modular construction reduces cost*

- Decrease in Total Project Development Cost by **$9.5m** (from $24.5m to $15.3m)

Option B – Reduced Program / Modular

O & M Impact:

- Increase of $1.1m above existing. Slight reduction from Shelter based on Needs Assessment
  - *Staffing remains the same, no reduction in staff expense*
  - *Minor reduction in building utility costs with decrease in building size*
  - *Reduction in contract vet from 2.5 FTE (shown in Shelter based on Needs Assessment) to 1.5 FTE due to limited service capability with reuse of existing vet trailer.*

Option C – Fixed Cost, $10m

Program Area Impact:

- Decrease in buildings area from 28,000 sf to **18,750 sf**
  - *3,750 sf remains at existing shelter for cats, large animal, admin, field services, vet trailer*
  - *Build new 15,000 sf dog only and associated support space*
  - *Existing Vet trailer reused, no full-service vet clinic in Phase 1*

- Increase in site area from 3.2 acres to **3.9 acres**
  - *2.3 acres at existing site, 1.6 acres at new shelter site*

Construction Cost Impact:

- Decrease in Direct Construction Cost by **$7.9m** (from $20.7m $12.8m)
  - *Attributed to 3,750 sf remodel & major reduction of square footage in new construction*

- Decrease in Total Project Development Cost by **$10.5m** (from $24.5m to $14.0m)

Note: Fixed Cost of $10m not achievable without greater reduction to square footage (i.e. reducing housing capacity below recommended)

Option C – Fixed Cost, $10m

O & M Impact:

- Increase of $1.3m above existing. Slight reduction from Shelter based on Needs Assessment
  - *Staffing increases from 28.5 FTE to 30 FTE with inefficiency of operating at 2 sites*
  - *Reduction in building utility costs with decrease in building size*
  - *Reduction in contract vet from 2.5 FTE (shown in Shelter based on Needs Assessment) to 1.5 FTE due to limited service capability with reuse of existing vet trailer.*

Option D – Fire Station No. 3, Repurpose

Program Area Impact:

- Decrease in buildings area from 28,000 sf to **26,075 sf**
  - *18,874 sf remodel*
  - *7,115 sf new dog wing expansion*
- Increase in available site area from 3.2 acres to **7 acres (usable)**

Construction Cost Impact:

- Potential decrease between **$6.2m & $8.1m** (from $20.7m to a range of $12.6m to $14.5m)
  - *Attributed to 3,750 sf remodel & major reduction of square footage in new construction*
- Decrease in Total Project Development Cost between **$8.7m & $10.8m** (from $24.5m to a range of $13.7 to $15.8m)

Note: Cost range given pending further study of existing conditions

Option D – Fire Station No. 3, Repurpose

Operational Impact:

- Increase of **$1.4m** above existing. Slight reduction from *Shelter based on Needs Assessment*.
  - *Staffing remains the same*
  - *Slight reduction in building utility costs with decrease in building size*

Option D1 – Same as Option D with JPA governance model

Operational Impact:

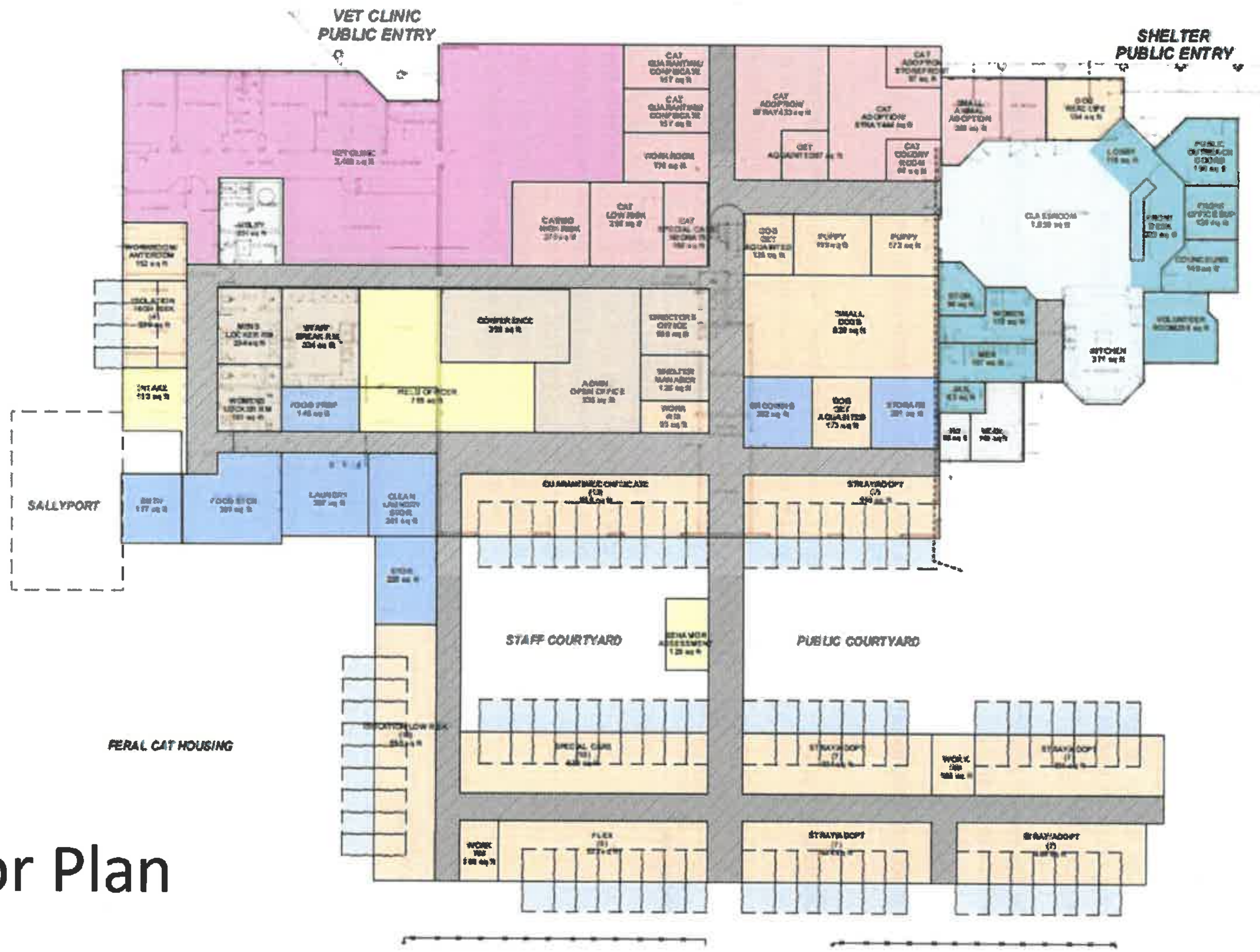
- Potential decrease in operational cost by 58% as compared to Option D.
- Net Operating cost could be **$604,000** above existing. Attributed to decreased average salary and reduced benefits

Note: Does not include overhead or leaseback of building if owned by County

Fire Station 3 - Repurpose

Site Plan

Fire Station 3 - Repurpose



Floor Plan

YOLO COUNTY ANIMAL SHELTER –FURTHER STUDIES
OPTIONS SUMMARY
DRAFT 10/03/17

SHELTER BASED ON NEEDS ASSESSMENT STUDY

Build a new full-service animal shelter that will serve as a model facility for shelter design and best animal care and services. The originally outlined program was based on the Animal Care Services Capacity and Animal Housing Needs report completed by UC Davis Koret Shelter Medicine Program (KSMP) in July of 2016. The program delivers a 28,000 sf facility which includes all best practices housing recommendations and includes a full services vet clinic as well us community and public spaces that will allow for expanded education and services.

A Peer Review of the Preliminary Program was also completed by Animal Arts on September 23,2016 which validated the program recommendations which set facility size.

Construction Cost Impact: Estimated $20.7m direct construction cost with total project development cost of $24.5m.

Net Operating Cost: Estimated $1.4m above current. Revenue assumptions are same as current cost for even comparison across all options. In a new full service shelter with expanded services and greater opportunity for grants and donations a portion of this increased operating cost could be offset.

Advantages:

- Will service the needs of the community now and into the future
- Will allow for expanded and improved community services that are now limited due to the limitations of the existing shelter.
- Delivers a model facility that will serve as a resource center for the community, supporting best animal care and services.
- Delivers on all recommendations from 2016 report completed by UCD KSMP.

Disadvantages:

- Cost exceeds what expectations are for a new shelter
- Requires large commitment from all Cities being served
- May exceed fund raising capabilities
- O&M costs will be greater than current budget
- A site has not been identified

OPTION A – Animal Sheltering Services run by non-profit with Animal Control under County

Build a new full-service animal shelter to be run by a non-profit with Animal Control Services staying under the Sheriff's Office and operating out of the existing facility. All cat, dog, small animal housing along with all support, administrative space, community and public spaces and a vet clinic will be provided at the new shelter. Animal Control will continue to provide sheltering services for wildlife, livestock and large animals at the existing shelter. This option does include minor renovation cost to improve existing facilities for Field Services with the assumptions that the small animal annex will be converted to offices and support space with the existing administrative wing serving support needs. Assumes dog wing is abandoned.

Program Area Impact: Estimated increase in building area from 28,000 sf to **30,500 sf.** Site area increased from 3.2 acres to 5.8 acres. This includes area remaining in use at the existing shelter site for animal control services.

- Increase in building and site area is due to split between animal control and shelter functions and use of 2 different sites.
- Veterinary Clinic and Classroom can be phased to further reduce program area.

Construction Cost Impact: Estimated $3.0m reduction to direct construction cost from $20.7m to **$17.7m**. Total project development cost is reduced from $24.5 to **$19.2m**.

Operational Impact: Net operating costs remain very close to the same as the Shelter based on Needs Assessment described on page 1 which is **$1.4m** above current costs. There is a reduction in salary expense by approximately $500,000; however, it is offset by a +/-$500,000 increase in cost across other expenses. Increased expenses are seen with vehicle purchase, fuel, equipment, etc. along with a service/overhead cost on the non-profit side not seen in other models.

Advantages:

- Gets County out of sheltering business, can focus on core job of animal control.
- Full-service animal shelter is delivered.
- Construction cost is reduced significantly.

Disadvantages:

- Combined operating cost of both the shelter and animal control facilities does not result in savings as anticipated.
- Results in duplication of administrative needs.
- Increased square footage and site area is required due to splitting of functions between two sites.
- Requires some renovation of old shelter to house animal control functions.
- May not sufficiently reduce costs.
- Barn & pasture may need to be relocated which would result in further cost.

OPTION B – Reduced Program Area built with Modular construction or other cost reducing construction methods

Size of facility is reduced, all required animal housing is provided; however, other support, public, and administrative areas are reduced. Excludes community meeting & classroom space and vet clinic, provides minimal medical housing/ treatment provided for shelter animals only. Assumes reuse of existing vet trailer. Assumes pre-engineered, relocatable and/or modular construction techniques are used to reduce cost.

Program Area Impact: Estimated reduction in building area from 28,000 sf to **21,730 sf**. Site area reduced from 3.2 acres to 3.0 acres.

- Reduction to building area is seen with reduction of public spaces, administrative spaces, animal support/work areas. Veterinary Clinic and Classroom are moved to Phase 2. Minimal medical housing and treatment areas remain in Phase 1.
- All animal housing remains intact with no reduction in quality or quantity.

Construction Cost Impact: Estimated $6.7m reduction to direct construction cost from $20.7m to **$14.0m.** Total project development cost is reduced from $24.5m to **$15.3m.**

- Cost reduction reflects delivering shelter using modularized construction along with other cost reducing building methods.
- Cost reduction reflects reduced building and site areas.
- Assumes dog housing is constructed with concrete with high-performance coating, not with caging.

Net Operating Cost: An increase of $1.1 m is seen as compared to existing operations, primarily attributed to added staff, increased vet services cost and building utility costs. This option is approximately $300,000 then the Shelter based on Needs Assessment described on page 1.

- This shelter model could see possible reduction in operational costs if the shelter is run by a non-profit as described in Option A.

Advantages:

- No reduction in quality or functionality made to program areas identified in Phase 1.
- Best-practices for animal care and housing maintained.
- Full housing needs are met per recommendations in needs assessment study.
- Project goals are still met which include promoting successful outcomes, meeting animal needs for care & housing and building a shelter that is financially sustainable and cost effective.

OPTION D – Evaluate Existing Sites with Existing Buildings

Prepare Conceptual Site Plans for up to two existing sites with existing buildings to be repurposed as a shelter. In this study, repurposing Fire Station No. 3 was evaluated. An early floor plan and site plan was developed to test fit the program to the existing building and site. See draft site plan and floor plan, included with this study.

The Fire Station No. 3 site is well suited to conversion to a shelter and fits all program area easily. There are 7 usable acres which gives more than enough room for initial development as well future expansion. All major site utilities are in place along with a large amount of paving and other site amenities that could be reused. The large engine bay is well suited for conversion to animal housing areas. An existing large multi-purpose space with full kitchen is already in place near the main public entry that could be well suited for community space for large events. The vet clinic could be positioned in the north-west corner of the building and have its own entry and parking, separate from the main public entry which is ideal. There is a large drainage basin on the south edge of the site that may be usable as a dog park. Further study is needed to validate this use.

Program Area Impact: A total of 18,875 sf of existing building area is remodeled with a new 7,155 sf addition for a total of **26,075 sf.** The addition area would include dog housing and support area. The fire station site has a total site usable area of 7.0 acres which is already well developed with utilities all in place.

Construction Cost Impact: A range of cost is given as further study is needed as to the condition of the exiting building and associated remodel cost. Construction cost is in the range of **$12.6 - $14.5m**. Total project development cost is in the range of **$13.7-$15.8m**.

Net Operating Cost: Minimal impact to operations cost compared to full 28,000sf shelter. Net operating cost is $1.4m above current costs.

Advantages:

- Cost savings due to lower remodel cost compared to building new.
- Reuse of an existing facility is a sustainable approach.
- Time-savings since remodel is quicker than building from scratch.

Disadvantages:

- Remodeled facility is not purpose-built. Some compromise in functionality is inevitable.
- In case of remodel of existing shelter, serious phasing challenges to keep current operations going.
- May not produce cost-savings due to complexities of a shelter and their cost whether new or remodel.

OPTION C, cont.

Advantages:

- May allow project to proceed, improving animal care to some level.
- New dog only shelter building could be designed to allow for expansion later to consolidate operations and bring services that would remain at existing shelter back to new site.

Disadvantages:

- In this scenario $10m total project development cost is still not achieved.
- Project as re-scoped does not meet recommendations of needs assessment report. Required capacity to house all animals is met, but with compromises.
- Inefficient with duplicated staffing needed and increased operational costs to run two facilities.
- Confusing to Public which location they will going to.
- Lower staff morale with staff remaining at existing shelter as work conditions are poor.
- Phase 2 may never get built.

OPTION C – Fixed Cost

Study an option based on a fixed budget (i.e. $10 million). Identify what can be provided and built for fixed Project Development Cost of $10 million. Under this option a new Dog only shelter would get built, as lack of adequate dog housing at the current shelter is the largest unmet need. The current shelter would continue to operate for cats, vet services (under the existing vet trailer as it currently operates). The public would come to both facilities.

After studying different ways to deliver a new shelter for $10m it was determined that it is infeasible without cutting program square footage (ie delivering less animal housing then is recommended) or reducing quality of housing (ie. caging vs. built kennels). Note that if West Sacramento capacity is removed, the costs shown below are reduced by approximately 22%. See Summary of Options page for further description. The lowest cost option, without eliminating housing or reducing quality of care is described below.

Program Area Impact: New dog only shelter building of **15,000 sf** is built with **3,750 sf** remaining in use at the existing shelter site. A total of 18,750 sf is estimated between both sites. Site developed area is 3.9 usable acres between both sites.

- Veterinary clinic continues to operate out of the existing vet trailer.
- Classroom functions are delivered in Phase 2.
- The new Shelter is a dog only shelter with cats, small animal and vet services remaining at the existing shelter.
- Administrative staff would be split between both facilities.
- Public would be going to each facility depending on the type of animal they are adopting.
- Animal Control functions remains primarily at the existing site with some space needed at the new building for dog intake and processing.
- Large animal functions, wildlife/farm covered areas remain at the existing shelter.

Construction Cost Impact: $7.9m reduction to direct construction cost from $20.7m to **$12.8m.** Upgrades to the existing shelter would be $560,000. Assumes the existing dog housing area is abandoned. Total project development cost is reduced from $24.5m to **$14.0m.**

Net Operating Cost: An increase of $1.3m is seen as compared to existing operations, primarily attributed to added staff, increased vet services cost and building utility costs as well as operating two facilities. Staffing needs are increased due to operating two facilities which will be inefficient. O&M costs do increase due to split in services between two facilities. Total building size being managed is larger than original program. Inefficiency seen in operating services from multiple locations.

OPTION B, cont.

Disadvantages:

- Program reductions mean reduced services.
- Reuse of existing vet trailer results in limited ability to deliver expanded services and programs.
- Community events and educational training may be limited initially with elimination of classroom and reduction in public spaces.
- May not sufficiently reduce cost.

YOLO COUNTY ANIMAL SERVICES STUDY

August 2012

Presented by

Tammie Murrell & Sue Marks-Gibbs,
Consultants

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SCOPE OF WORK FOR YOLO COUNTY ANIMAL SERVICES

This proposed scope of work is based on the Animal Protection League's (APL) understanding of Yolo County's need to examine its countywide animal services. It will be APL's (specifically Sue Marks Gibbs and Tammie Murrell) responsibility to perform initial research of current operations and budgets to determine if 1) enhancements can be made to existing operations and 2) if a different organizational model could lower costs and improve services to the citizens of Yolo County and its cities.

Specifically APL (Consultant) will:

1) Meet with current animal services staff to gain an overview understanding of operations and facilities.
2) Meet with budget (or animal services) staff regarding expenditure, revenue, and fee structures currently in place. The County/Cities will provide relevant historical data as well as operating expense and revenue budgets for recent years.
3) Provide a written report of recommendations and financial projections.

Consultants will complete research and provide a report within two months of contract approval, provided that the County/Cities are responsive in sharing data and staff are available as needed to answer questions.

EXECUTIVE SUMMARY

Most municipal animal care and control agencies find themselves caught between the conflicting goals of their main constituencies - county boards and city councils struggling with reduced revenues and citizens advocating lower euthanasia rates and more humane treatment of animals.

Controlled costs and lower euthanasia rates are not necessarily mutually exclusive and what all animal service agencies should be working toward. There are examples of animal service agencies that have successfully reduced euthanasia rates within the confines of their government budgets through a combination of committed leadership, creative revenue generation, flexible operating structures, and large donor/volunteer bases. The comparison agencies cited in this report are all privatized animal service organizations that are in varying stages of attaining "acceptable" (to local stakeholders) euthanasia rates while keeping costs within their governing board's comfort zone.

Best practices in animal services require a balanced approach of aggressive spay/neuter programs, shelter medicine programs, humane education and adoption programs to effectively and humanely reduce the number of unwanted animals in the system and lower costs as a result. The initial evaluation of Yolo County Animal Services indicates that this organization is well aware of best practices and is working toward reducing their euthanasia rate. The consultants believe that there are some improvements that could be made to enhance this effort, as follows:

1) Privatization of animal services through formation of a Joint Powers Authority or contracting with a humane society.

2) Creation of a licensing unit that aggressively and proactively pursues licensing compliance. Licensing compliance not only promotes responsible pet ownership, it generates significant revenue.

3) Establish an aggressive spay/neuter program including a high-volume spay/neuter clinic. Offering low cost spay/neuter services allows all citizens to comply with an increased licensing effort.

4) Hire an Outreach/Education Director to develop a formal humane education program consisting of regular classroom visits, volunteer and teacher training, adult education opportunities, and a spay/neuter awareness campaign.

5) Hire a Volunteer Coordinator to develop a volunteer program and recruit, train, and supervise volunteers to assist in achieving organizational goals. Working with animal advocates requires a balance of hearing their concerns and directing their emotional energy towards a common mission of reducing euthanasia rates and treating all animals humanely. A training program, recognition program, and procedures manual should be developed and strictly adhered to.

6) The Animal Control Field Services section should take a leadership role in implementing proactive strategies which are congruent with Problem-Oriented Policing and Community-Oriented Policing models. Analysis of calls for service, including identifying "hot spots" or areas with high concentration of animal-related calls and working toward solving the problems in the communities served, can lead to more effective deployment of resources, identification of animal-related policing issues, a reduction of pet overpopulation and an increase of responsible pet owners in the community.

7) Build a new animal shelter. The existing shelter is old and inefficient for adoption, disease control, proper ventilation, and veterinary care. Modern shelters are easier to clean, have efficient drainage, HVAC systems and non-porous surfaces for better disinfection, and are inviting for the public to come for licenses, adoption or education.

Based on a cursory examination of YCAS's current budgets and operations, potential costs for a privatized agency with 31 FTE employees (at a 30 percent benefit rate), a humane education/outreach director, a volunteer coordinator, an in-house veterinary staff, seven-day per week field services, and an aggressive licensing program could look like the following table:

Table 1 **- Sample Summary Operating Expense & Revenue**

Division	Staff No.	Expenditures	Revenue	Net Cost (Profit)
Administration	4	$565,500	$10,000	$555,500
Field Services	13.5 FTE	$820,000	$20,000	$800,000
Shelter Operations	5.5 FTE	$341,720	$5,000	$336,720
Veterinary Center	4	$380,200	$193,750	$186,450
Licensing Center	4 FTE	$200,060	$632,988	($432,928)
Adoptions*	0	$0	$50,000	($50,000)
TOTAL	**31 FTE**	**$2,307,480**	**$911,738**	**$1,395,742**

No reductions have been calculated for reduced intake that will hopefully result from enhanced education, adoption, and spay/neuter programs.

Recognizing that this recommendation for following best practices does not achieve the objective of saving money for Yolo County municipalities, a reduced staffing level is also presented. The only expenditure cuts that the consultants are comfortable making would be to combine the Outreach/Education Director position with the Volunteer Coordinator which would eliminate the Volunteer Coordinator position and utilizing the Yolo County Sheriff's Office for dispatch services which eliminates the dispatcher positions. Were AWP workers to be used to clean and feed, two animal services technician positions could be eliminated.

***Table 2* - Potential Yolo County Animal Service Agency Costs – Reduced Staffing**

Jurisdiction	FY11-12 Payment	Cost Ratio	Net Cost Breakdown	Variance
Davis	$110,379	9.6%	$109,913	<$466>
UC Davis	$9,424	0.8%	$9,384	<$40>
West Sacramento	$353,152	30.7%	$351,662	<$1,490>
Winters	$37,991	3.3%	$37,831	<$160>
Woodland	$439,555	38.2%	$437,799	<$1,855>
Yolo County	$201,382	17.5%	$200,532	<$850>
TOTAL	**$1,151,883**		**$1,147,022**	**<$4,861>**

Combined Education/Outreach Director and Volunteer Coordinator positions; eliminated 2.5 FTE Dispatcher positions, and 2 Animal Service Technicians (kennel workers) in lieu on AWP workers

Privatization

Privatization of animal services through formation of a Joint Powers Authority or contracting with a humane society would allow for more organizational flexibility to subsidize or increase fees as needed, attract a larger donation base and volunteers, and reduce employee costs. Many jurisdictions place animal services in Sheriff or police departments where it gets lost in competing public safety concerns. Flexibility needed to adjust programs and procedures to find the approach that best meets the community's particular needs is very difficult under the paramilitary approach inherent in law enforcement. Formation of an organization whose primary concern is animal welfare will better serve the public.

Animal Licensing

Yolo County does not have a comprehensive, proactive, aggressive licensing program. Two of the comparison JPAs studied (SEAACA and Stanislaus Animal Services Agency) utilize dog and cat licensing as a way to promote responsible pet ownership by providing a means of identification for pets, making certain pets are vaccinated against rabies, and encouraging spaying and neutering.

Enforcing licensing ordinances is also a way to generate revenue. SEAACA's Licensing Unit, consisting of one supervisor, four clerks and twelve part-time canvassers, collected $2,119,905 in revenue in fiscal year 2009-2010. Stanislaus County, which was created as a JPA in December 2010, employs four canvassers. In December 2010, SASA was maintaining just 10,485 licenses. From December 2010 to February 2011, the four canvassers increased the total number of licenses maintained to 28,300. There is great revenue potential for Yolo County through development of an effective licensing program.

Humane Education

Humane education is a vital piece of solving the pet overpopulation puzzle by teaching both children and adults responsible pet ownership principals and the importance of spaying and neutering. The principles of responsible pet ownership include licensing and providing a permanent means of identification, spaying or neutering, providing physical training, physical care, and medical attention for companion pets, and not allowing pets to become a threat or nuisance to the community.

The Humane Society of the United States has acknowledged that animal abuse is an early warning sign in children who may develop antisocial tendencies that can lead to more serious problems. Humane educators have found that students involved in humane education classes learn respect and kindness toward animals that is translated to people, the environment, and themselves. The National Parent Teachers Association has stated that "Children trained to extend justice, kindness and mercy to animals become more just, kind and considerate in their relationships with one another."

The State of California Education Code Section 233.5(a) states, "Each teacher shall endeavor to impress upon the minds of the pupils the principles of morality, truth, justice, patriotism, and a true comprehension of the rights, duties, and dignity of American citizenship, and the meaning of equality and human dignity, including the promotion of harmonious relations, **kindness toward domestic pets and the humane treatment of living creatures,** to teach them to avoid idleness, profanity, and falsehood, and to instruct them in manners and morals and the principles of a free government."

Volunteer Program

Yolo County currently has a volunteer program of its own and is assisted by volunteers through a contract with the Yolo Humane Society. The HSUS has created a special manual that offers advice and strategy on volunteer management specific to animal care organizations. Topics covered include deciding if the organization is ready for volunteers, developing good staff-volunteer relationships, determining the role of volunteers, recruiting volunteers, screening volunteers, training volunteers, scheduling and record keeping, working with youth volunteers, keeping volunteers safe, supervising volunteers, and retaining and motivating volunteers.[1] The comparison agencies studied all have robust, formal volunteer programs. Both staff and stakeholders stated that having a volunteer coordinator would greatly enhance services at the shelter.

Working with animal advocates requires a balance of hearing their concerns and directing their emotional energy towards a common mission of reducing euthanasia rates and treating all animals humanely. A training program, recognition program, and procedures manual should be developed and strictly adhered to.

Spay & Neuter Services

Aggressive spay/neuter programs are the key to lowering pet overpopulation and euthanasia rates which in turn saves money because less animals are handled by animal control and shelters. The Hayden Bill (SB 785, 1998) directs that public shelters "should aggressively promote spay and

[1] Betsy McFarland, *Volunteer Management for Animal Care Organizations* (Washington D.C.: Humane Society Press, 2005).

neuter programs to reduce pet overpopulation." The Vincent Bill (AB 1856, 1998) states that "it is the intent of the Legislature, by enacting this act, to reduce the number of unwanted dogs and cats in California...The single most effective prevention of overpopulation among the dog and cat population is spaying and neutering."

The critical component to lowering animal shelter intake and reducing the euthanasia rates is the availability of affordable or no-cost spay and neuter surgeries for all pet owners regardless of income.

Animal Shelter

The two sections of the animal shelter in Yolo County were built in 1970 and 1974. They are old, inefficient and, for the most part, unpleasant to visit. Modern shelters attract the public to come adopt pets, volunteer their services, purchase licenses or attend a humane education class. More importantly, modern shelters are designed for positive interaction between people and animals whether the people are animal professionals or the public. Veterinary standards for shelters have advanced dramatically since the Yolo County shelter was constructed. Drainage, HVAC, mechanized cleaning systems, non-porous surfaces, high-walled kennels are among the systems that have been developed to control disease and reduce the effort needed to clean and disinfect animal areas.

In Summary

Yolo County Animal Services (YCAS) are already doing a lot of the things that will ultimately save money by lowering the euthanasia rate and reducing the number of unwanted animals in the community. YCAS is understaffed and working within a shelter that is difficult to clean and not designed to encourage adoption, volunteerism, education or any public involvement. There are improvements that could be made and some programs that could be added to enhance this effort.

Based on this cursory examination of YCAS, following best practices by increasing staff, reducing benefits, adding a veterinary clinic, education and outreach, a volunteer coordinator and an expanded licensing program do not save the Yolo County municipalities money, and, in fact, increase costs. It is possible to reduce this staffing, but the consultants are not in favor of eliminating the programs that will move the county towards decreased euthanasia rates. Because Yolo County has already taken advantage of economies of scale by combining services, the population base is smaller than the comparison agencies and the small staff at YCAS is doing a good job with minimal resources, the savings realized by larger jurisdictions through privatization do not pencil out for Yolo County. This is not to say that Yolo County couldn't make improvements to their Animal Services. Many of the recommendations from this report such as adding a licensing program, increasing vaccination clinics, adopting mission statements, and adopting Problem-Oriented Policing and Community- Oriented Policing models for field services are cost neutral or cost beneficial and should be considered.

COMPARISON AGENCIES

Marin Humane Society

Marin County and all of Marin's cities and towns provide animal control services through a joint powers agency (JPA). The cost is shared 30% by the county and 70% apportioned between the cities and towns. Marin County contracts with the Marin Humane Society (MHS) to provide animal control and sheltering services on behalf of the JPA. The contract specifies services to be provided by MHS (including calls for service, licensing, complaints, inspections and other State mandates) and those tasks to be performed by the County (dispatch, health officer duties). The contract does not require MHS to provide humane education, adoption and foster programs or a veterinary medicine program. MHS provided these programs prior to contracting with the county and cities and continues to operate them to maintain and reduce the animal population.

The area of service, Marin County, is approximately 2,000 square miles with a population of 250,750. Their 2011 expenses were \$6,613,102 with revenues of \$6,907,574, including \$2,004,803 in donations, grants and bequests. MHS took in 1,420 dogs and 1,443 cats for 2011with a total of 2,239 of these animals adopted (60.8%). Their owner redemption rate is 45.5 percent for dogs and 11 percent for cats. Coupled with their adoption rates, they have one of the highest live release rates in Northern California.

Santa Cruz County Animal Services Authority

The Santa Cruz County Animal Services Authority (SCASA) was established in 2002 as a JPA between Santa Cruz County and the cities of Capitola, Santa Cruz and Scotts Valley. Capitola opted out in 2007 and Watsonville came in at the same time. SCASA provides animal field services, dead animal disposal and shelter services for the partner municipalities. The purpose of the JPA is to share animal services expertise and optimize expenditures while providing a high level of service to the citizens of the partner cities.

SCASA's FY 2010-11 expenditures were \$3,205,065, revenues \$3,107,069 with a net cost of \$97,996. There are 32.5 positions budgeted including a General Manager, Field Manager, Shelter Manager, Volunteer Coordinator, Animal Care Coordinator, Client Services Coordinator and six Animal Control officers.

The population served is 243,356 with a service area of approximately 2,000 square miles. SCASA operates out of its new Santa Cruz facility but maintains two satellite shelters in Scotts Valley and Watsonville.

SCASA only euthanized 21.4 percent of dogs and 36.5 percent of cats in FY 2010-11.

Southeast Area Animal Control Authority (SEAACA)

SEAACA is a JPA entered into by the cities of Norwalk, Pico Rivera, Downey, Bell Gardens, Montebello, Paramount, Santa Fe Springs, South El Monte, South Gate, Vernon, Bellflower, Buena Park, Lakewood and La Palma in Los Angeles County. The original JPA was established by Norwalk and Pico Rivera in 1975 with the other cities joining over the next 20 years. The current agreement is in effect until 2020. In 2000, SEAACA gutted their existing shelter and remodeled the 17,000 square foot building into a state-of-the-art humane society with a veterinary clinic.

The JPA has 59 full-time and 13 part-time employees and total projected expenditures of $4.9 million in its 2009-10 budget. This includes a field operations staff of 21, shelter operations staff of 21, and veterinary staff of eight. Spending per capita is $5.98 per person for animal services. Operating revenues are $1.4 million with participating cities contributing a percentage of the difference.

The combined population of the fourteen partner cities is 814,666, and an area of approximately 96 square miles. In 2011, SEAACA handled 10,492 dogs and 13,981 cats with a euthanasia rate of 53 percent for dogs and 86 percent for cats, including feral and unweaned kittens.

Stanislaus Animal Services Agency

The Stanislaus Animal Services Agency was formed as a JPA between the cities of Ceres, Hughson, Modesto, Patterson, Waterford and Stanislaus County in October of 2009. The agency opened a new $8.8 million dollar, 35,535 square foot shelter in December of 2010.

The agency has 30 employees and their FY2011-12 operating budget is $3,184,380. A recent article in the Modesto Bee praises the new shelter as more inviting to the public, easier to clean and much more efficient. However, the agency is under criticism for failing to improve their euthanasia rate. Of the 16,214 pets impounded in 2011, only 1,140 (5.6 percent) were reclaimed and 2,038 were adopted (10.1 percent).

San Joaquin County

The cities of Lathrop, Lodi, Manteca, Stockton, Tracy and San Joaquin County jointly commissioned a study of their animal control agencies to determine if improved services and cost savings could be realized under a combined reorganization. The study was completed in April of 2011. The study showed that most of the cities could save money, dramatically increase services to their citizens and improve humane practices by forming a JPA and enhancing revenues.

The study recommended that the JPA, if formed, work toward building a new shelter to realize economies of scale for sheltering the county's animals and to add space for adoption, education and veterinary programs. An updated shelter would also reduce the cleaning workload and the spread of disease. Only the City of Stockton and San Joaquin County chose to continue work on formation of a JPA. They are currently in the implementation stage and hope that the City Council and Board of Supervisors will adopt the JPA later this year with potential implementation in early 2013.

The combined FY2011-12 operating budget for Stockton and San Joaquin County is $2,855,957 (net cost $2,043,259) and the two agencies took in 5,310 cats (euthanasia rate 78%) and 6,984 dogs (euthanasia rate 57.7%) in FY2010-11. The combined population for the two entities is 448,003.