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# CITYGATE ASSOCIATES, LLC

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■ FOLSOM (SACRAMENTO)

MANAGEMENT CONSULTANTS ■

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**STUDY OF THE ANIMAL  
SERVICES PROGRAM**

**FOR THE**

**CITY OF  
ANTIOCH, CA**

**Final Report**

April 3, 2009

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# TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
<b>Executive Summary .....</b>	<b>1</b>
The Study Scope and Why Citygate Was Hired.....	1
The Process Used By Citygate.....	1
Important Note to the Scope of Work.....	2
Organization of this Report.....	2
The Unique Lay of the Land in Antioch.....	3
Community Meeting Input.....	3
Overview of Citygate’s Findings and Conclusions .....	4
Strengths and Weaknesses of a Non-Profit Animal Control Program in Antioch.....	5
Strengths and Weaknesses of Going With the County for Animal Control Services.....	5
Strengths and Weaknesses of Forming an East County Joint Powers Authority for Animal Control Services .....	6
Action Plan: “Patch, Plan, and Pay” .....	7
Patch.....	7
Plan .....	8
Pay.....	10
Everybody Has a Constructive Role to Play in the Solutions.....	10
Summary of Recommended Patch, Plan and Pay Strategy.....	11
Overview of Action Plan .....	12
<b>Action Plan .....</b>	<b>1</b>
<b>Section I. Introduction to the Study .....</b>	<b>Section I, page 1</b>
Study Scope and Objectives.....	1
Study Approach .....	2
<b>Section II. General Overview of Animal Control.....</b>	<b>Section II, page 1</b>
History.....	1
Public Agency Animal Control Organization Placement .....	2
Joint Powers Authority .....	4
Contracting With Another Governmental Organization.....	4
Contracting For Animal Control Service With Non-Profit Organizations .....	4
The Euthanasia Debate .....	5
Animal Reproductive Capacity.....	6
Full Access Public Shelters .....	6

HSUS Statement on Limited-Admission Animal Shelters.....	6
Admission Policies.....	6
Fund-Raising and Public Relations.....	7
Shelter Size and Euthanasia Rate .....	7
What National Humane Organizations Say About Euthanasia .....	8
Humane Society of the United States (HSUS) .....	8
People for the Ethical Treatment of Animals (PETA).....	8
Asilomar Accords .....	9
Legal Basis for Animal Control .....	9
California Animal Laws.....	10
Regulations .....	10
Statutes .....	10
Animal Control Officer Authority.....	11
Ordinances and City Codes .....	11
Legislative Efforts.....	11
Impacts of SB 1785 on Public Shelters .....	13
Impacts of AB 1856 on Public Shelters .....	13
Mandates and Community Expectations .....	14
Legal Mandates that Impact Animal Control Programs.....	14
Discussion of Mandates.....	14
Discussion of Community Expectations .....	15
Current Animal Control Issues, Trends, and Best Practices.....	15
Information Technology .....	15
Field Services .....	16
Shelter Services .....	16
Adoption Services – Public/Private Cooperation .....	16
Revenue Generation .....	17
Spay/Neuter Programs.....	18
Risk Management.....	18
Workers’ Compensation.....	18
Training .....	19
Conclusion .....	19

**Section III. Geography and Demographic Issues..... Section III, page 1**

Geography.....	1
Contra Costa County Regions.....	2
Animal Control Issues Relative to Geography .....	3
Population and Growth.....	4

Regional Population Growth.....	5
East County City Population Growth .....	6
Historical Antioch Population Growth.....	7
Antioch Population Projection.....	8
Animal Control Issues Relative to Population and Growth .....	8
Effects of Spay/Neuter and Education Programs on Animal Intakes .....	10
Development Issues .....	11
Conclusion .....	11
Recommendations.....	11

**Section IV. Contra Costa County Animal Control and Animal Related Non-Profit Organizations.....Section IV, page 1**

Animal Control Agencies .....	1
Contra Costa County .....	1
City of Antioch.....	1
Non-Profit Animal Welfare Organizations.....	1
Non-Profit Animal Welfare Organizations Not Specific to Antioch.....	2
Maddie’s Fund.....	2
Tony La Russa’s Animal Rescue Foundation (ARF).....	2
Contra Costa Humane Society (CCHS) .....	3
Community Concern for Cats (CC4C).....	4
Feral Cat Foundation (FCF) .....	5
Friends of the Formerly Friendless .....	5
Voices for Pets.....	6
Contra Costa County Society for the Prevention of Cruelty to Animals (SPCA) .....	6
Pets and Pals.....	7
Non-Profit Animal Welfare Organizations Specific to Antioch.....	7
Friends Of Animal Services (FOAS) .....	7
Homeless Animals Lifeline Organization (HALO) .....	8
Homeless Animals Response Program (HARP) .....	9
Non-Profit Animal Welfare Financial Support .....	10
Non-Profit Animal Welfare Organizations-Concerns and Suggestions.....	10
Non-Profit Animal Welfare Organizations Summary.....	10

**Section V. The City of Antioch Animal Control Program ..... Section V, page 1**

Background.....	1
General Overview .....	1
Best Practices for Animal Control .....	1

Strategic Plan-Mission Statement-Goals and Objectives-Performance Measures	2
The Organization of the Animal Services Unit	3
Responsibilities of the Animal Control Unit	4
Staffing the Animal Control Unit	4
Position Descriptions	4
Animal Control Unit Functional Units	6
Administration	6
Animal Control Officers	7
Kennel Assistants	12
Specific Training Concerns	12
Animal Control Officer Salary Comparison	14
Information Technology	17
The Website	18
Policies and Procedures	19
Office	20
Workload	20
Field Service Program	21
General Overview	21
Officer Responsibilities	22
Determining Field Staffing Needs	23
Recommended Staffing	25
Work Load/Field Activity	25
Shelter Program	26
Determining Shelter Staffing Needs	38
Animal Holding Policy	42
Shelter Issues	43
Animal Adoptions	44
Spay Neuter Program – Getting at the Pet Overpopulation Problem	45
Why Is This Important?	45
Antioch Issues	46
Best Practices Utilized in Other Jurisdictions	47
Education Program	49
Strategies for Increasing the Number of Spay/Neuter Surgeries	50
Spay/Neuter Summary	52
Additional Reading	53
Medical Program	53
Building Maintenance	54
Volunteer Program	54

Community Education Public Relations Program .....	54
Safety Around Animals-Bite Prevention.....	55
Responsible Pet Ownership.....	56
Humane Education .....	56
Public Information Program.....	57
Community Relations.....	59
Vehicle Fleet .....	60
Financing the Animal Control Unit .....	61
Animal Control Fund.....	61
2008-2009 Animal Control Unit Adjusted Budget .....	63
Alternative Funding Options .....	68
Recommendations.....	70

**Section VI. Analysis of Alternative and Preferred Animal Care and Control Service Models.....Section VI, page 1**

Findings With Regard to Stakeholder Values.....	1
Findings Regarding Alternative Animal Care and Control Service Models .....	3
Model #1: The “No Change” Scenario.....	3
Model #2: The “Go It Alone” Best Practices Scenario .....	4
Model #3: The Non-Profit Scenario.....	4
Model #4: The Non-Profit Hybrid Model .....	10
Model #5: The County Scenario .....	11
Model #6: The East County Joint Powers Authority (JPA) Scenario .....	12
Summary of Available Models: Is the City Caught Between a Rock and a Hard Spot? .....	13
Action Plan: “Patch, Plan, and Pay” .....	13
Summary of Patch, Plan, Pay.....	20

**Appendix A Antioch Animal Control Study Community Meeting Notes**

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## EXECUTIVE SUMMARY

*“As a qualified consultant, Citygate Associates, LLC, having thoughtfully examined the circumstances in the community, has arrived at the opinion that creating a Non-Profit organization to run the City of Antioch Animal Services and Shelter program is not feasible.”*

As is sometimes the case in life, things are not as they appear. The people that Citygate met while undertaking this engagement were sincerely hopeful that forming a Non-Profit organization would provide a mechanism for the community to take good care of its unwanted pet population. This report documents Citygate’s analysis and thinking on whether a Non-Profit organization could responsibly deliver animal care and control services. We do not think it is a realistic solution for Antioch.

This being said, in this report Citygate poses a solution in the form of a **Patch, Plan, and Pay** strategy that, if implemented, can lead to a “best practices” animal care and control program for the City of Antioch. Getting there will take hard work, commitment, as well as patience and support from the community. It will also take a little bit of economic good luck.

*“Luck is what happens when preparation meets opportunity”*

-Seneca (c. 4 BC – AD 65)

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### **THE STUDY SCOPE AND WHY CITYGATE WAS HIRED**

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The purpose of this study, as originally conceived, was to:

1. Assess the feasibility of creating a Non-Profit organization to operate the existing City of Antioch Animal Shelter;
2. Create a business and operations plan;
3. Assist the City of Antioch and the Animal Shelter in creating the legal framework for a Non-Profit organization;
4. Assist the City Council in shaping a realistic vision for the future for the Animal Service Program and Animal Shelter.

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### **THE PROCESS USED BY CITYGATE**

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In conducting this study and to address the study scope and objectives described above, we outlined an approach that would facilitate the effective gathering of necessary information. This process included:

- ◆ Meeting with the City’s assigned project staff to initiate the study
- ◆ Interviewing the Mayor and individual members of the City Council, the City Manager, the Assistant City Manager, Police Chief, Police Captain, Police Lieutenant, Animal Services Manager, and Animal Services program staff
- ◆ Interviewing representatives from the City’s animal welfare groups, including Friends of Animal Services (FOAS), Homeless Animals’ Lifeline Organization (HALO), and Homeless Animals Response Program (HARP).

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- ◆ Performing walkthroughs of the Animal Services offices and shelter to gain a perspective on the functions and operations of the division and to identify preliminary issues
  - ◆ Conducting a well-advertised Community Workshop to seek citizen input regarding the City’s Animal Services program and the wants and needs of the community going forward
  - ◆ Reviewing available documents, records, and budgets for the Animal Services program
  - ◆ Examining the existing Non-Profit organizations, capabilities, and resources within Antioch and the Contra Costa County region
  - ◆ Analyzing the financial requirements for operating and providing facilities for an average and best practice animal care and control program
  - ◆ Developing realistic endowment requirements for operating a responsible and successful Non-Profit animal control program.

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### ***IMPORTANT NOTE TO THE SCOPE OF WORK***

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During the initial phase of the study, Citygate investigated the feasibility of operating the Animal Shelter through a non-profit organization. We examined existing City revenue sources and the potential for revenue growth. We considered the focus and purpose of a Non-Profit organization along with the level of expenditures that would be necessary to support such an organization. We also examined the structure and budget of a humane society located in northern California of a size comparable to what would be required to serve the City of Antioch.

After completing the process described above, Citygate completed Scope of Work Item No. 1 at which point we concluded that creating a responsible and successful Non-Profit organization to solve Antioch’s animal control problems was not feasible. We were directed not to proceed with creating a business and operations plan or the legal framework for a non-profit organization, but instead to move forward with assisting the City Council in shaping a realistic vision for the future of the Animal Services Program, as set forth in Scope of Work Item No. 4.

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### ***ORGANIZATION OF THIS REPORT***

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Citygate’s report on the City of Antioch’s Animal Services program is organized in sections as follows:

- Section I      Introduction to the Study**
- Section II     General Overview of Animal Control**
- Section III    Geography and Demographic Issues**
- Section IV    Contra Costa County Animal Control and Animal Related Non-Profit Organizations**
- Section V     The City of Antioch Animal Control Program**
- Section VI    Analysis of Alternative and Preferred Animal Care and Control Service Models**

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This Executive Summary presents a brief, but comprehensive overview of our findings and recommendations. It is suggested that in order to obtain a complete understanding of Citygate's analysis and recommendations, this report should be read in its entirety.

### ***THE UNIQUE LAY OF THE LAND IN ANTIOCH***

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The City of Antioch is located in east Contra Costa County and has a population of approximately 100,000.

Prior to 1975, the City of Antioch operated its own City Pound and Animal Shelter, but it was closed due to budgetary reasons. In 1978, the citizens of Antioch approved Measure A. Essentially, Measure A asked the citizens of Antioch whether the City should re-establish, maintain and operate a city pound and animal shelter. Measure A also stipulated that funds would be appropriated by the City Council annually, and the City Pound and Animal Shelter would be self-supporting to the extent that the fees for dog licenses and charges for animal care shall be paid or credited directly to its operating budget. The collected fees were not to be considered part of the General Fund of Antioch.

Since the passage of Measure A, the City of Antioch has almost tripled in size. The City's General Fund support of Animal Control Services has increased over time and is now nearly \$600,000 per year.

The City of Antioch strives to operate a full service animal shelter, providing care for lost, homeless, and unwanted animals. Animal Services' personnel report that they participate in spay-neuter and adoption clinics. The City works in collaborative partnerships with local animal welfare organizations such as Friends of Animal Services (FOAS), Homeless Animals' Lifeline Organization (H.A.L.O.), Homeless Animals Response Program (HARP) to increase the number of animals that are adopted into loving and caring homes. The City of Antioch is unique inasmuch as the other eighteen (18) cities in Contra Costa County contract with the County and pay to be part of a countywide animal control program.

**The fact that a program does not exist in Antioch, or the fact that existing programs could be better developed or more robust is, in most instances, attributable to a lack of resources, not a lack of imagination, will, desire or commitment by staff. We have been impressed by the dedication and professionalism of staff who are struggling to do their best with limited resources. In addition, the small size of the Animal Control Unit impacts the allocation of resources and thus the ability of the Unit to provide some programs that exist in larger agencies.**

### ***COMMUNITY MEETING INPUT***

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During the course of this study, Citygate conducted a well-advertised, well-attended community workshop on Animal Care and Control in Antioch. There were approximately 35 people in attendance. Everyone was given an opportunity to speak regarding the City's program and to comment on what they thought about the City's program, both good and bad. They were also given the opportunity to make suggestions for improvement. After everyone had their opportunity to speak, each attendee was given 5 red dots and asked to place them next to the item or items that best reflected their priorities. The input we received during the workshop served to

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guide and provide focus to our efforts as we moved forward with the study. The following represents the top five sentiments:

Item	Dots	%
1. Need larger shelter	20	14.5
2. Need full-time Vet Tech	19	13.8
3. Need low cost or free spay/neuter clinic	17	12.3
4. Move out of Police Department to examine financial Independence	14	10.1
5. Keep independent	11	7.9

To see the full tally results from the community meeting workshop, see Appendix A.

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### **OVERVIEW OF CITYGATE'S FINDINGS AND CONCLUSIONS**

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Antioch is in a difficult situation when it comes to animal control services.

The City has a strong historical commitment to providing an independent animal control program. The legacy of Measure A is alive and well in the minds of some stakeholders, for better or for ill. Antioch has very supportive and politically active animal welfare groups in the community that care deeply about the program and its future. The community as a whole, no doubt, has grown accustomed to having its own animal shelter if for no other reason than local convenience.

The City's ability to operate a stand-alone animal control program and local shelter with proper staffing, adequate holding capacity, and appropriate maintenance and sanitation has been problematic, particularly in recent years. The challenge is increasing given the current state of the economy and the resulting decrease in the City's available fiscal resources. Unfortunately, the economic situation will get worse over time as personnel and operating costs continue to rise and the shelter continues to age.

If the City simply continues the animal control program the way it is today, staffing will become more skeletal, community education and outreach programs will remain limited and ineffective, the animal shelter will be increasingly undersized for the City's population, shelter maintenance will be deferred, and the relationship between the City and its animal welfare constituents will become frustrating, if not contentious. Over the long-term, the City's unwanted pet population will rise and more and more animals will suffer. Over time, citizens both in and out of the City's animal welfare groups will become dissatisfied with the City's approach to animal care and control.

As detailed in Section VI of this study, the City could put in place a "go it alone" best practice model. However, doing so would require substantial expansion and improvement of the current animal care and control program. It would be expensive. Net General Fund support costs would go up \$410,000 to \$530,000 per year in today's dollars.

Like any business or organization focusing on service, the Antioch animal control problem brings into play an important economic principal referred to as the "Two Out of Three Rule." At any point in time, under normal circumstances, there are three elements in play relative to providing a service: time, quality, and price. The rule is you can have any two of the three that you want. For example, if you want a service to be quick and to be provided at a high quality standard, it will be expensive. Thus, if the community wants a "quick" animal control program, i.e., convenient shelter location and locally-based field services, and it wants a high quality

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program, i.e., a shelter that approaches best practices in terms of lowering the unwanted pet population and lowering animal suffering, it will not be cheap. On the other hand, if the community wants a cost control oriented program it can have that, too. It can even have it with an effective level of service. However, it cannot have both without giving up what it wants in terms of “time,” i.e., convenience, local shelter, and local field services. This is a fundamental principle relative to Antioch’s animal control program. Bucking this principle will not lead to desirable outcomes.

If that is not enough, Antioch faces large projected operating deficits in its General Fund budget. These are tough times. Elected officials and administrative leaders are faced with difficult choices involving the animal control program, other City services, and the community.

**That is the problem.**

### ***STRENGTHS AND WEAKNESSES OF A NON-PROFIT ANIMAL CONTROL PROGRAM IN ANTIOCH***

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In a perfect world, if a non-profit entity were formed and funded adequately through grants and irrevocable endowments, there would be a great deal of benefit for the community in terms of organizational stability and program quality. In addition, the City’s General Fund costs could stabilize and, thus, be more predictable over time than current outlays.

The weakness of this model is that it would require a very large, non-revocable endowment, large, multi-functional grants, or a combination thereof. To put things in perspective, as detailed in Section VI of this study, the level of funding support would require upfront endowments to the Non-Profit organization of \$3.5 to \$5.9 million just for operating costs. Additional endowments of at least \$2.5 million would be required to support construction of a very modest modernized and expanded shelter facility. **Moreover, cities and counties in California are required to provide a variety of animal care and control services. These services can be contracted to a humane society but the responsibility for providing the service ultimately rests with the public entity. If the humane society cancels the contract or goes out of business the public agency still has to provide mandated services.**

### ***STRENGTHS AND WEAKNESSES OF GOING WITH THE COUNTY FOR ANIMAL CONTROL SERVICES***

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It is not known whether the County would be willing to entertain providing animal control services to the City of Antioch. The current shelter facility could be leased to the County at least on a temporary basis until a more adequately sized shelter could be constructed. However, it currently would not be economically feasible for the County to operate Antioch’s shelter, or a new shelter in the east end of the County, unless the per capita rate is increased. Without a rate increase it would simply be a cost shift from the City to the County. The amount of the rate increase is unknown and, therefore, would have to be negotiated. No doubt, were a new facility to be constructed, it would be more centrally located in order to better serve other East County communities currently served by the County, including Oakley, Brentwood, Discovery Bay, Knightstown, and Byron.

The County bills participating cities at the rate of \$4.76 per capita plus license and fine and fee revenue. This would equate to \$478,000 per year, which is approximately \$100,000 less net cost than the City’s current budget for the animal control program. However, as noted in Section V,

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this rate is projected to increase to \$5.26 per capita in 2009-2010. The County has informed cities contracting for animal control service that the rate will increase in future years as the County tries to recover a greater percentage of the cost of providing animal control services, which is currently highly subsidized by the County.

As an alternative, the City could contract with the County and close the Antioch shelter and rely upon the newly constructed shelter in Martinez. Again, a new rate would need to be negotiated.

Contracting with the County would provide a stable and predictable level of animal care and control services for the City of Antioch at a level that is regarded throughout the public shelter industry as being a best practice model. The County has the advantage of unit cost efficiencies because it is a large agency, serving a population 10 times the size of Antioch's population, with a much larger tax base. As a result, it is in many program areas able to provide a more robust and multi-dimensional level of service. This is particularly true with respect to animal adoptions, licensing, lost and found pets, spay/neuter clinic, volunteer program, pet emergency preparedness, and humane education. Contracting with the County is likely to always be less expensive than the City on a *unit cost for service* basis. Stand-alone is appealing, but it is expensive to do it right.

The disadvantage of contracting with the County is that the City would lose a measure of local control. In addition, going with the County would require voter approval in order to reverse or modify Measure A.

### ***STRENGTHS AND WEAKNESSES OF FORMING AN EAST COUNTY JOINT POWERS AUTHORITY FOR ANIMAL CONTROL SERVICES***

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The City of Antioch could take the lead in establishing a Joint Powers Authority (JPA) with cities in the eastern part of Contra Costa County: Oakley, Brentwood, Pittsburg, and Antioch. The JPA would have all the powers and authority under law that the cities have individually. It could enter into contracts, build facilities, enforce laws, and charge fees. Forming a JPA would require the consent of all the agencies involved and the approval of LAFCO. The JPA would be governed by a policy-setting group of representatives from each of the participating cities.

The JPA approach offers a middle ground between going it alone, or the status quo, and going with the County. There would be some economies of scale as compared to Antioch's current cost structure. The costs for a new facility would be shared by four agencies, as would the costs for all the other program elements, including the strategically important spay/neuter and humane education costs. A municipal services plan acceptable to LAFCO would need to be developed with the County to ensure that pocket areas, such as Discovery Bay and Bay Point, for example, receive cost-effective animal care and control services.

It is not known whether the likely JPA partner cities have sufficient motivation to join in with Antioch to effect change in the area of animal control. As far as we are aware, the cities are satisfied with County services or are at least satisfied enough not to want to get into animal control themselves. It is unlikely that the JPA model would lead to stable or predictable costs in the short-term or long-term. The JPA model would be difficult to establish unless all the stakeholder participants in each of the cities are **highly** motivated.

Is the City caught between a rock and a hard place? **The answer is "no."**

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## ***ACTION PLAN: “PATCH, PLAN, AND PAY”***

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Given the above reality, how can the City and its animal welfare stakeholders make best use of the City’s resources over the next several years while the economy sorts itself out? Citygate recommends the City adopt a “*Patch, Plan, and Pay*” strategy for the long-term improvement of animal care and control services, as described below:

### **Patch...**

Rather than doing nothing during tough times, over the next 24 months, as the economy struggles, stabilizes, and then hopefully improves, the City can take important and valuable no-cost or nominal-cost steps to improve the animal care and control program. These actions are detailed in the two (2) recommendations within Section III and the twenty (20) recommendations within Section V of this study. Citygate fully acknowledges that the City is experiencing unprecedented financial difficulties at this time and as result will not be able to move ahead immediately on all of the recommendations in this study, particularly those items that exceed a nominal cost threshold. Our recommendations that exceed a nominal cost threshold should be planned for and implemented as soon as practical in order to *Patch* up the City’s program. These cost related items are restated below:

**Patch Recommendation V-5:**      **Institute recurrent training relative to the handling of rabies suspect animals and the protocols for rabies testing.**

**Patch Recommendation V-6:**      **Institute initial and recurrent training in the use of the Chameleon software system.**

**Patch Recommendation V-10:**      **Offer management training to the Unit Supervisor and encourage her to join national and state organizations and to take advantage of the training courses specific to identified needs.**

**Patch Recommendation V-12:**      **Repair, paint, and enhance the current Animal Shelter.**

**Patch Recommendation V-13:**      **Contract with the University of California at Davis Shelter Medicine Program for a review of shelter policies, procedures, sanitation and health issues.**

**Patch Recommendation V-14:**      **Expand the Volunteer Program and the Education Program.**

**Patch Recommendation V-15:**      **Develop a comprehensive Education Program and community outreach program for the citizens of Antioch.**

**Patch Recommendation V-19:**      **Implement an outreach and advertising program to inform citizens of available spay/neuter programs.**

**Patch Recommendation V-20:**      **Consider providing spay/neuter financial assistance for low-income residents.**

The Action Plan included at the end of this Executive Summary provides the entirety of Citygate’s recommendations. The recommendations that exceed a nominal cost threshold are shaded in red.

**Plan...**

The difficult truth is that the non-profit approach is not practical, and it will not work for the community.

Therefore, if the City wishes to have a healthy and responsible animal care and control program, it has **three** options:

1. The Antioch “Go It Alone” Best Practices Scenario Model
2. The County Scenario Model
3. The East County Joint Powers Authority (JPA) Scenario Model.

All three of these models will cost significantly more money than what the City currently expends. The net cost between what the City is currently paying and what it should expect to pay is illustrated below:

**What The City Should Expect To Pay Going Forward**

	Current Level of Service*	Average Level of Service	Best Practice** Level of Service
<b>TOTAL EXPENSES</b>	<b>\$879,000</b>	<b>\$1,054,000</b>	<b>\$1,204,000</b>
<b>DEBT SERVICE</b>	-0-	\$215,000	\$215,000
<b>TOTAL BUDGET</b>	<b>\$879,000</b>	<b>\$1,269,000</b>	<b>\$1,419,000</b>
Less fees & charges	\$270,000	\$270,000	\$300,000
Less Current City costs	577,000	577,000	577,000
Less Other contributions	32,000	32,000	32,000
<b>ADDITIONAL COSTS</b>	<b>-0-</b>	<b>\$390,000</b>	<b>\$510,000</b>

\*All amounts are based on FY 2007-08 budgets for Antioch and comparable agencies in Northern California

\*\* “Best practices can...be defined as the most efficient (least amount of effort) and effective (best results) way of accomplishing a task, based on repeatable procedures that have proven themselves over time for large numbers of people.”<sup>1</sup>

The City does not have the resources at this point in time, or in the near future, to support its animal control program at the above-described average or best practices funding levels.

The best hope for the City is to pursue and Plan in earnest for either the County or JPA models, while at the same time comparing these two models against the “Go It Alone” Best Practices model, as described in detail in Section VI of this study. For purposes of comparison, as it plans for the future, the City should assume a continued level of General Fund contribution equal to the County per capita rate, which at this moment in time would equate to \$478,000 per year. Again, the County’s rate for currently contracted cities will go up in coming years; thus, for

<sup>1</sup> [http://en.wikipedia.org/wiki/Best\\_practices](http://en.wikipedia.org/wiki/Best_practices)



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**Plan Step VI-11: Prepare preliminary facility plans.**

**Plan Step VI-12: Get voter approval, as needed.**

**Plan Step VI-13: Prepare final facility plans.**

**Pay....**

The City is seriously trying to respond and lead the way towards a high quality animal care and control program for the community. This being the case, for starters, a separate fund should be established for the program. It should have a Beginning Balance, an Ending Balance, and Reserves. It will take a few years to establish a robust fund; nonetheless, the City should establish the fund on July 1, 2009. The following actions should also be taken:

**Pay Action VI-1: Establish Transfer In resources from the General Fund in an amount equal to the amount charged by the County for animal control services.**

**Pay Action VI-2: Transfer In resources from the General Fund in excess of the amount charged by the County should be carried as a short-term, 3 to 5-year, loan.**

**Pay Action VI-3: Build reserves in the fund.**

**Pay Action VI-4: Establish a new expenditure program for both operations and facilities beginning 3 years out at levels sufficient to support the preferred alternative.**

**Pay Action VI-5: Establish Developer Fees so that future development contributes its fair share towards the construction and maintenance of animal control facilities.**

It is very difficult at this time in our national, state, and local economy to imagine a day when the City will be in a position to afford an animal care and control program that even approaches best practices. No doubt things will in time change for the better. Revenues will flow again, new homes will be constructed again, and businesses will want to expand. It may be three years or it may be five years. Nobody really knows. But when the economy does turn, the City will be able to allocate its new and expanding resources into an animal care and control program that is well thought out, makes strategic sense, and enjoys the support of the community.

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***EVERYBODY HAS A CONSTRUCTIVE ROLE TO PLAY IN THE SOLUTIONS***

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**Elected Officials:** By supporting the engagement of this study you have already publicly reaffirmed your commitment to do what you can to raise the standard of responsible pet ownership in the City of Antioch and to continue to lower the City's euthanasia rate over the long-term. Endorse the recommendations within this report and direct your staff to work on implementation of the *Patch, Plan, and Pay* strategy. Continue to think and act strategically regarding animal care and control issues.

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**Animal Services Supervisor and Police Department Leadership:** Be on the forefront of casting a new vision for the future. Implement the Action Plan with vigor and enthusiasm. Much of the success of the Action Plan depends on you.

**Animal Services Staff:** Embrace and support the Action Plan included in this report and support your supervisors as they make improvements in the program. The report may not include everything you want, but it includes a great deal. Be patient, yet diligent. Expect and insist on working in one of the best animal care and control programs in the region. Increase your skills and level of expertise.

**Animal Welfare Groups:** Appreciate and support the City's efforts to improve the Animal Services program. Keep things positive when dealing with those City staff members who are trying to do good work. Thank them often. What they do day-to-day is difficult and dangerous. They deserve your respect and their work should be appreciated. The Animal Services program needs your help. Volunteer, be positive and help the City make it one of the best animal care and control programs in the region.

**Pet Owners:** Most importantly, take good care of your companion animals. Feed and water them well, take them to the Veterinarian when they need medical care, do not let them run loose, vaccinate them against rabies, get them licensed, and give them lots of play and attention. Most importantly, get them spayed and neutered.

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#### ***SUMMARY OF RECOMMENDED PATCH, PLAN, AND PAY STRATEGY***

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As stated above, rather than doing nothing during these tough times, the City can and should take meaningful steps that reflect its shared commitment to provide quality animal care and control services for the community. There are immediate improvements that should be taken to ***Patch*** the City's program while it pursues a permanent long-term solution for the future. Most, but not all, of these improvements have nominal one-time costs. After going through a competitive comparative analysis, the City will have a clear idea which of the three models can realistically be implemented in a manner that will best serve the community's needs within available resources. As a result of this collaborative effort, the City will be able to develop a winning ***Plan***. When the economy turns around, the City will be well positioned to ***Pay*** for the Preferred Alternative.

**Playing to the loudest voices will not solve Antioch's animal control problems. Expecting the City simply to throw money at the program, at the expense of other essential public safety programs, will not work either. City Council, staff, and animal welfare group stakeholders' best chance for success is in developing a willingness to try new approaches that they have not been willing to consider in the past. The benefits of economy of scale can be exponential and powerful if the City and its stakeholders lead the way and work hard with other local government agencies in the region, as set forth in this report. Forming a non-profit organization to run Antioch's animal control program, in all or in part, will not lead to success. Moving forward with a *Patch, Plan, and Pay* strategy will take some time and will take cooperation and hard work. Nonetheless, it is the most cost effective, efficient, and responsible approach to serving the entire community, now and into the foreseeable future.**

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## OVERVIEW OF THE ACTION PLAN

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A listing of our recommended action items and a blueprint for their implementation are presented in the following Action Plan. The Action Plan is divided chronologically into *Patch, Plan, and Pay* sections. The columns from left to right contain:

1. The priority of each recommended action item
2. The suggested implementation time frame
3. The anticipated benefits of each recommended action item
4. The responsible parties.

The legend at the bottom of each page of the Action Plan defines the level of each priority indicated by the letters “A” through “D.” It is important to note that priorities have been established independent of the suggested timeframe. For example, a recommendation, step, or action may have the highest priority (indicated by the letter “A”) but may require an estimated six months to implement. Conversely, an action item with the letter “C” priority, which indicates that the action is not critical but will improve operations, may have a two month timeframe, since the estimated implementation effort would not require an extended period of time.

It is also important to note that an “A” priority, which indicates that the action item is deemed “mandatory or critical,” should not be interpreted to mean that it is “mandated” by a statute or regulation – it is simply an “urgent” action item of the highest priority.

The timeframes indicated in the Action Plan do not necessarily mean the anticipated completion dates for the implementation of each action item.

## ANTIOCH ANIMAL SERVICES ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Completion	Anticipated Benefits	Responsible Party(ies)
<b><u>PATCH.....</u></b>				
<b><u>Patch Recommendation III-1:</u></b> Recognize that the City of Antioch will experience significant population Growth over the next 30 years and that the animal control program will need to grow to meet rising community expectations.	A	Immediately	Recognition that population growth will impact animal control and future costs is the beginning of the overall planning process for the provision of animal control service in Antioch	City Council, City Manager, Police Chief
<b><u>Patch Recommendation III-2:</u></b> Recognize that unless public education and spay/neuter programs are strengthened more public funds will need to expended on controlling and sheltering the City's animal population.	A	Immediately	Better long-term planning; reduced unwanted animal population; potential long-term cost savings	City Council, City Manager, Police Chief
<b><u>Patch Recommendation V-1:</u></b> Establish a Strategic Plan for the Animal Services program.	A	October 1, 2009	Foundation for long-term resource management; improved efficiency, morale and accountability	City Manager, Police Chief
<b><u>Patch Recommendation V-2:</u></b> Establish and adopt an Animal Services program Mission Statement specifically for today's needs and community expectations.	A	October 1, 2009	Improved efficiency, morale and accountability; best practices	City Manager, Police Chief
<b><u>Patch Recommendation V-3:</u></b> Set clearly defined goals and objectives related to service delivery outcomes and expectations.	A	October 1, 2009	Improved efficiency, morale, and accountability; best practices	City Manager, Police Chief

### Action Plan

<b><u>LEGEND</u></b>
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

## ANTIOCH ANIMAL SERVICES ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Completion	Anticipated Benefits	Responsible Party(ies)
<b><u>Patch Recommendation V-4:</u></b> Develop a comprehensive Policies and Procedures Manual.	A	April 1, 2010	Improved efficiency, morale, and accountability; best practices	Police administration, Animal Services Supervisor
<b><u>Patch Recommendation V-5:</u></b> Institute recurrent training relative to the handling of rabies suspect animals and the protocols for rabies testing.	A	October 1, 2009	Enhanced public safety; reduced liability exposure; best practices	Police administration
<b><u>Patch Recommendation V-6:</u></b> Institute initial and recurrent training in the use of the Chameleon software system.	B	October 1, 2009	Improved efficiency and morale; best practices	Police administration
<b><u>Patch Recommendation V-7:</u></b> Develop a comprehensive, separate manual for clerical, kennel and field activities. Use these manuals as training guides.	B	April 1, 2010	Improved efficiency, morale and accountability; best practices	Police administration
<b><u>Patch Recommendation V-8:</u></b> Test all staff prior to completion of probation and recurrently relative to required knowledge and skills.	A	April 1, 2010	Improved efficiency, morale and accountability; best practices	Police administration
<b><u>Patch Recommendation V-9:</u></b> Conduct a training needs assessment. Develop a training plan for each employee.	B	October 1, 2009	Improved efficiency, morale, and accountability; best practices	Police administration

### Action Plan

<b><u>LEGEND</u></b>
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

## ANTIOCH ANIMAL SERVICES ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Completion	Anticipated Benefits	Responsible Party(ies)
<b><u>Patch Recommendation V-10:</u></b> Offer management training to the Unit Supervisor and encourage her to join national and state organizations and to take advantage of the training courses specific to identified needs.	B	October 1, 2009	Improved efficiency, morale, and accountability; best practices	Police Chief
<b><u>Patch Recommendation V-11:</u></b> Develop a Performance Management System that measures the extent to which key objectives are being achieved.	B	April 1, 2010	Improved efficiency, morale and accountability; best practices	Police Chief
<b><u>Patch Recommendation V-12:</u></b> Repair, paint, and enhance the current Animal Shelter.	A	October 1, 2009	Reduced probability of animal disease transfer; enhanced public perception of animal shelter; increased employee morale; best practices	Police Chief
<b><u>Patch Recommendation V-13:</u></b> Contract with the University of California at Davis Shelter Medicine Program for a review of shelter policies, procedures, sanitation and health issues.	A	Immediately	Reduce public liability exposure; increased efficiency and effectiveness; increased public perception of the animal shelter	City Manager, Police Chief
<b><u>Patch Recommendation V-14:</u></b> Expand the Volunteer Program and the Education Program.	C	April 1, 2010	Better utilization of available resources; reduced personnel costs; enhanced public perception of animal control program and shelter	City Manager, Police Chief
<b><u>Patch Recommendation V-15:</u></b> Develop a comprehensive Education Program and community outreach program for the citizens of Antioch.	B	April 1, 2010	Reduction of animal population and future costs for animal control and sheltering; improved efficiency; best practices	Police administration, Animal Services Supervisor

### Action Plan

<b>LEGEND</b>
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

## ANTIOCH ANIMAL SERVICES ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Completion	Anticipated Benefits	Responsible Party(ies)
<b><u>Patch Recommendation V-16:</u></b> Strengthen relationships with every non-profit organization currently working with the Animal Control Program.	A	Immediately	Improved efficiency; reduction of animal population and future costs for animal control and sheltering	Police administration, Animal Services Supervisor
<b><u>Patch Recommendation V-17:</u></b> Expand existing spay/neuter programs.	B	Immediately	Reduction of animal population and future costs for animal control and sheltering	Police administration, Animal Services Supervisor
<b><u>Patch Recommendation V-18:</u></b> Establish/extend relationships with local non-profit groups relative to increasing the number of spayed/neutered animals.	B	Immediately	Reduction of animal population and future costs for animal control and sheltering	Police administration, Animal Services Supervisor
<b><u>Patch Recommendation V-19:</u></b> Implement an outreach and advertising program to inform citizens of available spay/neuter programs.	B	Immediately	Reduction of animal population and future costs for animal control and sheltering	Police administration, Animal Services Supervisor
<b><u>Patch Recommendation V-20:</u></b> Consider providing spay/neuter financial assistance for low-income residents.	B	July 1, 2010	Reduction of animal population and future costs for animal control and sheltering	City Manager, City Council
<b><u>PLAN.....</u></b>				
<b><u>Plan Step VI-1:</u></b> Establish an in-house interdepartmental Work Team to share the planning work.	A	Immediately	Shares the work burden; provides leadership coverage and team accountability; exponential efficacy	City Manager
<b><u>Plan Step VI-2:</u></b> Initiate development of a Strategic Plan for the Animal Services Program. (As set forth in Section V)	A	July 1, 2009	Foundation for long-term resource management; improved efficiency, morale and accountability	In-House Interdepartmental Work Team

### Action Plan

#### LEGEND

- A Recommendation mandatory or critical
- B Strongly recommended
- C Not critical, but will improve operations
- D Recommended, but additional study required



## ANTIOCH ANIMAL SERVICES ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Completion	Anticipated Benefits	Responsible Party(ies)
<b>Plan Step VI-3:</b> Open a political dialogue with the County.	A	July 1, 2009	Establishes willingness for interagency cooperation and expectations for a win-win	Mayor and City Manager
<b>Plan Step VI-4:</b> Open an administrative dialogue with the County.	A	July 1, 2009	Establishes ability to achieve interagency cooperation and expectations for a win-win	City Manager
<b>Plan Step VI-5:</b> Develop a Competitive Draft Strategic Plan and Cost Analysis in consultation with the County.	A	April 1, 2010	Establishes basis for comparing long-term resource management; improved efficiency, morale and accountability	In-House Interdepartmental Work Team
<b>Plan Step VI-6:</b> Open a political dialogue with the East County cities.	A	July 1, 2009	Establishes willingness for interagency cooperation and expectations for a win-win	Mayor and City Manager
<b>Plan Step VI-7:</b> Open an administrative dialogue with the East County cities.	A	July 1, 2009	Establishes ability to achieve interagency cooperation and expectations for a win-win	City Manager
<b>Plan Step VI-8:</b> Develop a Competitive Draft Strategic Plan with East County cities.	A	April 1, 2010	Establishes basis for comparing long-term resource management; improved efficiency, morale and accountability	In-House Interdepartmental Work Team
<b>Plan Step VI-9:</b> Explore and formalize possible endowment resources with the non-profits in the City and region	A	April 1, 2010	Makes clear what resources are reliably available over the long term as a supplement to the City's base program commitment	In-House Interdepartmental Work Team, Finance Director

### Action Plan

<b>LEGEND</b>
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

## ANTIOCH ANIMAL SERVICES ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Completion	Anticipated Benefits	Responsible Party(ies)
<b>Plan Step VI-10:</b> Develop 5-year Operating and Capital Plan.	A	July 1, 2010	Turns conceptual thinking into a detailed plan of action over a multi-year period; basis for staffing levels, operating costs, and capital cost forecasting	In-House Interdepartmental Work Team, Finance Director
<b>Plan Step VI-11:</b> Prepare preliminary facility plans.	A	October 1, 2010	Necessary tool to inform the community	In-House Interdepartmental Work Team
<b>Plan Step VI-12:</b> Get voter approval, as needed.	A	2011	Provides a sense of the community; avoids litigation	All hands
<b>Plan Step VI-13:</b> Prepare final facility plans.	A	2012	Establishes basis for final costing	In-House Interdepartmental Work Team
<b><u>PAY.....</u></b>				
<b>Pay Action VI-1:</b> Establish Transfer In resources from the General Fund in an amount equal to the amount charged by the County for animal control services.	A	July 1, 2009	Establishes a basis for competitive comparative programming	City Council, City Manager, Finance Director
<b>Pay Action VI-2:</b> Transfer In resources from the General Fund in excess of the amount charged by the County should be carried as a short-term, 3 to 5-year, loan.	A	July 1, 2009	Bolsters separate fund, full-cost accounting approach; more clearly identifies and draws focus on subsidy	City Council, City Manager, Finance Director
<b>Pay Action VI-3:</b> Build reserves in the fund.	A	July 1, 2010 and every year thereafter	Provides for program stability and investment	City Council, City Manager, Finance Director

### Action Plan

#### LEGEND

- A Recommendation mandatory or critical
- B Strongly recommended
- C Not critical, but will improve operations
- D Recommended, but additional study required



## ANTIOCH ANIMAL SERVICES ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Completion	Anticipated Benefits	Responsible Party(ies)
<b><u>Pay Action VI-4:</u></b> Establish a new expenditure program for both operations and facilities beginning 3 years out at levels sufficient to support the preferred alternative.	A	July 1, 2013	Allows City to achieve a best practice animal care and control program	City Council, City Manager, Finance Director
<b><u>Pay Action VI-5:</u></b> Establish Developer Fees so that future development contributes its fair share towards the construction and maintenance of animal control facilities.	A	July 1, 2009	Allows City to achieve a best practice animal care and control program; ensures that new development pays its fair share	City Council, City Manager, Finance Director

<p><b><u>LEGEND</u></b></p> <p>A Recommendation mandatory or critical</p> <p>B Strongly recommended</p> <p>C Not critical, but will improve operations</p> <p>D Recommended, but additional study required</p>
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## SECTION I—INTRODUCTION TO THE STUDY

### *STUDY SCOPE AND OBJECTIVES*

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The study scope of Citygate Associates, LLC's engagement covers all major program areas of the City of Antioch Animal Services program. The scope was developed by the City Manager's Office and the Police Department, with input from Animal Welfare organizations active in the City of Antioch. The project included a general examination of the City's current program as preparation for analyzing the feasibility and advantages or disadvantages to forming a non-profit corporation as a means to providing animal control services in the City.

The purpose of this study as originally conceived was to:

1. Assess the feasibility of creating a Non-Profit organization to operate the existing City of Antioch Animal Shelter;
2. Create a business and operations plan;
3. Assist the City of Antioch and the Animal Shelter in creating the legal framework for a Non-Profit organization;
4. Assist the City Council in shaping a realistic vision for the future of the Animal Service and Shelter.

During the initial phase of the study, Citygate investigated the feasibility of operating the Animal Shelter through a non-profit organization. We examined the City's existing current revenue sources and the potential for revenue growth. We considered the focus and purpose of such a Non-Profit organization along with the level of expenditures that would be necessary to support such an organization. We interviewed representatives from Antioch's animal welfare groups.

After completing the above process, Citygate had completed Scope of Work Item No. 1, as described above, and concluded that creating a responsible and successful Non-Profit organization to solve Antioch's animal control problems was not feasible. Thus, we were directed not to proceed with creating a business and operations plan or the legal framework for a non-profit organization, but instead to move forward with assisting the City Council in shaping a realistic vision for the future of the Animal Services, as set forth in Scope of Work Item No. 4. Thus, this study addresses Scope of Work Items Nos. 1 and 4 described above.

Specific areas that were examined included the following:

- ◆ Current animal control operations
- ◆ Existing policies and procedures (written or otherwise)
- ◆ Current operational process
- ◆ Existing organizational structure
- ◆ Current documents/software
- ◆ Shelter Operations
- ◆ Field operation level of service
- ◆ Staffing levels

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- ◆ Employee hiring and promotion practices
  - ◆ Immediate and long-term training needs
  - ◆ Policies and Procedures manual development.

### ***STUDY APPROACH***

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In conducting the study and to address the study objectives described above, Citygate outlined an approach that would facilitate the effective gathering of the necessary information. This process included:

- ◆ Meeting with the City’s assigned project staff to initiate the study
- ◆ Orienting all employees on our study efforts and conducting an employee orientation meeting
- ◆ Interviewing the Mayor and members of the City Council
- ◆ Interviewing animal welfare group stakeholders
- ◆ Conducting a community work shop on animal care and control
- ◆ Interviewing the City Manager, Assistant City Manager, Police Chief, Police Captain, Police Lieutenant, and the current Animal Services Manager to obtain their perceptions
- ◆ Interviewing all animal control program staff
- ◆ Conducting walk-through observations
- ◆ Reviewing available documents and records
- ◆ Obtaining and reviewing documentation, organization charts, annual budgets, policies, procedures, call logs, response times, employee training records and employee performance records
- ◆ Reviewing the general plan for the City
- ◆ Performing “best practice” analysis with well-run California animal control programs
- ◆ Identifying areas for productivity improvement
- ◆ Identifying training needs
- ◆ Developing training goals, objectives and timelines
- ◆ Researching and analyzing the feasibility of using a Non-Profit organization to deliver animal care and control services for the City
- ◆ Presenting findings to the City leadership staff to confirm the issues and direction of the study
- ◆ Development of an Action Plan for the City.

Throughout this process, it was our policy to review findings of the study with multiple sources in order to increase the accuracy of findings and data used in the report. The data were also

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presented and discussed with City staff to allow an opportunity to describe organizational operations and comment on our findings.

We would like to thank City staff for their candor and cooperation and for the time and effort expended in responding to our many requests for information.

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## SECTION II—GENERAL OVERVIEW OF ANIMAL CONTROL

The City of Antioch is faced with important decisions relative to how to economically provide animal control service to its citizens. This section discusses animal control history and current issues relative to organizational placement, euthanasia, the legal basis for animal control, legal mandates, best practices, trends and community expectations.

### *HISTORY*

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

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

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

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

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

Municipal animal control and sheltering evolved as the overall development of animal cruelty prevention laws and humane societies spread. Originally, municipal animal control activities centered on impounding dogs to protect livestock. In 1937, at the height of a statewide rabies epidemic in California, laws were enacted to prevent the spread of rabies through impoundment, vaccination, and quarantine of biting animals. Originally, little was done to expedite the return

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<sup>1</sup> ASPCA, Website.

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of impounded animals to their owners and few resources were expended in adopting impounded animals.

### ***PUBLIC AGENCY ANIMAL CONTROL ORGANIZATION PLACEMENT***

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The nexuses that have influenced organizational placement of the animal control function are the law enforcement nature of the fieldwork (Penal Code), the early emphasis on protection of livestock (Food and Agriculture Code), and the public health concerns relative to rabies control (Health and Safety Code). Therefore, at the county level, animal control is predominately found in sheriff's offices (15), agriculture departments (8) and health and environmental health departments (16), but may also be found in general services departments (1), community services departments (1), public works departments (1), municipal services agencies (1), resource management agencies (1) or as separate departments (9). Three counties contract with humane societies, one contracts with a Joint Powers Authority and one contracts with a city.

There are 478 incorporated cities in California; 56 of these have populations of between 80,000 and 130,000. The table on the next page shows how animal control is provided in these cities:

Agency	Population	Service Provider	Organizational Placement	Shelter Service Provider
Berkeley	106,697	City	City Manager	
Hawthorne	90,014	City	Code Enforcement	Los Angeles County
Hesperia	87,820	City	Department	
Antioch	100,361	City	Police	
Burbank	108,029	City	Police	
Chico	86,949	City	Police	Butte Humane Society
Clovis	94,289	City	Police	
Costa Mesa	113,955	City	Police	City of Irvine
El Cajon	97,934	City	Police	
Indio	81,512	City	Police	
Newport Beach	84,554	City	Police	Dover Shores Pet Care Center
Rialto	99,767	City	Police	San Bernardino County
Roseville	109,154	City	Police	Placer SPCA
Santa Monica	91,439	City	Police	
Tracy	81,548	City	Police	
Westminster	93,027	City	Police	Orange County Humane Society
Mission Viejo	98,572	City	Public Services	
Victorville	107,408	City	Public Works	Victor Valley Animal Protective League
Alhambra	89,259	County	Department	
Baldwin Park	81,281	County	Department	
Carlsbad	103,811	County	Department	
Carson	97,960	County	Department	
Citrus Heights	87,321	County	Department	
Compton	99,242	County	Department	
Concord	123,776	County	Department	
El Monte	126,053	County	Department	
Inglewood	118,878	County	Department	
Merced	80,608	County	Department	
Richmond	103,577	County	Department	
Santa Barbara	90,305	County	Department	
Santa Maria	91,110	County	Department	
Simi Valley	125,657	County	Department	
Thousand Oaks	128,650	County	Department	
Ventura	108,261	County	Department	
West Covina	112,666	County	Department	
Whittier	86,945	County	Department	
Buena Park	82,768	JPA	SEAACA	
Downey	113,379	JPA	SEAACA	
Norwalk	109,695	JPA	SEAACA	
South Gate	102,816	JPA	SEAACA	
Santa Clara	115,503	JPA	Silicon Valley Animal Control Authority	
Murrieta	100,173	Private	Animal Friends Of the Valley	
Temecula	101,057	Private	Animal Friends Of the Valley	
San Marcos	82,743	Private	Escondido Humane Society	
Redding	90,491	Private	Haven Humane Society	
Fairfield	106,753	Private	Humane Animal Services	Solano County
Vacaville	96,905	Private	Humane Animal Services	Solano County
Chino	82,670	Private	Inland Valley Humane Society	
Vista	95,770	Private	North County Humane Society	
Daly City	106,361	Private	Peninsula Humane Society	
San Mateo	95,776	Private	Peninsula Humane Society	
Vallejo	121,097	Private	Vallejo/Benicia Humane Society	
Visalia	120,958	Private	Valley Oak SPCA	

In summary, we find that of the eighteen (18) cities that provide animal control service, thirteen (13) have assigned this responsibility to their police department, one (1) is a separate department, one (1) has assigned the function to code enforcement, one (1) to public works, one (1) to public services and one (1) to the City Manager’s Office. Eighteen (18) cities contract with a county, and in all of these instances, animal control is a separate department as either a stand-alone entity (Contra Costa, Los Angeles, San Diego) or is part of a large agency (Sacramento). Five (5) cities contract with a joint powers authority (JPA), four (4) of these contract with the South East Area Animal Control Authority (SEAACA) and one (1) contracts with the Silicon Valley Animal Control Authority (SVACA). Twelve (12) cities contract with a non-profit humane society. Of

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the eighteen (18) cities that provide their own animal control field service, eight (8) have contracted with another entity to provide shelter service, five (5) with a humane society and three (3) with another government agency.

Two organizational structures that have potential relevance for Antioch are joint powers authorities (JPA's) and contracting with non-profit animal welfare organizations.

### **Joint Powers Authority**

Formation of a Joint Powers Authority (JPA) to provide regional animal control services has been successful in some communities. A JPA can be formed as a partnership of entities where each member holds a position on a governing commission. Commission members are usually city council members or other elected officials. The commission sets policy for the organization, authorizes budgets and oversees the agency. Usually one member agency performs fiscal operations and payroll and provides other administrative functions. Examples of this form of governance are: Southeast Area Animal Control Authority (SEAACA), which has provided animal control service to 12 cities in Los Angeles County for 33 years; Santa Cruz County Animal Services Authority (ASA) which has served the County of Santa Cruz and the cities of Santa Cruz, Scotts Valley, Capitola and Watsonville for the last six (6) years; Silicon Valley Animal Control Authority (SVACA) which has served the cities of Santa Clara, Campbell and Monte Soreno for the last seven (7) years.

Animal control JPAs are most effective when grouping small agencies that could not provide effective service on their own or when no agency is willing to take the lead role in providing animal control service under a contractual relationship. Benefits include reduction of administrative overhead, increased economy of scale and the ability to offer programs usually associated with larger agencies, (e.g. education program, outreach adoptions, spay/neuter program, shelter medicine program, etc.).

The formation of a JPA to provide animal control service in Antioch is not practical at this time. Contra Costa County is the only other public agency providing animal control service in the county and a partnership with agencies outside the county is not practical, given political and geographic restraints and issues. This governance model would hold some relevance if other cities in the county wanted to “break away” from the Contra Costa County Animal Services Department at some time in the future. This issue is discussed in detail in Section VI of this report.

### **Contracting With Another Governmental Organization**

Eighteen (18) of the 56 California cities with populations between 80,000 to 130,000 contract with their respective county for animal control service. Contra Costa County provides animal control service to all of the cities in the county (18) with the exception of Antioch. Contracting with the County as an option is explored in Sections V and VI of this report.

### **Contracting For Animal Control Service With Non-Profit Organizations**

Some cities contract with a non-profit humane society to provide sheltering and/or full services. This is often done in smaller communities where the numbers of animals impounded is relatively low. Advantages for a public agency contracting for animal control service with a non-profit are that the public agency does not have to provide or maintain the animal shelter, or in the case of full services, the vehicles, radios, uniforms, computers and a variety of other equipment required

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to operate the program. The disadvantage is a loss of direct oversight and control. The public entity is also placed in a disadvantageous position relative to negotiating the contract rate in that the humane society can cancel the contract, leaving the public entity in the position of having to create an animal control program, inclusive of an animal shelter, in a short period of time. Since the passage of Senate Bill 1785 (Hayden) in 1998 and the focus on reducing euthanasia in animal shelters, the trend in California has been for humane societies to give up these animal control contracts due to the increased cost and mandates of the Hayden Bill.

At one time, the San Francisco SPCA provided animal control and sheltering service to the City and County of San Francisco; the Silicon Valley Humane Society provided animal control and shelter service to the City of San Jose and 8 other cities in Santa Clara County; the Monterey County Humane Society provided animal control and sheltering service for Monterey County and all 12 cities; and the Santa Cruz SPCA provided animal control and sheltering service for Santa Cruz County and all 4 cities. All of these contracts were cancelled by the humane societies. These cancellations, with the exceptions of the Silicon Valley Humane Society and San Francisco SPCA, were done with very little notice. This forced the public agencies to establish animal control programs and build animal shelters in a short period of time.

Only three California counties (Fresno, Marin and San Mateo) currently contract for animal control service with humane societies. Humane societies more frequently contract with cities. For example, of the 89 cities in Los Angeles County, 42 contract with the County, 12 contract with the Southeast Area Animal Control Authority (SEAACA), a Joint Powers Authority (JPA), 7 contract with the Pasadena Humane Society, 5 contract with the Inland Valley Humane Society and 4 contract with the San Gabriel Humane Society. City contracts have also been cancelled by humane societies. For example, Sonoma County Humane Society cancelled its contract with the City of Santa Rosa in 2001.

There are no non-profit animal welfare organizations of a size or inclination to undertake the provision of animal control field and shelter service for the City of Antioch at this time. If the City wishes to explore having a non-profit take over all or part of the current animal control program, an organization will have to be created for that sole purpose. We will explore this option in more detail in Section VI of this report.

### ***THE EUTHANASIA DEBATE***

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The fate of unwanted animals needs to be addressed when a community considers examination of its animal control program. All who read this report need to realize that there is a huge divide between those who care passionately about this issue and those who are ambivalent about animals or even outright hostile to the idea of spending public funds on anything other than the efficient killing of stray or unwanted animals.

Several national organizations have adopted policies and guidelines that can be used by community leaders when trying to develop workable policies to guide the public agency tasked with caring for a community's stray and unwanted animals. We will include these positions in this section of the report.

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## ***ANIMAL REPRODUCTIVE CAPACITY***

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The reproductive capacity of dogs and cats far exceeds that of humans. The Humane Society of the United States has calculated that one female dog and her progeny can produce more than 67,000 offspring in seven years. One female cat can produce more than 430,000<sup>2</sup> offspring. No, these are not typographical errors. The numbers represent a maximum that is not attainable because it is based on the assumption that all animals in a population can and do breed to their maximum biological capacity, and live long enough to reach their reproductive potential. However, the breeding potential gives some idea of the magnitude of the problem facing animal control agencies.

## ***FULL ACCESS PUBLIC SHELTERS***

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Private, non-profit humane societies can be selective relative to the number and type of animals that they take in and care for. A public shelter cannot adopt this operational model and fulfill its responsibility under the law relative to the impoundment of stray animals and rabies control (Sections 1815, 1816 and 1834 of the State Civil Code, Section 597.1.k. (1) of the State Penal Code, Division 14 of the State Food and Agriculture Code, Sections 121575-121710 of the State Health and Safety Code Sections, 2606, 2606.2 and 2606.4 of the California Code of Regulations).

Many well-intentioned individuals ignore this basic fact when calling for their public shelter to become a “no-kill shelter.” The City of Antioch impounds stray dogs and cats and accepts all owner-relinquished animals. Some of these animals will not be adopted because of health, age, timidity, size, aggressive behavior or other behavioral issues.

## ***HSUS STATEMENT ON LIMITED-ADMISSION ANIMAL SHELTERS***<sup>3</sup>

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The following is an excerpt from the Humane Society of the United States magazine *Animal Sheltering*, September-October 1997.

### **Admission Policies**

“Limited-admission animal shelters vary widely in scope and philosophy. However, they are distinguishable from open-admission shelters primarily by the fact that they choose not to euthanize animals in response to the tragic problem of companion animal overpopulation. As a result, these organizations limit the number of animals they will accept because they lack the space and/or resources necessary to properly care for the numbers of animals they would otherwise receive. Limited-admission shelters keep or foster all animals they choose to admit until the animals can be placed in adoptive homes or die of natural causes (many do euthanize suffering or aggressive animals).

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<sup>2</sup> HSUS Website

[http://www.hsus.org/pets/issues\\_affecting\\_our\\_pets/pet\\_overpopulation\\_and\\_ownership\\_statistics/hsus\\_pet\\_overpopulation\\_estimates.html](http://www.hsus.org/pets/issues_affecting_our_pets/pet_overpopulation_and_ownership_statistics/hsus_pet_overpopulation_estimates.html).

<sup>3</sup> Animal Sheltering Magazine The Euthanasia Debate September/October 1997 P 18.

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“When a limited-admission shelter does not accept every animal brought to it the HSUS believes that the organization has an ethical mandate to ensure that there is an animal shelter in the community whose doors are open to all homeless and unwanted animals. Where no such shelter exists, an organization that turns away a stray or owned animal until space opens up at the shelter risks losing that animal to abandonment or some other cruel fate, and bears partial responsibility for that fate.

“In short an organization that chooses not to accept every animal can *supplement* an open-admission animal shelter, but it cannot *substitute* for one.”

## Fund-Raising and Public Relations

“Organizations that choose not to euthanize animals, like all organizations should strive to be forthright with the public. The HSUS strongly believes that it is unethical for a limited-admission shelter to advertise that it “does not kill animals” without also acknowledging publicly that the shelter does not accept every animal brought to it. Moreover, a limited-admission organization’s fund-raising solicitations should acknowledge that the shelter’s ability to choose *not* to euthanize homeless animals depends in part upon the existence of animal shelters that *do* so. To fail to be forthright about the realities of pet overpopulation is to create in the public’s mind the false and harmful perception that every animal shelter could choose to end companion animal euthanasia without disastrous animal suffering resulting from that decision.”<sup>4</sup>

## SHELTER SIZE AND EUTHANASIA RATE

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Approximately 45 to 50 percent of the square footage of a modern shelter is devoted to the housing of dogs. If, in a hypothetical case, a shelter has 100 dog kennels, impounds 25 dogs a day, returns 5 to owners each day, and adopts 5 each day, the shelter will fill all of its kennels in seven days. If the shelter is doubled in capacity, it will be full in 14 days.

Extending the holding periods for animals gives some animals a longer time to be redeemed or adopted. However, many animals are abandoned by their owners, and there are more animals than available homes. Extended holding periods also place animals at risk relative to the contraction of contagious diseases that are present in shelters from time to time despite the best efforts of shelter personnel to control this factor.

The current legal holding period for shelter animals in California is six days plus the day of impoundment. This can be reduced to four days if the shelter is open one weekend day or one weekday evening until 7:00 P.M. Extending the holding period beyond the legal minimum can have a positive effect on the euthanasia rate if there is a concerted effort to increase adoption and redemption rates and increase the number of animals that are spayed/neutered.

If, in the above example, adoption and redemption rates are increased by 20 percent, i.e. one more animal per day is adopted and redeemed, it will take eight days to fill the shelter if it had 100 kennels and 16 days if it had 200 kennels. If, on the other hand, the same 20 percent

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<sup>4</sup> Ibid.

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reduction is applied to animal impoundment, it would take 10 days to fill if it had 100 kennels and 20 days if it had 200 kennels. If all of these strategies were combined, it would take 13 days to fill if it had 100 kennels and 25 days if it had 200 kennels. This example can be repeated using any size shelter, and the result will always be that you reach a point where some animals need to be killed to make room for those animals coming into the shelter. Until the number of animals being redeemed and adopted equals the number impounded, there will always be animals euthanized at public shelters.

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## ***WHAT NATIONAL HUMANE ORGANIZATIONS SAY ABOUT EUTHANASIA***

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### **Humane Society of the United States (HSUS)<sup>5</sup>**

“The euthanasia of animals has been acknowledged by most animal protection organizations, including the HSUS, as an appropriate and humane means of ending the suffering of an animal in physical distress. It is also used widely to end the lives of animals that have severe behavioral problems, including aggression, and cannot be adopted into an appropriate new home because they pose a threat to the health and safety of people or other animals.

“The use of euthanasia to end the lives of healthy, adoptable animals is more controversial. The practice is still conducted in many parts of the United States for dogs and cats because open-admission shelters and animal control agencies do not turn away animals and do not have sufficient space to house all of the animals that need shelter. These public and private facilities face the lose-lose choice of euthanizing healthy animals or turning them away. The HSUS advocates the use of a wide range of tools—including training and education of the pet-keeping public to reduce the frequency of animal relinquishment, public and private spay and neuter programs to slow the birth rate for animals, active promotion of adoptions of shelter animals, and aggressive policies to discourage excessive breeding of animals, especially from puppy mills—to create a social environment where the number of people seeking to adopt animals is roughly equivalent to the number of homeless animals.”

### **People for the Ethical Treatment of Animals (PETA)<sup>6</sup>**

“Some animals who make it into open-admission shelters are reclaimed by their guardians or adopted into new homes. But the sad fact is that there are far too few good homes for unwanted animals. Even if there were enough good homes to take in unwanted animals, many animals ending up in animal shelters are truly un-adoptable. Dogs and cats are often taken to shelters because of serious health conditions such as parvovirus, contagious mange, upper respiratory infections, fungal infections, and even broken limbs. Some are given up because of severely aggressive behavior. Many dogs have lived their whole lives on chains or in tiny, filthy pens and are generally un-socialized or fearful of people. Most potential adopters are looking for small, cute, housebroken puppies without medical

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<sup>5</sup>HSUS Website [http://www.hsus.org/about\\_us/policy\\_statements/statement\\_on\\_euthanasia.html](http://www.hsus.org/about_us/policy_statements/statement_on_euthanasia.html).

<sup>6</sup>PETA Website <http://www.helpinganimals.com/f-overpop3.asp>.

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problems. Few who walk into shelters want to adopt the sick, injured, or aggressive animals they will see there.

“Fortunate homeless, unwanted animals who aren't adopted from shelters in a timely manner and are not claimed by their families receive painless, peaceful deaths in loving arms by way of an intravenous injection of sodium pentobarbital. **This—and only this—is true euthanasia**, a good death. Euthanasia is a kindness, often the only kindness ever known for animals who are born into a world that doesn't want them, has not cared for them, and ultimately has abandoned them to be disposed of as "surplus" beings.”

### **Asilomar Accords<sup>7</sup>**

“We acknowledge that the euthanasia of healthy and treatable animals is the sad responsibility of some animal welfare organizations that neither desired nor sought this task. We believe that the euthanasia of healthy and treatable animals is a community-wide problem requiring community-based solutions. We also recognize that animal welfare organizations can be leaders in bringing about a change in social and other factors that result in the euthanasia of healthy and treatable animals, including the compounding problems of some pet owners/guardians' failure to spay and neuter; properly socialize and train; be tolerant of; provide veterinary care to; or take responsibility for companion animals.”

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

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All states have enacted laws relative to the regulation of animals and certain interactions of people with animals. These laws fall into several broad categories:

- ◆ Animal cruelty
- ◆ Land use/zoning
- ◆ Hunting and fishing
- ◆ Protection of livestock
- ◆ Rabies control
- ◆ Licensing
- ◆ Regulation of dangerous/vicious dogs
- ◆ Regulation of animal shelters
- ◆ Spay/neuter requirements.

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<sup>7</sup> Principals developed by leading humane organization leaders see:  
[http://www.hsus.org/pets/pets\\_related\\_news\\_and\\_events/differences\\_aside\\_animal\\_welfare\\_groups\\_come\\_together/Asilomar-2004-Accords.html](http://www.hsus.org/pets/pets_related_news_and_events/differences_aside_animal_welfare_groups_come_together/Asilomar-2004-Accords.html).

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## **CALIFORNIA ANIMAL LAWS**

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California animal laws exist at the state and local level. At the state level, they take the form of regulations and statutes. At the local level, laws are designated as county ordinances or city codes.

### **Regulations**

The California Code of Regulations are rules adopted by California regulatory agencies to implement, interpret, or make specific the law enforced or administered by it, or to govern the agency's procedure. Regulations are adopted by a state agency, approved by the California Office of Administrative Law, filed with the Secretary of State and signed by the Governor. Regulations so adopted have the full force of law. Regulations are only enacted under the authority of a statute. Such regulations do not follow the legislative cycle and can be adopted, changed or repealed at any time.<sup>8</sup>

### **Statutes**

California animal laws are contained in the following State Codes:

- ◆ Business and Professions Code
- ◆ Civil Code
- ◆ Civil Procedures Code
- ◆ Corporations Code
- ◆ Education Code
- ◆ Fish and Game Code
- ◆ Food and Agriculture Code
- ◆ Government Code
- ◆ Health and Safety Code
- ◆ Labor Code
- ◆ Penal Code
- ◆ Probate Code
- ◆ Public Resources Code
- ◆ Revenue and Taxation Code
- ◆ Vehicle Code
- ◆ Welfare and Institutions Code.

Responsibility for enforcing some of these statutes is specifically delineated (e.g. the Fish and Game Code). However, in most instances the enforcement entity is not specifically set forth. State and local law enforcement personnel at the city and county level can and do enforce the

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<sup>8</sup> California Animal Laws Handbook, State Humane Association of California, 2007.

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majority of these State laws. From a practical standpoint, because of the specialized nature of some animal related laws and the expertise and special equipment needed, many of these animal related laws are enforced by animal control personnel.

### **Animal Control Officer Authority**

Animal control officers are not peace officers, but they may exercise the powers of arrest of a peace officer, as specified in California Penal Code Section 836, and the power to serve warrants, as specified in California Penal Code Sections 1523 and 1530, during the course and within the scope of their employment, if those officers successfully complete a training course in the exercise of those powers pursuant to California Penal Code Section 832.<sup>9</sup> This training curriculum is prescribed by the California Commission on Peace Officers and Training and consists of two components, which total a minimum of 64 hours. The Arrest component has a 40-hour requirement and the Firearms component has a 24-hour requirement. **Antioch Animal Control Officers are not required to obtain a PC 832 certificate. The City should review this issue.**

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### ***ORDINANCES AND CITY CODES***

Ordinances and city codes are local laws. Ordinances and codes, to be enforceable, must not conflict with state or Federal law. Animal control ordinances at a minimum typically include the following sections:

- ◆ Animal licensing
- ◆ Animal at large restrictions
- ◆ Impoundment provisions
- ◆ Rabies control
- ◆ Bite report requirements
- ◆ Restrictions on wild or exotic animal ownership
- ◆ Regulation of animal nuisances
  - Noise
  - Waste
- ◆ Regulation of dangerous animals.

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### ***LEGISLATIVE EFFORTS***

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

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<sup>9</sup> California Penal Code Section 830.9.

- ◆ The banning of altitude chambers for euthanasia
- ◆ Requiring only one animal at a time be killed in carbon monoxide chambers
- ◆ Requiring that cats be held for 72 hours before they could be euthanized
- ◆ Requiring that animals be spayed/neutered before adoption or a certificate purchased to cover the cost of the sterilization
- ◆ Requiring that Animal Control Officers obtain an 832 P.C. module a. certificate
- ◆ Requiring that Animal Control Officers report instances of child abuse to Child Protective Services.

Concerned citizens and local and national non-profit animal groups – e.g. The Humane Society of the United States (H.S.U.S.) and the American Society for the Prevention of Cruelty to Animals (A.S.P.C.A) – continued to press for the reduction if not elimination of companion animal euthanasia at the country’s animal shelters. This advocacy has resulted in several national news stories that brought this issue to the attention of local concerned citizens, who began lobbying for improvements in policies, procedures, facilities, and quality of personnel engaged in animal control activities. In many instances, their concerns were not addressed at the local level, and this in turn led to legislation at the State level.

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

- ◆ Stating that it is the policy of the State that “no adoptable animal should be euthanized if it can be adopted into a suitable home.”
- ◆ Requiring that stray animals be held six business days, not counting the day of impoundment. (The prior requirement was 3 days plus the day of impoundment.)
- ◆ Reducing the holding requirement to four business days, not counting the day of impoundment, if the shelter is: (a) open until 7:00 PM one weekday; or (b) the shelter is open one weekend day; or (c) if the shelter has fewer than three employees and is not open during all regular weekday business hours and has established procedures for owners to reclaim lost animals by appointment.
- ◆ Requiring that surrendered animals be held for two business days, not counting the day of impoundment. This holding period increased to the same as for stray animals noted above, effective July 1, 2001. The effective date of this provision was modified by AB 2754 (House) to become operative July 1, 2002. AB 2754 also modifies the Hayden Bill to allow surrendered puppies and kittens to be made immediately available for adoption. AB 2754 also requires that all animals be scanned for microchips.
- ◆ Requiring that efforts be made to provide veterinary treatment for ill or injured animals so as to make them suitable for adoption.
- ◆ Requiring specific records be kept on all animals impounded, surrendered and/or medically treated.

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- ◆ Requiring that animals be turned over to non-profit rescue groups prior to the animal being euthanized.
  - ◆ Requiring that reasonable efforts be made to reunite lost pets with their owners and specifying that owners and the finders of pets be provided with specific information.
  - ◆ Requiring that all animals adopted from public and non-profit shelters be spayed/neutered.
  - ◆ Providing an exception to this requirement for agencies in counties having populations of less than 100,000.
  - ◆ Requiring the imposition of fines on redeemed pets that are not spayed/ neutered.

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

- ◆ Reduction of flexibility in managing the population of public shelters. As noted above, animal shelters have a finite capacity. By requiring the non-discriminate holding of all animals regardless of their adoptability, shelter managers find it more difficult to manage the shelter population. In some instances, more adoptable animals must be euthanized to reduce overcrowding caused by lengthened holding periods for animals that have little chance of being adopted.
- ◆ Adoption of a State policy that “...no adoptable animal should be euthanized if it can be adopted into a suitable home.” Few would disagree with the intent of this goal. However, the definition of “adoptable” is open to interpretation and thus the subject of, at times, acrimonious debate between animal activist and public shelter managers.
- ◆ Required the expenditure of public funds on the expansion of some facilities and the adoption of other requirements.
- ◆ The State was reluctant to pay for increased local agency costs as required by the provisions of SB 90. The Commission on State Mandates determined that certain provisions of SB 1785 were reimbursable, but not others. The State and the original government agencies that brought the claim for reimbursement litigated certain issues relative to the scope of reimbursement. As of this date, the State has not pursued its lawsuit, and the local public jurisdictions have abandoned their lawsuit.

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

- ◆ Required that all animals, (with some medical, age and size of population exemptions) had to be spayed/neutered prior to adoption. This requirement tasked the resources of many public shelters, but it also started cooperative relationships with the non-profit and veterinary community in some jurisdictions.
- ◆ Resulted in an overall increase in the number of animals that were spayed/neutered in some communities.

## MANDATES AND COMMUNITY EXPECTATIONS

### Legal Mandates that Impact Animal Control Programs

Animal control departments perform a number of mandated functions. In addition to these statutory requirements, the program has high visibility. The State of California has a stated policy promoting adoption of shelter animals and a goal of reducing euthanasia. Local government agencies are mandated to provide programs to control rabies, to control strays (animal impound services and animal shelter), to control animal population growth by providing for the spaying or neutering of adopted animals prior to placement in a new home and to provide treatment to sick and injured impounded animals. The following table lists some major mandates that affect animal control programs:

Function	Mandate	Reference
Holding period	5 days stray	SB 1785 F & A Various sections
Treatment	Stray sick and injured must be treated	SB 1785 Penal 597
Population control	Spay and neuter of adopted dogs/cats	F & A 30503, 31760-31766
Standard of care, shelter animals	Food, water, shelter	Civ Code 1834, H & S 121690
Rabies control program, clinics	Health Officer, \$6 shots, public clinics	H & S 120130-121615
Animal Shelter system	A way to impound stray dogs	F & A Code 31105
Dog license program	Licenses required after 4 months	H & S 121690 et al
Partnerships	SB 1785 with 501(c)(3) organizations	F & A 31108, 31753-31754
Cruelty Investigations	Animal Control responsibility	Penal Code 597
Seizure of animals	Required under certain cases	Penal Code 597. 597.1
Dangerous Dogs	State and local laws	F & A Code 31601-31683
Stray Dogs	Impound stray dogs	F&A Code 31105
Euthanasia-shelter animals	Must provide certified staff	F & A Code 31105
Animal Fighting	Penal code	Penal code 597.5, 599.a
Rodeos/Exhibitions	Penal Code	Penal code 596.7
Search and seizure	Penal Code	PC 1523, PC 1524, PC 599a
Vaccinations	Low fee rabies clinics	H & S 121690 f
Feral cats	Shelter evaluation, release to non-profits	F & A 31752

### Discussion of Mandates

#### *Rabies Control*

Health and Safety Code Sections 120130 through 121705 provide that the local Health Officer is responsible for the administration and enforcement of Section 121690 of the California Health and Safety Code in officially declared rabies areas. (All of California’s counties are currently designated as rabies areas.) The mandate includes responsibilities to quarantine rabies suspect animals or destroy the animal(s) at the discretion of the Health Officer, to distribute anti-rabies vaccine, to investigate reports of rabies (bite investigations), to enforce dog licensing and rabies vaccination requirements and to provide dog vaccination clinics.

#### *Stray Animal Shelter*

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

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### *Spay and Neuter of Adopted Animals*

Food and Agricultural Code Section 30503 (dogs) states, "...no public animal control agency or shelter, society for the prevention of cruelty to animals shelter, humane society shelter, or rescue group shall sell or give away to a new owner any dog that has not been spayed or neutered." and Section 31751.3 (cats) further states, "...no public animal control agency or shelter, society for the prevention of cruelty to animals shelter, humane society shelter, or rescue group shall sell or give away to a new owner any cat that has not been spayed or neutered." These code sections require that dogs and cats adopted from shelters be spayed or neutered.

### *Treatment of Sick and Injured Animals*

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

### **Discussion of Community Expectations**

In general, community expectations of animal control organizations nationally, and especially in California, have dramatically increased over the past fifteen to twenty years. Communities expect animals in shelters to receive a reasonable standard of care and to see a reduction in the killing of companion animals.

The public expects animal control organizations will be service oriented, with a rapid and responsive field staff, informed and helpful customer care representatives, and a high standard of care for sheltered animals. In addition, the public frequently expects assistance with wildlife issues, advice on a broad variety of animal matters, resolution of complex investigations, including animal neglect and animal noise complaints, and intervention and prosecution of animal cruelty.

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## ***CURRENT ANIMAL CONTROL ISSUES, TRENDS, AND BEST PRACTICES***

### **Information Technology**

As workloads increase, information technology improvements become mandatory if an agency is to fulfill its service responsibilities. All progressive major animal control agencies have installed software and hardware that enables them to keep track of service calls, animal inventory, work schedules, call frequency by area, complainant and defendant records, rabies control information, administer animal licensing, etc. These systems provide a relational database from which virtually any report can be generated. Many agencies, including Antioch, have installed the Chameleon system from HLP Inc. Antioch installed the Chameleon system in 1995.

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## **Field Services**

As California's population increases and expands into areas once considered rural, the workload of animal control field personnel increases and changes. Animal control service requests are generated by citizen requests for service. Few agencies have the resources to engage in "unassigned patrols." In most large jurisdictions, animal control field staff move from one call to the next with no time to take care of general housekeeping activities such as looking for loose dogs or picking up dead animals that are not first called into the agency. Many requests for service involve activities that citizens previously handled themselves or did not report. Barking dog calls, animal cruelty investigations, and calls involving human interaction with wildlife become more frequent and time consuming as citizens move into once rural areas. A modern field services program utilizes public contact encounters to educate the public relative to responsible pet ownership, spay/neuter and the benefits of dog licensing. These encounters can result in fewer future contacts and a reduction in animal impoundments.

### ***Rabies Control***

Policies and procedures relative to the handling of rabies suspect animals and the protocols for rabies testing should be developed in conjunction with the communicable disease staff of the County Health Department. Initial and recurrent training of field and kennel staff in this subject area should be undertaken and documented.

## **Shelter Services**

California is experiencing an animal shelter building boom as population increases and aging facilities are unable to provide either legally mandated shelter services or adequate humane housing for the communities' animals. Increased legally mandated holding periods have resulted in great concern for the health of animals held at public shelters. The death of large numbers of animals at public shelters because of inadequate disease prevention or inadequate policies relative to the euthanasia of sheltered animals will be a cause of great concern and public scrutiny in most communities. Disease outbreaks at shelters have led to the killing of large numbers of animals and have resulted in significant media attention and public outcry.

### ***Temperament Testing***

In the past, shelters utilized subjective evaluations relative to what dogs were placed for adoption. Age, size, breed, and observed behavior were some of the criteria used by shelter workers to determine which animals to place for adoption and which ones were to be euthanized. Public liability concern, the return of animals after displaying aggression in the new adopter's home, the resulting additional holding periods, and limited shelter space led shelter administrators to seek more objective and valid criteria on which to base adoptability decisions. There are various means to assess a dog's temperament and resultant adoptability. Two of the more widely used are: "Assess-a-Pet" and SAFER/Meet Your Match. Some agencies, including Antioch, have developed their own system of testing based on a combination of methods.

## **Adoption Services - Public/Private Cooperation**

With public and legal attention drawn to the killing of companion animals in the state's animal shelters, local agencies and concerned non-profit groups are forming alliances to move beyond the traditional "come to the shelter" approach to animal adoption. Non-profit foster programs, outreach adoption efforts, mobile adoption, media advertising, the Internet and interagency

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transfer of animals are all being tried to increase the number of animals adopted from local public shelters. All of these efforts, particularly relationships with local animal-based non-profits, need to be developed and/or expanded. All of the community's resources should be brought into play in order to reduce the number of animals euthanized. The City of Antioch's animal control program has established cooperative working relationships with many of the area's non-profit animal welfare organizations and rescue groups.

## **Revenue Generation**

As more is expected of animal control agencies relative to providing service, personnel costs tend to rise in order to meet these demands. With local budgets in crisis, it is imperative that all revenue sources be examined so that needed programs are adequately funded. **It should be noted that no public animal control program generates enough revenue to be self-supporting. Even the most well managed programs require significant general fund support.** The revenue source that has the largest impact on net cost is animal licensing followed by fines and fees. Various strategies have been developed by agencies to increase revenue in these areas.

### *Dog Licensing*

Traditional enforcement in this area has been generally regarded as the best way to deal with the problem of unlicensed dogs. Field staff issue court citations that require purchase of a dog license and the payment of a court fine. This is very time consuming and very inefficient if it is the only method of license enforcement employed. In addition, fine revenue has no *return to source* provision so that the enforcement agency does not share in any of the fine revenue. Ordinances that require local veterinarians to provide copies of rabies vaccination certificates to the local animal control agency and the utilization of a computer cross-match between the agency's licensing file and the rabies certificate provides a cost-effective first step in the licensing enforcement system. Other trends include the investigation of using e-commerce via the Internet, allowing the use of credit cards for payment and increases in animal licensing fees. Antioch has outsourced a major portion of its licensing program to a private firm. This issue is discussed in Section V of this report.

### *Cat Licensing*

The licensing of cats has not been adopted by many agencies. The reasons for this involve the legal ownership of cats and the reluctance of the State Department of Health to require rabies vaccination and licensing of cats even though they have been increasingly seen as a vector for rabies in California. Without State-mandated rabies vaccination, a local ordinance requiring cat licensing would be very difficult if not impossible to enforce.

### *Fines and Fees*

Agencies should examine their fine and fee structures to ascertain whether the amount charged adequately covers the cost of providing the service. The impact of the charge on compliance must also be examined. For example, increased revenue projections derived from increases in redemption and surrender fees must be weighed against the operational costs if animals are not redeemed by their owners or if animals are declared stray instead of owned in order to avoid the surrender fee.

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### *Revenue Collection*

Billing procedures and collection strategies should be examined in order to reduce the amount of uncollected revenue. Credit card billing should be considered if clients are billed when claims of insufficient cash to pay the fine and/or fee are advanced by customers. The initial cost of offering this service and the variable cost of credit card company percentage charges needs to be determined. An analysis of these costs versus the cost of non-collectable debt should be undertaken. Strategies for referring bad debt to collections should also be developed.

### **Spay/Neuter Programs**

The passage of AB 1856 (Vincent) has led many agencies to ponder how to meet this State mandate. Agencies that had low cost spay/neuter programs in place were faced with reducing or eliminating this public service and using these resources to spay/neuter shelter animals in order to comply with AB 1856. Other agencies had to either contract with local veterinarians to provide this service or form cooperative relationships with local non-profits that were operating a spay/neuter clinic in order to comply with the law. Hiring veterinarian staff that is willing and capable of doing high volume spay/neuter work has been and will continue to be a challenge for local animal control agencies. The City of Antioch utilizes East Hills Veterinary Hospital to provide spay/neuter services and veterinary care for sick and injured shelter animals.

### **Risk Management**

#### *Public Liability*

Animal control activity has the potential to expose municipal governments to significant public liability. Primary areas of concern are vehicle operation, firearm usage, the killing of someone's animal prematurely and rabies control activities.

#### *Vehicle Operation*

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

#### *Firearms Usage*

Use of firearms by animal control field staff is unavoidable unless an agency is willing to divert police officers to scenes where the humane killing of injured wildlife is necessary or where a rabies suspect animal is involved. Strict policies on the safe use of firearms should be developed. P.O.S.T. certified firearm instructors should be utilized for initial and recurrent training. The safe and proficient use and storage of firearms by agency staff should be examined no less than annually and adherence to agency policies made a condition of continued employment. Antioch does not issue firearms to their Animal Control Officers.

### **Workers' Compensation**

Animal control field staff and kennel personnel share significant exposure to situations conducive to work connected injury. Primary exposures are lifting and restraint injuries to back, neck, arm and leg joints, animal bites, automotive accidents, rabies, and Lyme disease. Pre-exposure rabies and Lyme disease vaccinations should be considered. Initial training in safe vehicle operation and proper lifting and restraint techniques should be implemented and

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recurrent training should be scheduled annually. Animal control vehicles should be equipped with winches or lifts for loading large animals to reduce the incidence of back, neck and limb injuries. One significant workers' compensation claim and associated lost time will cost more than the aforementioned winches or lifts.

## **Training**

Initial and recurrent training of animal control staff is critical if an agency is to provide a public service oriented program for its citizens. An agency mission statement, goals and objectives need to be developed and the training curricula developed around these core concepts. Evaluation of training should be developed in conjunction with, and made a part of, the training program. (See Section V for a discussion of this issue.)

## ***CONCLUSION***

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Animal control can be performed by counties, cities, humane societies contracting with a public entity or by a joint powers authority.

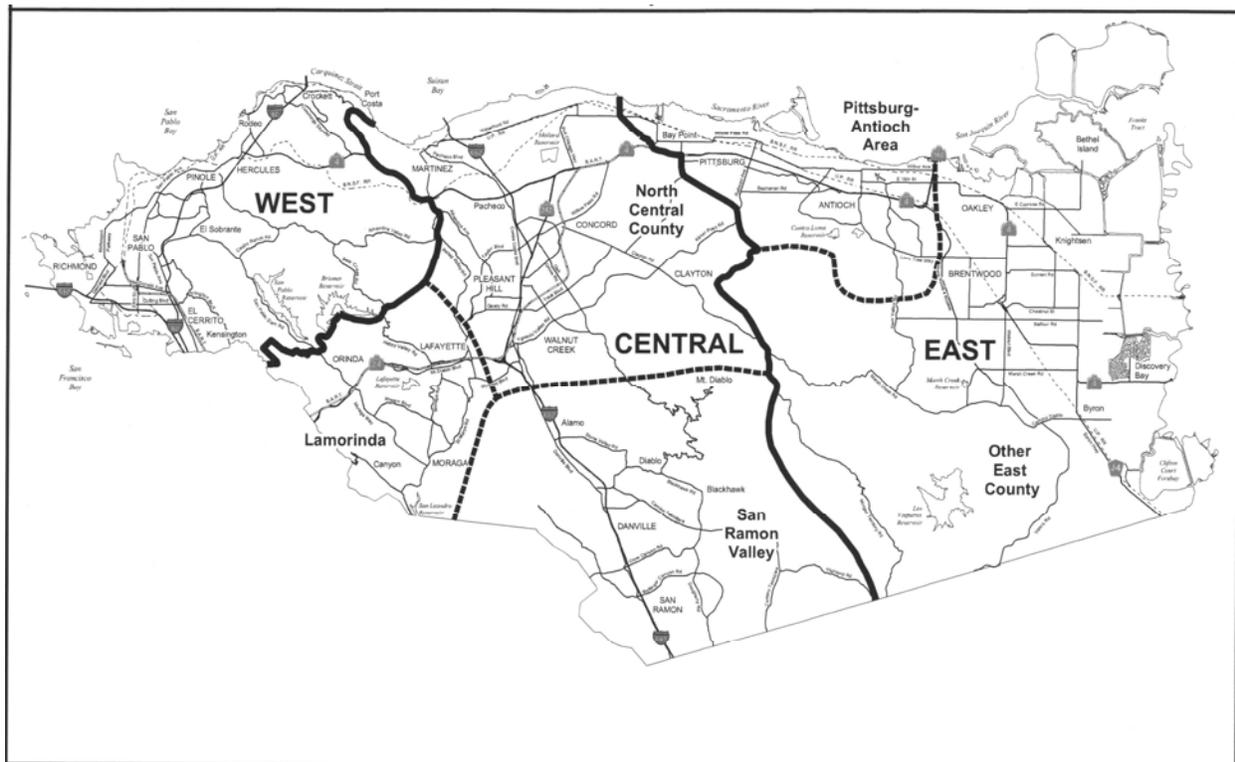
Animal control programs operate under many state statutes. These laws often dictate requirements for: rabies quarantine, rabies vaccination clinics, care of sheltered animals, length of impound, record keeping, spay/neuter of shelter animals before adoption, method of euthanasia, euthanasia training requirements, veterinary care of shelter animals, release of animals to rescue groups, animal licensing, animal cruelty investigations, seizure of animals, hearing procedures, inspection of circuses and pet stores, etc.

Communities expect animals in shelters to receive a reasonable standard of care and to see a reduction in the killing of companion animals. Recent changes in State law and heightened community expectations have significantly changed the focus of animal control and have led to increased costs to operate these programs.

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## Contra Costa County Regions<sup>2</sup>



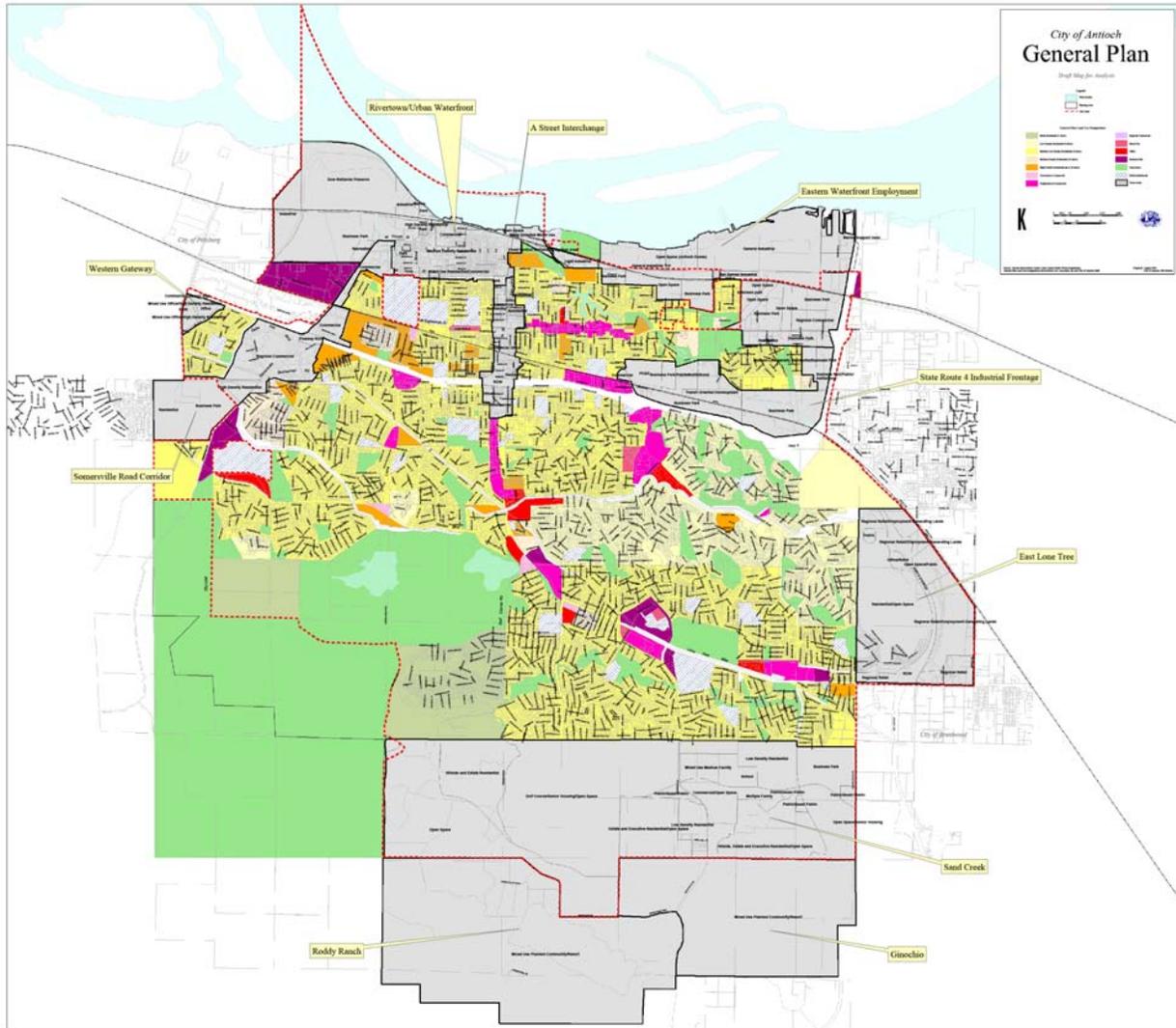
Six different sub-areas of Contra Costa are illustrated above. The County is usually considered as comprising three distinct regions: West County, Central County, and East County. Central County is further generally considered as comprising North Central County, Lamorinda, and the San Ramon Valley. East County is composed of the Pittsburg-Antioch area and "Other East County." The incorporated cities and unincorporated areas of each region are shown below.

West County		Central County		East County	
Incorporated places	Unincorporated places	Incorporated places	Unincorporated places	Incorporated places	Unincorporated places
El Cerrito Hercules Pinole Richmond San Pablo	Bayview-Montalvin Crockett East Richmond Heights El Sobrante Kensington North Richmond Port Costa Rodeo Rollingwood Tara Hills	Clayton Concord Danville Lafayette Martinez Moraga Orinda Pleasant Hill San Ramon Walnut Creek	Alamo Blackhawk-Camino Tassajara Canyon Clyde Diablo Mountain View Pacheco Vine Hill Waldon	Antioch Brentwood Oakley Pittsburg	Bay Point Bethel Island Byron Discovery Bay Knightsen

<sup>2</sup> Contra Costa County General Plan pgs 2-1, 2-2.

## City of Antioch

The City of Antioch comprises 27.6 square miles, 27 square miles of which is land.<sup>3</sup>



The City is bordered on the North by the San Joaquin River, on the West by the City of Pittsburg on the East by the City of Oakley, on the South East by the City of Brentwood, and to the South by the Sand Creek area, Ginochio Property, Roddy Ranch and open space.

### ***ANIMAL CONTROL ISSUES RELATIVE TO GEOGRAPHY***

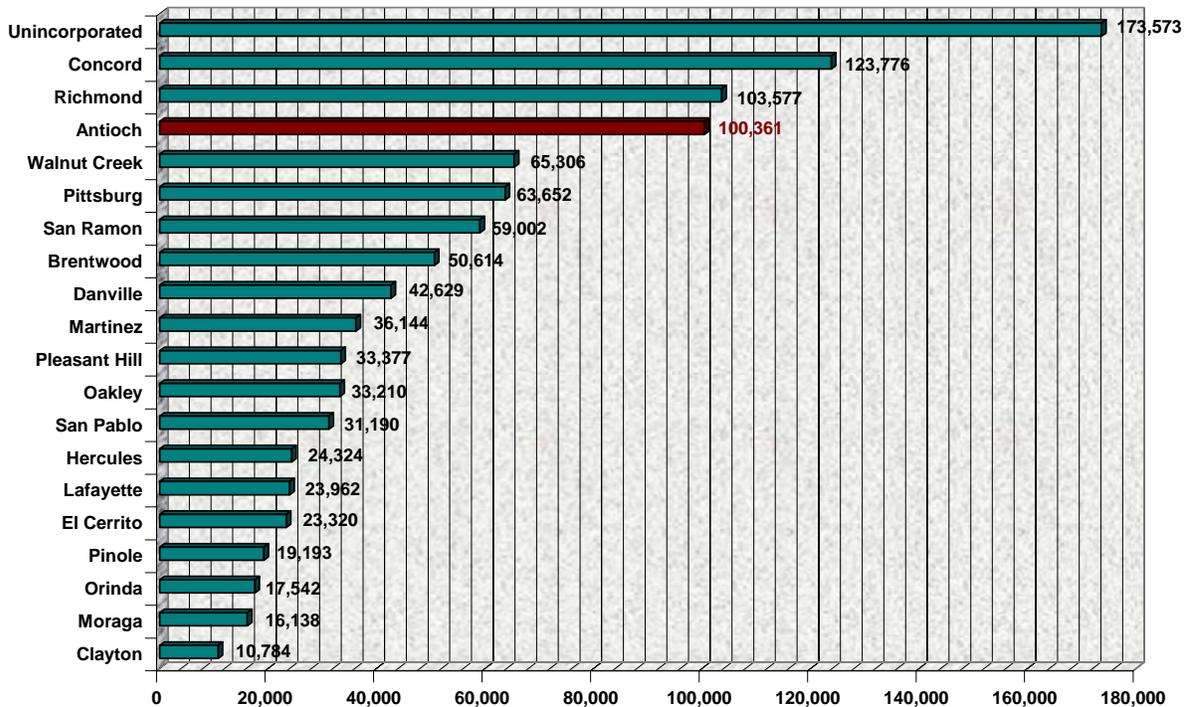
The inclusion of the Sand Creek, Ginochio Property and Roddy Ranch within the Urban Limit Line will expand the land area animal control officers will have to service. This will increase response times given current staffing levels.

<sup>3</sup> Map, City of Antioch General Plan.

## Population and Growth

### 2008 County Population<sup>4</sup>

The population of Contra Costa County for 2008, according to the State Department of Finance, is 1,061,900. This population is distributed among the various cities and the unincorporated area of the County as follows. Antioch is the third most populous city in the county with a population of 103,361. By 2010, Antioch is projected to surpass the City of Richmond and become the second largest city in the County.



### East County Population<sup>5</sup>

The population of East Contra Costa County is concentrated in four (4) cities. These cities comprise approximately 24 percent of the total population of the County. This area and the surrounding unincorporated area will account for a large percentage of the county's growth over the next 25 years.

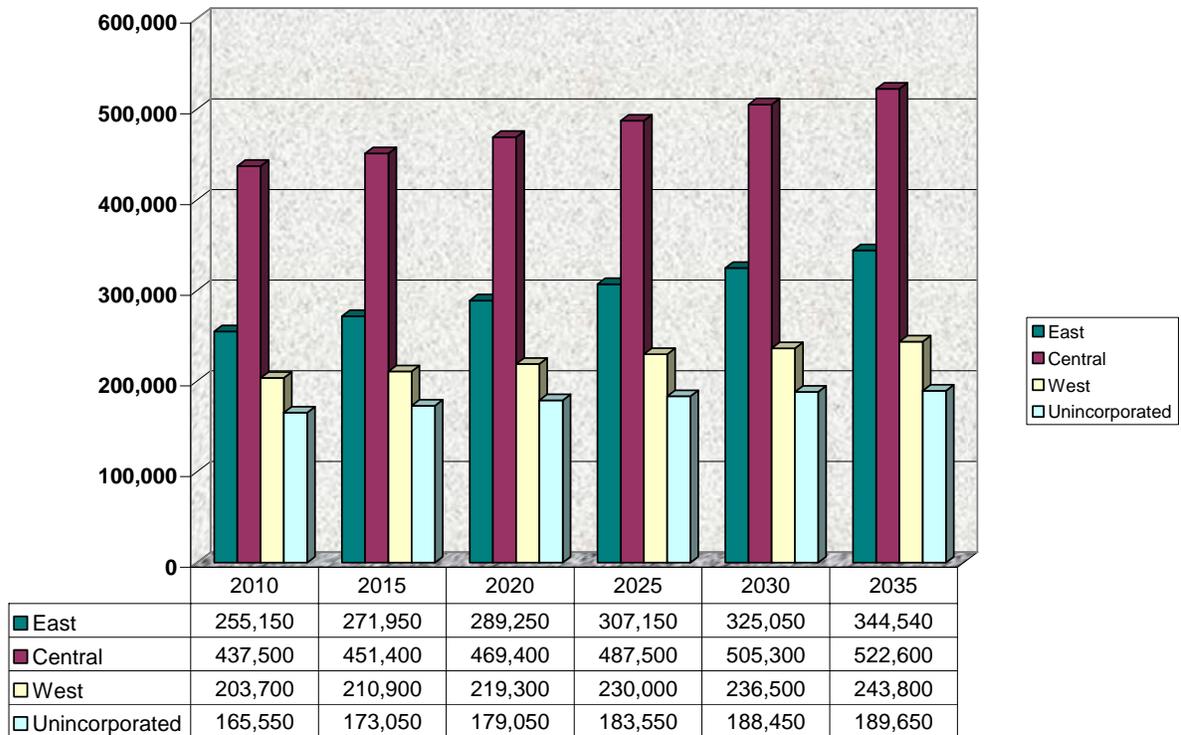
City	Population
Antioch	100,361
Brentwood	50,614
Oakley	33,210
Pittsburg	63,652
<b>Total</b>	<b>247,837</b>

<sup>4</sup> California Department of Finance.

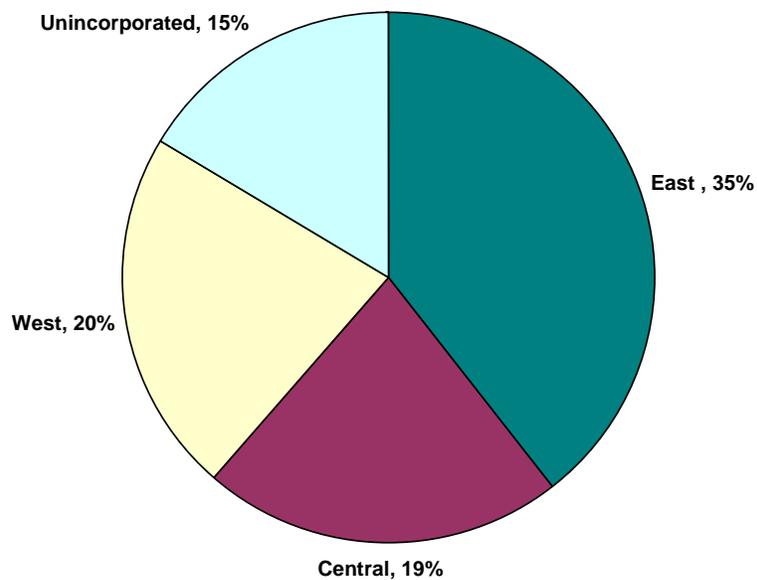
<sup>5</sup> Association of Bay Area Governments, Projections 2007.

## REGIONAL POPULATION GROWTH<sup>6</sup>

REGIONAL POPULATION GROWTH 2010-2035



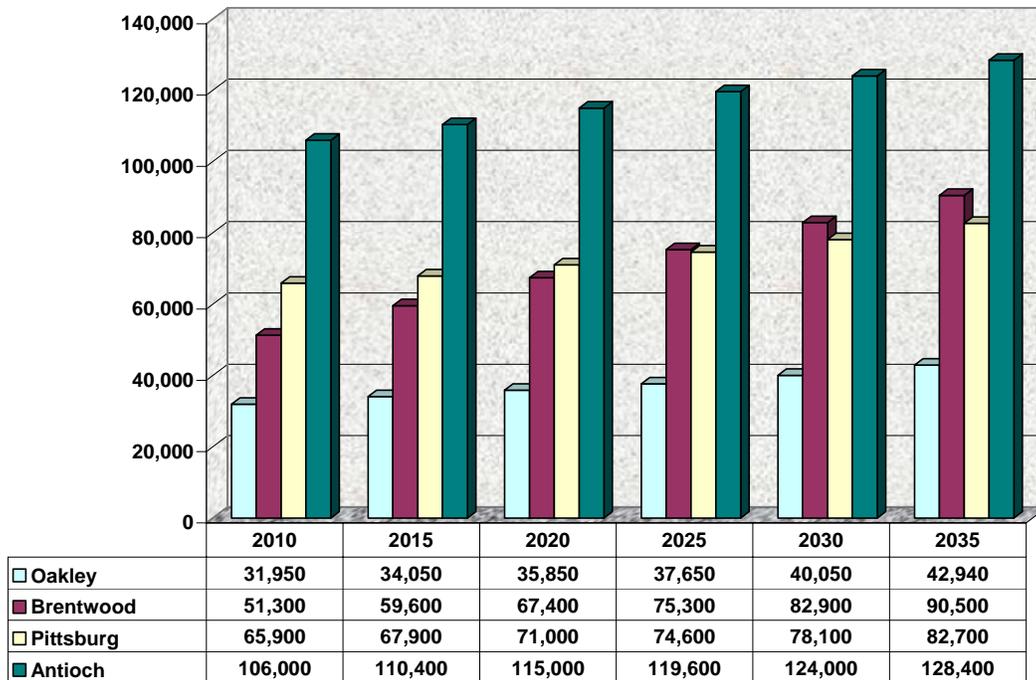
During the 2010-2035 time frame, the following percentage growth in regional population will occur.



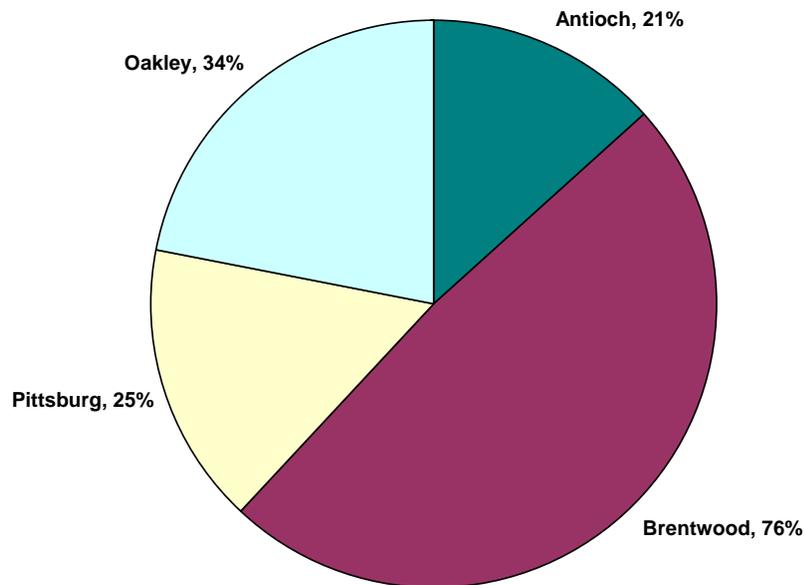
<sup>6</sup> Ibid.

## EAST COUNTY CITY POPULATION GROWTH<sup>7</sup>

EAST COUNTY CITY GROWTH PROJECTION 2010-2035



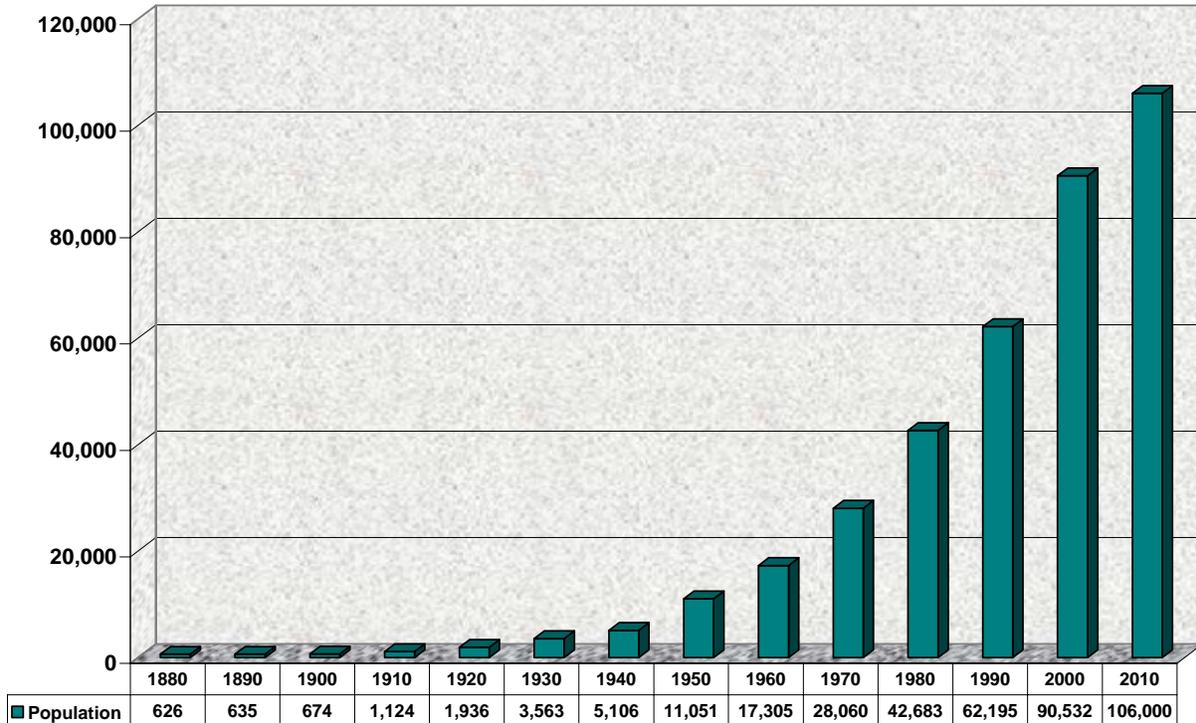
During the 2010-2035 time frame, the following percentage growth in east region city population will occur.



<sup>7</sup> Ibid.

## Historical Antioch Population Growth<sup>8</sup>

ANTIOCH POPULATION GROWTH



Antioch has experienced substantial growth over the last 40 years. From a 1970 population of just over 28,000 to a projected population of 106,000 in 2010 represents an average increase of 1,950 per year. The rate of growth is projected to slow over the next 25 years to approximately 900 per year. The projected general plan build out for the City was 128,222 and 138,037 for the General Plan Study Area as reported in the 2003 Antioch General Plan.<sup>9</sup> This coincides with the 2035 population projection by the Association of Bay Area Governments (ABAG) set forth on the following chart.

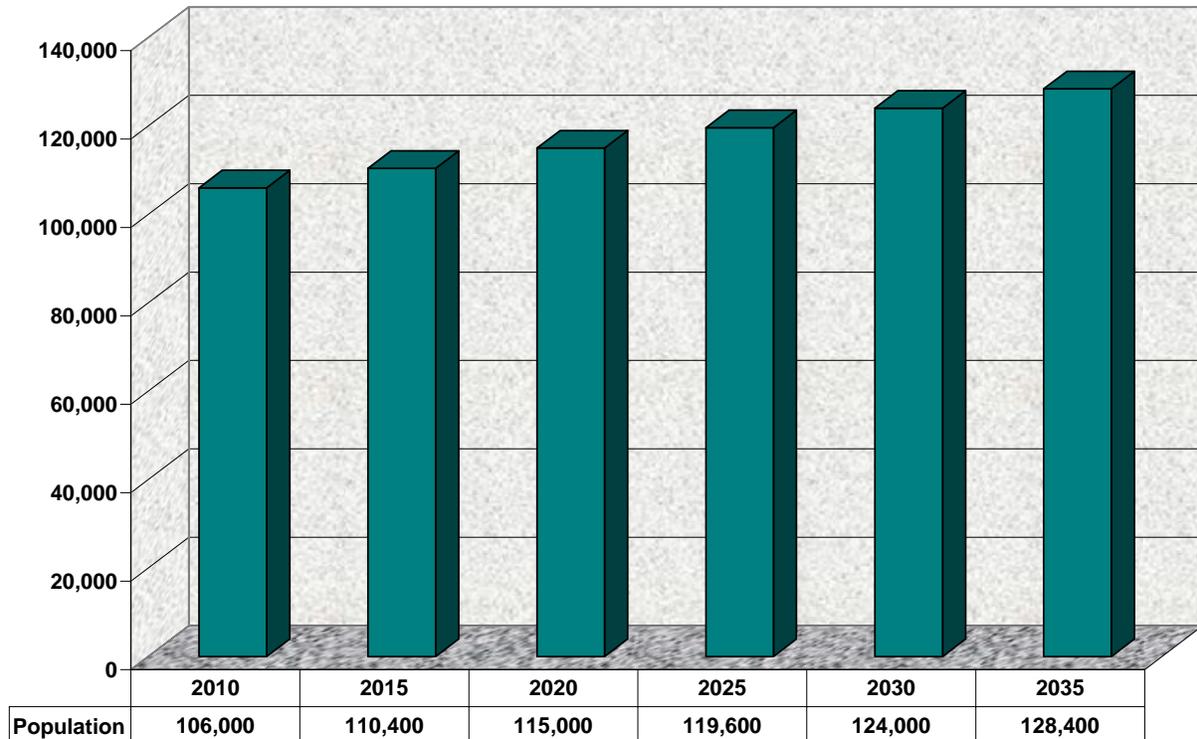
All growth projections need to be tempered with the realization that many factors can result in other than projected growth. The recession, housing/mortgage crisis, and future increases in gas prices have not been figured into the growth rate and will have an unknown effect on the accuracy of population projections.

<sup>8</sup> California Department of Finance, Historical Census Populations of California State, Counties, Cities, Places, and Towns, 1850–2000.

<sup>9</sup> Antioch General Plan, 2003, p 4-17.

## ANTIOCH POPULATION PROJECTION<sup>10</sup>

ANTIOCH POPULATION PROJECTION 2010-2035



The inclusion of the Sand Greek area, Ginocchio Property and Roddy Ranch within the Urban Limit Line may increase the 2035 population projection to approximately 138,000 as forecast in the Antioch General Plan as the “Maximum General Plan Build Out in the General Plan Study Area”<sup>11</sup>

### Animal Control Issues Relative to Population and Growth

The rate of population growth in the City of Antioch will slow as the build out within the urban limit line progresses. However, the population is projected to increase by approximately 37 percent over the next 25 years if the maximum projected build out of 138,000 occurs.

#### *General Service Issues*

Community expectations relative to animal control have changed drastically over the last four (4) decades. The following are some areas where citizens’ expectations have increased:

- ◆ Professionalism
- ◆ Customer service
- ◆ Animal care and housing

<sup>10</sup> Association of Bay Area Governments, Projections 2007.

<sup>11</sup> Antioch General Plan, 2003, p 4-17.

- ◆ Reduction of the euthanasia rate
- ◆ Control of dangerous animals
- ◆ Effective resolution of animal noise and neglect cases
- ◆ Effective prosecution of animal cruelty cases
- ◆ Knowledgeable and helpful staff.

### *Field Service Issues*

As population increases and expands into areas once considered rural, the workload of animal control field personnel increases and changes. Animal control service requests are generated by citizen requests for service. Some of these requests for service will involve activities that citizens previously handled themselves or were not reported.

The growth in population will most likely result in the following changes affecting field service:

- ◆ A general increase in the number of field service calls
- ◆ An increase in animal cruelty related calls
- ◆ An increase in nuisance related calls
- ◆ An increase in the number of dog bites
- ◆ An increase in wildlife related calls.

### *Shelter Service Issues*

The Antioch Animal Shelter was completed in 1991 when the City population was approximately 62,000. With a current population of approximately, 100,000, the current shelter is too small to adequately house the current animal population. The table below shows the impact of the animal population increasing at the same rate as the human population:

Activity	2007	2035
<b>Impounds</b>		
<b>Dog</b>	1,246	1,682
<b>Cat</b>	1,850	2,498
<b>Total</b>	<b>3,096</b>	<b>4,180</b>

As noted in Section II: A shelter must be of a size consistent with the inflow of animals, taking into consideration the redemption, adoption and immediate euthanasia of severely sick and injured animals.

Activity	2003	2004	2005	2006	2007	Change
<b>Impounds</b>						
<b>Dog</b>	1,444	1,301	1,331	1,429	1,246	-14%
<b>Cat</b>	2,050	1,832	2,078	2,105	1,850	-10%
<b>Total</b>	<b>3,494</b>	<b>3,133</b>	<b>3,409</b>	<b>3,534</b>	<b>3,096</b>	<b>-11%</b>

Antioch animal intakes have decreased by 11 percent from 2003 to 2007. However, the number of animals impounded per capita is high at 30.85 per 1,000 population and will impact future

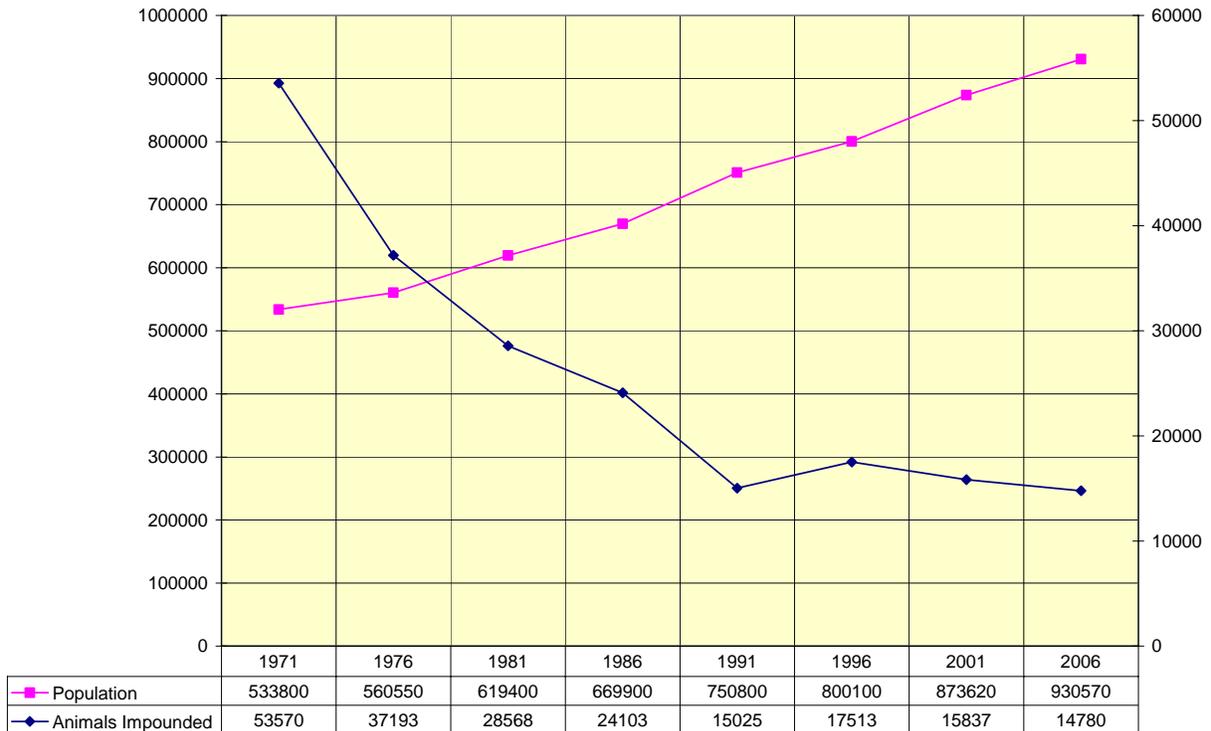
costs if not reduced. Contra Costa County shelters approximately 15,000 animals per year from a population of 951,313 or 15.63 animals per 1,000 persons or approximately ½ the per capita rate of Antioch.

Antioch		
	Impounds	Impounds Per 1,000
<b>Population 100,361</b>		
Dog	1,345	12.42
Cat	2,091	18.43
<b>Total</b>	<b>3,436</b>	<b>30.85</b>
County		
	Impounds	Impounds Per 1,000
<b>Population 951,313</b>		
Dog	6,687	7.03
Cat	8,178	8.60
<b>Total</b>	<b>14,865</b>	<b>15.63</b>

**EFFECTS OF SPAY/NEUTER AND EDUCATION PROGRAMS ON ANIMAL INTAKES**

The chart below for Contra Costa County shows the dramatic reduction in animals taken into the County’s shelters as a result of spay/neuter and education efforts, despite a significant increase in the human population.

**POPULATION AND ANIMAL INTAKES 1971-2006**



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From 1974 to 2006, the number of animals impounded decreased from 41,749 to 14,780 while the human population increased from 545,750 to 930,570. The human population increased 74 percent but the number of animals impounded decreased by 72 percent.

### ***DEVELOPMENT ISSUES***

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Changes in the geography or physical size and population growth of Antioch will affect service delivery as the Sand Greek area, Ginochio Property and Roddy Ranch areas are built out. The needs of these development areas should be taken into account when planning for the future of animal control in Antioch. These development areas will have a significant impact on the delivery of animal control service in the community. Thus, pursuant to AB 1600, the City should allocate a portion of its development impact fees for these areas to cover their fair share allocation of the City's future capital facility costs for animal control services.

### ***CONCLUSION***

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The City of Antioch will have to significantly improve its spay/neuter and education efforts if expectations relative to curtailing the growth of the animal population are to be met. If these expectations are not realized, the shelter will have to be expanded or replaced. This will increase future capital and personnel expenditures, which in turn, will increase future City animal control costs.

### ***RECOMMENDATIONS***

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- Patch Recommendation III-1:**     **Recognize that the City of Antioch will experience significant population growth over the next 30 years and that the animal control program will need to grow to meet rising community expectations.**
- Patch Recommendation III-2:**     **Recognize that unless public education and spay/neuter programs are strengthened more public funds will need to be expended on controlling and sheltering the City's animal population.**

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## **SECTION IV—CONTRA COSTA COUNTY ANIMAL CONTROL AND ANIMAL RELATED NON-PROFIT ORGANIZATIONS**

### ***ANIMAL CONTROL AGENCIES***

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Contra Costa County's communities are served by two (2) separate public animal control programs, including three (3) public and one (1) private animal shelters.

#### **Contra Costa County**

The Contra Costa County Animal Services Department provides a comprehensive animal control program including field, shelter, licensing, spay/neuter clinic, medical, volunteer program and public education program to 951,674 citizens in eighteen (18) of the County's nineteen (19) cities. Field service is provided 24 hours a day 365 days a year. The Department operates two new "state of the art" animal shelters located in Martinez and Pinole and a low cost spay/neuter clinic located at the Martinez shelter. Animal Services is a separate department. The Director reports to the County Administrator. The 2008-2009 budget for the Department is \$10,365,115. There are 84 paid County staff, 12 contractors and over 150 volunteers.

#### **City of Antioch**

The City of Antioch animal control program is located in the Support Services Division of the Police Department and provides field and shelter service to 100,351 citizens. Animal control personnel report to the Police Lieutenant in charge of the Investigations Division. There are 9.7 full-time equivalent (FTE) positions. The 2008-2009 budget for the animal control program is \$835,496. Detail regarding the budget, organization, personnel and programs of the Animal Control Unit are set forth in Section V of this report.

### ***NON-PROFIT ANIMAL WELFARE ORGANIZATIONS***

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There are thousands of humane societies and non-profit animal welfare organization operating in the United States. There are no legal requirements or definitions governing who can form a humane society or non-profit animal welfare organization, how large or small it is, or what its functions are. Humane societies and non-profit animal welfare organization range in size from a person who may take care of a feral cat colony up to large organizations with multi-million dollar budgets. Humane societies and non-profit animal welfare organization are independent and autonomous from one another as well as from any national or international organizations such as the American Humane Association (AHA) or the Humane Society of the United States (HSUS).

There are at least twelve (12) non-profit animal welfare organizations operating in Contra Costa County. They are involved in animal rescue, adoption, advocacy, education and spay/neuter efforts. The dramatic decrease in the number of animals euthanized in the County's public shelters could not have occurred without the help of these organizations and their many dedicated staff members and volunteers.

Information on funding for all listed organizations is taken from the most recently available Internal Revenue Service (IRS) Form 990 filing for non-profit organizations.

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## ***NON-PROFIT ANIMAL WELFARE ORGANIZATIONS NOT SPECIFIC TO ANTIOCH***

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### **Maddie's Fund**

#### ***Mission***

Maddie's Fund seeks to end the euthanasia of dogs and cats in the United States by providing grants to animal welfare organizations and schools of veterinary medicine.

“Maddie's Fund® wants to help communities achieve no-kill status, whereby all their healthy and treatable shelter dogs and cats are guaranteed loving homes within ten years. To achieve this goal, Maddie's Fund intends to financially support community-wide collaborations of adoption guarantee organizations, animal control and traditional shelters, and private practice veterinarians, working together to provide an adoption guarantee for all their healthy shelter dogs and cats by the start of Year Five and to extend that guarantee to include all treatable shelter pets by the end of Year Ten.”<sup>1</sup>

#### ***History***

Maddie's Fund, also known as the Pet Rescue Foundation, is a family foundation established in 1999 by Dave Duffield, founder of PeopleSoft Inc. and his wife, Cheryl, to help fund the creation of a no-kill nation. The fund is named after their now deceased Miniature Schnauzer. Their goal is first to help create programs that guarantee loving homes for all healthy shelter dogs and cats throughout the country.

#### ***Location***

Maddie's Fund is located at 2223 Santa Clara Avenue, Alameda California.

#### ***Funding***

Maddie's Fund reported assets totaling \$314,000,000, revenue of \$17,000,000 and expenses of \$15,000,000.

#### ***Antioch Support***

The Antioch Animal Shelter has benefited by a grant from Maddie's Fund in the amount of \$30,000 in fiscal years 2005-2007.

### **Tony La Russa's Animal Rescue Foundation (ARF)**

#### ***Mission***

ARF saves dogs and cats that have run out of time at public shelters and brings people and animals together to enrich each other's lives. ARF strives to create a world where every loving dog and cat has a home, where every lonely person has a companion animal, and where children learn to care.

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<sup>1</sup> Maddie's Fund web site: [http://www.maddiesfund.org/grant/fund\\_guide.html](http://www.maddiesfund.org/grant/fund_guide.html).

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### *History*

ARF was founded in 1991 by Tony and Elaine La Russa. ARF operates a 37,700 square foot animal shelter and learning center.

### *Location and Hours of Operation*

2890 Mitchell Drive, Walnut Creek

Office hours are Monday through Friday, 9 a.m. - 5 p.m.

Adoption hours are: Thursday and Friday: 3 p.m. - 7 p.m. Saturday and Sunday: Noon - 4:30 p.m.

### *Services*

ARF Programs	
Animal Adoptions	Added Touch Program
All Ears Reading	ARF All Stars
Camp ARF	Birthday Parties
Learning Center	Children's Events
Visiting Animal Team	Teaching Loving Care

### *Funding*

The Animal Rescue Foundation is by far the largest and best funded non-profit animal welfare organization located in the County. Their most recently reported revenue is approximately \$8,000,000 and expenses are approximately \$4,000,000.

Additional information regarding ARF's various programs is available on their web site: <http://www.arf.net/index.asp>

## **Contra Costa Humane Society (CCHS)**

### *Mission*

To improve the quality of life for nonhuman animals in Contra Costa County by preventing cruelty, relieving suffering, and advocating responsible and humane behavior through promoting public awareness as well as by providing programs and services that will:

- ◆ Protect animals from suffering, cruelty, abuse, exploitation, abandonment and neglect.
- ◆ Through education, foster compassion, responsibility and respect toward all animals and the environment.
- ◆ Reduce animal overpopulation.
- ◆ Help to improve the conditions for animals at public shelters in Contra Costa County.
- ◆ Find permanent, caring homes for unwanted or homeless companion animals.
- ◆ Encourage legislation that is favorable to animals and the environment.
- ◆ Nurture the human/animal bond, recognizing that it greatly enriches those lives involved.

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### *History*

Contra Costa Humane Society was formed as the result of the merger between two groups, Stop Pets' Annual Yield (SPAY) and Animal Protection Bureau (APB). SPAY was established in 1971 to support the County Spay/Neuter Clinic. APB was formed in 1980 to combat the homeless animal problem in Contra Costa County. A merger between the two groups was completed in 1991 and they have served Contra Costa County as CCHS ever since.

### *Location and Hours of Operation*

CCHS does not operate an animal shelter. Their office is located at 609 Gregory Lane, Suite 210, Pleasant Hill. Office hours are Monday - Friday, 9am - 5 pm.

### *Services*

- ◆ Spay/Neuter Assistance Program (SNAP)
- ◆ Adopt-A-Friend
- ◆ Emergency Medical Fund
- ◆ Humane Education
- ◆ Volunteer Program
- ◆ Legislative Action.

### *Funding*

CCHS reported revenue of approximately \$147,000 and expenditures of approximately \$166,000.

More information relative to CCHS programs is available on their web site: <http://www.cchumane.org/>

## **Community Concern for Cats (CC4C)**

### *Mission*

CC4C seeks to humanely address the problem of cat overpopulation through rescue, medical sterilization, and continued care of felines.

### *History*

CC4C is a non-profit cat rescue organization founded in October 1986 by citizens concerned with the growing numbers of abandoned and colonized cats.

### *Location and Hours of Operation*

CC4C does not operate an animal shelter nor do they have a public office.

### *Services*

CC4C provides care for feral cat colonies. CC4C cats are cared for by foster guardians and then shown at adoption sites on Saturdays and Sundays. More information relative to CC4C programs is available on their web site: <http://www.communityconcernforcats.org/about.html>

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### *Funding*

CC4C reported revenue of approximately \$155,600 and expenditures of approximately \$172,900.

### **Feral Cat Foundation (FCF)**

#### *Mission*

The Feral Cat Foundation (FCF) is an all-volunteer, non-profit organization whose primary mission is to help people live with the feral and forgotten cats and kittens in the communities of Alameda and Contra Costa counties.

#### *Location and Hours of Operation*

FCF does not operate an animal shelter nor do they have a public office.

#### *Services*

Traps cats from feral cat colonies and has them sterilized by cooperating veterinarians. When possible, tame cats and kittens are adopted to loving homes. Cats that cannot be socialized are returned to the location where they were trapped and fed daily by caring volunteers. More information relative to CC4C programs is available on their web site: <http://www.feralcatfoundation.org/index.asp>

### *Funding*

FCF reported revenue of approximately \$153,800 and expenditures of approximately \$105,100.

### **Friends of the Formerly Friendless**

#### *Mission*

- ◆ To find responsible and loving homes for companion animals
- ◆ To alleviate the overpopulation problem in our communities by assisting in the current spay/neuter campaign
- ◆ Provide emergency foster care for animals at risk, in danger and/or caught in domestic violence/animal abuse situations
- ◆ Work cooperatively with County Animal Services to assist in placement of shelter animals
- ◆ Establish a mutual support network among rescue organizations and independent community rescuers.

#### *Location and Hours of Operation*

Friends of the Formerly Friendless does not operate an animal shelter nor do they have a public office.

#### *Services*

- ◆ Maintain an ongoing web site that consists of:
  - Lost and Found site - attempts to link lost/stolen/stray animals with their owners

- Extra Special Pets Adoption Program (ESP) places pets with special needs in loving, responsible homes
- Short On Luck Program - provides emergency foster care for animals at risk, and/or victims of domestic violence or animal abuse
- ◆ Mobile Adoptions - provides mobile adoptions throughout the County at convenient scheduled locations
- ◆ Community Education - disseminates humane education materials in our communities.

More information relative to Friends of the Formerly Friendless programs is available on their web site: <http://www.ffcattfriends.org/>

### ***Funding***

This organization is not required to file an annual return with the IRS because its income is less than \$25,000.

### **Voices for Pets**

#### ***Mission***

Voices for Pets responds to violence against animals. They seek to strengthen and enforce laws against animal crimes, and advocate successful prosecution of those who perpetuate crimes against animals.

#### ***Location and Hours of Operation***

Voices For Pets does not operate an animal shelter nor do they have a public office.

#### ***Services***

Voices For Pets tracks animal abuse cases through the court system, advocating for pets and animals who have been victimized. Voices for Pets also educates the public about crimes against animals, and encourages responsible pet guardianship, housing and care.

More information relative to Voices For Pets programs is available on their web site: <http://www.voicesforpets.org/index.html>

### ***Funding***

Voices for Pets reported revenue of approximately \$10,200 and expenses of approximately \$9,400.

### **Contra Costa County Society for the Prevention of Cruelty to Animals (SPCA)**

#### ***Mission***

To rescue homeless, neglected and abused animals in Contra Costa County.

#### ***History***

The Contra Costa SPCA was founded in 1958.

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### *Location and Hours of Operation*

The SPCA does not operate an animal shelter nor do they have a public office. They coordinate their adoption and foster efforts from PETCO at 1825 Salvio Street, Concord on Saturday and Sunday from 12:00 PM-4:00 PM.

### *Services*

Contra Costa SPCA is exclusively a foster home based rescue organization for pets. More information relative to SPCA programs is available on their web site: <http://www.petfinder.com/shelters/CA471.html>

### *Funding*

CCSPCA reported revenue of approximately \$49,000 and expenditures of approximately \$58,000.

## **Pets and Pals**

### *Mission*

Pets and Pals is working toward a society in which every animal is treated like a family member and not like a disposable possession. Pets and Pals wants to end euthanasia of companion animals in Contra Costa County and to see animals being treated with dignity and respect. Their ultimate goal is to have their own facility where they can house all the cats the County shelter does not have space for in combination with a spay and neuter clinic to combat overpopulation.

### *Location and Hours of Operation*

Pets and Pals does not operate an animal shelter nor do they have a public office.

### *Services*

Pets and Pals provide cat rescue, foster and adoption services. More information relative to Voices For Pets programs is available on their web site: <http://www.petspals.org/index.html>

### *Funding*

This organization is not required to file an annual return with the IRS because its income is less than \$25,000.

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## ***NON-PROFIT ANIMAL WELFARE ORGANIZATIONS SPECIFIC TO ANTIOCH***

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There are three (3) animal welfare organizations that have a specific interest in and a history of working with the Antioch Animal Shelter. These organizations are Friends of Animal Services (FOAS), Homeless Animals Lifeline Organization (HALO) and Homeless Animals Response Program (HARP).

## **Friends Of Animal Services (FOAS)**

### *Mission*

To enrich the Antioch Animal Services program through fund-raising, education, volunteer efforts, community events, and beautification of the shelter and its surrounding grounds and monitoring of local government relative to animal services issues.

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### *History*

The Friends of Animal Services was founded in 1979 as a support group for Antioch Animal Services. In 1978, the citizens of Antioch voted overwhelmingly in favor of maintaining a local animal services program and became unique in Contra Costa County in this regard. Soon after this election, the Friends of Animal Services was formed for the express purpose of guaranteeing the people of Antioch a humane and comprehensive Animal Services program with an emphasis on a quality Animal Shelter and maximum responsible adoptions of animals. The Friends of Animal Services began in the political arena as an advocate for renovation of the old animal shelter, for the crafting and adoption of a first-time animal ordinance, and for articulation of a new humane ethic for the City of Antioch. As a result of the huge efforts and success of the Friends, the renovated building of 1979 was replaced in 1991 by the current Animal Services Facility.

### *Location and Hours of Operation*

The Friends of Animal Services does not operate an animal shelter nor do they have a public office.

### *Services*

The Friends of Animal Services recruits volunteers for the Antioch animal shelter and raises funds to support shelter programs. They organize the annual “Black Cat Ball” with proceeds going to support the shelter. More information relative to SPCA programs is available on their web site: <http://www.friendsofanimalservices.org/new/index.php>

### *Funding*

Friends of Animal Services reported revenue of approximately \$24,000 and expenditures of approximately \$24,000.

## **Homeless Animals Lifeline Organization (HALO)**

### *Mission*

HALO is an all volunteer animal welfare organization dedicated to improving the lives of companion animals in East Contra Costa County through educational workshops, adoption events, and collaboration with other community groups.

### *History*

HALO was formed in 2000 from some of the membership of Friends of Animal Services who wanted to expand their work into other east Contra Costa County communities.

### *Location and Hours of Operation*

HALO does not operate an animal shelter nor do they have a public office.

### *Services*

Services include rescuing cats and dogs, holding adoptions, and providing educational materials on animal care. The Feral Cat Network (FCN) is a part of HALO. Its mission is to deal with feral cats by educating the public about responsible pet ownership such as the need to spay and neuter, and alternatives to pet abandonment. The Therapy Dog program works with children to help raise reading scores and is also certified to visit nursing homes and hospitals to help raise

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the spirits of patients in these settings. More information relative to HALO programs is available on their web site: <http://www.eccchalo.org/>

### *Funding*

HALO reported revenue of approximately \$89,400 and expenditures of approximately \$79,500.

## **Homeless Animals Response Program (HARP)**

### *Mission*

Homeless Animals Response Program, or H.A.R.P, is an all-volunteer animal welfare organization dedicated to serving far east Contra Costa County. They are working to end pet overpopulation through community education, spay and neuter programs, and adoptions.

Through collaboration with other animal welfare groups, residents, schools, veterinarians, the media, as well as city and county governments in our communities, they believe they will reach their ultimate goals:

- ◆ End overcrowding of city and county animal services with unwanted pets
- ◆ End pet abandonment
- ◆ End the hundreds of colonies of unspayed and unneutered cats.

### *History*

HARP was founded in 2006.

### *Location and Hours of Operation*

HARP does not operate an animal shelter nor do they have a public office.

### *Services*

#### *Adoptions*

HARP takes in homeless cats and dogs and finds appropriate homes for them through weekly adoption events. Many come from local shelters, including the Antioch Animal Shelter and Contra Costa County Animal Services in Martinez. Volunteers learn of people who need help and refer them to HARP program managers

#### *Community Education*

HARP participates in many events in the East Bay Area in order to educate people about responsible pet ownership.

#### *Youth Programs*

HARP is interested in bringing information regarding responsible pet ownership to children. They have programs aimed at teaching children to care about animals.

More information relative to HARP programs is available on their web site: <http://www.harp-rescue.org/>

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## *Funding*

This organization is not required to file an annual return with the IRS because its income is less than \$25,000.

## **Non-Profit Animal Welfare Financial Support**

The City has benefited financially from the support of non-profit animal welfare organizations. FOAS, in particular, has a long history of providing financial support to the Animal Shelter. A recent anticipated endowment may allow FOAS to increase their support in the future.

## **Non-Profit Animal Welfare Organizations-Concerns and Suggestions**

Citygate Associates interviewed the leadership of FOAS, HALO and HARP. While there are some differences in focus and priorities, all of these organizations want to see a reduction in the euthanasia of companion animals at the City shelter, an increase in the number of spay/neuter surgeries performed, better public education and outreach, increased staffing, expansion of the volunteer program and better care for the animals housed at the shelter. .

As detailed in Section VI of this study, some stakeholders believe the animal control program does not belong in the Police Department. They believe the program suffers because police personnel view their primary mission as fighting crime, not saving animals. Moving Animal Control out of the Police Department would not be a panacea for solving Antioch's animal care and control problems. Doing so might produce some limited positive results; however, the long-term problems are too significant, systemic, and structural to be solved by moving things around organizationally. The benefits of such a move cannot justify the organizational instability it would create. In the alternative, better cooperative relationships between Police administration and the animal welfare groups could and should be pursued.

## **Non-Profit Animal Welfare Organizations Summary**

The non-profit animal welfare community is a valuable resource relative to educational efforts, spay/neuter and community outreach. The many organizations operating in Contra Costa County and Antioch have a generally positive impact on the public animal control programs. The size and sophistication of these organizations varies significantly. The Animal Rescue Foundation operates a 37,500 square foot shelter, employs full-time, paid staff, and has a budget of approximately \$4,300,000. Some of the smaller organizations consist of a handful of volunteers with no physical presence and limited resources. They all share a love of animals and a desire to make the community a better place through their various efforts.

All of these organizations rely on donations to carry out their missions and provide services. Many of these organizations have virtually identical missions and service goals. This duplication of effort can dilute the effectiveness of the various organizations and their ability to raise funds. There are only so many potential donors to animal causes in the county and their ability to give is impacted by their charitable giving limits and downturns in the economy.

The establishment of a new, non-profit organization to take over the City of Antioch animal control program would face difficulty of unknown severity relative to private sector donations because of the above noted fund raising issues. Significant and ongoing City General Fund support should be anticipated.

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## SECTION V—THE CITY OF ANTIOCH ANIMAL CONTROL PROGRAM

The following is an overview of animal control service provided by the City of Antioch. This overview is not a performance review. Citygate was not asked to analyze the quality of the service provided. However, in the course of our review we found areas where current policies and procedures are not in conformance with best practices in the animal control field. We have noted those instances and have made recommendations for improvement where appropriate.

### ***BACKGROUND***

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Prior to 1975, the City of Antioch operated its own animal control program and animal shelter, but it was closed due to budgetary reasons. The City then contracted with Contra Costa County for animal control and shelter service. At this time, animal control was a division of the Agriculture Department. (In 1980 the County established a separate Animal Services Department.) In 1978, the citizens of Antioch approved Measure A. Essentially, Measure A asked the citizens of Antioch whether the City should re-establish, maintain and operate a city pound and animal shelter. Measure A also stipulated that funds would be appropriated by the City Council annually, and the City Pound and Animal Shelter would be self supporting to the extent that the fees for dog licenses and charges for animal care shall be paid or credited directly to its operating budget. The collected fees were not to be considered part of the General Fund of Antioch.

### ***GENERAL OVERVIEW***

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Animal Control is a unit of the Support Services Division of the Antioch Police Department and is responsible for protecting public health and safety by enforcing local and state laws and regulations that pertain to animals and their care. The Unit administers the State of California mandated rabies control program, including vaccination clinics, reporting of bites and the quarantine of animals. Animal Control Officers impound stray or unmanageable animals, inspect privately-owned kennels, and respond to complaints. The Unit also responds to reports of cruelty, neglect and inhumane treatment of animals. With the operation of the City Animal Shelter, the Unit is responsible for caring for sick and injured animals, sheltering animals no longer in the care of their owners, returning impounded animals to their owners, and adopting animals to new owners.

### ***BEST PRACTICES FOR ANIMAL CONTROL***

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“Best practices can...be defined as the most efficient (least amount of effort) and effective (best results) way of accomplishing a task, based on repeatable procedures that have proven themselves over time for large numbers of people.”<sup>1</sup>

A number of national animal organizations publish documents on recommendations for process improvements and best practices in various animal control operations. The following list of best practices components is not intended to be all inclusive, but can serve as a guide to be used by management to identify areas of deficiency and to map out a strategy for improving the City of

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<sup>1</sup> [http://en.wikipedia.org/wiki/Best\\_practices](http://en.wikipedia.org/wiki/Best_practices)

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Antioch animal control program. The majority of these best practices are discussed in this section of the report. Those best practices in italics would be applicable to any government agency.

- ◆ *A strategic plan that maps a future direction for the organization*
- ◆ *A clearly defined mission statement and goals and objectives*
- ◆ *Clearly defined performance standards and goals*
- ◆ *Current, regularly updated Policies and Procedures Manual*
- ◆ *A standardized training program specific to individual job duties*
- ◆ Spay and Neuter program and outreach
- ◆ *Regular staff meetings and communications between all layers of the organization*
- ◆ A structured volunteer program with policies and guidelines
- ◆ *An emphasis on excellent customer service*
- ◆ *Professional and knowledgeable leadership*
- ◆ Infrastructure that supports necessary administrative functions, such as responding to the press, processing requests for information, responding to surveys, program analysis and report writing, filing of SB 90 claims, answering Grand Jury inquiries
- ◆ *Appropriate use of information technology*
- ◆ *A well designed and informative website*
- ◆ Publications that are informative and cover essential animal control topics
- ◆ *Public accessible business hours*
- ◆ *Financial resources adequate to support the program*
- ◆ *Cost recovery efforts that seek to reduce the percentage of general fund support*
- ◆ *Adequate facilities*
- ◆ A safety program specific to the requirements of an animal control program
- ◆ An education program that supports the mission statement and goals and objectives of the agency.

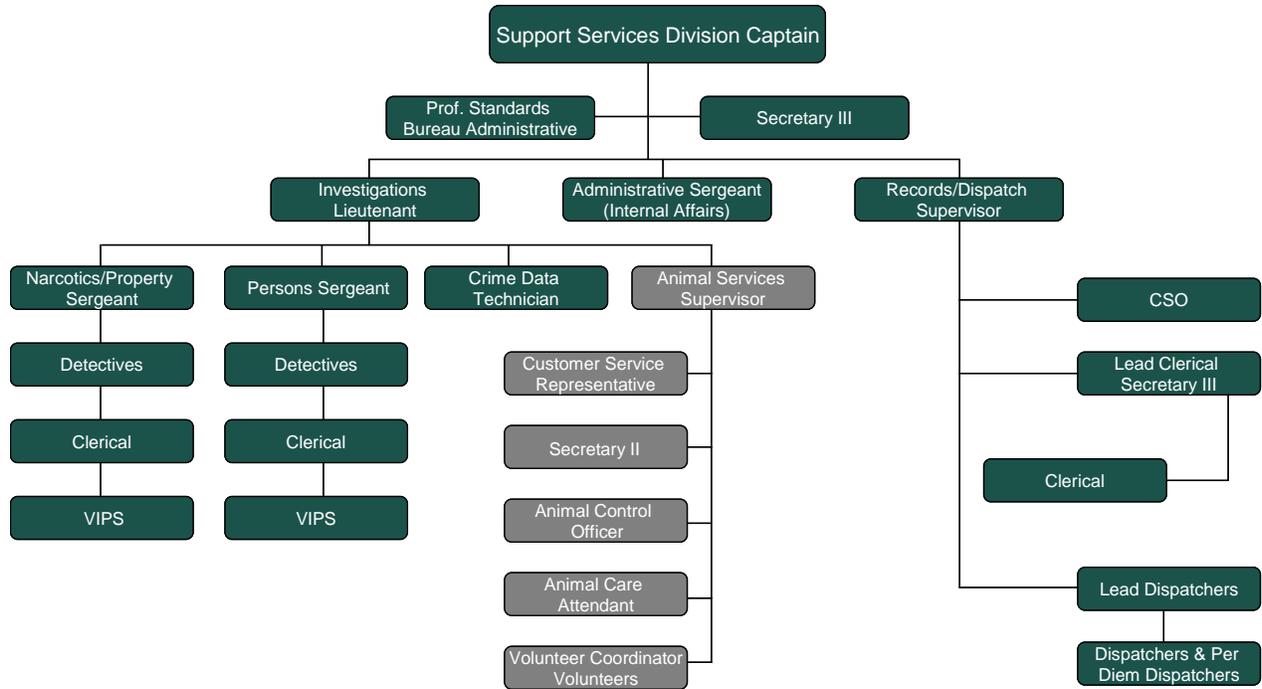
### ***STRATEGIC PLAN-MISSION STATEMENT-GOALS AND OBJECTIVES-PERFORMANCE MEASURES***

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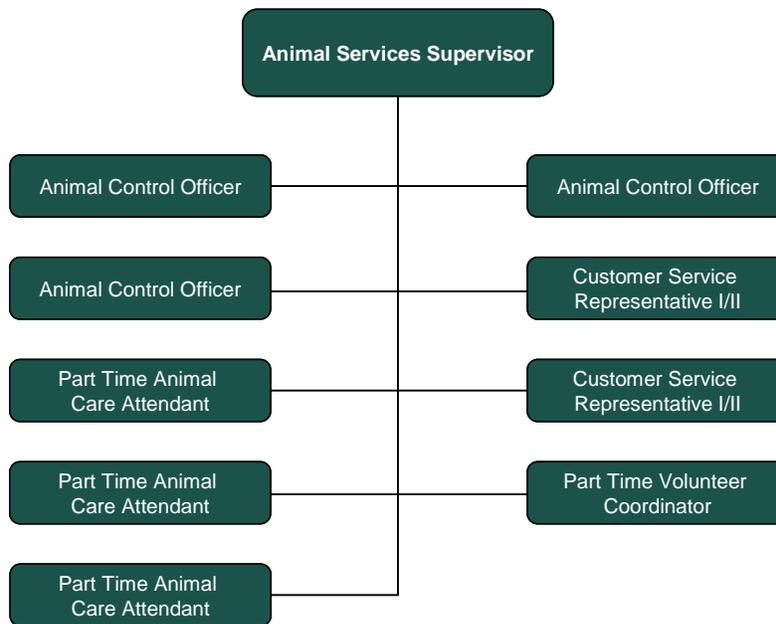
- ◆ The Animal Control Unit lacks a strategic plan that maps a future direction for the organization.
- ◆ The Animal Control Unit does not have its own mission statement.
- ◆ The Animal Control Unit does not have clearly defined goals and measurable objectives anchored by a Unit mission statement.
- ◆ The Animal Control Unit lacks performance standards and goals that relate to defined goals and objectives.

## THE ORGANIZATION OF THE ANIMAL SERVICES UNIT

The Animal Services Unit is located in the Support Services Division of the Antioch Police Department, which has the following organizational structure:



### Animal Control Unit Organization Structure



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## Responsibilities of the Animal Control Unit

The City of Antioch Animal Control Unit is responsible for the administration of numerous important citywide programs, including:

- ◆ Field service program
- ◆ Shelter program
- ◆ Animal licensing program
- ◆ Spay/neuter program
- ◆ Rabies control program
- ◆ Education program
- ◆ Medical care program
- ◆ Shelter sanitation program.

However, the finding that the Unit operates these programs does not necessarily mean that they are robust and fully developed or are meeting proficiency expectations. **The fact that a program does not exist in Antioch, or the fact that existing programs could be better developed or more robust is, in most instances, attributable to a lack of resources, not a lack of imagination, will, desire or commitment by staff. We have been impressed by the dedication and professionalism of staff who are struggling to do their best with limited resources. In addition, the small size of the Animal Control Unit impacts the allocation of resources and thus the ability of the Unit to provide some programs that exist in larger agencies.**

### ***STAFFING THE ANIMAL CONTROL UNIT***

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The Animal Control Unit is allocated positions in the following job classifications: one (1) Animal Services Supervisor, three (3) Animal Control Officers, two (2) Customer Services Representatives, one (1) part-time Volunteer Coordinator and three (3) part-time Animal Care Attendants.

<b>Antioch Animal Control</b>	
1	Animal Services Supervisor
3	Animal Services Officers
3	Animal Care Attendants (per diem)
2	Customer Service Representatives
1	Part Time Volunteer Coordinator
<b>10</b>	<b>Total Paid Staff</b>

## Position Descriptions

### *Animal Services Supervisor*

The Animal Services Supervisor reports to the Investigations Lieutenant in the Support Services Division of the Police Department and is responsible for planning, organizing, directing, and supervising the activities of the Animal Services Unit and Animal Shelter, including the enforcement of City ordinances and State laws relating to animal control activities.

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- ◆ Supervises the day-to-day operation of the Animal Shelter;
  - ◆ Plans, schedules, assigns, supervises, trains and evaluates the work of assigned personnel;
  - ◆ Prepares recommendations for budget and personnel needs;
  - ◆ Supervises Shelter staff;
  - ◆ Ensures compliance of Shelter activities with pertinent State laws, local codes, ordinances, and guidelines;
  - ◆ Coordinates the functions of the Shelter with other public and private animal organizations;
  - ◆ Conducts a continuing review of Shelter activities to identify problems and develop recommendations for improving services;
  - ◆ Supervises the maintenance of records that require a high level of discretion;
  - ◆ Makes public presentations before groups and represents the department and the City at meetings and conferences;
  - ◆ Maintains accurate records and files;
  - ◆ Prepares and reviews a variety of reports, animal impound records, and other records necessary for court hearings and prosecution;
  - ◆ Ensures observance of safe working practices.

The incumbent may occasionally work in the field performing animal control duties in order to relieve staff shortages.

### *Animal Control Officer*

Animal Control Officers license, impound, care for and dispose of animals in accordance with State law and municipal ordinances. They provide public assistance in the field and at the Antioch Animal Services and Placement center.

- ◆ Investigates complaints and takes appropriate action to prevent inhumane treatment of animals;
- ◆ Enforces State laws and municipal ordinances concerning the ownership, impoundment, care, treatment, sale and disposal of animals;
- ◆ Issues citations; appears in court;
- ◆ Assists in animal licensing, kennel maintenance and center operations;
- ◆ Performs euthanasia;
- ◆ Quarantines animals as necessary;
- ◆ Keeps and maintains records;
- ◆ Collects and tabulates fees;
- ◆ Transports injured animals to veterinarian;
- ◆ Speaks before local community groups;

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- ◆ Works with volunteers, media and veterinary personnel;
  - ◆ Performs civil defense duties as assigned.

Persons in this position may be required to work weekends, call out and/or flexible hours.

### ***Kennel Assistant***

These part-time positions are responsible for the care, feeding and movement of animals held at the City Animal Shelter. In addition positions in this class unload vehicles of supplies, identify those animals in need of veterinary care, keep track of animals, and humanely euthanize those animals that are not suitable for adoption or cannot be adopted, dispose of animal carcasses, maintain cleanliness of the shelter and office.

### ***Customer Service Representative I/II***

Individuals provides a variety of routine to difficult financial, statistical and accounting office support for general accounting, billing and cashiering functions and may perform general office support duties.

Customer Service Representative I is the entry level class of this accounting office support series. Initially under close supervision, incumbents learn office and City procedures, such as accounts receivable and payable, payroll, business license, licensing procedures, and cashiering functions. As experience is gained, there is greater independence of action within established guidelines. This class is alternately staffed with Customer Service Representative II and incumbents may advance to the higher level after gaining two years of experience at the Customer Service Representative I level and demonstrating proficiency that meets the qualifications for the higher level class.

Customer Service Representative II is the journey level class of this series, fully competent to perform a variety of financial, billing and cashiering and accounting office support duties. All positions are characterized by the presence of guidelines from which to make decisions and the availability of supervision in non-routine circumstances. Specific duties, including the amount of typing, word processing, and use of an on-line computer system, will vary with the area to which assigned. This class is distinguished from Accounting Technician as the latter is the working lead and specialist level of the series performing the more complex accounting office support work.

### ***Volunteer Coordinator***

This position coordinates the shelter Volunteer Program; recruits, provides orientation, trains and schedules volunteers; and assists with shelter office functions.

## ***ANIMAL CONTROL UNIT FUNCTIONAL UNITS***

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### **Administration**

Administrative tasks of the Antioch Animal Control Unit are primarily performed by the Animal Services Supervisor with assistance from the Investigations Division Lieutenant and Police Department administration relative to budget, human resources, purchasing, and information technology.

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### *Leadership*

The Animal Control Unit is directly managed by the Animal Services Supervisor. This individual has been with the Animal Control Unit since 1985. She was promoted to her current position in March 2008. She has a good grounding in the day-to-day aspects of the Units work. However, the overall effectiveness of the unit would benefit if her managerial skill set were enhanced by additional managerial training.

### *Supervision and Span of Control*

Supervision and management of the Unit can be characterized as informal and collegial. This approach is essential given the fact that the Unit consists of only ten (10) staff. The Animal Control Unit is overseen by the Lieutenant in charge of the Investigations Division. Direct reports to this position are the Narcotics and Crimes Against Property Unit, the Crimes Against Persons Unit, the Crime Data Unit and the Animal Control Unit. A four-person span of control would not ordinarily be viewed as excessive. However, the high workload of the Investigations Division has impacted the time the Lieutenant has been able to devote to animal control matters. In addition, at the time of our interview, the Lieutenant had been assigned some Internal Affairs investigations. The cumulative effect of these responsibilities has significantly impacted the effective span of control and has reduced the amount of time the Lieutenant has been able to devote to the Animal Control Unit.

The Animal Control Unit was previously led by persons in the class of Animal Control Manager. This position was originally created to provide a higher level of managerial oversight and to relieve sworn management staff of the direction of a program with which they had little knowledge, experience or empathy. Several persons occupied this position over the last ten (10) years with varying degrees of success. The position was eliminated due to budgetary constraints.

### *Employee Morale*

Citygate conducted confidential interviews with all staff members of the Animal Control Unit. Morale can best be described as mixed. All of these employees expressed an interest in and enjoyment of their work. Virtually all interviewed employees expressed significant concern and angst relative to this study. Employees are concerned about losing their jobs or having their compensation reduced if it is decided to move the program to non-profit status.

### *Staff Training*

Adequate training is a key component in attaining employee performance and satisfaction, productivity and quality customer service. Citygate Associates observed that training and professional development in the Unit could be improved to ensure operations are run in a more efficient, effective and safe manner.

### **Animal Control Officers**

Animal Control Officers have in the past received initial training at the National Animal Control Association (NACA) Academy. This training is designed to be delivered in two levels. Upon successful completion of Level I and Level II, the National Animal Control Association certifies each participant. Successful completion of Level I and Level II requires a minimum passing score of 80 percent on written examinations and mandatory attendance during all training. The most senior animal Control Officer has received this training. More recent hires are expected to attend the Academy in the next year. The curriculum of the Academy is set forth below.

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### *Level I Curriculum*

Animal Behavior  
Rabies/Euthanasia  
Animal Identification  
Animal Diseases/Zoonosis  
First Aid for Animals  
Capture Techniques  
Report Writing  
Interview Techniques  
Laws and Legal Proceedings  
Evidence Collection  
Courtroom Testimony  
Crisis Intervention/Officer Safety

### *Level II Curriculum*

Constitutional Law/Civil Liability for the Animal Control Officer  
Defensive Driving  
Stress Management  
Public Speaking  
News Media Relations  
Crime Scene Documentation/Photography, Video, Sketching  
Self-Defense Against Humans  
Investigative Resources  
Blood-sports  
Capture and Restraint of Large Animals  
Class Presentations.

Tuition for each level is \$525.00 per participant.

The topics covered are appropriate. However, only 40 hours is devoted to each Level. This is not enough time to gain more than a familiarity with the subject matter. In addition, the material is generic in nature and does not touch upon issues specific to California or Antioch.

There is no standard training curriculum or manual. All Officers receive euthanasia and safe driving training. One of the Officers was employed elsewhere and received training from their former employer. Officers have attended various workshops. The most senior Animal Control Officer has been to many training classes and seminars conducted by the California Animal Control Directors Association (CACDA), the State Humane Association and others. The Officer that came from another agency has likewise been to several classes and conferences. We would describe the training as useful but ad hoc in nature. We believe the Unit would benefit from the development of a standard training curriculum.

It is an axiom of training that people retain 10 to 20 percent of what they read, 50 percent of what they see, and 90 percent of what they do. Many of the tasks performed by the field and shelter staff are activities that require the manipulation of tools and the movement of animals. These are best learned through doing. However, there is a lack of classroom training and little testing of learned knowledge or skills where State laws, the Animal Control Ordinance, Unit policies, procedures and history are studied or their assimilation tested. The lack of consistent

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training for all personnel diminishes their shared experience, which in turn diminishes their effectiveness as a work team.

The following training outline<sup>2</sup> is an example of initial training for animal control officers and can serve as a base for developing a training program for Antioch. Some topics may not be applicable to Antioch.

### *Week 1*

- ◆ Officer equipment issued
- ◆ Vehicle and equipment checking
- ◆ Thomas Brothers map book/Learn beat areas and structure
- ◆ Learn radio procedure
- ◆ Learn radio codes
- ◆ Reports and usage
- ◆ Use of policy and procedure manual
- ◆ Familiarity of officer's humane manual
- ◆ Observing field training officer performing job duties
- ◆ Reviewing auto accident report and procedures
- ◆ Officer safety.

### *Week 2*

- ◆ Operating vehicle
- ◆ Public contact
- ◆ Learning laws
- ◆ Use of routine forms
- ◆ Learning officer safety procedures
- ◆ Preparing minor reports
- ◆ Use of warning notice
- ◆ Use of citation
- ◆ Learning codes: food and agriculture, administration, health and safety, fish and game, penal and County ordinance
- ◆ Remedial training and evaluation
- ◆ Officer safety.

### *Week 3*

- ◆ Routing details

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<sup>2</sup> Sonoma County Animal Regulation Division.

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- ◆ Emergency vehicle equipment
  - ◆ Preparing reports
  - ◆ Officer safety
  - ◆ Policies and procedures
  - ◆ Handling of livestock
  - ◆ Use of Department forms
  - ◆ Forming habits to routine procedure
  - ◆ Remedial training and evaluation.

#### *Week 4*

- ◆ Contacting the public regarding complaint solving
- ◆ Handling and investigating livestock depredation, humane complaints and rabies control situations
- ◆ Use of firearms and related policies
- ◆ Seizing and impounding animals
- ◆ Range training
- ◆ Range qualifying.

#### *Week 5*

- ◆ Report writing
- ◆ Conducting investigations
- ◆ Quarantine of suspect bite animals
- ◆ County lab procedures
- ◆ Officer safety
- ◆ Remedial training and evaluation.

#### *Week 6*

- ◆ Reports
- ◆ Policies and procedures/review field officer manual
- ◆ Special circumstances
- ◆ Officer safety
- ◆ Codes and sections
- ◆ Remedial training and evaluation.

#### *Week 7*

- ◆ Reports
- ◆ Policies and procedures

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- ◆ Officer safety
  - ◆ Controlling animals on highway; methods and resources for traffic control
  - ◆ Remedial training and evaluation.

*Week 8*

- ◆ Situations requiring assistance - other officer, law enforcement
- ◆ Standby and call out procedures
- ◆ Reports
- ◆ Officer safety
- ◆ Policies and procedures
- ◆ Remedial training and evaluation.

*Week 9*

- ◆ Responding to priority complaints
- ◆ Reports
- ◆ Codes and sections
- ◆ Policies and procedures
- ◆ Officer safety
- ◆ Remedial training and evaluation.

*Week 10*

- ◆ Hauling and transporting livestock
- ◆ Officer safety
- ◆ Policies and procedures
- ◆ Handling vicious animals
- ◆ Handling adverse situations
- ◆ Remedial training and evaluation.

*Week 11*

- ◆ Business and professions code
- ◆ Health and safety codes
- ◆ Civil code
- ◆ County ordinance
- ◆ Policies and procedures
- ◆ Officer safety
- ◆ Remedial training and evaluation.

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## *Week 12*

- ◆ Review and makeup or retraining, if needed
- ◆ Evaluation
- ◆ Release to perform job and evaluation.

Officers should be tested at least three times during their training; a passing score should be required to maintain employment.

## **Kennel Assistants**

Training for Kennel Assistants consists of general orientation and “job shadowing.” State mandated training of euthanasia is done by a consultant who does a great deal of euthanasia training throughout the United States. As with the Animal Control Officers, there is a lack of classroom training and little testing of learned knowledge or skills where Unit policies, procedures are studied or their assimilation tested.

## **Specific Training Concerns**

The Animal Control Unit utilizes the Chameleon software program to automate many animal control field, shelter and office tasks. The City should consider conducting an inventory of critical knowledge and skills required of personnel of the Unit relative to the Chameleon software system and undertake the development of essential training and cross training of staff.

The City should consider expanding the training received in the Unit. The likelihood of work related injuries would be lessened if staff received additional training specific to their job duties.

Individual training plans should be developed for each employee. This ensures that employees receive training customized to their needs, strengths and weaknesses. Formal training for new employees should be expanded. Incorporation of written policies and procedures into the training will increase its benefits. Cross training of employees will improve customer service and teamwork and enable employees to fill in for other employees when they are absent. This is particularly important in regards to the Chameleon software system.

Provision should be made to evaluate all training to ensure it is achieving its objective. Employee feedback on training is one type of evaluation. Another is to measure the impact of training on customer service ratings and work performance.

Training provided by other animal control agencies and recommended by humane and animal control organizations should be considered in developing a Unit training program and budget. A training guide is published by the National Animal Control Association. The Humane Society of the United States provides training classes at its national conference. The California Animal Control Directors Association, in conjunction with the State Humane Association and the California Veterinary Medical Association, conducts statewide training in various animal control and animal health areas. The Directors Association also provides periodic regional training classes on specific subjects.

## *Performance Appraisal System, Rewards, and Discipline*

New employees serve a twelve (12) month probationary period. After an employee passes probation they are evaluated annually by the animal services supervisor utilizing a City of Antioch evaluation form. The current performance appraisal system is based on a written annual

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evaluation of each employee by the Supervising Animal Control Officer. Each employee has the opportunity to review the evaluation, discuss it with the Supervising Animal Control Officer and/or file written objections. During the initial years of working within a job classification, a salary step increase of 5 percent can be earned annually, if merited, based on performance until the employee reaches the top of the salary range.

### *Compensation*

Salary administration in a public jurisdiction needs to take into account the ability of personnel to live in the community for the compensation offered, what other comparable jurisdictions pay for similar work, the equity of compensation when compared to other employment classes within the jurisdiction, and the ability to attract and retain competent employees for the compensation offered.

Compensation includes more than just salary. Benefits play an increasingly important role in attracting individuals to public sector employment. Health benefits, paid time off, and defined benefit retirement plans increase the value of most public sector jobs when compared to what is offered in the private sector.

The City of Antioch offers a competitive benefit package that varies slightly by bargaining unit. These benefits include the following major components:

**Retirement:** The City is a member of the Public Employees' Retirement System (PERS). Employees hired before November 9, 2007 receive the 2.7% at 55 benefit. Employees hired after that date receive the 2% at 55 benefit.

**Medical, Dental, Vision Long Term Disability and Life Insurance:** The City pays the major portion of health, dental, vision and life insurance for employee and dependent(s). Effective January 2009, employees participate in a cafeteria plan that provides more flexibility in tailoring benefits to individual employee needs.

**Paid Leave Days:** Employees receive 11 days from the date of hire through the end of the 4<sup>th</sup> year; 15 days from the start of 5<sup>th</sup> year through the 9<sup>th</sup> year; 18 days from the start of the 10<sup>th</sup> year through the 14<sup>th</sup> year; 20 days from the start of the 15<sup>th</sup> year through the 19<sup>th</sup> year; and 25 days from the start of the 20<sup>th</sup> year. Employees receive fourteen (14) paid holidays per year including two (2) floating holidays. Sick leave accrues at the rate of twelve days per year.

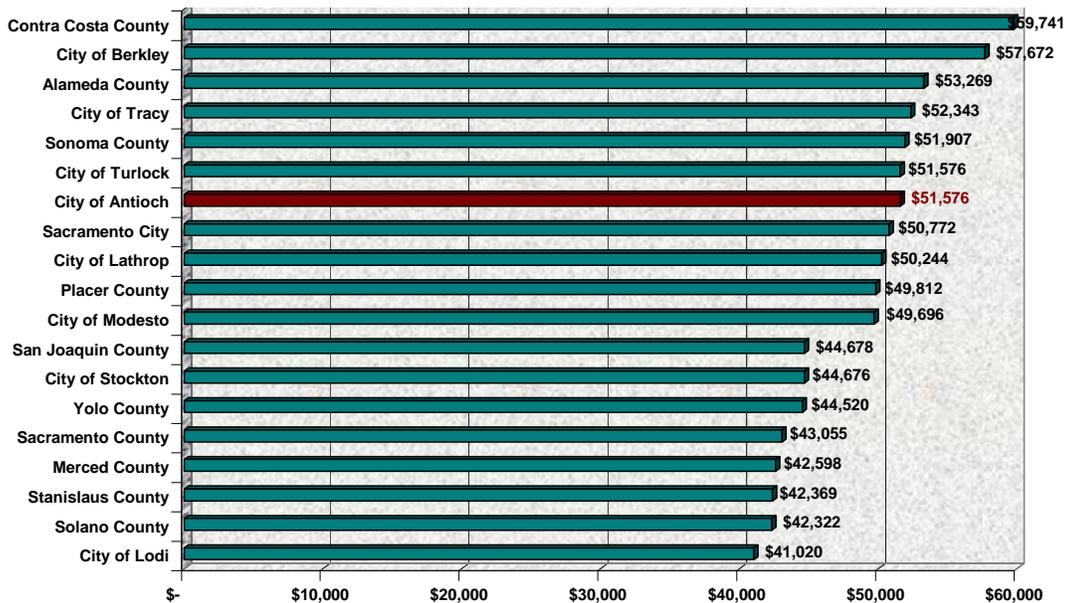
**Deferred Compensation:** Employees may participate in deferred compensation plans.

**Benefit details can be viewed on the Internet at the following site:**  
[http://64.151.65.26/docs/ieda223\\_\\_acea%20unit%20iv%20fringe%20benefits%202005-2009%20effec%2001-01.pdf](http://64.151.65.26/docs/ieda223__acea%20unit%20iv%20fringe%20benefits%202005-2009%20effec%2001-01.pdf)

(Note that these benefits are not provided to employees in the classes of Volunteer Coordinator and Kennel Assistant.)

## Animal Control Officer Salary Comparison

From this data, we see that Antioch is seventh out of nineteen agencies surveyed for Animal Control Officer and is more than \$2,950 above the average salary of \$48,623. Salaries in the animal control field have historically been low, and in some jurisdictions, compensation does not reflect the modern complexity of the work.



The duties and tasks performed by animal control officers are very similar from one jurisdiction to another and can be easily compared. Differences in salary tend to correlate with agency location and size in that the overall level of compensation offered in metropolitan areas by larger jurisdictions generally is higher than offered in rural areas by smaller agencies.

### *Staffing Issues*

The following staffing issues are of concern:

- ◆ The Animal Services Supervisor reports that the use of per diem, part-time Kennel Assistants has led to significant turnover in this class and that this level of turnover contributes to inefficiencies because of the need to constantly train new employees. Staff shortages in this class also necessitate the utilization of Animal Control Officers to fill in for Kennel Assistants, thus reducing field staffing.
- ◆ The Volunteer Coordinator is consistently called upon to assist with office clerical duties. This has led to a reduction in the time the Volunteer Coordinator can devote to recruitment, training and monitoring of volunteers.
- ◆ There was only one (1) staff member totally proficient with the Chameleon software program. This person has been assigned other duties in the Police Department and is available to assist Unit staff with Chameleon issues. However, little cross training has occurred on this mission critical program. (See the following sub-section on Information Technology for a thorough discussion of the Chameleon software system.)

- 
- ◆ Animal Control Officers are not required to obtain a PC 832 certificate as a condition of employment. Animal Control Officers are not peace officers, but they may exercise the powers of arrest of a peace officer as specified in California Penal Code Section 836 and the power to serve warrants as specified in California Penal Code Sections 1523 and 1530 during the course and within the scope of their employment, if those officers successfully complete a training course in the exercise of those powers pursuant to California Penal Code Section 832.<sup>3</sup> The Antioch City Code states that:

“Any Animal Control Officer or other person ordered by the Council shall have the power and duty pursuant to this chapter to investigate complaints of violations of any provision of this chapter and, upon having observed a violation committed in his presence, to issue a citation to such person to appear in court to answer such charges.”

Citygate understands that, in the case of a conflict, State law preempts local ordinances. Therefore, the City Attorney should review this issue. City management has been informed of this concern and is investigating the impact on operations.

#### *Unit Publications*

Well developed pamphlets, fact sheets and forms are an important component in an animal control program. They ensure important information is disseminated to the public quickly, economically and consistently. The Unit has a wide variety of pamphlets, fact sheets and forms that are listed on the following page:

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<sup>3</sup> California Penal Code Section 830.9.

Publication	Spanish Version
Are You A Responsible Pet Owner	No
License Required	No
Rabies Vaccination	No
Excessive Barking	No
A Guide for Dog Owners and Pet Lovers	Yes
Dog and Cat Vaccination Clinic Dates	No
Dog Licensing Application	No
West Nile Virus Pamphlet	No
Barking Dogs	Yes
Licensing	No
Animal Immunization	No
How to Find A Lost Pet	No
Education In Public Schools	No
Reasons for Spay/Neuter	No
The Do's and Don'ts of Dog Ownership	No
Animal Control Phone Numbers	No
Disaster Preparedness For Animal Owners	No
Spay/Neuter Information	Yes
Local Area Veterinary Service Providers	No
Lost Cat Report	No
Lost Dog Report	No
Dog Bite Prevention	Yes
Dog Training Video	No
Dog Heath Video	No
Cat Training Video	No
Dog Heath Video	No
Coloring Books For Children On Animal Care	Yes
Living With Wild Life	No
Rabies Information	Yes
Reading Dog Language	Yes

The Unit should consider Spanish language versions of all of its publications. (United States Census data indicates that approximately 22 percent of Antioch's population is Hispanic). In addition, the Unit might wish to consider pamphlets on subjects such as:

Other Publications
Leash Law
Female in Heat (At Large)
Public Safety and Prevention of Animal Cruelty
Tethering Prohibition Fact Sheet
Animal Control Services and Laws Pamphlet
Parvovirus Fact Sheet
Kennel Cough Fact sheet
Exotic Newcastle Disease Information For Bird Owners

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There is no need to reinvent the wheel in this area. Other animal control agencies, such as Sacramento County, Santa Barbara County, Contra Costa County and others, would be willing to share examples of publications they have developed that could be of use in Antioch.

### ***INFORMATION TECHNOLOGY***

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The Unit's information technology resources are powerful, but they are currently underutilized. As workloads increase, information technology improvements become mandatory if an agency is to fulfill its service responsibilities. All major agencies have installed software and hardware that enable them to keep track of; service calls, animal inventory, work schedules, call frequency by area, complainant and defendant records, rabies control information, administer animal licensing, etc. These systems provide a relational database from which virtually any report can be generated. Many agencies have installed the Chameleon system from HLP Inc. The Animal Control Unit installed the Chameleon software system in 1995.

Chameleon is a "state of the art" animal control software system. The system includes "Crystal Reports" a report generation program that allows formatting reports from any information entered into Chameleon's databases.

Chameleon has the ability to automate many aspects of animal control management. Daily review of any aspect of kennel management can be seen. Intake and outcome statistics can be tracked and reports can be generated. These reports can cover anything tracked from counts by type, to length of stay, to euthanasia counts, and can be done by day, week, month, quarter, year, or specified period. Evaluation of kennel space and length of holding time can be shown. Specific guidelines and rules can be entered to be applied in a consistent manner. The inherent stress in animal management decisions can be partially resolved by utilizing this feature of the software. There are outcome fields, "holds" on animals, and reevaluation features. Searches for lost and found animals can be accomplished quickly and easily. Furthermore, tracking through home kennel and foster care programs can be integrated into Chameleon.

Chameleon was designed to track individual case information on animals and all actions related to the animal. As actions occur, relevant data can be added to the system. As time passes, a complete history can be built upon and is readily accessible. When queries for information are made using Crystal Reports, all data associated with the animal can be retrieved. Each animal can be assigned a unique ID as it is entered into the database. Chameleon's look-up capabilities make an easy job of finding, tracking, and associating animals in the database. As the animal progresses through the system, related records are tied to the original ID. Chameleon provides an overall summary profile for an animal which can aid in making appropriate match-ups for adoption.

Chameleon has front counter functions to sell individual licenses. Batch functions are provided for the entire license renewal process. Renewals can be generated monthly or yearly for mass mailing using Crystal Reports. The City of Antioch has contracted with Pet Data for license administration.

Chameleon has a comprehensive set of financial management, clinic management, field operations management and donor/volunteer management capabilities built into the system.

One (1) of the Customer Services Representatives who was assigned lead responsibility relative to utilizing the Chameleon system has been assigned other duties in the Police Department and is

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available to assist Unit staff with Chameleon issues.. However, little cross training has occurred on this mission critical program. We suggest that it would be worthwhile for the City to conduct a review of:

1. The capabilities of the software program and the extent to which these capabilities are being utilized.
2. The current knowledge base of staff relative to their ability to utilize the Chameleon system.
3. An action plan that identifies:
  - a. What system components should be utilized?
  - b. Who needs to be trained on the system and to what level of proficiency?
  - c. How staff will be trained?
  - d. A budget and implementation time frame to assure attainment of the desired outcomes.

Citygate suggests that it may be cost effective to utilize Chameleon staff to streamline this training in order to ensure that the Unit's staff is able to fully utilize this invaluable resource as soon as possible. Chameleon training is available on site for approximately \$1,000 per day.

### **The Website**

The City of Antioch website contains information on numerous topics including Animal Adoption, Wildlife, Backyard Animals, pet identification, shelter location, hours of operation, license fees , volunteer application and a link to "Pet Data," which is the company the City contracts with for animal licensing administration. The website can be viewed here: <http://www.ci.antioch.ca.us/CityGov/Police/AntiochAnimalSvcs/>

The website could be improved by providing a more user friendly layout, elimination of redundant links (Adoption FAQ, Animal Services FAQ, Antioch Wildlife and Backyard Animals) and the addition of links to the City's Animal Control Ordinance, Animal Control Fines and Fees, Contra Costa County Animal Control, various national and local animal control agencies and non-profit animal control organizations. Information should also be included on safety around animals, rabies, dates of rabies vaccination clinics, emergency veterinarian contact information, etc. Examples of well developed animal control websites can be viewed at the following addresses:

- ◆ Sutter County – <http://www.co.sutter.ca.us/doc/government/depts/cs/acs/acs>
- ◆ Contra Costa County – <http://www.co.contra-costa.ca.us/index.asp?NID=59>
- ◆ Sacramento City – <http://www.cityofsacramento.org/generalservices/animal-care/>
- ◆ Sacramento County – <http://www.msa2.saccounty.net/acr/Pages/default.aspx>
- ◆ City of Berkley – <http://www.ci.berkeley.ca.us/SubUnitHome.aspx?id=5714>
- ◆ City of San Jose – <http://www.sanjoseanimals.com/>

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## **Policies and Procedures**

The Animal Control Unit has developed an “Animal Care Attendant Handbook” to aid kennel staff in the performance of their duties and a “Volunteer Handbook.” Other written policies and procedures have not been developed. Written policies and procedures are an essential component of good management practices. An animal control policies and procedures manual should be developed and include information such as:

- ◆ Guidelines regarding duties and procedures
- ◆ ACO priority activity list and protocol
- ◆ Daily shelter procedures
- ◆ Building grounds security,
- ◆ Time accounting
- ◆ Availability
- ◆ Call outs
- ◆ Employee rabies immunization
- ◆ Uniform policy
- ◆ Radio/phone communications
- ◆ Rabies information/animal bites
- ◆ Nuisance complaints
- ◆ Inhumane investigation
- ◆ Animal impoundment at other agency request
- ◆ Dangerous animals and impoundment for euthanasia
- ◆ Stray domestic livestock
- ◆ Notice to appear
- ◆ Injured animals
- ◆ Euthanasia and dead animals
- ◆ Disease control
- ◆ Complaint investigation and reporting
- ◆ Scanning for microchips
- ◆ Overtime and on-call time
- ◆ Documentation and control of controlled substances
- ◆ Inventory control of dog food and other supplies
- ◆ Shelter security
- ◆ Cash handling
- ◆ Fee collection

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- ◆ Lunches and breaks
  - ◆ Use of Unit property
  - ◆ Equipment and supplies
  - ◆ Time reporting
  - ◆ Adoption
  - ◆ Volunteers
  - ◆ Hours of operation
  - ◆ Licensing issuance and enforcement
  - ◆ Emergencies
  - ◆ Customer service
  - ◆ Dress code
  - ◆ Animal identification
  - ◆ Building maintenance.

It may be worthwhile to contact other agencies in order to view their policies and procedures manuals to use as guides in establishing a manual for Antioch.

### **OFFICE**

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The Animal Control Unit is allocated two (2) Customer Service Representatives. These staff members are responsible for serving walk-in customers, inputting and retrieving information using the computer system and conducting various clerical tasks associated with:

- ◆ Redemption of impounded animals
- ◆ Adoption of animals
- ◆ Collection and processing of fines and fees
- ◆ Answering questions regarding Unit services
- ◆ Selling dog licenses
- ◆ Entering data into the Unit computer system.

The Unit Supervisor and the Volunteer Coordinator assist in the office by answering the phone, and performing other various office tasks.

### **Workload**

Specific office workload indicators, such as number of phone calls and the number of walk-in customers, were not available for our review. Based on partial data supplied by the Unit's Supervisor, we estimate that the Unit answers approximately 33,000 phone calls and provides service to approximately 27,000 walk-in customers per year. We have no way of verifying this data, but we would note that the time phone calls take to complete varies widely.

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Some of these calls are simple and take little time or expertise to answer. For example, some callers request the hours of operation or direction to the City shelter. Others are more complex and require extensive knowledge of State law, City ordinances and Unit operating policies and procedures. For example, a person may call in indicating that their dog bit a neighbor. The person answering the phone needs to have knowledge of State rabies laws relative to vaccination requirements and effective dates, requirements for quarantine, whether the dog can be quarantined at home or at the shelter, the length of the quarantine, fees that would be owed, etc. Some of these calls can take up to 15 minutes.

As is the case with phone service, counter service time can vary widely from directions to the kennels to the sale of an animal. The latter can take up to 15 minutes to complete, inclusive of time to fill out various forms, collect money, update computer records, explain return policy, animal characteristics, spay/neuter, vaccination and licensing requirements and issue receipts.

### *Office Hours*

Monday, Wednesday, Friday and Saturday 10:00am - 4:00pm

Tuesday and Thursday 10:00am - 7:00pm

Closed Sunday

Given budgetary constraints the City may wish to consider a reduction in office hours. The Hayden law requires animal control agencies to be open late one weekday or be open one day on the weekend in order to reduce the number of days animals are held from six (6) days to four (4); the law does not require both.

### ***FIELD SERVICE PROGRAM***

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#### **General Overview**

In an effective and humane field services program, Animal Control Officers perform the following tasks:

- ◆ Enforce State laws and City ordinances and policies in the animal control agency's service area
- ◆ Impound stray animals that are in violation of the State and local law
- ◆ Enforce State and local licensing provisions
- ◆ Issue court citations to owners of unlicensed dogs
- ◆ Investigate animal bites
- ◆ Quarantine biting animals
- ◆ Rescue animals in distress
- ◆ Euthanize injured animals in a humane manner
- ◆ Pick up and dispose of dead animals
- ◆ Protect the public from dangerous animals
- ◆ Educate the public relative to responsible pet ownership and safety

- ◆ Safely and humanely restrain aggressive animals
- ◆ Transport animals to animal shelter and veterinarians
- ◆ Enforce the agency’s animal noise and nuisance ordinance
- ◆ Testify in court and before administrative bodies
- ◆ Assist in the training of new personnel
- ◆ Keep records and prepare oral and written reports of field activities.

**Officer Responsibilities**

The public’s view of Animal Control Officers remains, for the most part, negative. Perception of these personnel is often that of the “Dog Catcher.” This connotation unfairly dismisses the knowledge and skills necessary to effectively carry out the many and varied tasks these individuals are called upon to perform on a daily basis. Many of these tasks are potentially dangerous and must be accomplished in adverse weather conditions and under emotionally stressful circumstances.

Animal Control Officers are not peace officers, but they may exercise the powers of arrest of a peace officer as specified in California Penal Code Section 836 and the power to serve warrants as specified in California Penal Code Sections 1523 and 1530 during the course and within the scope of their employment, if those officers successfully complete a training course in the exercise of those powers pursuant to California Penal Code Section 832.<sup>4</sup> As noted earlier in this Section, Antioch does not require its Animal Control Officers to obtain a PC 832 certificate.

Animal Control Officers are tasked with enforcing State laws and the City Animal Control Ordinance within the City. The following is a table of code sections that officers are responsible for enforcing and/or with which they must be familiar:

California Code	Number of Sections
Regulations	10
Business and Professions	3
Civil	6
Civil Procedures	1
Corporations	1
Fish and Game	27
Food and Agriculture	104
Government	2
Health and Safety	11
Penal	65
Public Resources	2
Public Utilities	1
Vehicle	5
<b>Total Code Sections</b>	<b>238</b>

<sup>4</sup> California Penal Code Section 830.9.

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## Determining Field Staffing Needs

“A 1997 study conducted by the National Animal Control Association (NACA) found the average ratio of field animal control officers to citizens was one officer for every 16,000 to 18,000 persons. To determine optimum field staffing, local governments must factor in population, the size of the service area, and enforcement responsibilities.”<sup>5</sup>

### *Antioch City Field Staffing*

City of Antioch’s allocated staffing provides for three (3) Animal Control Officers.

- ◆ The Department provides field service to approximately 100,000 citizens encompassing approximately 27 square miles.
- ◆ Each 8-hour Animal Control position requires 2,920 hours to fill one shift for 365 days.
- ◆ Officer availability for staffing is determined by deducting from 2,080 hours (the maximum for one year), the time required for vacation, sick leave, court time, “flex” days and training. In using this model, the average number of hours dedicated to Animal Control for actual work will be 1,832 hours (a standardized ratio), or 229 days.
- ◆ Determine the relief factor (relating to the number of officers needed to fill one position for the entire year) by dividing the number of days of work required for each field area in a year (365) by the average number of days officers actually work in a year (229). In using this ratio, the 365 divided by 229 = 1.60 officers to fill one 8-hour shift for 365 days.

Desired Staffing	Officers Needed	Antioch Population	Population Per Officer
1	1.6	100,000	100,000
2	3.2	100,000	50,000
3	4.8	100,000	33,333
4	6.4	100,000	25,000
5	8.0	100,000	20,000
6	9.6	100,000	16,667
7	11.2	100,000	14,286

- ◆ The above chart shows the relationship between a desired staffing level and the number of employees needed to attain that staffing level at a 1.6 to 1 ratio. If Antioch wishes to have two (2) Animal Control Officers on duty 365 days a year they must have 3.2 Full Time Equivalent (FTE) employees and have enough kennel staff so that Officers are not required to work in the Shelter.
- ◆ Antioch Animal Control staffing for the month of January is shown on the following page.

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<sup>5</sup> Animal Control Management, International City/County Management Association, 2001, P55.

Date	Day	Supervisor	Officer 1	Officer 2	Officer 3	On-Call	On Duty
1-Jan	Thursday	Holiday	Holiday	Holiday	Holiday	Officer 2	0
2-Jan	Friday	8am-5pm	8am-5pm	8am-5pm	8am-5pm	Officer 2	3
3-Jan	Saturday	Off	Off	8am-4pm	Off	Officer 2	1
4-Jan	Sunday	Off	Off	Off	Off	Officer 2	0
5-Jan	Monday	8am-5pm	8am-5pm	Off	8am-5pm	Officer 1	2
6-Jan	Tuesday	8am-5pm	8am-5pm	8am-5pm	8am-5pm	Officer 1	3
7-Jan	Wednesday	8am-5pm	8am-5pm	8am-5pm	8am-5pm	Officer 1	3
8-Jan	Thursday	8am-5pm	8am-5pm	8am-5pm	8am-5pm	Officer 1	3
9-Jan	Friday	8am-5pm	8am-5pm	8am-5pm	8am-5pm	Officer 1	3
10-Jan	Saturday	Off	Off	8am-4pm	Off	Officer 1	1
11-Jan	Sunday	Off	Off	Off	Off	Officer 1	0
12-Jan	Monday	8am-5pm	8am-5pm	Off	8am-5pm	Officer 3	2
13-Jan	Tuesday	8am-5pm	8am-5pm	Kennel	8am-5pm	Officer 3	2
14-Jan	Wednesday	8am-5pm	8am-5pm	8am-5pm	Kennel	Officer 3	2
15-Jan	Thursday	8am-5pm	8am-5pm	Kennel	8am-5pm	Officer 3	2
16-Jan	Friday	8am-5pm	8am-5pm	8am-5pm	Kennel	Officer 3	2
17-Jan	Saturday	Off	Off	8am-4pm	Off	Officer 3	1
18-Jan	Sunday	Off	Off	Off	Off	Officer 3	0
19-Jan	Monday	Holiday	Holiday	Holiday	Holiday	Officer 2	0
20-Jan	Tuesday	8am-5pm	8am-5pm	Off	Kennel	Officer 2	1
21-Jan	Wednesday	8am-5pm	8am-5pm	8am-5pm	Kennel	Officer 2	2
22-Jan	Thursday	8am-5pm	8am-5pm	Kennel	8am-5pm	Officer 2	2
23-Jan	Friday	8am-5pm	VAC	8am-5pm	Kennel	Officer 2	1
24-Jan	Saturday	Off	Off	8am-4pm	Off	Officer 2	1
25-Jan	Sunday	Off	Off	Off	Off	Officer 2	0
26-Jan	Monday	8am-5pm	8am-5pm	Off	8am-5pm	Officer 1	2
27-Jan	Tuesday	8am-5pm	8am-5pm	Kennel	8am-5pm	Officer 1	2
28-Jan	Wednesday	8am-5pm	8am-5pm	8am-5pm	Kennel	Officer 1	2
29-Jan	Thursday	8am-5pm	8am-5pm	Kennel	8am-5pm	Officer 1	2
30-Jan	Friday	8am-5pm	8am-5pm	8am-5pm	8am-5pm	Officer 1	3
31-Jan	Saturday	Off	Off	8am-4pm	Off	Officer 1	1
Total On Duty Animal Control Officer Work Days							49.00
Average On Duty Animal Control Officers Per Day							1.6
Days Covered Only By One On-Duty Officer							7
Days Covered Only By On-Call Officer							6
Percentage Of Days Covered By One On-Duty Or On-Call Officer							42%

- ◆ With three (3) filled Animal Control Officers and the requirement that Officers work as Kennel Assistants, there is often only one Officer on duty or the “on-call” Officer is the only staff member available to provide service to 100,000 people 42 percent of the time. The above schedule assumes perfect attendance and no training. Vacation, sick leave, workers compensation injuries, Family Medical Leave Act (FMLA), training, and holidays make it a challenge for the Unit to provide a consistent level of field coverage.

## Recommended Staffing

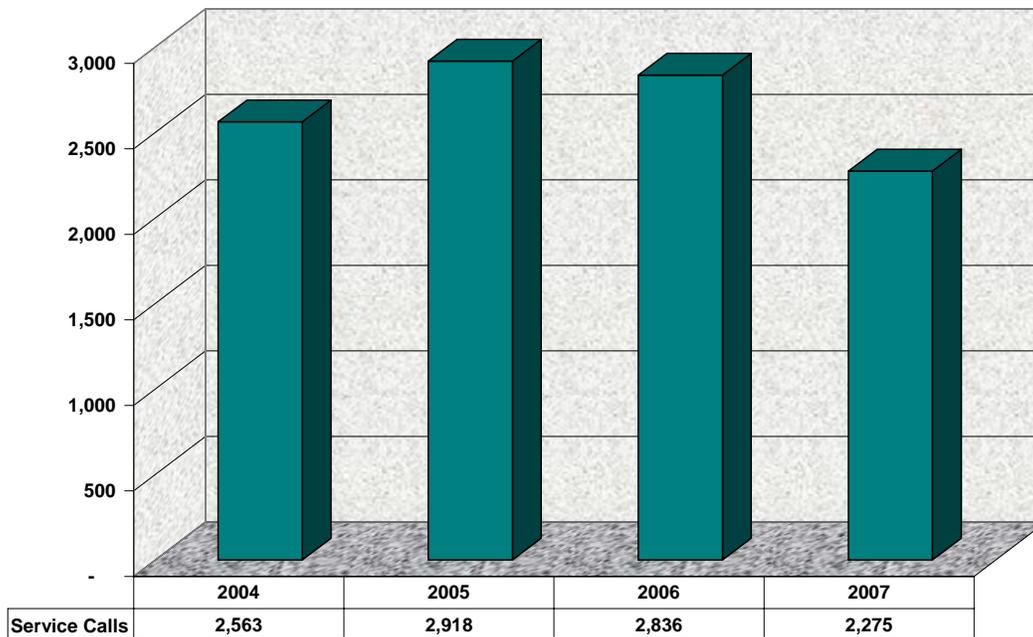
Based on the standard multiplier of 1.6 officers per field area, the number of employed Officers would be dependent on the number of Officers desired to be on duty each day. If we assume two Officers per day, Antioch would need to employ 3.2 Officers if kennel staffing is at a level so as to negate the need to have Officers work in the Shelter. This example is, of course, theoretical. City of Antioch management will need to determine actual staffing levels based on workload indicators and available funding.

## Work Load/Field Activity

The following table and charts shows field calls, citations, notices of violation and bites over the last four (4) years and the change in these metrics from 2003 to 2007.

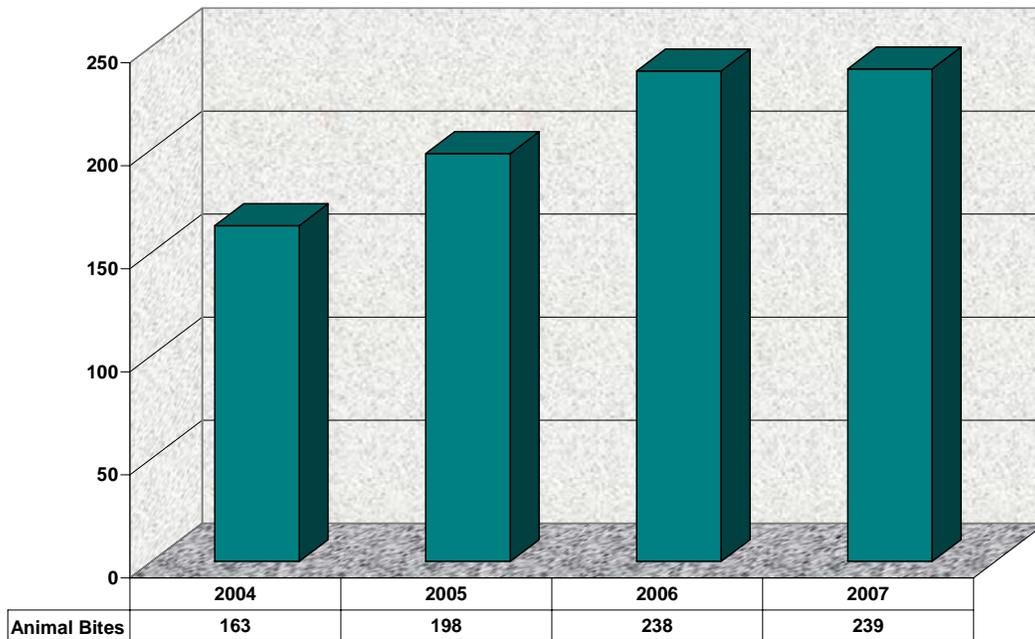
Activity	2004	2005	2006	2007	Change
Service Calls	2,563	2,918	2,836	2,275	-11%
Animal Bites	163	198	238	239	47%

SERVICE CALLS



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### ANIMAL BITES



The above data indicates that field calls increased in 2005 and 2006 and then decreased by 20 percent in 2007. The total decrease from 2004 to 2007 was 11 percent. Animal bites have steadily increased and have gone up by 47 percent from 2004 to 2007. During this same time period, the population of Antioch remained relatively constant.<sup>6</sup> The large increase in animal bites is of concern.

### ***SHELTER PROGRAM***

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The Antioch City Animal Shelter is located at 300 L Street and is adjacent to and connected with the Antioch Police Department Headquarters building.

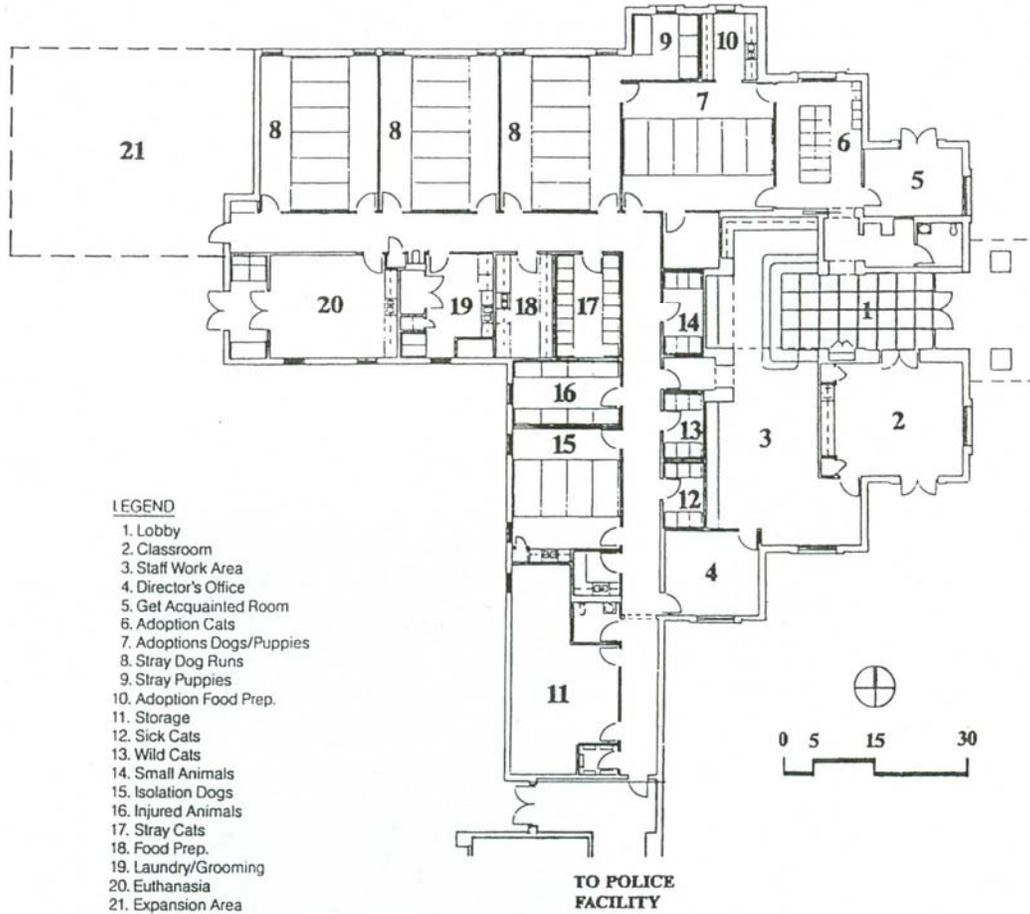
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<sup>6</sup> California Department of Finance.



Animal Shelter





The Antioch Animal Shelter measures approximately 8,700 square feet and was completed in 1991 when the City population was approximately 62,000. As noted in Section II, a shelter must be of a size consistent with the inflow of animals, taking into consideration the redemption, adoption and immediate euthanasia of severely sick and injured animals.

With a current population of 100,000 the current shelter is too small to adequately house the current animal population. The table below shows the impact of the animal population increasing at the same rate as the human population:

Activity	2007	2035
<b>Impounds</b>		
<b>Dog</b>	1,246	1,682
<b>Cat</b>	1,850	2,498
<b>Total</b>	<b>3,096</b>	<b>4,180</b>

Antioch animal intakes have decreased by 11 percent from 2003 to 2007.

Activity	2003	2004	2005	2006	2007	Change
<b>Impounds</b>						
<b>Dog</b>	1,444	1,301	1,331	1,429	1,246	-14%
<b>Cat</b>	2,050	1,832	2,078	2,105	1,850	-10%
<b>Total</b>	3,494	3,133	3,409	3,534	3,096	-11%

However, the number of animals impounded per capita is high at 30.85 per 1,000 population and will impact future costs if not reduced. Contra Costa County shelters approximately 15,000 animals per year from a population of 951,313 or 15.63 animals per 1,000 persons or approximately ½ the per capita rate of Antioch.

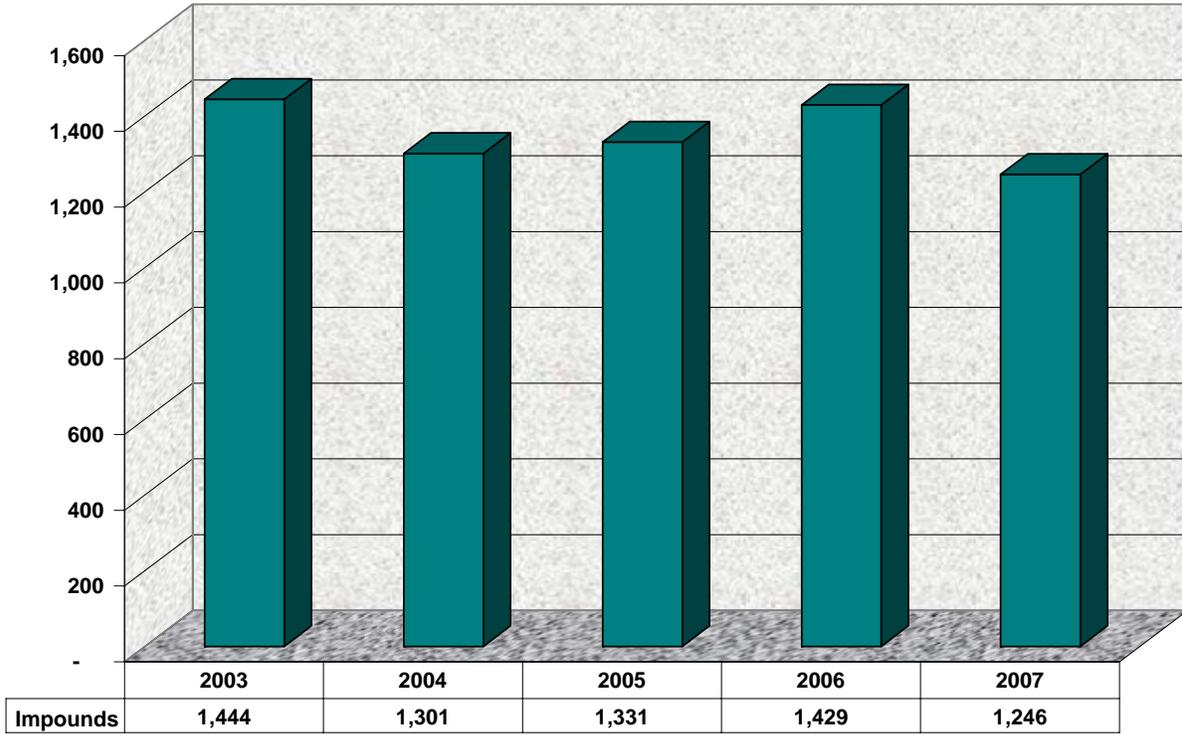
Antioch	Impounds	Impounds Per 1,000
<b>Population 100,361</b>		
<b>Dog</b>	1,345	12.42
<b>Cat</b>	2,091	18.43
<b>Total</b>	<b>3,436</b>	<b>30.85</b>
County	Impounds	Impounds Per 1,000
<b>Population 951,313</b>		
<b>Dog</b>	6,687	7.03
<b>Cat</b>	8,178	8.60
<b>Total</b>	<b>14,865</b>	<b>15.63</b>

The solution to reducing the animal population is the establishment of a vigorous spay/neuter/education program. (See page 45 of this Section for an examination of these issues.)

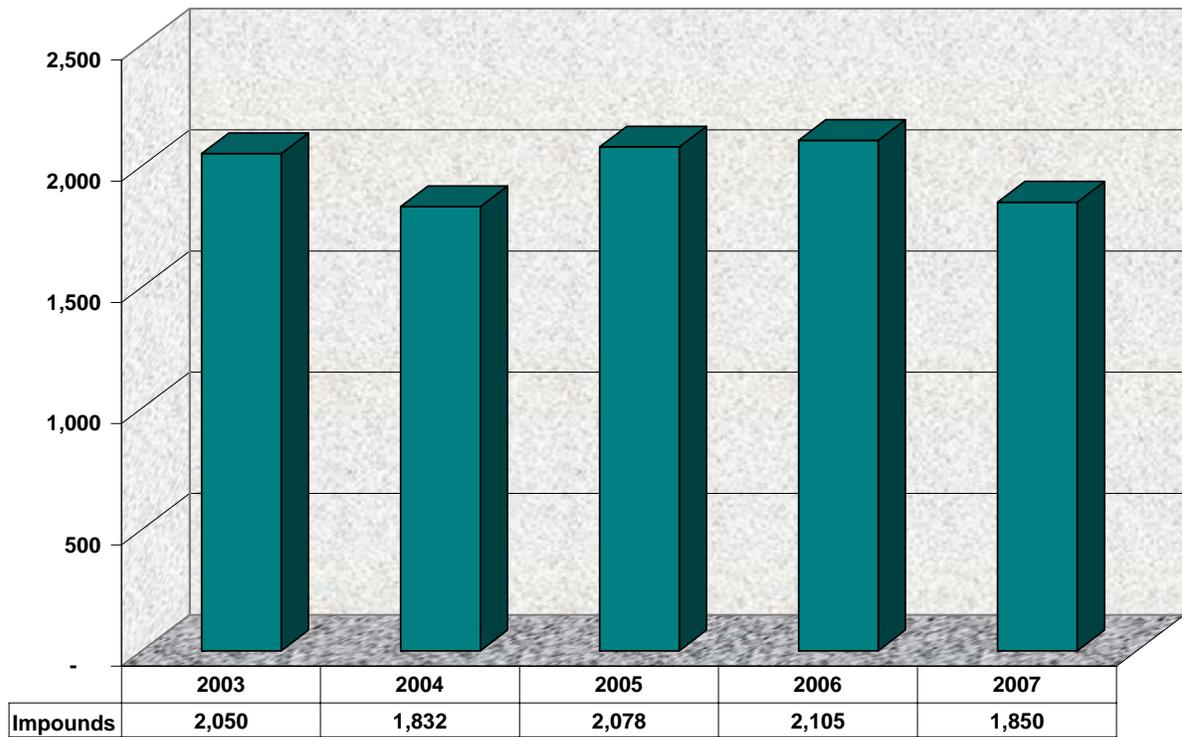
The following table and charts show live animal intakes and animal dispositions for Antioch over the last five (5) years and the change in these metrics from 2003 to 2007.

Activity	2003	2004	2005	2006	2007	Change
<b>Impounds</b>						
Dog	1,444	1,301	1,331	1,429	1,246	-14%
Cat	2,050	1,832	2,078	2,105	1,850	-10%
<b>Total</b>	<b>3,494</b>	<b>3,133</b>	<b>3,409</b>	<b>3,534</b>	<b>3,096</b>	<b>-11%</b>
<b>Adopted</b>						
Dog	471	407	357	424	392	-17%
Cat	709	499	539	486	672	-5%
<b>Total</b>	<b>1,180</b>	<b>906</b>	<b>896</b>	<b>910</b>	<b>1,064</b>	<b>-10%</b>
<b>Redeemed</b>						
Dog	546	533	492	563	446	-18%
Cat	64	63	61	32	33	-48%
<b>Total</b>	<b>610</b>	<b>596</b>	<b>553</b>	<b>595</b>	<b>479</b>	<b>-21%</b>
<b>Euthanized</b>						
Dog	384	351	438	436	398	4%
Cat	1,009	1,169	1,341	1,337	1,031	2%
<b>Total</b>	<b>1,393</b>	<b>1,520</b>	<b>1,779</b>	<b>1,773</b>	<b>1,429</b>	<b>3%</b>
<b>Died</b>						
Dog	38	4	10	7	14	-63%
Cat	216	66	156	199	140	-35%
<b>Total</b>	<b>254</b>	<b>70</b>	<b>166</b>	<b>206</b>	<b>154</b>	<b>-39%</b>
<b>Escaped</b>						
Dog	-	-	-	1	-	~
Cat	12	5	4	10	5	-58%
<b>Total</b>	<b>12</b>	<b>5</b>	<b>4</b>	<b>11</b>	<b>5</b>	<b>-58%</b>
<b>Missing</b>						
Dog	-	-	-	-	-	~
Cat	12	5	14	-	5	-58%
<b>Total</b>	<b>12</b>	<b>5</b>	<b>14</b>	<b>-</b>	<b>5</b>	<b>-58%</b>
<b>Other</b>						
Dog	-	11	7	-	-	~
Cat	12	5	5	-	-	~
<b>Total</b>	<b>12</b>	<b>16</b>	<b>12</b>	<b>-</b>	<b>-</b>	<b>~</b>
<b>Total Outcomes</b>						
Dog	1,439	1,306	1,304	1,431	1,250	-13%
Cat	2,010	1,802	2,120	2,064	1,886	-6%
<b>Total</b>	<b>3,449</b>	<b>3,108</b>	<b>3,424</b>	<b>3,495</b>	<b>3,136</b>	<b>-9%</b>
<b>Animals On Hand December 31</b>						
Dog	~	~	~	~	~	~
Cat	~	~	~	~	~	~
<b>Total</b>	<b>161</b>	<b>199</b>	<b>163</b>	<b>192</b>	<b>158</b>	<b>-2%</b>
<b>Discrepancy</b>	<b>(45)</b>	<b>(25)</b>	<b>15</b>	<b>(39)</b>	<b>40</b>	

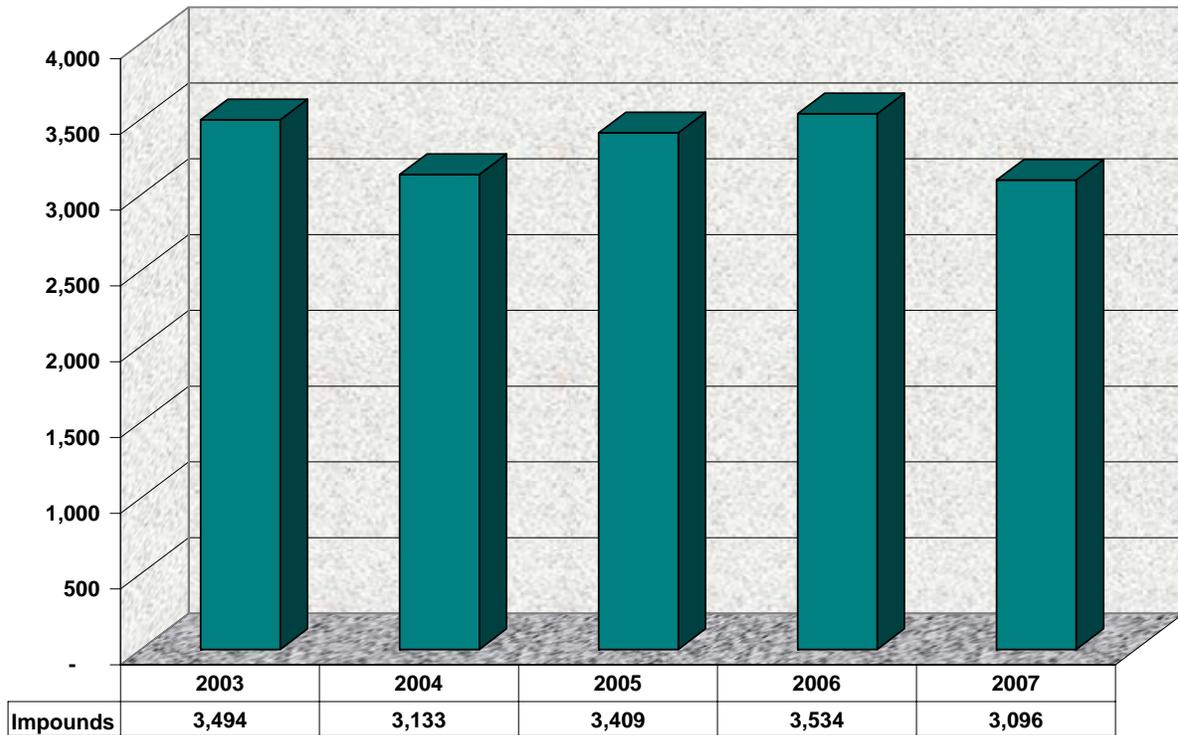
**DOG IMPOUNDS**



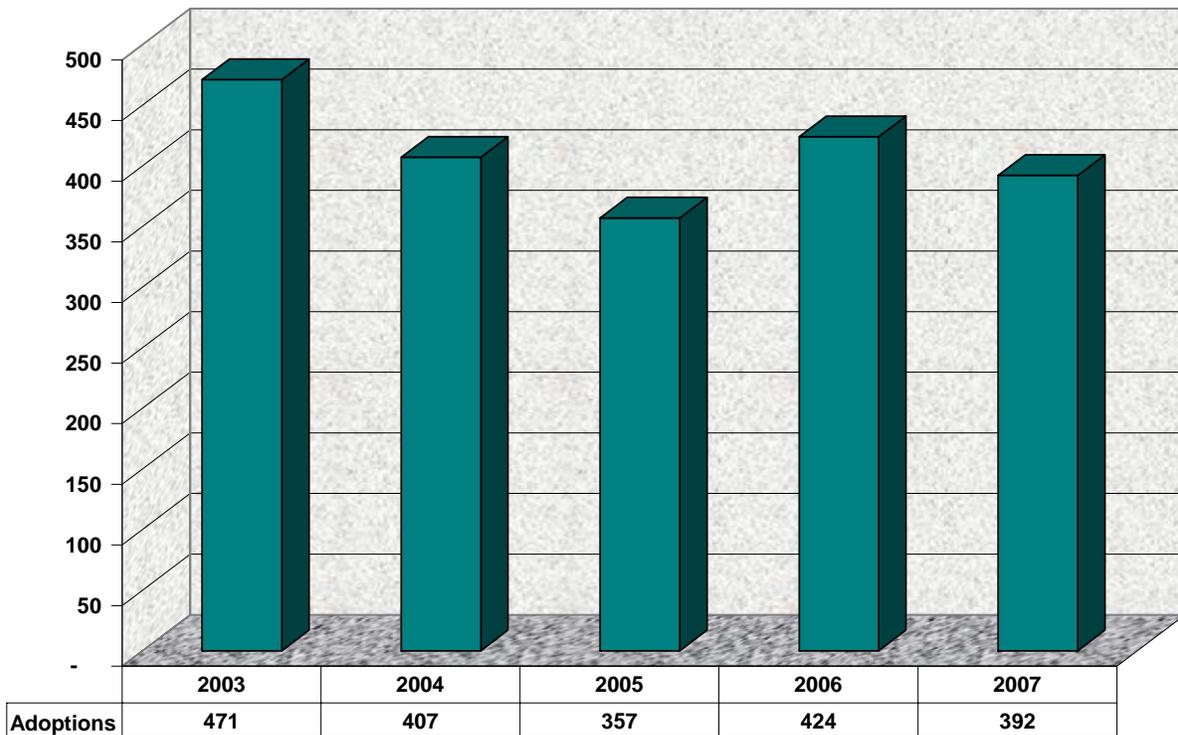
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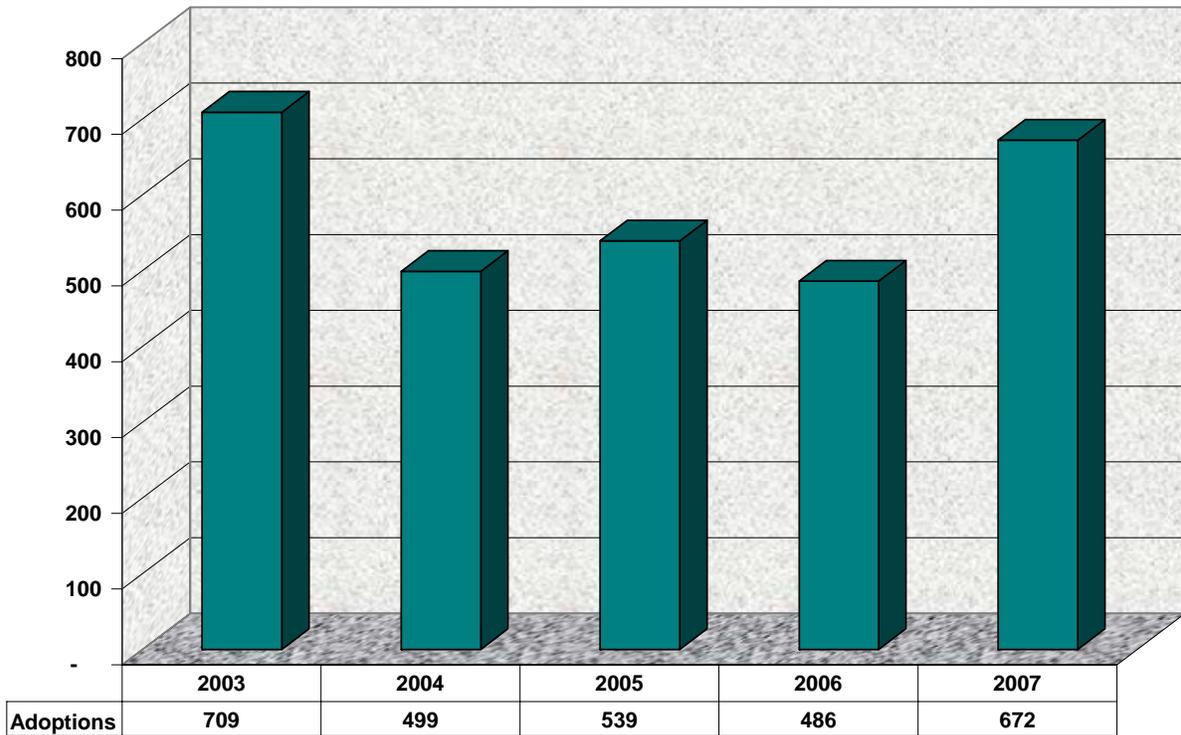
**TOTAL IMPOUNDS**



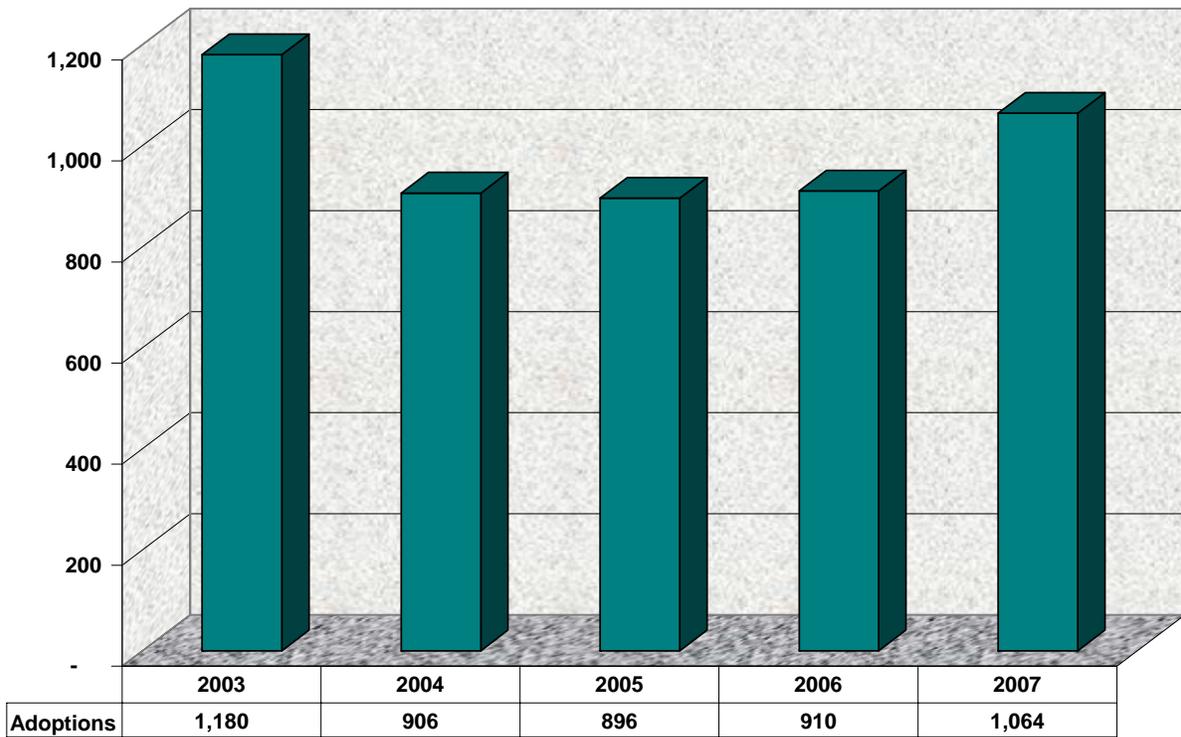
**DOG ADOPTIONS**



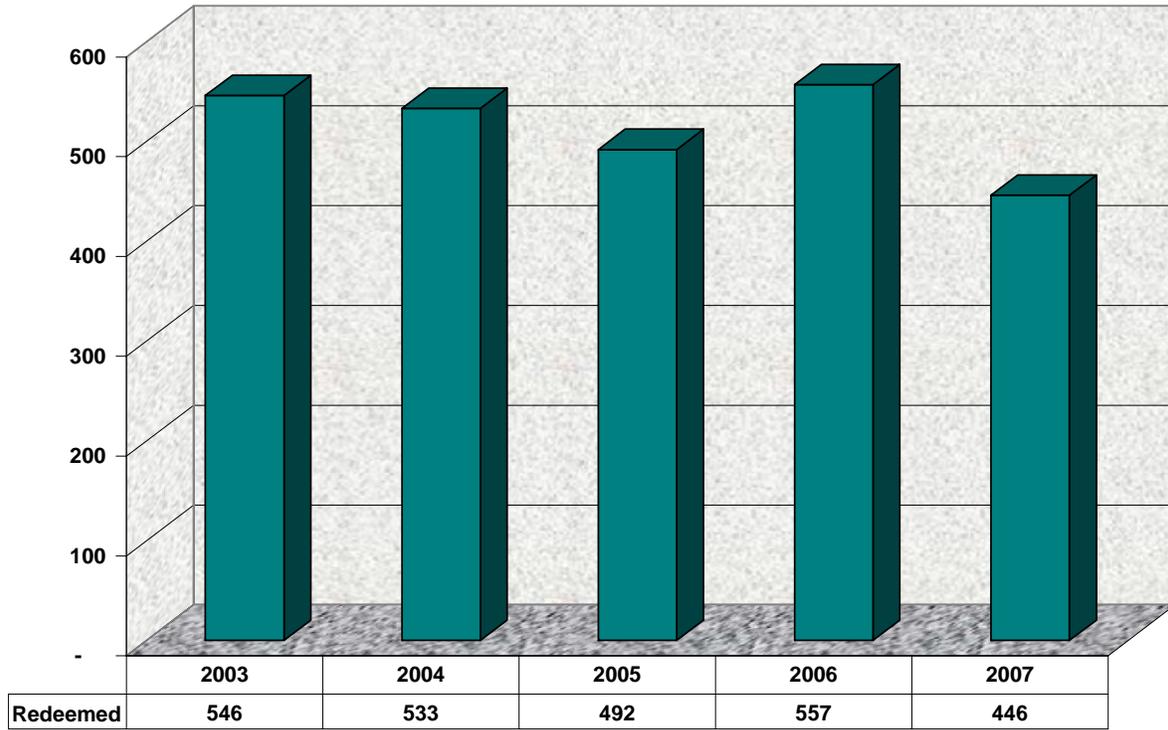
**CAT ADOPTIONS**



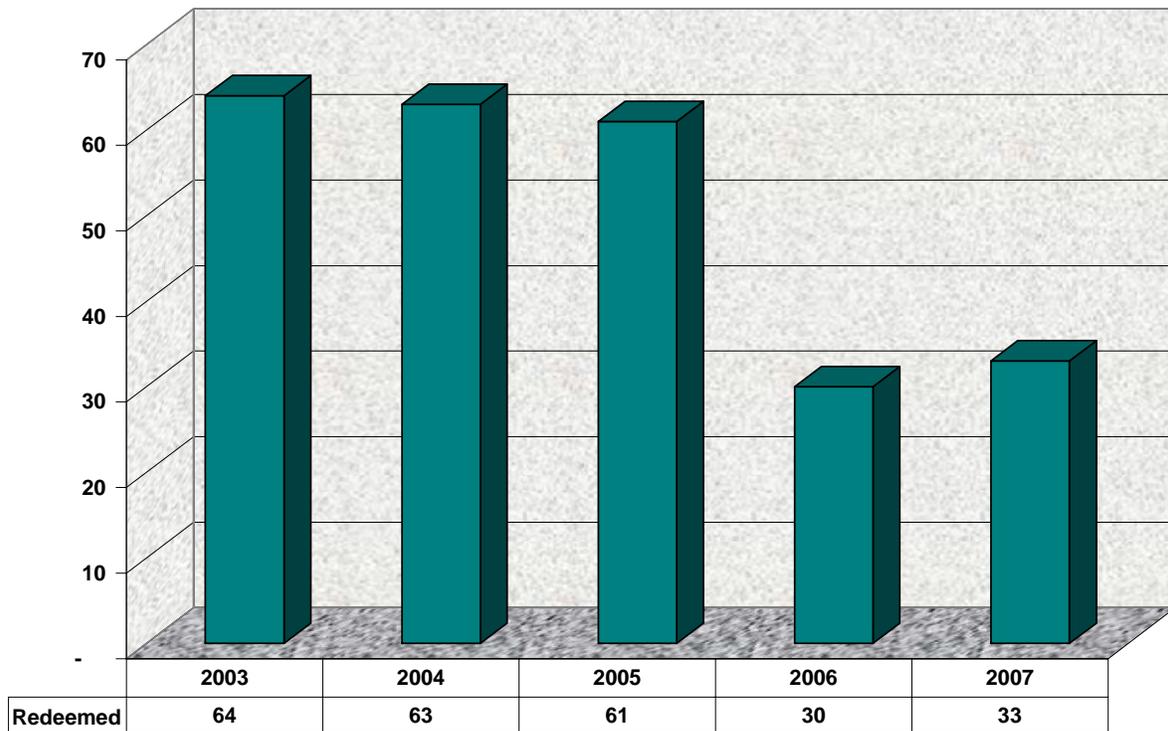
**TOTAL ADOPTIONS**



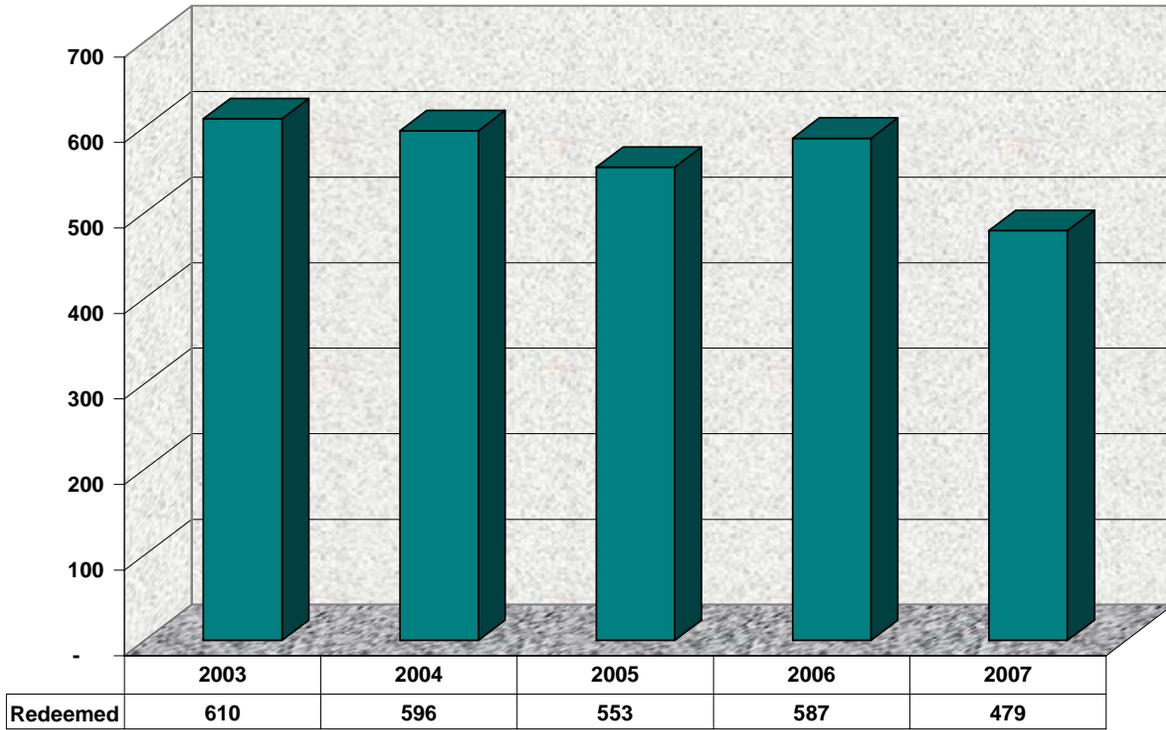
**DOGS REDEEMED**



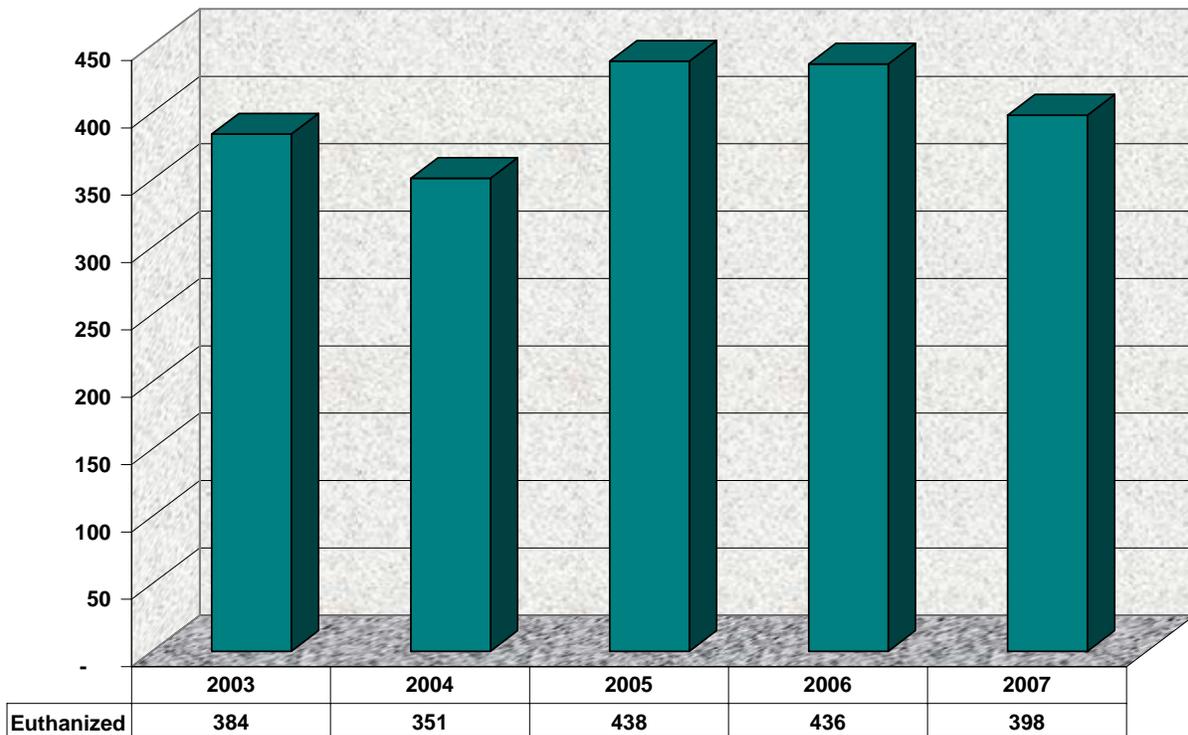
**CATS REDEEMED**



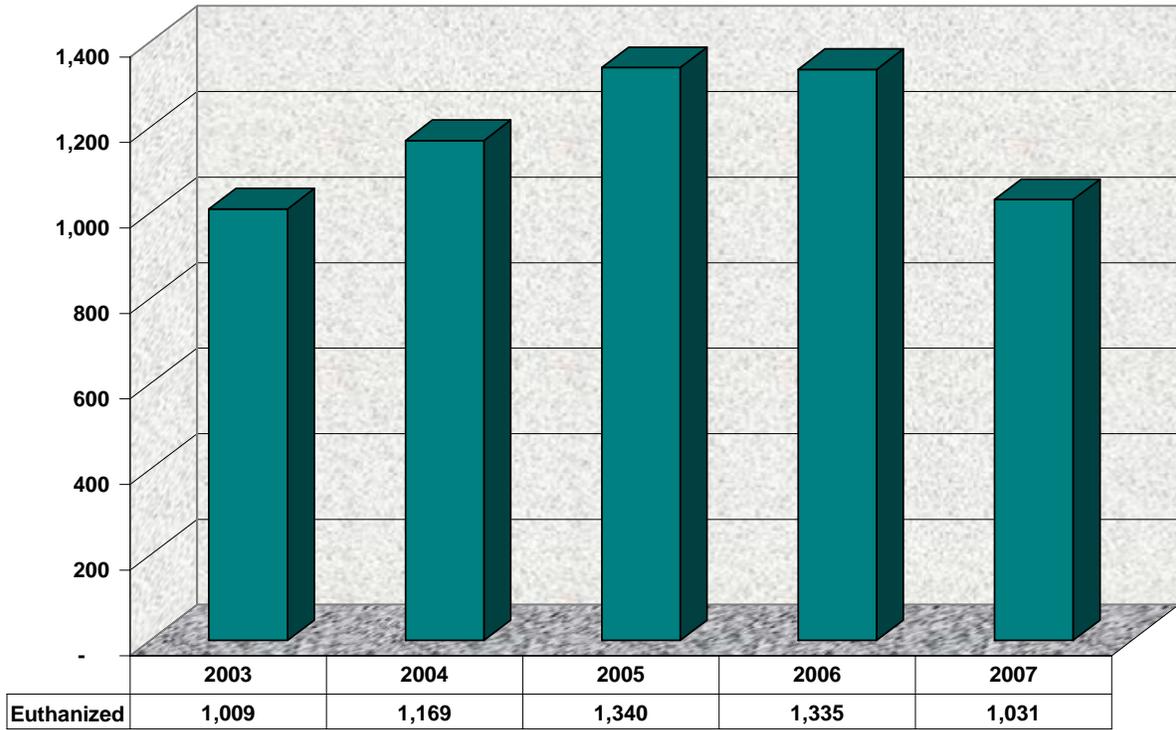
**TOTAL REDEEMED**



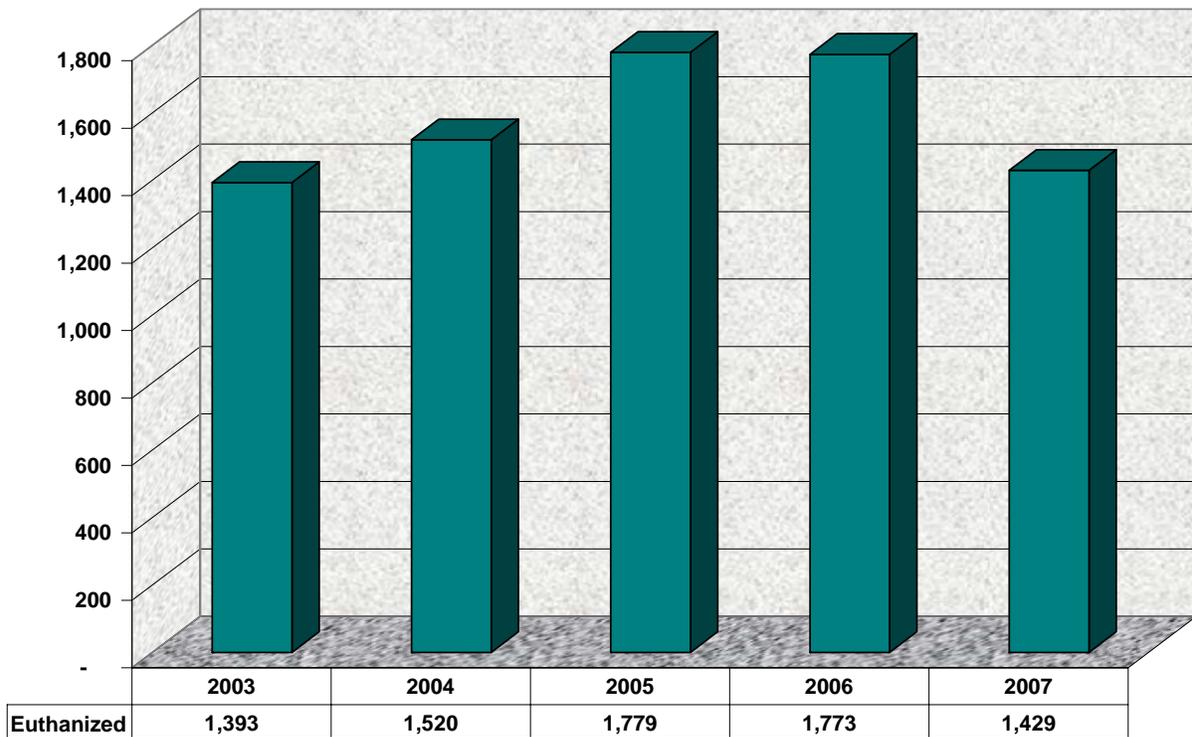
**DOGS EUTHANIZED**



**CATS EUTHANIZED**

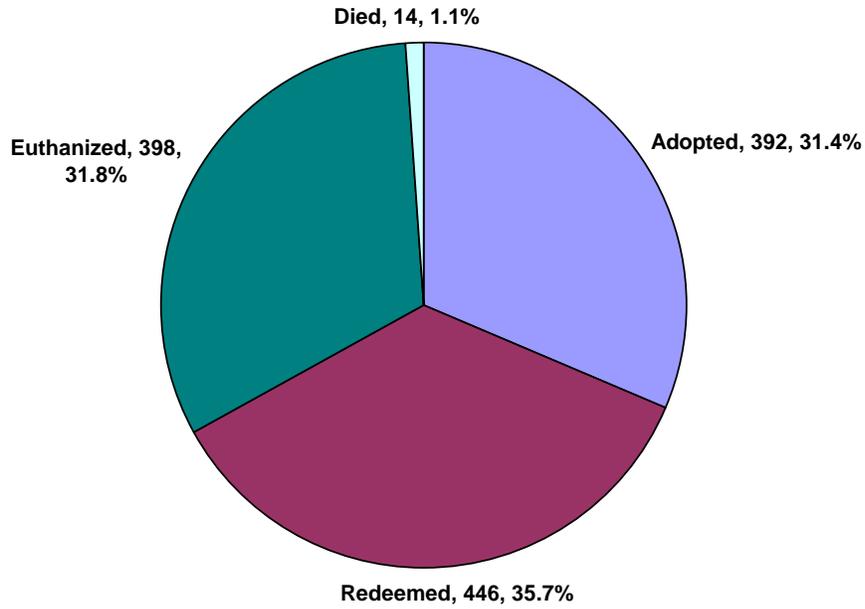


**TOTAL EUTHANIZED**

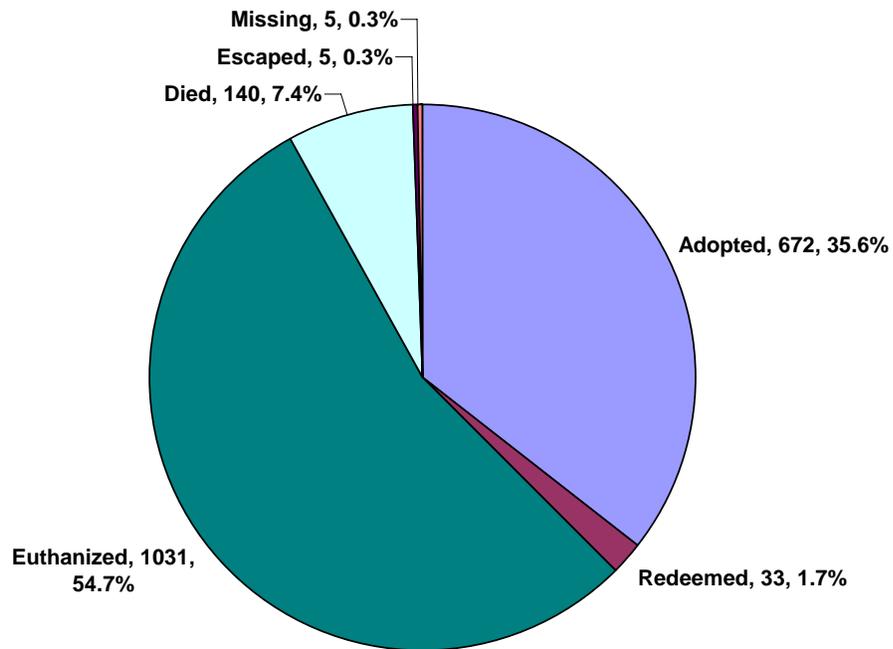


The following charts show animal dispositions for 2007:

**Dogs**

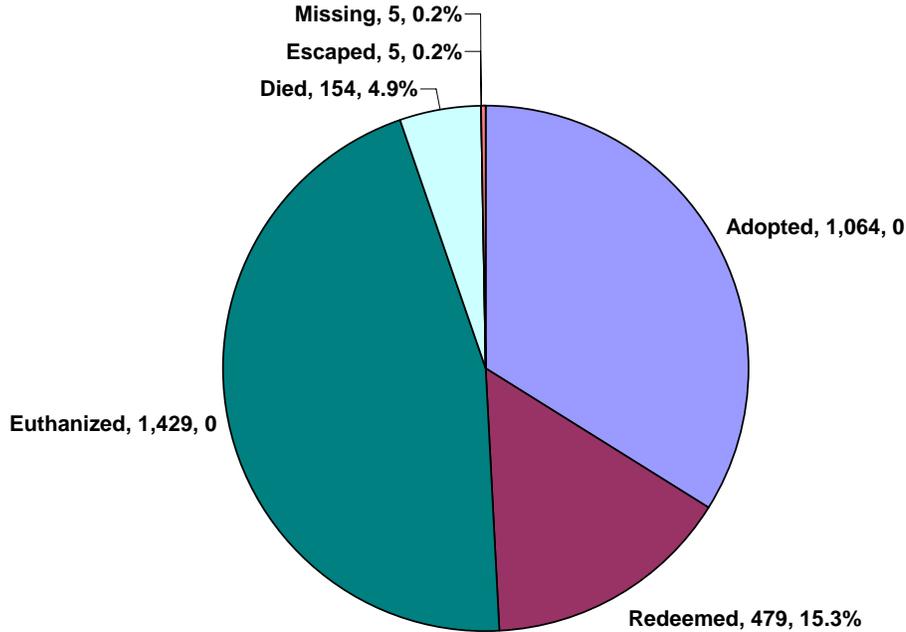


**Cats**



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## Dogs and Cats



The above data indicates that from 2003 to 2007 dog intakes have decreased by 14 percent; cat intakes decreased by 10 percent, and total by 11 percent; dog adoptions have decreased by 17 percent, cats by 5 percent, and total by 10 percent; dog redemptions decreased by 18 percent and cats decreased by 48 percent. This latter decrease is not statistically significant, given the small number of cats redeemed. This small number of cat redemptions is common among animal control agencies. The data also indicates that dog euthanasia increased by 4 percent, cats by 2 percent, and total by 3 percent. Animal intakes are trending down; so, too, are adoptions and redemptions while the number of animals euthanized increased.

### **Determining Shelter Staffing Needs**

The number of personnel needed to staff an animal shelter is dependent on the following variables:

- ◆ The physical size of the facility
- ◆ The number of kennels
- ◆ The number of cat cages
- ◆ The number of animal intakes
- ◆ The number of owner returns
- ◆ The number of adoptions
- ◆ The number of animals euthanized
- ◆ The hours the shelter is open to the public
- ◆ The cleaning protocols adopted

- 
- ◆ The frequency of standard and extraordinary cleaning
  - ◆ The number of sick animals held
  - ◆ The length of stray holding
  - ◆ The length of adoption holding
  - ◆ The availability of veterinary care (i.e. onsite or offsite)
  - ◆ The availability of spay/neuter services (i.e. onsite or offsite)
  - ◆ Are the other assigned duties not specific to a typical kennel (i.e. adoption counseling, lost and found assistance, clerical duties, etc.)?
  - ◆ Does the shelter temperament test dogs prior to placing them up for adoption?
  - ◆ The availability of a dedicated computer system.

*National Animal Control Association*<sup>7</sup>

**POLICY STATEMENT**

“The National Animal Control Association NACA recommends that each shelter and animal care facility be staffed each day with the appropriate number of kennel personnel to insure that every animal is properly cared for in a safe and humane manner and to maintain a safe working environment for employees.

**BASIS FOR POLICY**

“Caring for sheltered animals requires daily cleaning and sanitation to reduce the spread of disease, maintain the health of the shelter population and to maintain a clean and odor free facility. Shelters and animal care facilities must maintain an appropriate daily feeding schedule for each animal in its care and insure there is adequate staff and time to complete all the other duties and responsibilities of caring for sheltered animals including but not limited to laundry, dish washing, lost and found, stocking and inventory of supplies, janitorial, and supplemental waste removal throughout the day. It is the responsibility of every animal shelter and animal care facility to meet or exceed the minimum standards of animal care for all impounded animals by maintaining a staffing level that insures that the minimum animal care standards are adhered to on a daily basis without putting staff at risk of injury.”

*Cleaning*

The most time consuming activity for animal care workers is cleaning. Animal enclosure cleaning generally requires removal of the animal from the space to be cleaned, cleaning and/or replacement of food and water containers, disinfection of the area, time to dry in dog kennels that are hosed, replacement of litter pans for cats, and cleaning or replacement of bedding. Additionally, for proper disease control, all areas of the animal shelter must be cleaned periodically.

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<sup>7</sup> NACA web site: <http://www.nacanet.org/kennelstaff.htm>

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The following is a list of areas that should be cleaned in an animal shelter:

- ◆ Office areas
- ◆ Main lobbies and hallways
- ◆ Dog runs including central walkways, walls, doors, gates, drains, food and water bowls
- ◆ Cat rooms including cages, floors, walls, doorknobs, food, water, litter receptacles
- ◆ Quarantine areas
- ◆ Isolation areas
- ◆ Medical/surgical areas, including instruments and equipment
- ◆ Other animal areas, such as grooming, treatment rooms, intake rooms, visiting rooms, training areas
- ◆ Exercise yards or other outside animal areas
- ◆ Vehicles
- ◆ Carriers and transport cages
- ◆ Bedding
- ◆ Toys
- ◆ Tools, such as pooper scoopers and mops
- ◆ Ventilation and heating ducts
- ◆ Storage areas.

The time it takes to complete the above cleaning tasks is dependent on the frequency of occurrence, size of the facility, the number of rooms, the number of animals, and the distance between work areas.

Antioch currently employs three (3) part-time Animal Care Attendants and augments staffing by assigning Animal Control Officers to work in the shelter. This level of staffing is inadequate.

- ◆ An animal shelter operates 365 days per year. Although not all of the above tasks are performed each day, someone needs to be present daily. Staffing requirements are determined by deducting from 2,080 hours (the maximum for one year), the time required for vacation, sick leave, “flex” days and training. In using this model, the average number of hours available for actual work will be 1,832 hours (a standardized ratio), or 229 days.
- ◆ Determine the relief factor (relating to the number of staff needed to fill one position for the entire year) by dividing the number of days of work required in a year (365) by the average number of days staff actually works in a year (229). In using this ratio, the 365 divided by 229 = 1.60 personnel to fill one 8-hour shift for 365 days.

Desired Staffing	Staff Needed
1	1.6
2	3.2
3	4.8
4	6.4
5	8.0
6	9.6
7	11.2
8	12.8
9	14.4
10	16.0

The National Animal Control Association developed the following formula for determining the number of staff needed in a shelter to feed and water the animals and clean the animal enclosures.

NACA formula for determining kennel staffing (feeding and cleaning only).<sup>8</sup>

Indicator	Value	Formula	Value	Indicator
Incoming Animals per Year <sup>1</sup>	<b>A</b>	÷ 365 days =	<b>AA</b>	Incoming Animals per Day
Incoming Animals per Day	<b>AA</b>	x Average <sup>2</sup> Hold Period =	<b>BB</b>	Animals in Shelter per Day
Animals in Shelter per Day	<b>BB</b>	x 10 Minutes per <sup>3</sup> Animal =	<b>CC</b>	Number of Minutes Needed
Minutes Needed	<b>CC</b>	÷ 60 minutes =	<b>DD</b>	Number of Hours Needed
Number of Hours Needed	<b>DD</b>	÷ 3 hours <sup>4</sup> =	<b>EE</b>	Staff Needed per Day

**Source: The Humane Society of the United States**

1. The average total of live domestic animals received over a 3-5 year period.
2. The average or minimum legal holding period in days (the number of days required by law to hold an impounded animal for possible redemption). The example for Antioch below uses the average holding period.
3. This formula is based on a per-animal time of 7 minutes for cleaning and 3 minutes for feeding.
4. These 3 hours are solely for the performance of cleaning and feeding - allow further time in the day to perform routine maintenance such as laundry, dishes, lost and found checks, etc.

<sup>8</sup> Ibid

For Antioch the formula provides the following guidance relative to shelter staffing:

Indicator	Value	Formula	Value	Indicator
Incoming Animals per Year	<b>3333</b>	÷ 365 days =	<b>9.13</b>	Incoming Animals per Day
Incoming Animals per Day	<b>9.13</b>	x Average Hold Period =	<b>181</b>	Animals in Shelter per Day
Animals in Shelter per Day	<b>181</b>	x 10 Minutes per Animal =	<b>1,810</b>	Number of Minutes Needed
Minutes Needed	<b>1,810</b>	÷ 60 minutes =	<b>30.11</b>	Number of Hours Needed
Number of Hours Needed	<b>30.11</b>	÷ 3 hours =	<b>10</b>	Staff Needed per Day

The above formula addresses staffing needed for feeding and cleaning of the kennels and cat cages and applies an arbitrary factor to estimate the time required for other shelter tasks. Thus according to the above formula and using the vacancy factor multiplier of 1.6 noted above Antioch would need to employ sixteen (16) kennel personnel.

If the holding periods were reduced by 50 percent the number of kennel staff needed per day would be five (5). Based on 1.6 personnel to fill one position for 365 days the number of staff needed would be eight (8). This could be reduced by one or two positions given reduced workloads on weekends and holidays.

The large number of personnel required under this model is primarily attributable to the long holding periods utilized by Antioch. The Animal Services Supervisor reports that dogs are held an average of 15 days and cats are held an average of 22 days. This equates to a weighted average hold period of 19.8 days. The legal minimum for both dogs and cats is four (4) days plus the day of impoundment. Feral cats and un-weaned litters can be held for a shorter period of time. Animals that are good adoption candidates can and should be held for a longer period of time. By way of contrast, Contra Costa County holds dogs on average 6.6 days and cats 5.8 days for a weighted average of 6.2 days. The County euthanized 35.3 percent of dogs and 38.2 percent of cats for calendar year 2007.<sup>9</sup> Los Angeles County’s average hold time is a little over eight (8) days and Sacramento County’s average hold time is slightly less than eight (8) days.

### ***ANIMAL HOLDING POLICY***

Long hold periods are not necessarily in the best interest of sheltered animals. However, based on the desire of Animal advocates and resulting policy of the City Council, Antioch has made a significant effort to keep animals alive as long as possible. Not all animals are adoptable or suitable for permanent rescue situations. This may be due to several factors not the least of which is health and temperament issues. Thus, 32 percent of dogs and 55 percent of cats are being euthanized at the shelter. We have previously noted that the shelter is overcrowded,

<sup>9</sup> Contra Costa County Animal Services Department 2007 Statistical Report

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disease issues are of concern, and the death rate, particularly for cats, is high. It is very important to note that every animal impounded will not be adopted until animal intakes are reduced through an aggressive spay/neuter/education program, and even with such programs, we cannot say that every animal will be adopted out. Therefore, we believe that the overall quality of care would be enhanced if the tough decisions relative to which animals are good adoption candidates and which animals must be euthanized are made earlier rather than later.

The following excerpt from the University of California Koret Shelter Medicine Program has particular significance for Antioch.

*“Intake to live release disparity: Current and historical shelter population dynamics identify challenges that must be overcome to improve welfare and live release for lost or homeless animals in the community while describing the current burden on the shelter or community system for handling, holding or re-homing animals.*

*“While every effort should be made to improve the number and percentage of animals who will leave the shelter alive, it is essential to monitor the difference between intake and live release in order to effectively manage the shelter population without creating additionally crowded conditions. Crowding, ultimately leads to increases in disease and stress for staff and animals, which may negatively impact the live release rate.*

*“In each community and in each animal shelter, there are a host of intertwined reasons the live release may not be equal to the rate of intake. The disparity between intake and live release may be addressed from the intake side of the equation or by attempting to remove impediments and increase opportunities in the community or elsewhere for positive outcomes. Increasing live release as well as decreasing intake will both positively affect the live release rate. Holding animals in the shelter does not positively affect the live release rate although it may temporarily decrease the euthanasia rate.*

*“Holding animals beyond the capacity of the facility may actually lead to decreases in the live release rate by increasing the incidence of infectious disease and using resources inefficiently. Other outcomes, such as lost animals or animals who have died in shelter care, may serve as markers for husbandry concerns or data entry problems.”<sup>10</sup>*

## Shelter Issues

- ◆ The shelter has not adopted a “feral cat protocol” as provided in Food and Agriculture Section 31752.5. This results in unadoptable cats being held longer than necessary. This contributes to shelter overcrowding.
- ◆ The health of the animals at the shelter can be improved. We have brought this matter to the attention of City management and they are in the process of contacting the University of California at Davis Shelter Medical Program for consultation relative to this issue.

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<sup>10</sup> 5 Key Population Management Factors Affecting Shelter Animal Health, Sandra Newbury, DVM, [http://www.sheltermedicine.com/documents/newbury\\_navc\\_2009\\_1.pdf](http://www.sheltermedicine.com/documents/newbury_navc_2009_1.pdf)

- ◆ Shelter health issues and facility maintenance need to be addressed. Animal health and facility consultation, including air filtration and the sealing of porous floor surfaces, are areas City management has started to address.

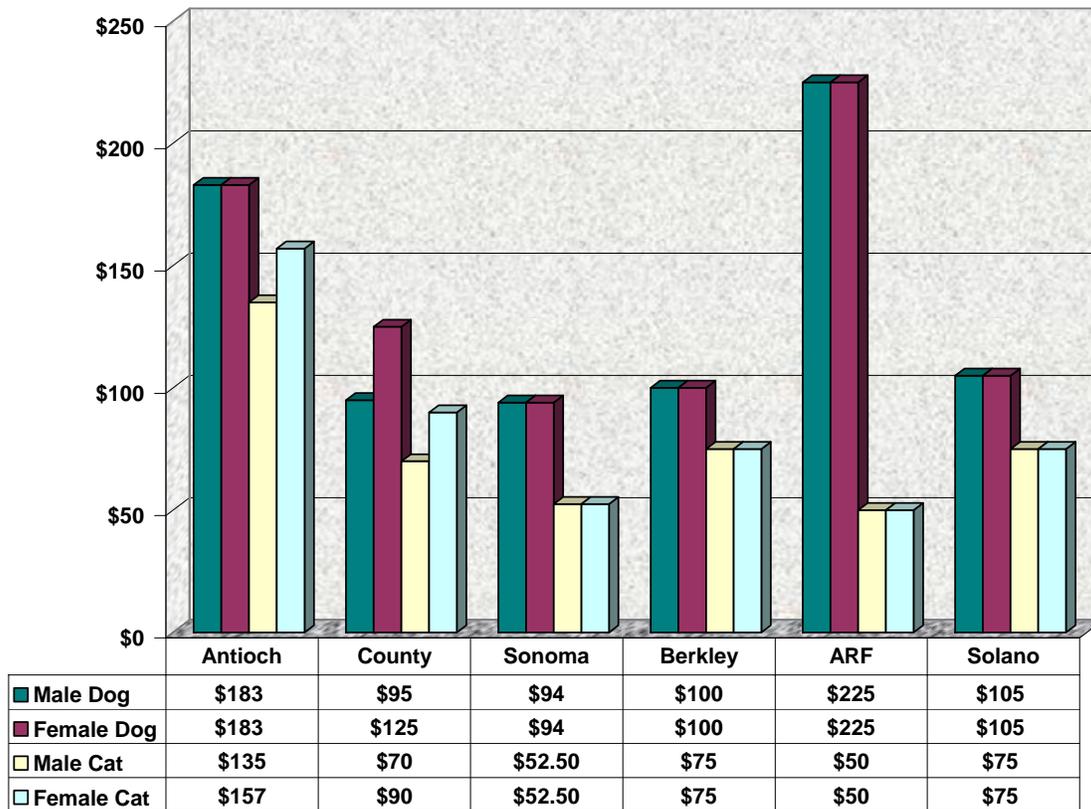
### Animal Adoptions

Antioch adopted 392 dogs and 672 cats during calendar year 2007. This represents an adoption rate of 31 percent for dogs, 36 percent for cats and 34 percent total. During this same time period, Contra Costa County adopted 29 percent of its dogs, 59 percent of its cats and 45 percent combined dogs and cats. One of the factors that impacts the number of animals adopted from any agency is the total cost of the adoption. This typically includes the adoption fee, rabies vaccination and other vaccinations, micro-chipping, and the cost of spay/neuter surgery.

The table below shows adoption fees from Antioch, the County, Sonoma County, the City of Berkley, the Animal Rescue Foundation (ARF), and Solano County.

Type	Antioch	County	Sonoma	Berkley	ARF	Solano
Male Dog	\$183-\$217	\$95-\$155	\$94-\$168	\$100.00	\$225-\$250	\$105.00
Female Dog	\$183-\$243	\$125-\$195	\$94-\$168	\$100.00	\$225-\$250	\$105.00
Male Cat	\$ 135.00	\$70-\$90	\$52-\$132	\$ 75.00	\$50-\$125	\$75.00
Female Cat	\$ 157.00	\$90-\$110	\$52-\$132	\$ 75.00	\$50-\$125	\$75.00

The following chart compares the low fee from each agency for each animal type:



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Both Sonoma County and Berkley charge more for younger animals in recognition of the fact that older animals are harder to place and will be with their owners for a shorter period of time. ARF's relatively high dog adoption fee reflects in part the inclusion of a **seven week** training class.

The factor that drives Antioch's relative high adoption fees is the cost of spay/neuter surgery. This issue is discussed below.

### ***SPAY NEUTER PROGRAM- GETTING AT THE PET OVERPOPULATION PROBLEM***

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The purpose of a spay/neuter program is to reduce the number of companion animals that are euthanized in a community through surgical sterilization.

#### **Why Is This Important?**

The reproductive capacity of dogs and cats far exceeds that of humans. The Humane Society of the United States has calculated that one female dog and her progeny can produce more than 67,000 offspring in seven years. One female cat can produce more than 430,000 offspring.<sup>11</sup> No, these are not typographical errors. The numbers represent a maximum that is not attainable because it is based on the assumption that all animals in a population can and do breed to their maximum biological capacity and live long enough to reach their reproductive potential. However, the breeding potential gives some idea of the magnitude of the problem facing animal control agencies.

Simply put, there are more animals than available homes. Increasing the number of adoptions and owner redemptions, while important, will not significantly impact the euthanasia rate unless the inflow of animals is reduced.

#### ***Euthanasia Rates***

The Humane Society of the United States estimates that between 3 and 4 million dogs and cats are euthanized in animal shelters each year.<sup>12</sup> In Antioch, 398 dogs and 1,031 cats were euthanized during calendar year 2007.<sup>13</sup> 32 percent of dogs and 56 percent of cats brought in to the shelter are euthanized.

Reducing the number of animals euthanized in a community's public shelter requires a multi-faceted approach. The following components are essential:

- ◆ Spay neuter program
- ◆ Public education program
- ◆ Adoption program
- ◆ Animal redemption program that reduces the number of animals returned to the shelter.

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<sup>11</sup> HSUS Web Site:

[http://www.hsus.org/pets/issues\\_affecting\\_our\\_pets/pet\\_overpopulation\\_and\\_ownership\\_statistics/hsus\\_pet\\_overpopulation\\_estimates.html](http://www.hsus.org/pets/issues_affecting_our_pets/pet_overpopulation_and_ownership_statistics/hsus_pet_overpopulation_estimates.html).

<sup>12</sup> Ibid

<sup>13</sup> Antioch Animal Control Unit data.

Here we will focus on spay/neuter but will also include public education and how this program can be utilized to increase the number of animals sterilized in Antioch.

We will address:

- ◆ What the Antioch Animal Control Unit is currently doing relative to spay/neuter.
- ◆ What other organizations in the county are doing relative to spay/neuter.
- ◆ Best practices utilized in other jurisdictions.
- ◆ Strategies for increasing the number of spay/neuter surgeries.

### Antioch Issues

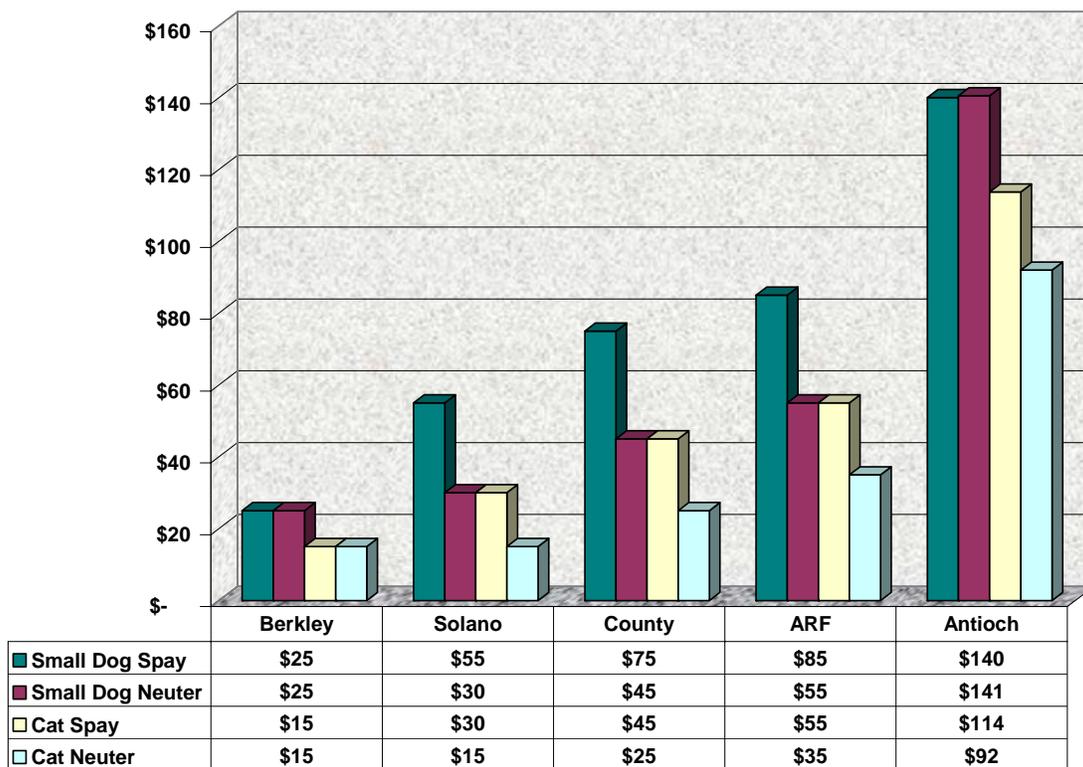
There is currently no ongoing coordinated low cost spay/neuter program in Antioch other than the sterilization of shelter animals in accordance with State law.

The Animal Control Unit utilizes the services of a local contract veterinarian to spay/neuter animals prior to adoption. The following table shows the current Antioch Fee Schedule. These rates are for animals sterilized at City request prior to adoption. The contract veterinarian offers a 20 percent discount from these rates for citizens following adoption.

Type	Fee	Type	Fee
<b>Female Dog</b>		<b>Male Dog</b>	
Under 30 pounds	\$140.00	Under 10 pounds	\$140.50
31 to 60 pounds	\$166.75	11 to 30 pounds	\$143.75
61 to 85 pounds	\$180.25	31 to 60 pounds	\$161.50
86 pounds and over	\$204.50	61 to 85 pounds	\$169.00
		86 pounds and over	\$174.00
<b>Female Cat</b>	\$113.75	<b>Male Cat</b>	\$ 92.00

The following chart compares spay/neuter fees from Antioch, Contra Costa County, Berkley, Solano County, and The Animal Rescue Foundation (ARF).

## Spay/Neuter Fee Comparison



It should be noted that the fees from the public agencies and ARF are to a greater or lesser extent subsidized. The fees in Antioch reflect what the contract veterinarian believes he needs to charge in order to recover his costs and make a profit. Some jurisdictions further subsidize spay/neuter fees for low income residents. **Agencies that have chosen to subsidize spay/neuter fees have done so in order to reduce the animal population and the number of animals that are euthanized in the community.**

### **Best Practices Utilized in Other Jurisdictions**

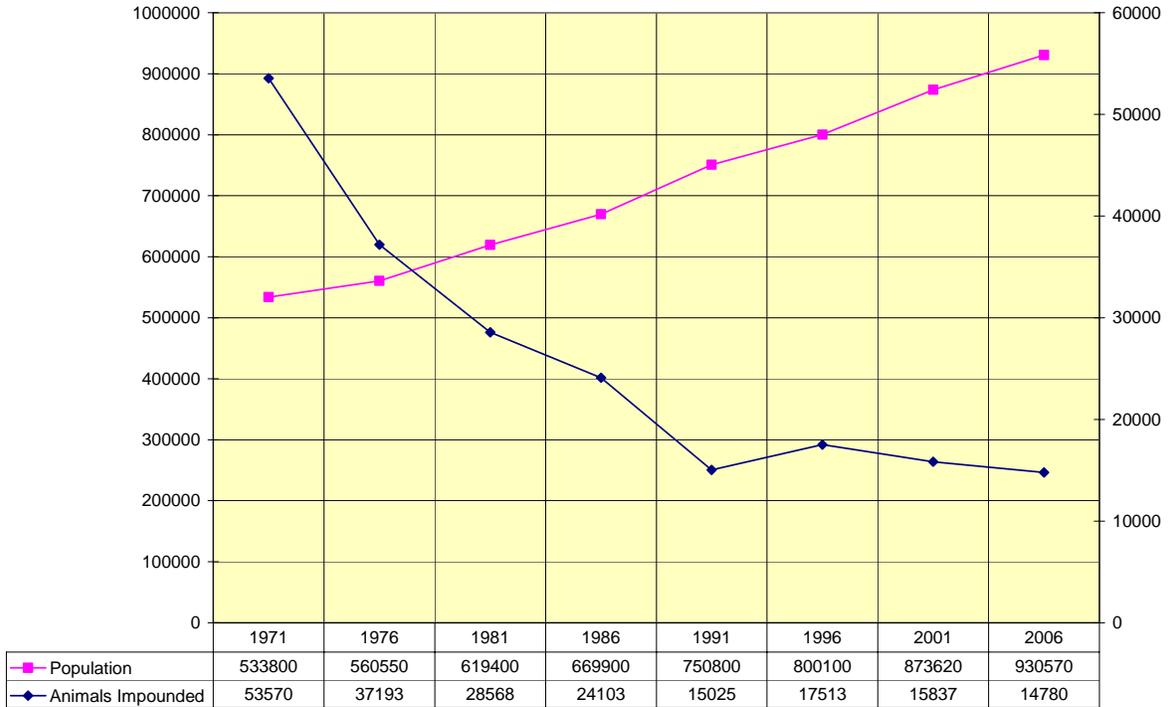
The most effective spay/neuter programs utilize several strategies to maximize the number of spay/neuter surgeries performed in a community. For example, Contra Costa County combines a low-cost spay/neuter clinic, education program, cooperative relationships with non-profits and the veterinary community to lower the number of animals euthanized in the County's shelters annually.

Contra Costa County has integrated its animal control programs. The County has service contracts with all of the County's 19 cities except Antioch. The Contra Costa County Animal Services Department has operated a low cost spay/neuter clinic since 1977 and a public education program since 1981.

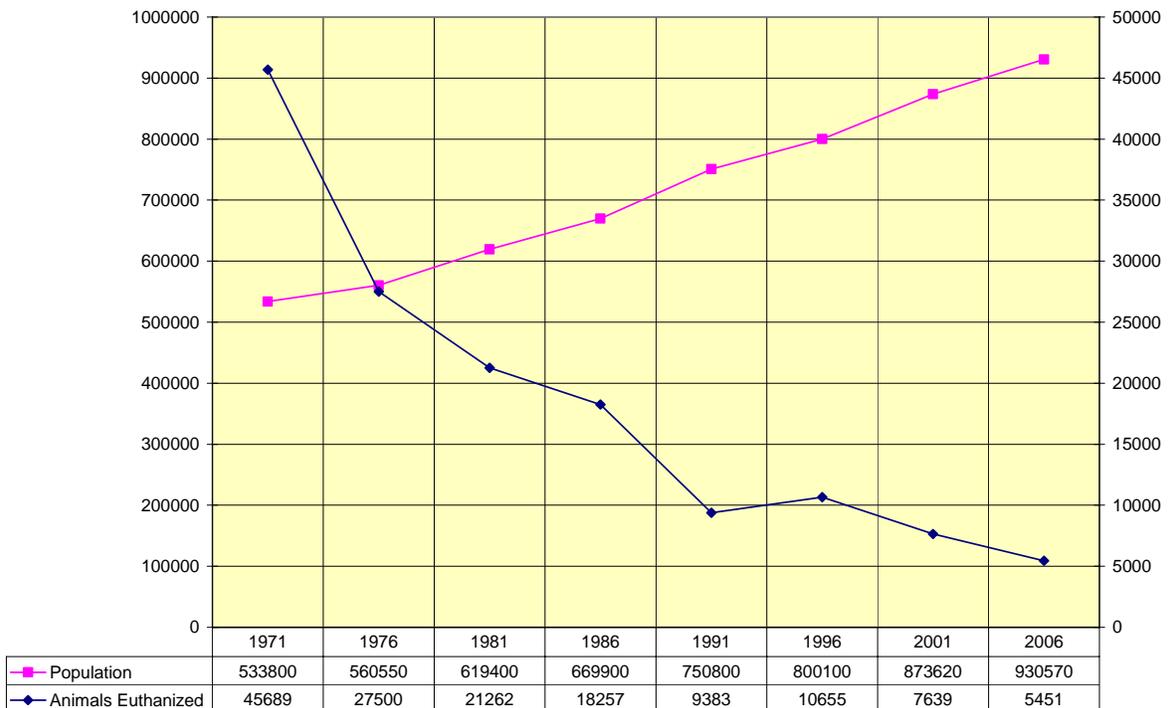
From 1971 to 2006, the number of animals impounded decreased from 53,570 to 14,780 and the number of animals euthanized decreased from 45,689 to 5,451 while the human population increased from 533,800 to 930,570. The human population increased 74 percent but the number

of animals impounded decreased by 72 percent and animals euthanized decreased by 88 percent. These changes are depicted below.

**POPULATION AND ANIMAL INTAKES 1971-2006**



**POPULATION AND ANIMALS EUTHANIZED 1971-2006**



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In 1975, concerned citizens approached the Board of Supervisors relative to building and staffing a spay/neuter clinic. These initial efforts were not successful. These citizens formed a non-profit organization named S.P.A.Y. (Stop Pets Annual Yield) to raise money for a spay/neuter clinic. By 1977, they had raised enough money to purchase and equip a “doublewide” mobile home as a clinic. They proposed giving the clinic and equipment to the County if the County would administer the program. The Board of Supervisors accepted this offer and the Clinic began operations in 1977.

The Contra Costa County Spay/Neuter Program is focused on providing low-cost spay/neuter and vaccination services to all of the citizens of Contra Costa County. There are no income requirements. The Clinic provides spay/neuter surgery service Monday through Friday. Vaccinations are provided Monday through Saturday. All revenue generated at the clinic is credited to the Clinic. Rabies vaccination and a current dog license are required. Non-profit groups are accommodated relative to scheduling, but no discounts are provided.

Contra Costa County’s Spay/Neuter Program has been instrumental in helping reduce the number of unwanted animals in the community. Non-profits have collaborated with the County on various spay/neuter promotional efforts. The Contra Costa County Humane Society, which was an outgrowth of the original S.P.A.Y. organization, has offered discount coupons at various times and has assisted with paying for clinic renovations and equipment upgrades. Tony LaRussa’s Animal Rescue Foundation has collaborated with the County to utilize other community resources relative to spay/neuter.

Initially a controversial program, the Spay/Neuter Clinic is now accepted as an essential factor in reducing the number of companion animals euthanized in the county. The clinic is also recognized as an essential preventive program that reduces the amount of space required to house unwanted animals.

### **Education Program**

The Contra Costa County Animal Services Department has operated a public education program since 1981. The program was initially run by an Animal Control Supervisor as part of his regular assignment. Primary emphasis was on school presentations and talks given to service clubs and public agencies relative to safety around animals. The program was expanded to include humane education and spay/neuter information. This expansion was made possible by using volunteer staff from the Contra Costa County Humane Society. The Education Program was later expanded and a part-time Humane Educator was hired to manage the program. The program manager was responsible for curriculum development and the training of Animal Services staff and volunteers to give school and other presentations. This position has recently been expanded to full-time and a 20/40 part-time position has been added.

If an agency builds a spay/neuter clinic, it does not follow that the public will rush to use its services. The spay/neuter program needs to be treated as a business where a successful outcome is not annual profit but is instead measured by the number of spay/neuter surgeries performed annually. Viewed in this way, it is apparent that a business plan needs to be developed and advertising strategies implemented that will maximize the utilization of available spay/neuter resources within Antioch.

Part of this strategy needs to include educational programs conducted in the City’s schools. When school children are provided with information relative to the value of animals and an early

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knowledge of spay/neuter, the spay/neuter of animals will become more accepted and more prevalent. The result is fewer homeless animals and fewer public resources needed for their care.

While we have used Contra Costa County in the above example, other agencies have achieved similar results using different strategies. Some spay/neuter programs rely primarily on the utilization of local veterinary resources; others have formed a cooperative relationship with local nonprofit organizations. Listed below are several different methodologies for increasing the number of spay/neuter surgeries in a community.

### **Strategies for Increasing the Number of Spay/Neuter Surgeries**

Best Friends Animal Society lists a variety of successful spay/neuter programs in its publication: **Nine Model Programs for Highly Successful Spay/Neuter**<sup>14</sup>. These programs are:

- ◆ **Partnership with Veterinary Medical Technician School**, Description of Program: The program partners with humane organizations in three counties to offer free surgery for shelter animals and for qualified low-income pet owners. **Best Friends Animal Society, Perrysburg Ohio**
- ◆ **Volunteer Vets (In Vet Clinic)**, Description of Program: Callers to a community hotline are screened for clinics and/or sponsor program. Clinics use an existing vet hospital but they bring their own equipment and supplies. For sponsor programs, vets are paid to sterilize feral cats and provide post-op vaccines and medications. Caregivers can go to a participating vet only if a reservation has been made. **Best Friends, Los Angeles, California**
- ◆ **Mash-Style Clinic**, Description of Program: They set up in the auditorium of a school that is an animal sciences career center or in a vet tech school. They sterilize 70 cats per month with volunteer vets and bring all the necessary equipment. They also provide transportation. **Best Friends Animal Society, Toledo, Ohio**
- ◆ **Mobile Clinic**, Description of the Program: They target lower-income citizens by parking in locations that are most accessible to them. They do not screen except on the one day per week that surgeries are sponsored by the city. (The city only pays for surgeries of animals owned by people who live in certain neighborhoods.) **Emanci-Pet Spay Neuter Clinic, Austin, Texas**
- ◆ **Voucher Program (Public)**, Description of Program: Individuals who qualify receive vouchers for use with local vets low-income and adopters from shelters. Four-part application. Provide proof of eligibility by Medicaid and 6 others. **Animal Population Control Program, Concord, New Hampshire**
- ◆ **Voucher Program (Private)**, Description of Program: There are several “sub” programs: “Certificates” for low-income people to use at participating vet of their choice; “Fix the Mamas” program, where anyone surrendering juveniles to the shelter can get the mother animal fixed for free; the “Spay Shuttle,” which

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<sup>14</sup> Best Friends Animal Society <http://www.bestfriends.org/nomorehomelesspets/pdf/spayneuterprograms.pdf>.

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transports animals belonging to low-income people or animal rescue agencies to low-cost spay/neuter clinics. **Spay/Neuter All Pets Inc. Louisa, Virginia**

- ◆ **Litter Patrol**, Description of Program: Puppies and kittens are taken into the adoption program on the condition that the adult animals are spayed/neutered. Open to anyone with puppies/kittens. If there is no room in the adoption program, and no other rescues are available, they offer spay/neuter of puppies and kittens at 8 weeks, and the owners can adopt them out or place them. **Planned Pethood, Toledo, Ohio**
- ◆ **Stationary Clinic**, Description of Program: Low-cost clinic open to the public. Specializes in pediatric spay/neuter. Low-income individuals with proof of public assistance qualify for \$15 spay/neuter. Rescue groups/shelters receive discount for spay/neuter before adoption. Individuals must provide proof of public assistance. Rescues and shelter animals must be spayed/neutered before adoption. **Project Spay/Neuter, Cumming, Georgia**
- ◆ **Shuttle for Spay/Neuter**, Description of Program: They work with shelters and rescue groups to provide transport and spay/neuter for animals from 20 counties in North Carolina. They also allow people in the community to call them directly and make appointments for surgery. They travel a 120-mile radius to pick up and drop off animals. No income restrictions, but they primarily serve low-income people. They survey at least 10 percent of their clients every year – 88 percent of their clients have never taken their pets to the vet.

### *Mobile Spay/Neuter Clinics*

Mobile spay/neuter clinics are not widely utilized by public agencies. There are several reasons for this:<sup>15</sup>

- ◆ Initial cost of the vehicle: \$100,000-\$400,000
- ◆ Unproductive time to travel to and from the deployment
- ◆ Limited space for pre-surgery animal preparation
- ◆ Limited space for animal recovery
- ◆ Vehicle is subject to down time because of mechanical problems
- ◆ Deployments take staff away from the shelter
- ◆ More surgeries can usually be performed at a static clinic in the amount of time the mobile clinic is deployed.

Some considerations to be explored before adopting a mobile clinic program for a community would be:<sup>16</sup>

- ◆ Are there existing community clinics/services that could be more fully utilized?
- ◆ What impact will a mobile clinic have on community veterinary relationships?

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<sup>15</sup> [http://www.maddies.org/organizations/org\\_pdf/mobile\\_sn.p](http://www.maddies.org/organizations/org_pdf/mobile_sn.p).

<sup>16</sup> Shelter Management Issues, Mobile Spay Neuter Clinics P 7 [http://www.maddies.org/organizations/org\\_pdf/mobile\\_sn.pdf](http://www.maddies.org/organizations/org_pdf/mobile_sn.pdf).

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- ◆ How much of the problem will it solve?
  - ◆ Are there other options that are easier, quicker, cheaper and just as effective?

Even if a mobile clinic were given to the City, it would need to be staffed with a veterinarian. Veterinarians who are willing and able to do this type of surgery are in short supply throughout California.

### **Spay/Neuter Summary**

Spay/neuter is one of the most important components of a successful animal control program. It is a certainty that if the birth rate of dogs and cats is not controlled, the problems associated with pet overpopulation in Antioch will worsen.

The International City/County Management Association recommends a three-part strategy for a successful community wide spay/neuter program. This approach combines the mandatory sterilization of animals adopted from shelters, government subsidized clinics and programs and legislative efforts to mandate or significantly encourage the sterilization of animals.<sup>17</sup> Antioch is complying with current State law relative to spay/neuter when an animal is adopted. Limited resources and low staffing have made additional efforts in this area a low priority.

Good programs must be well managed and supported for them to be successful. Therefore, we recommend the following to improve the delivery of spay/neuter service by the Animal Control Division:

- ◆ **Expand existing countywide spay/neuter programs.**

The most effective way to lower the euthanasia rate of companion animals in Antioch is synonymous with the most effective way of reducing long-term public expenditures on Animal Control – namely initiate a community-wide spay/neuter program and thus reduce the number of unwanted animals. Enhanced adoption programs will help increase the adoption rate. However, there will always be an imbalance, relative to the number of animals needing homes, to the number of humans desiring companion animals if the current reproduction rate is not reduced through increasing the number of animals that are spayed/neutered.

- ◆ **Establish/extend relationships with local non-profit groups.**

The reduction of companion animal euthanasia is not a problem government can solve without the ongoing participation/partnership of the non-profit animal community, local veterinarians and concerned citizens of Antioch. Greater efforts relative to coordination of existing resources (public and private) has the potential to increase spay/neuter in the community. The Contra Costa County Animal Services Department, the Animal Rescue Foundation (ARF), Contra Costa Humane Society (CCHS), Community Concern For Cats (CC4C), Feral Cat Foundation (FCF), Friends of Animal Services (FOAS), Homeless Animals Lifeline Organization (HALO), Homeless Animals Response Program (HARP) and other interested non-profits should be utilized in an effort to increase spay/neuter in Antioch.

- ◆ **Efforts to secure the participation of local veterinarians participating in Low Cost Spay-Neuter cooperative programs should be undertaken.**

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<sup>17</sup> Animal Control Management, International City County Management Association, Geoffrey L. Handy, 2001, P 33.

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- ◆ **A shuttle program should be studied relative to its possible effectiveness in Antioch.**

This model has been successful in other communities. One of the most cited factors for not having an animal spayed/neutered is inconvenience.

- ◆ **Implement an outreach and advertising program to inform citizens of available spay/neuter programs.**
- ◆ **Consider targeting low-income residents for spay/neuter financial assistance.**
- ◆ **Contact Maddie’s Fund to explore the establishment a partially funded joint public-private spay/neuter effort. (<http://www.maddiesfund.org/>)**

Maddie’s Fund has helped communities across the country in their efforts to reduce the euthanasia of companion animals. Grants are available as well as valuable consultation and advice relative to ways to reduce a community’s euthanasia rate. Participation of the non-profit community is usually a prerequisite. Therefore, the collaboration with community non-profits as noted above is essential.

### **Additional Reading**

#### **Low Cost or Free Spay-Neuter Programs in the United States**

<http://www.lovethatcat.com/spayneuter.html>

#### **Nine Model Programs for Highly Successful Spay/Neuter**

<http://www.bestfriends.org/nomorehomelesspets/pdf/spayneuterprograms.pdf>

#### **Shelter Management Issues, Mobile Spay Neuter Clinics, Maddie’s Fund**

[http://www.maddies.org/organizations/org\\_pdf/mobile\\_sn.pdf](http://www.maddies.org/organizations/org_pdf/mobile_sn.pdf)

### ***MEDICAL PROGRAM***

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The same veterinary hospital that provides spay/neuter surgery is utilized to provide medical care for shelter animals. Animals with known health issues are delivered to East Hills Veterinary Hospital at 2325 Buchanan Road. This service is available 8:00 a.m. to 7:00 p.m. Monday thru Friday and from 8:30 a.m. to 5:00 p.m. on Saturday. The veterinarian comes to the shelter at least two (2) days per week to examine and provide treatment to sick and injured animals. These services are charged at \$84.00 per hour including travel time but not including medicine or supplies.

The amount of funding to pay for veterinary time at the shelter does not appear adequate to provide quality health care for the 150 to 200 animals that are housed at the shelter on any given day. The number of shelter deaths (particularly cats) and other animal health issues are of concern.

Kennel staff are not adequately trained relative to disease recognition, and there is not sufficient funding to provide more contract veterinarian time. The utilization of a Registered Veterinary Technician should be considered as a way to leverage resources and improve health care.

In addition to the above, we are also concerned regarding other environmental factors at the shelter, staff training and the allocation of available resources. **Therefore, we recommend that**

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**the University of California Shelter Medicine Program Director be contacted to conduct an evaluation of the shelter’s medical program, policies, procedures and facilities.**

***BUILDING MAINTENANCE***

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The Animal Shelter was built in 1991. Animal Shelters are complex buildings with extensive plumbing, HVAC, floor and wall surfaces, cages, disease transmission concerns, public access, and animal flow requirements. A typical animal shelter costs approximately 30 percent more than an office building to construct and a considerably higher cost differential to maintain. Floor and wall surfaces are constantly subjected to hot detergent, bleach and other chemicals. These buildings will quickly deteriorate unless they are properly designed and maintained. George Miers and Associates designed the Shelter. Mr. Miers is the preeminent shelter architect in the country. The building is an example of modern shelter design. It appears that the ongoing maintenance of the building needs to be improved. A plan to bring the building back to “as new” functional status should be developed. Air filtration systems need to have filters replaced on a regular basis so that air quality standards are maintained. Door systems need to be checked for rust and steps taken to prevent further deterioration. Porous floor surfaces need to be sealed on a regular basis in order to lessen disease transfer, etc.

***VOLUNTEER PROGRAM***

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The Division’s Volunteer Program consists of 31 active volunteers. Nineteen (19) of these participate on a regular basis. Total annual volunteer hours are approximately 4,200, equating to slightly more than two (2) full-time equivalent workers. The Volunteer Program is overseen by the Volunteer Coordinator. A Volunteer Handbook has been developed that is well thought out and concise. The handbook provides a brief history of the shelter, a mission statement for the volunteer program, benefits derived from volunteering, shelter hours, a description of volunteer tasks, a description of the areas within the shelter, a description of higher level volunteer opportunities, lists procedures and guidelines for adoption counseling, discusses adoption fees and delineates a code of conduct and dress code. Volunteers can participate in the following programs:

<b>Volunteer Program Tasks</b>	
Dog Care	Cat Care
Adoption Counseling	Lost/Found Assistance
Mobile Adoption Assistance	Animal Transportation
Public Relations	Marketing
Office Assistance	Staff Assistance

Before being accepted as a volunteer, a person must complete an application and pass a background investigation (including fingerprinting) conducted by the Police Department.

***COMMUNITY EDUCATION PUBLIC RELATIONS PROGRAM***

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Community education efforts need to be expanded. Education efforts need to be focused on these primary areas:

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1. Safety Around Animals - Bite Prevention
  2. Responsible Pet Ownership
  3. Humane Education
  4. Community Public Information.

## **Safety Around Animals - Bite Prevention<sup>18</sup>**

### *Why is this important?*

Last year 239 people were bitten by dogs in Antioch. Safety around animals means not taking chances with unfamiliar or unfriendly animals. Most animals seem friendly and harmless, yet every year in the U.S. animals:

- ◆ Bite over a million people – at least half of them children
- ◆ Seriously injure thousands of people
- ◆ Kill about 17 people.

Most biting incidents involve dogs. However, any kind of animal is potentially dangerous. More likely than not, most people’s job or a favorite recreational activity will bring them in contact with an unfamiliar or unfriendly animal at some time. Citizens can protect themselves and others by knowing how to:

- ◆ Recognize the warning signs of aggressive animal behavior
- ◆ Avoid or prevent an animal attack
- ◆ Defend themselves, if attacked.

Who is AT RISK of being attacked by an animal? Almost everyone is at one time or another, but especially:

- ◆ Animal control/shelter personnel
- ◆ Bicyclists
- ◆ Cable TV and repair personnel
- ◆ Delivery personnel
- ◆ Joggers
- ◆ Law enforcement personnel
- ◆ Mail carriers
- ◆ Meter readers
- ◆ Newspaper carriers
- ◆ Pedestrians.

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<sup>18</sup> A Scriptographic Booklet by Channing L. Bete Co., Inc., South Deerfield, MA 01373 U.S.A.

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Safety around animals should be a primary component of an Education Program. Bite prevention is taught in the schools, but the program should also be made available to the U.S. Postal Service, local utilities, UPS, FedEx, homeowner associations, etc.

## **Responsible Pet Ownership**

### *Why is this important?*

This program focuses on the proper care of pets and the need to spay/neuter dogs and cats to prevent pet overpopulation. It is almost exclusively a school-based program but can also be presented to youth based organizations, e.g. Boys and Girls Clubs, scout troops, and summer youth programs. The pet overpopulation problem is primarily caused by irresponsible individuals letting their animals roam and by their failure to have them sterilized. Some attitudes, once ingrained, are hard to change. Therefore, early introduction of these concepts is crucial if a long-term change in the community's perception of animals is to occur.

## **Humane Education**

### *Why is this important?<sup>19</sup>*

Youth who are violent to animals rarely stop there! Violent acts toward animals have long been recognized as indicators of a dangerous psychopathy that does not confine itself to animals. Many of the young high-school shooters tortured animals before they turned on their peers. Teaching students to have empathy for animals is considered essential to raising kind, compassionate citizens. Humane education should be an essential part of a student's education as it reduces violence and builds moral character in the following ways:

- ◆ Empowering students to take responsibility for their actions
- ◆ Helping students to apply the concepts of respect and kindness toward animals in their own lives
- ◆ Inspiring students to become active participants in helping animals and others.

## **Public Support**

- ◆ According to the Character Education Partnership, various studies indicate that more than 90 percent of Americans support the teaching of character traits in schools.<sup>20</sup>
- ◆ A 2001 survey, commissioned by The Humane Society of the United States, noted that nine of ten Americans believe that lessons about kindness to animals and responsible pet care should be part of schools' efforts to encourage good character.<sup>21</sup>

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<sup>19</sup> <http://www.teachkind.org/humaneEducation.asp>.

<sup>20</sup> Ibid.

<sup>21</sup> <http://www.hsus.org>.

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## Government Support<sup>22</sup>

- ◆ In 1997, the U.S. Department of Education awarded nearly \$2.8 million to 12 states to develop programs to teach values.
- ◆ By 2002, federal grants had increased to nearly \$16.7 million, awarded to 39 states.
- ◆ Fourteen states mandate character education through legislation: Alabama, Arkansas, California, Florida, Georgia, Indiana, Nebraska, New York, North Carolina, South Carolina, South Dakota, Tennessee, Utah and Virginia.
- ◆ Fourteen states encourage character education through legislation: Arizona, Colorado, Iowa, Kentucky, Louisiana, Maine, Maryland, Mississippi, North Dakota, Ohio, Oklahoma, Oregon, Rhode Island, and Texas.
- ◆ The Humane Society of the United States is an excellent resource for this program. They can provide program guidance and written material in support of local programs.

In is important to be aware that the State Education Code Section 233.5 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.”*

## Public Information Program

A well-developed public information program in Antioch could:

- ◆ Make pet owners aware of their responsibilities
- ◆ Increase public awareness of animal services
- ◆ Inform the public that animal laws will be enforced
- ◆ Sensitize the public to the importance of the humane treatment of all animals.

Antioch should prepare a limited number of objectives and performance measures to determine specific public information strategies. For example:

- ◆ Preparation of information brochures on specific topics
- ◆ Distribution of brochures to particular audiences
- ◆ Preparation of press releases and suggestions for feature articles
- ◆ Delivering education programs
- ◆ Preparing articles to be included in local newspapers

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<sup>22</sup> Ibid

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- ◆ The target for achieving the objectives could be the fiscal year to correspond to funds budgeted for information purposes
  - ◆ Specific strategies and their approximate costs should be developed using the following public information and education tools:
    - Distribution of pamphlets and brochures
    - Preparation of an annual report to the public
    - Audio, video and print news releases
    - Public service announcements
    - Open houses and tours of the shelter
    - Special events sponsored in cooperation with other animal organizations such as dog walks, pet of the week, adopt a shelter animal month, National Animal Shelter Appreciation Week, Dog Bite Prevention Week
    - Web sites
    - Speakers bureau
    - School visitations
    - Classes on obedience, dog training, animal behavior, pet health, pet care, etc.
    - Information flyer providing basic information on the shelter location, phone numbers, hours, how to file complaints and services
    - Posters for placement in pet stores, veterinary offices and other locations
    - Poster contests in the schools
    - Recorded messages
    - Paid advertisements
    - Utility bill inserts
    - Videos
    - Presentations to civic and other community and neighborhood groups
    - Distribution of a newsletter with license renewals
    - Reprints of articles and information prepared by other humane organizations such as the Humane Society of United States, National Association for Humane and Environmental Education, American Humane Association, American Society for the Prevention of Cruelty to Animals
    - Appearance on local radio and TV talk shows
    - Animal trading cards with photos and information about licensing, bite prevention, adoption and spaying/neutering
    - Letters to the editor

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- Promotion on retail store bulletin boards
  - Display of placards on public transportation, benches and bus stops
  - Community access television
  - Newsletters
  - Staff participation in neighborhood events. Put up a booth or display and distribute materials and answer questions.

In many cases, there is no need to reinvent the wheel since The Humane Society of the United States and other organizations offer a wide selection of attractive and informative brochures for purchase. Another excellent source is information materials prepared by other animal service agencies.

Special effort should be made to maximize the distribution of information materials by inserting them with utility bills and an Animal Control Services program newsletter. Distributions to businesses, libraries, schools and professional office waiting rooms are just a few examples of available methods. Distribution by the Animal Control Officers to people they contact and as door hangers is an effective approach. Information racks at the shelter and other public offices can also be helpful.

**Funds committed to public information and education offer an opportunity to reduce costs associated with impoundment, including the need to expand shelter facilities. Another benefit is the potential for additional licensing revenues.**

Continual evaluation of the public information program is essential to determine its effectiveness in cost/benefit terms. One type of evaluation is to solicit feedback from readers of printed materials and those attending education programs and other presentations. Another method is to monitor the impact of the program on increases or decreases in the number of adoptions, strays, altered pets and licenses issued. Finally, statistics on the number of people attending presentations and information materials distributed should be collected and analyzed.

Nonprofit foundations often provide funding for innovative educational campaigns. Advertising agencies may provide advertising space for public service messages. Commercial enterprises often sponsor educational print ads. Local foundations and trusts are a possible source of funding. Opportunities for funding joint ventures with other animal welfare agencies should be explored.

## **Community Relations**

Relationships with the non-profit community and rescue groups are essential if an effective public private partnership is to be developed and maintained. The non-profit animal community can be an invaluable resource or it can be a source of constant irritation for an animal control agency. The Unit and the non-profit animal groups should seek out areas of common understanding and purpose and strive to build on this commonality.

During the course of our interviews with non-profit leaders, several concerns were expressed relative to communication, policies and procedures. We believe that further conversations between the City and the non-profits might prove mutually beneficial in several areas. These are:

- ◆ Increased veterinary care for shelter animals

- ◆ Reduction of adoption fees
- ◆ Decreased incidence of upper respiratory infection (URI) in shelter cats
- ◆ Establish a non-profit/rescue group email/fax list to notify groups of animals to be euthanized the next day
- ◆ Test cats for leukemia prior to adoption (groups have offered to pay for testing)
- ◆ Develop written policies, communicate these policies and be consistent in their enforcement.

No one that the study team met who works for the Animal Control Unit likes to kill animals. The people we have met want to do a good job and would welcome the understanding participation of the non-profit animal community in significantly reducing the killing of companion animals in the City shelter. City staff would appreciate the understanding of non-profit activists relative to their commitment to enhancing the well being of shelter animals. In a similar vein, the non-profit animal community needs assurance that there is commonality of purpose and a real commitment to improve the current situation.

### VEHICLE FLEET

The City has assigned the following vehicles to the Animal Control Unit:

Make	Model	Year	Mileage
Ford	F250 PU Truck	1996	57,579
Dodge	Ram Van	1998	59,383
Dodge	Ram Van	1999	68,475



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Vans are not commonly utilized for animal control work. Advantages are typically lower load heights and the ability to use the vehicles HVAC system instead of add-on heating, cooling and ventilation units. Total vehicle costs may also be lower depending on the cost of animal holding compartment modifications.

Disadvantages are generally less rugged construction, limited animal holding capacity, difficulty cleaning the animal holding enclosures and reduced ability to segregate animal types.

Future vehicle purchases should include ramp, winch or lift systems to minimize the risk of back and limb injuries.



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### ***FINANCING THE ANIMAL CONTROL UNIT***

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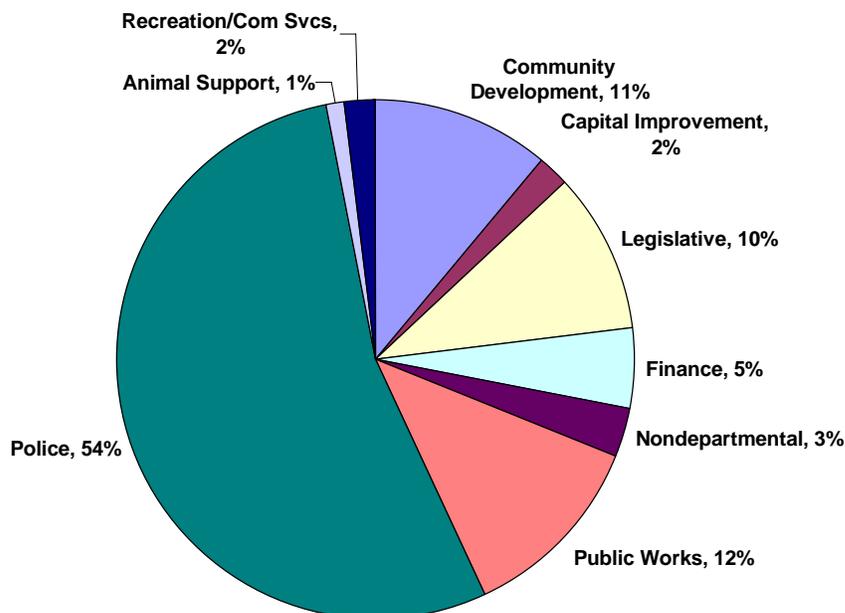
#### **Animal Control Fund**

When the voters passed Measure A, they reestablished a separate animal control program for Antioch and authorized funds to be appropriated annually by the City Council to run the animal control program. All revenues from animal licenses, shelter operations, adoptions and handling and impound fees are credited to the Animal Control Fund. The revenue derived from these sources is not enough to pay for the animal control program and the animal shelter. The rest of the funding consists of a subsidy transfer from the City General Fund. The following table shows major accounts in the Animal Control Fund as part of the 2008-2010 Antioch City Budget.

ANIMAL CONTROL FUND 214								
Statement of Revenues, Expenditures and Change in Fund Balance								
	2005-06	2006-07	2007-08	2007-08	2008-09	%	2009-10	%
	Actual	Actual	Adopted Budget	Projected	Proposed	Change	Proposed	Change
<b>Beginning Balance, July 1</b>	\$73	\$0	\$0	\$0	\$0		\$0	
<b>Revenue Source:</b>								
Investment Income	0	6,025	0	0	0	0%	0	0%
Current Service Charges	305,979	310,256	268,300	269,100	275,300	2%	275,300	0%
Revenue from Other Agencies	144,085	0	20,000	20,000	0	-100%	0	0%
Other Revenue	42,285	52,334	11,045	11,600	11,000	-5%	11,000	0%
Transfers In	290,209	434,921	618,518	577,776	549,196	-5%	575,534	5%
<b>Total Revenue</b>	<b>782,558</b>	<b>803,537</b>	<b>917,863</b>	<b>878,476</b>	<b>835,496</b>	<b>-5%</b>	<b>861,834</b>	<b>3%</b>
<b>Expenditures:</b>								
Personnel	596,587	592,011	720,118	579,313	591,357	2%	615,031	4%
Services & Supplies	186,044	211,526	346,687	299,163	244,139	-18%	246,803	1%
<b>Total Expenditures</b>	<b>782,631</b>	<b>803,537</b>	<b>1,066,805</b>	<b>878,476</b>	<b>835,496</b>	<b>-5%</b>	<b>861,834</b>	<b>3%</b>
<b>Ending Balance, June 30</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$148,942)</b>	<b>\$0</b>	<b>\$0</b>		<b>\$0</b>	
FTE Positions	8.70	8.70	8.70	9.70	9.70	0%	9.70	0%

During our Focus Group meetings, it was clear that few people have an understanding of the Animal Control budget. Many in the audience were of the impression that the Police Department controlled the budget and that Police administration was diverting funds from the Animal Control Budget for Police Department programs. This is clearly not the case. General Fund transfers to the Animal Control Fund are dependant on the same factors that govern the ability of the City to fund any of its many programs and responsibilities.

The following chart shows general fund expenditures. Transfers to the Animal Control Fund account for approximately 1 percent of General Fund expenditures.

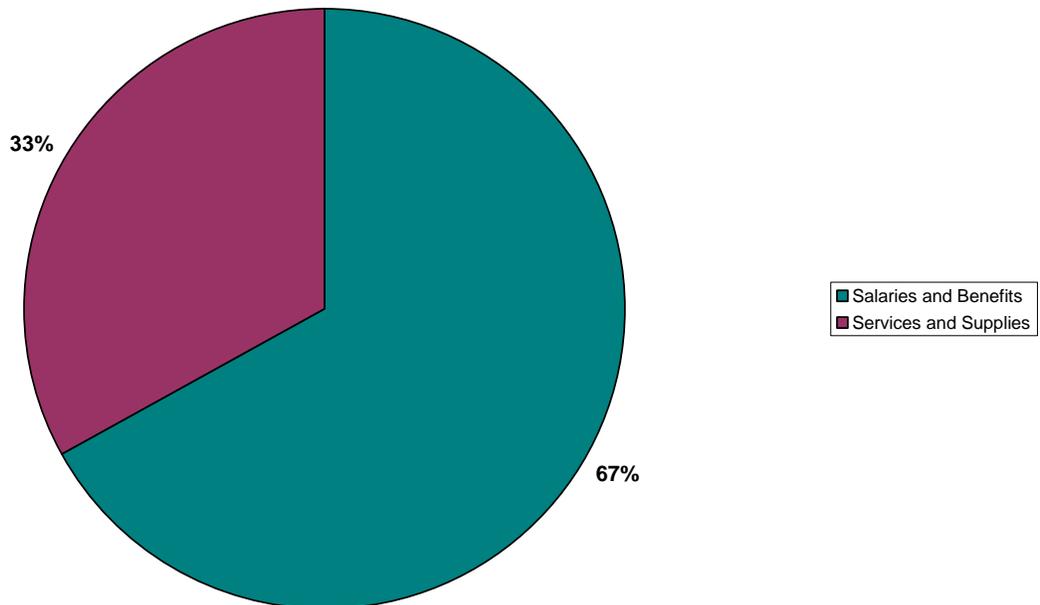


## 2008-2009 Animal Control Unit Adjusted Budget

Expenditures	
Salaries and Benefits	\$ 591,357
Services and Supplies	\$ 291,139
<b>Total Expenditures</b>	<b>\$ 882,496</b>
Revenue	
Licenses	\$ 146,800
Fines and Fees	\$ 65,000
Vaccinations	\$ 24,000
Animal Sales	\$ 16,000
Spay/Neuter Charges	\$ 12,000
Microchips	\$ 11,500
Donations	\$ 10,000
Other	\$ 1,000
<b>Total Revenue</b>	<b>\$ 286,300</b>
<b>Net City Cost</b>	<b>\$ 596,196</b>

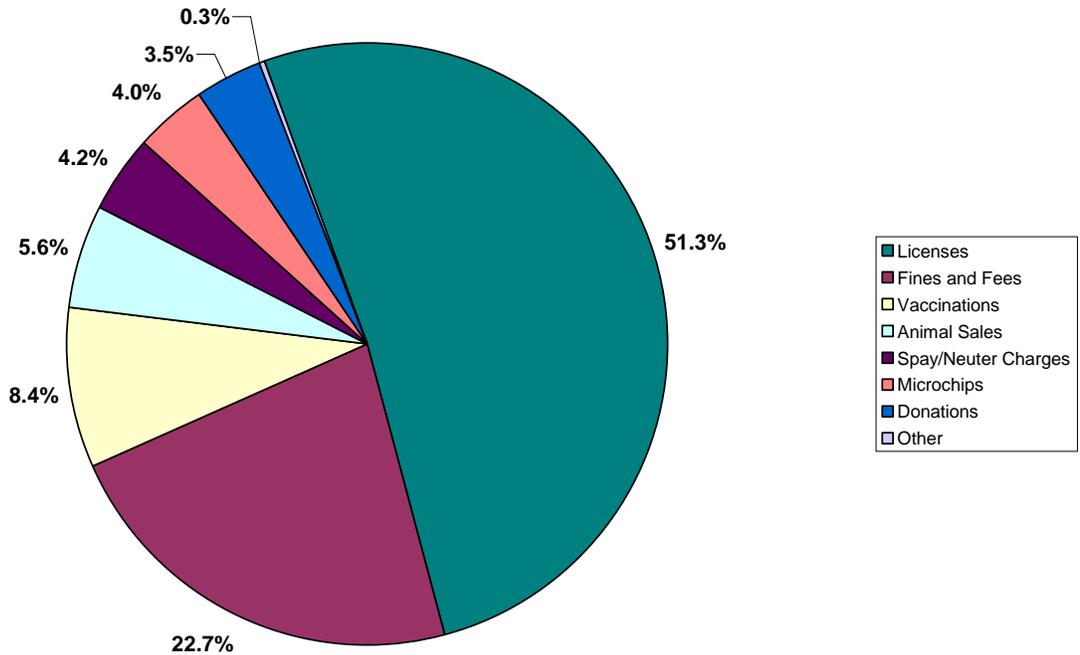
### *Expense Distribution*

Salaries and benefits are 67 percent of the budget. This is somewhat low compared to other animal control agencies of this size and is partially attributable to low staffing in the shelter and the use of per diem employees who do not receive benefits.



### Revenue Distribution

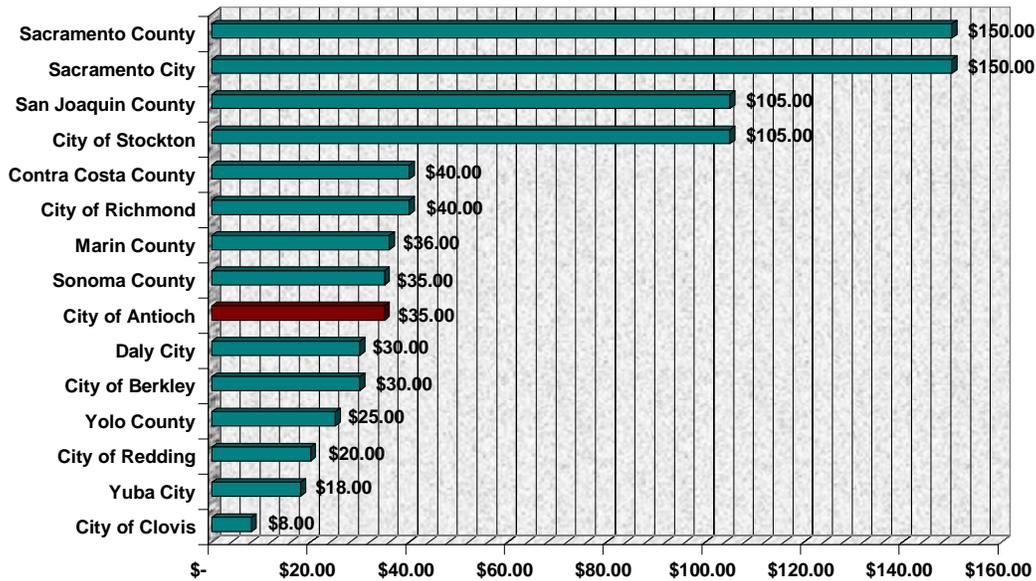
Approximately 51 percent of revenue is derived from dog licenses, which is average for agencies of this size.



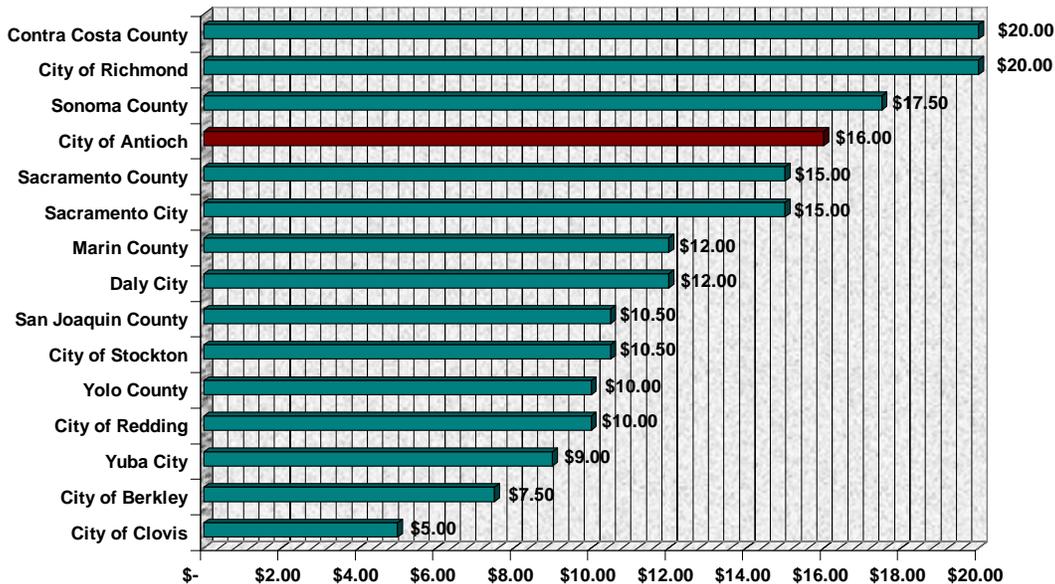
### License Revenue

This fee category will typically make up 50 percent or more of animal control program revenue. Dog licensing is part of the state mandated rabies control program. The primary focus of this program is to vaccinate the largest number of dogs and thus protect the public from rabies. Some agencies have kept their licensing fees low to protect against non-compliance. High licensing fees and low enforcement efforts will not be in the best interest of the community. The extent to which public animal control departments rely on the fee revenue derived from dog licensing to offset program costs varies widely. Disparities in the amount of revenue derived from dog licensing are attributable to the amount charged for a license and the rigor with which enforcement is pursued. State law requires that at least a 50 percent discount be granted to owners who have had their dog spayed/neutered. Some agencies have raised the unaltered dog license rate to a very high level (\$150) and/or have offered significant discounts for altered animals as an incentive for owners to have their animals spayed/neutered.

## Unaltered License Fee



## Altered License Fee



Enforcement efforts relative to license compliance also vary widely. Some agencies rely exclusively on the issuance of court citations to enforce compliance, while others utilize canvassing teams to increase the number of licensed dogs and revenue. The City of Antioch relies on court citations and does some phone follow-up to enforce dog licensing. Dog licensing revenue funds approximately 17 percent of the animal control program. This is above average.

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## Licensing Administration

The City of Antioch has outsourced the administration of its licensing program to “PetData” a Texas company that provides licensing service to ten (10) counties and thirty-three (33) cities through out the United States.

PetData's services typically consist of the following:<sup>23</sup>

- ◆ Processing licensing mail
- ◆ Depositing licensing revenue
- ◆ Entering licensing and vaccination data
- ◆ Mailing license tags
- ◆ Providing customer service to citizens, veterinarians, and agency staff
- ◆ Collecting and processing tag sales reports from authorized registrars
- ◆ Maintaining privacy of data according to applicable laws
- ◆ Mailing licensing notices and follow-up notices to citizens
- ◆ Offering online licensing with credit card payment, provided that all documentation requirements can be met
- ◆ Customizing a website with licensing information and customer service for the citizens of the municipality.

### Supplies

PetData provides the supplies needed to administer the animal licensing program, with the exception of tags which are provided by the City. Examples include license receipts, applications, renewal forms and envelopes.

### Reports

PetData prepares a monthly report of animals licensed detailed by species, sterilization status, cost and vendor.

### Revenue

PetData deposits and accounts for all receipts collected for license fees in a manner approved by the City.

### Cost

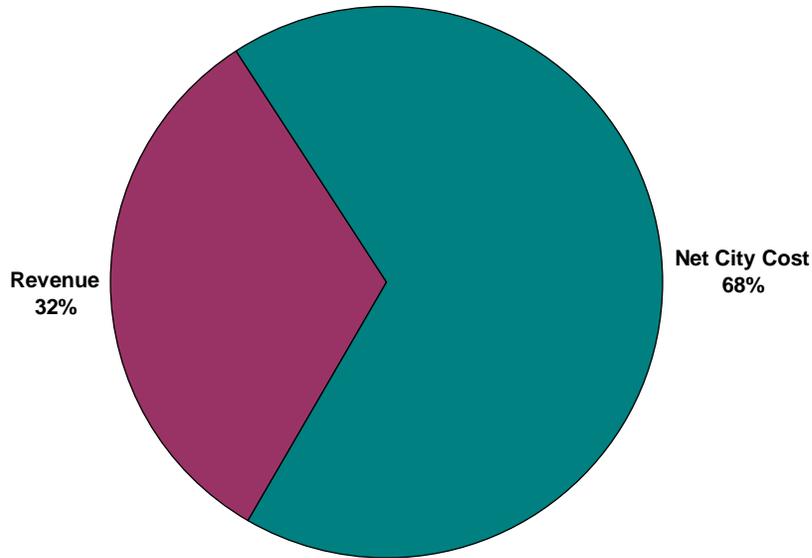
The City pays PetData 25% of all revenue collected. If 2008-2009 budgeted licensing revenue of \$146,800 is attained the City would pay PetData \$37,200 to provide all of the above noted services. It would require one City employee in the class of Animal Licensing Technician to perform these tasks. This would cost between \$40,000 for a non-benefitted position at the first step of the salary range and \$57,000 for a fully benefitted position at the top step of the salary range. Additional supply costs and accounting costs would also be incurred. Thus, it is clear that retention of a private company to perform the licensing tasks noted above is a cost effective alternative to having this function performed by City employees.

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<sup>23</sup> <http://www.petdata.com/company/services/services.html>

**General Fund Support**

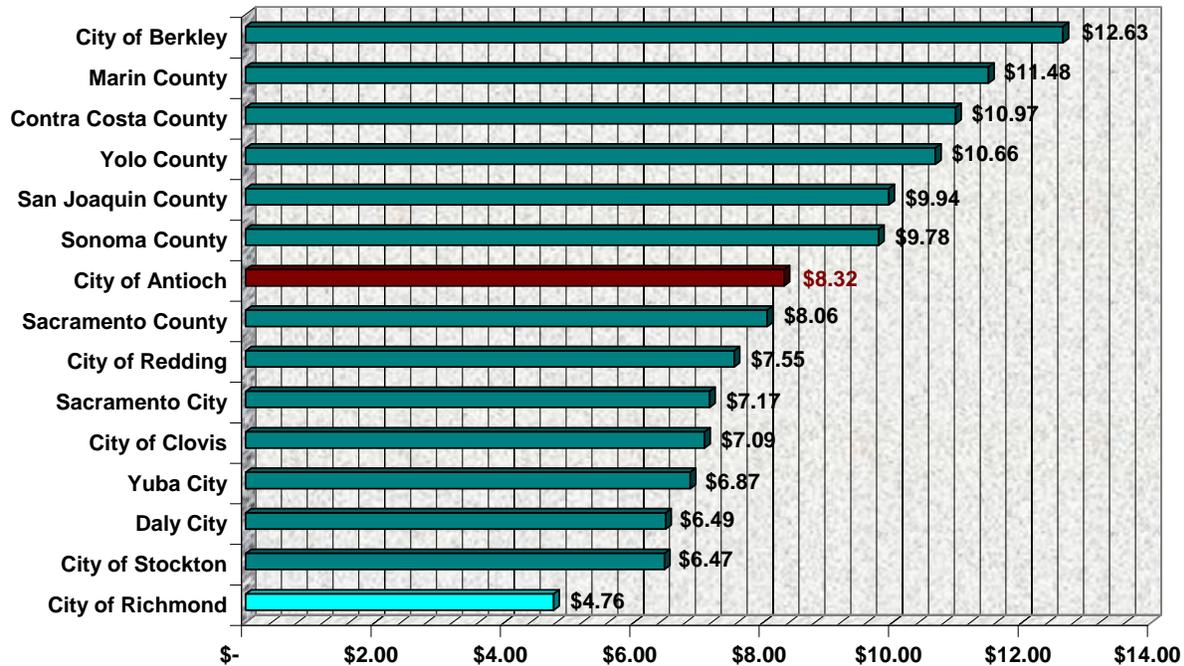
It is projected that the City of Antioch will spend approximately \$596,000 in fiscal year 2008-2009 in general fund revenue to run the Animal Control program.



Revenue of 32 percent is above average for agencies of this size. In comparison, the City of Berkley cost recovery is 9.8 percent and licensing revenue accounts for only 1.9 percent of the budget.

**Per Capita Gross Cost Comparison**

Agency	Population	Gross Cost	Service Provider
City of Richmond	103,351	\$ 4.76	County Animal Services Department
City of Stockton	289,927	\$ 6.47	City Police
Daly City	106,361	\$ 6.49	Peninsula Humane Society
Yuba City	63,338	\$ 6.87	Sutter County
City of Clovis	94,289	\$ 7.09	City Police
Sacramento City	461,000	\$ 7.17	General Services Department
City of Redding	90,491	\$ 7.55	Haven Humane Society
Sacramento County	740,142	\$ 8.06	County Animal Services Department
City of Antioch	100,361	\$ 8.32	City Police
Sonoma County	344,918	\$ 9.78	County Agriculture Department
San Joaquin County	142,777	\$ 9.94	County Agriculture Department
Yolo County	183,043	\$ 10.66	County Sheriff
Contra Costa County	942,191	\$ 11.13	County Animal Services Department
Marin County	257,406	\$ 11.48	Marin Humane Society
City of Berkley	106,697	\$ 12.63	City Manager's Office



The above table and chart shows how much the surveyed agencies spend per capita on their animal control programs. High gross cost can be an indicator of one or more of the following:

- ◆ The public agency believes the program is important and has chosen to fund it at a level that makes the attainment of best practices probable. (Contra Costa County, City of Berkley)
- ◆ The agency pays its employees well compared to other jurisdictions. (Contra Costa County, City of Berkley)
- ◆ The County is large geographically and has a small population; the large land area requires a higher staffing level than would ordinarily be necessary given the population. (Yolo and San Joaquin Counties)

Low gross cost can be an indicator of one or more of the following:

- ◆ Small land area and large population thus reducing the number of field staff necessary to provide service. (City of Stockton, Sacramento City)
- ◆ High volunteer to paid employee ratio. (Daly City-Peninsula Humane Society)
- ◆ Low salaries and/or understaffing. (Yuba City-Sutter County)
- ◆ Subsidized contract rate. (City of Richmond-Contra Costa County)

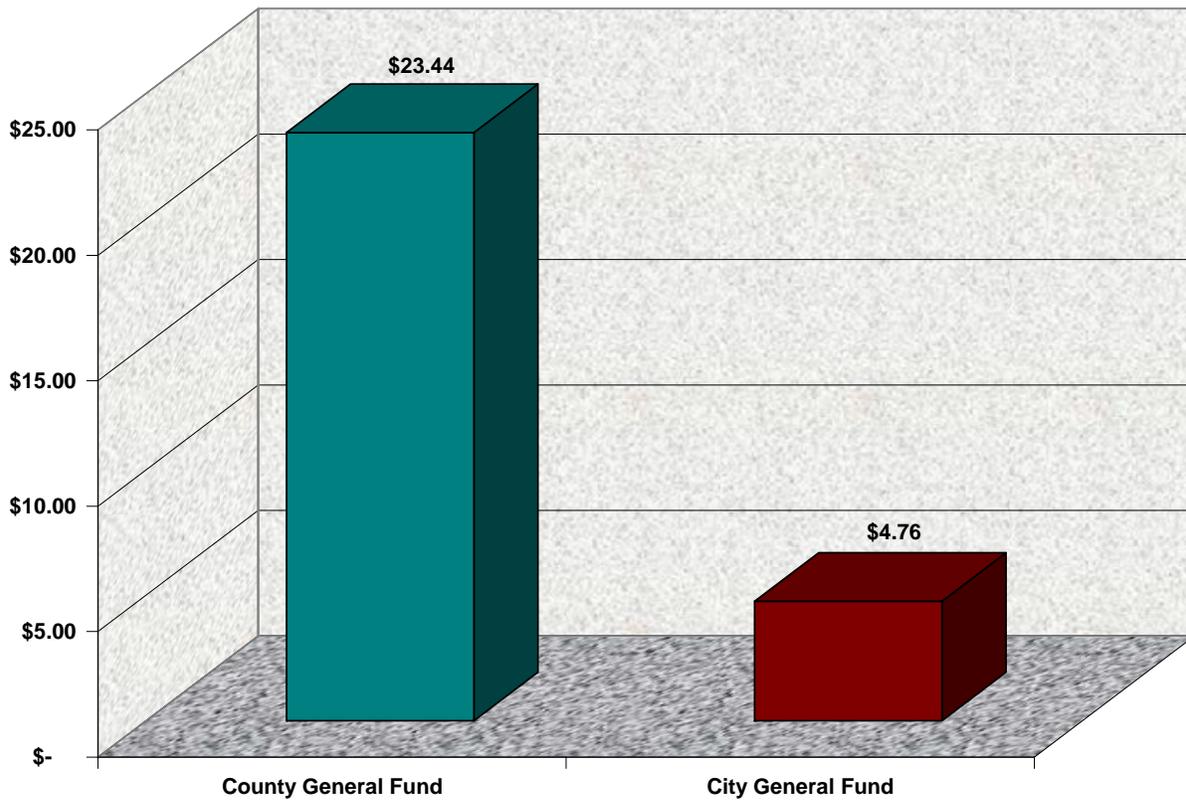
## Alternative Funding Options

### *Contra Costa County*

The City of Richmond and all other cities with the exception of Antioch contract with Contra Costa County for animal control service. The 2008-2009 contract rate is \$4.76 per capita. This rate is adjusted annually based on the increase in the Bay Area Consumer Price Index and the

increase in city population as reported by the State Department of Finance. In addition to the per-capita charge, the County retains all revenue. Charging \$4.76 per capita for this service constitutes a significant subsidy by the County for all of the 18 cities contracting with the County for animal control service. The table and charts below depict this subsidy.

Animal Control Budget Category	Amount	Population	Per Capita
Gross Cost	\$ 10,438,968	937,896	\$ 11.13
Earned Revenue Not Including City Contracts	\$ 2,834,758	937,896	\$ 3.02
Net Cost	\$ 7,604,210	937,896	\$ 8.11
County General Fund Share Of Net Cost	\$ 3,964,845	169,141	\$ 23.44
City General Fund Share Of Net Cost	\$ 3,639,365	768,755	\$ 4.76



Another way to depict the relative per-capita gross cost for animal control is shown below:

Animal Control Budget Category	Amount	Population	Per Capita
Gross Cost	\$ 10,438,968	937,896	\$ 11.13
Earned Revenue	\$ 2,834,758	937,896	\$ 3.02
Net Cost	\$ 7,604,210	937,896	\$ 8.11
County Subsidy	\$ 2,573,586	768,755	\$ 3.35

The County is subsidizing the cities contract rate by \$3.35 per capita. Our conversations with County staff leads us to believe that this subsidy will be reduced in future budgets.

The County's contract arrangement with the other cities is based on the County retaining all revenue. Therefore, a direct comparison of costs between Antioch and cities contracting with the County needs to take this into account in order to be valid. Therefore, the following table compares Antioch's net cost with the County contract rate.

Net Cost Comparison	Amount	Population	Per Capita
Antioch	\$ 549,196	100,361	\$ 5.47
Unincorporated County	\$ 3,964,845	169,141	\$ 23.44
Incorporated County Other Than Antioch	\$ 3,639,365	768,755	\$ 4.76

The net cost difference is \$.71 per capita or approximately \$71,500. **The County has budgeted \$5.26 per capita for fiscal year 2009-2010 and has informed the cities under contract that the rate will increase in coming years in order for the County to recover a larger portion of the cost of providing the service.** Therefore, the difference between the County contract amount and Antioch net cost will decrease over time unless Antioch increases general fund support for the program.

### *Non Profit Funding Options*

Antioch, like other cities and counties, would like to reduce the level of general fund support dedicated to its animal control program. One suggested alternative is to turn to non-profit foundations for funding assistance through grants. Citygate has examined this option. We utilized The Foundation Center (<http://foundationcenter.org/findfunders/>) to find those foundations that award grants to animal welfare organizations. There are approximately 180 foundations in the United States that in some manner dispense money to animal welfare organizations. Of these, many have small endowments with grant amounts of less than \$5,000. Some are quite large with endowments of more than \$100,000,000. Some are regional, benefiting only those organizations in a particular city, area or state. Others are devoted to wildlife issues, specific types or breeds of animal or some other specific goal (spay/neuter). Almost all make grants available for a particular purpose or project with a finite beginning and ending date.

We could not identify any foundation that could or would provide **ongoing** funding for an animal control program or shelter, regardless of whether the program was run by a government entity or a non-profit organization.

### **RECOMMENDATIONS**

#### **Patch Recommendation V-1: Establish a Strategic Plan for the Animal Services program.**

The Plan should line up community values and expectations as they are today and as they are likely to be 5, 10, and 20 years into the future. The plan should reflect the urban growth that is contemplated in the City general plan and the service demand increases that will surely come. All core functions of the Animal Control program should be addressed in the multi-year plan: field operations; shelter operations; spay/neuter activities; veterinary medicine; and community education. Estimated personnel, O & M, capital outlay, vehicles and equipment, and capital facility costs should be identified and forecasted at least at a macro level.

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Key questions to be addressed should include:

- ◆ What services are currently being provided?
- ◆ What services are mandated?
- ◆ What additional services are needed or desired, if any?
- ◆ How and when are these services to be provided?
- ◆ Do the current organizational structure and operational policies of the Unit meet the needs of the community?
- ◆ What is a realistic projection of future animal intakes, given current resource allocations?
- ◆ What additional resources need to be allocated to address the animal overpopulation problem in the City?
- ◆ How can the County and the City work cooperatively to reduce the animal population?
- ◆ What are realistic expectation relative to non-profit assistance relative to sheltering, spay/neuter and education?
- ◆ How can the efforts of the public and private sector be coordinated to increase the effectiveness and reduce the cost of these efforts?
- ◆ What are realistic expectations relative to City revenue?
- ◆ What future expenditure increases need to be anticipated?
- ◆ How can the non-profit community be more effectively utilized in assisting the City meet its animal control and sheltering commitments and goals?

**Patch Recommendation V-2:      Establish and adopt an Animal Services program Mission Statement specifically for today’s needs and community expectations.**

A Mission Statement appropriate for the animal control program could be:

To serve the citizens of Antioch by providing animal care and control services that promotes public safety, health and responsible pet ownership and delivers these services in a timely, courteous, professional and cost-effective manner.

**Patch Recommendation V-3:      Set clearly defined goals and objectives related to service delivery outcomes and expectations.**

Goals and objectives are derived from the mission of an organizational unit and will make it possible to measure the performance of the Animal Control Program and assist in a continuous improvement process. The goals and objectives support the Animal Control Unit’s mission by providing:

- ◆ A basis for programming decisions by creating explicit expectations for performance against which accomplishments can be measured and evaluated

- ◆ A long-range orientation for reviewing the allocation of budget resources to priority programs and projects and their impact on alleviating major service problems
- ◆ A clear, understandable documentation of the need for and commitment to continuous improvement.

A goal is a general-purpose statement describing what the Animal Control Program would like to accomplish in the future. Goal statements center on community concerns that are important in Antioch. The goals serve as the basis for developing directly related, measurable and shorter-range objectives. Antioch's animal control goals should be broad in scope, timeless, subjective and related to important community needs. Examples are shown below:

- ◆ Encourage the proper care and human treatment of domestic animals and protect persons and property from harm by a program of education, licensing dogs, enforcing inoculation and leash laws and housing stray animals until they are reclaimed, adopted or euthanized.
- ◆ Embrace a variety of strategies to teach responsible pet ownership and instill a humane ethic in all members of the community.
- ◆ Reduce uncontrolled breeding through community, education spay/neuter and stray impoundment.

An objective is a statement of a desired or planned result that is measurable within a given period of time. Well-drafted objective statements are:

- ◆ Results oriented: They focus on useful results, not the process or how to achieve them
- ◆ Specific and measurable: They define in quantitative and verifiable terms what is to be accomplished
- ◆ Time specific: They predict when the results will be realized
- ◆ Realistic and attainable: They can be achieved within a reasonable time and cost
- ◆ Understandable and challenging: They can be understood by those responsible for implementation and provide motivation for successful performance
- ◆ Relevant to the management information system: They provide a substantive basis for monitoring and evaluation and encourage regular review and revision.

Examples of objective statements that could be used in Antioch are listed below:

- ◆ Decrease the number of stray animals by \_\_\_\_\_ during the fiscal year
- ◆ Increase revenue from fees and charges by \_\_\_\_\_ percent during the fiscal year
- ◆ Increase the number of animal licenses issued this year by \_\_\_\_\_ percent
- ◆ Increase the overall customer service rating for the Program from \_\_\_\_\_ percent to \_\_\_\_\_ percent during the fiscal year
- ◆ Increase the employee satisfaction rating by \_\_\_\_\_ percent during the fiscal year
- ◆ Draft a policies and procedures manual within the next six months

- ◆ Reduce the response time to requests for service by \_\_\_\_\_ minutes during the fiscal year
- ◆ Design and print within one-month citizen comment cards to be distributed by office and field staff.

**Patch Recommendation V-4: Develop a comprehensive Policies and Procedures Manual.**

Police department management staff should collaborate with Unit operational staff to develop written policies and procedures that address, for example:

- |  |  |
|--|--|
| ◆ Disease control                                    | ◆ Radio/phone communications                 |
| ◆ Complaint investigation and reporting              | ◆ Rabies information                         |
| ◆ Scanning for microchips                            | ◆ Nuisance complaints                        |
| ◆ Overtime and on-call time                          | ◆ Inhumane investigation                     |
| ◆ Documentation and control of controlled substances | ◆ Animal impoundment at other agency request |
| ◆ Inventory control of dog food and other supplies   | ◆ Dangerous animals                          |
| ◆ Shelter security                                   | ◆ Impoundment for euthanasia                 |
| ◆ Cash handling                                      | ◆ Notice to appear                           |
| ◆ Fee collection                                     | ◆ Injured animals                            |
| ◆ Lunches and breaks                                 | ◆ Euthanasia                                 |
| ◆ Use of Unit property                               | ◆ Dead animals                               |
| ◆ Duties and procedures                              | ◆ Equipment and supplies                     |
| ◆ ACO priority activity list and protocol            | ◆ Time reporting                             |
| ◆ Daily shelter procedures                           | ◆ Adoption                                   |
| ◆ Building grounds security                          | ◆ Volunteers                                 |
| ◆ Availability                                       | ◆ Hours of operation                         |
| ◆ Call outs  | ◆ Licensing issuance and enforcement         |
| ◆ Employee rabies immunization                       | ◆ Emergencies                                |
| ◆ Uniform policy for ACO                             | ◆ Customer service                           |
|  | ◆ Dress code                                 |
|  | ◆ Animal identification.                     |

**Patch Recommendation V-5: Institute recurrent training relative to the handling of rabies suspect animals and the protocols for rabies testing.**

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Policies and procedures relative to the handling of rabies suspect animals and the protocols for rabies testing should be developed in conjunction with the communicable disease staff of the County Health Department. Initial and recurrent training of field and kennel staff in this subject area should be undertaken and documented.

**Patch Recommendation V-6: Institute initial and recurrent training in the use of the Chameleon software system.**

The Chameleon software system is a powerful administrative tool that is currently underutilized.

We suggest that it would be worthwhile for the City to conduct a review of:

- ◆ The capabilities of the software program and the extent to which these capabilities are being utilized.
- ◆ The current knowledge base of staff relative to their ability to utilize the Chameleon system.
- ◆ An action plan that identifies:
  - What system components should be utilized?
  - Who needs to be trained on the system and to what level of proficiency?
  - How staff will be trained?
  - A budget and implementation time frame to assure attainment of the desired outcomes.

**Patch Recommendation V-7: Develop a comprehensive, separate manual for clerical, kennel and field activities. Use these manuals as training guides.**

**Patch Recommendation V-8: Test all staff prior to completion of probation and recurrently relative to required knowledge and skills.**

**Patch Recommendation V-9: Conduct a training needs assessment. Develop a training plan for each employee.**

A training needs assessment should be made to identify and prioritize training needs. This will enable employees to provide input on the training they feel they need to improve their skills. Other sources of information on training needs are performance evaluations, discussions with employees on their development interests, customer feedback and complaint information. The following are topics that should be considered:

- ◆ Computers
- ◆ Customer Service
- ◆ Kennel Cleaning Procedures
- ◆ Euthanasia Technique
- ◆ Safety
- ◆ Animal Behavior and Breeds

- 
- ◆ Volunteer Relations
  - ◆ Stress Management
  - ◆ Dispatching
  - ◆ First Aid
  - ◆ Dealing With The Public
  - ◆ Complaint Investigation
  - ◆ Problem Solving
  - ◆ Communication Skills
  - ◆ Public Relations
  - ◆ Report Writing.

Individual training plans should be developed for each employee. This ensures that employees receive training customized to their needs, strengths and weaknesses. Training should be available to both full-time and part-time employees and volunteers. Formal training for new employees should be expanded. Incorporation of written policies and procedures into the training will increase its benefits. Cross training of employees will improve customer service and teamwork and enable employees to fill in for other employees when they are absent.

Provision should be made to evaluate all training to ensure it is achieving its objective. Employee feedback on training is one type of evaluation. Another is to measure the impact of training on customer service ratings and work performance

Adequate training is the key to employee performance and satisfaction, quality service, productivity and customer service.

Training provided by other animal control agencies and recommended by humane and animal control organizations should be considered in developing a Unit training program and budget.

The National Animal Control Association publishes a training guide. The Humane Society of the United States provides training classes at its national conference. The California Animal Control Directors Association in conjunction with the State Humane Association and the California Veterinary Medical Association conducts statewide training in various animal control and animal health areas. The Directors Association also provides periodic regional training classes on specific subjects.

**Patch Recommendation V-10: Offer management training to the Unit Supervisor and encourage her to join national and state organizations and to take advantage of the training courses specific to identified needs.**

The Unit Supervisor is experienced in the various aspects of animals control at a working level. Her job enjoyment and effectiveness would be enhanced if her professional development were to include training specific to her new responsibilities.

**Patch Recommendation V-11: Develop a Performance Management System that measures the extent to which key objectives are being achieved.**

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Performance measures are an essential tool for managing the Antioch Animal Control Services Unit efficiently and effectively. Good performance measures help focus the efforts of the Unit on those activities that are essential to achieve the objectives, goals and mission of the Unit. Elements of an overall **Performance Management System** would include the following:

- ◆ Mission statement
- ◆ Goal and objective statements
- ◆ Performance measures
- ◆ Performance targets and standards
- ◆ Performance reports
- ◆ Performance monitoring.

Basic categories of performance measures include:

- ◆ Input measures that report the resources (financial, personnel, materials, equipment) used to provide a service
- ◆ Output measures that report work accomplished
- ◆ Outcome measures that report the results and quality of service, including customer satisfaction
- ◆ Efficiency measures that report the costs of outputs and outcomes in terms of dollars or employee hours per unit.

Employee involvement in the selection of performance measures is essential, as are the informational needs of the City Council. Here are 10 tips:

1. Develop multiple performance measures (input, output, outcome and efficiency) for the same service and objective. A set of measures is necessary to give a complete picture of performance.
2. Balance the performance measures so that the effect of improving any one or two is weighed in relation to the impact on the others.
3. Select performance measures for which data are readily available.
4. Involve those who use and collect the data in the development of the performance measures. They can identify factors that are not within their control and cause unanticipated or unwanted results.
5. Consider customer requirements.
6. Review and revise performance measures when the mission and objectives change and if they do not adequately measure desired outcomes.
7. Limit the number of performance measures to a vital few. Too many confuse users and distract from key ones.
8. Obtain information on performance measures used by other animal control agencies.

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9. Select performance measures that collectively provide the most practical and useful information for critical activities that are essential to carrying out the core mission.
  10. For knowledge-based services, measure performance in terms of deadlines and cost targets met, quantity of work produced, extent to which work must be revised or corrected and extent to which recommendations are accepted.

Here are some examples of **performance measures** that are likely to work in Antioch:

- ◆ Response times for emergency, nuisance and other calls
- ◆ Percent increase in donations
- ◆ Percent increase in volunteer hours
- ◆ Percent of eligible animals licensed
- ◆ Percent of animals adopted
- ◆ Percent of animals claimed
- ◆ Percent of animals euthanized
- ◆ Number of cruelty investigations
- ◆ Percent of animals spayed/neutered
- ◆ Number of sustained complaints from the community concerning field services, shelter services, adoption services and licensing
- ◆ Number of annual continuous public education programs
- ◆ Number of calls per 1,000 people per year
- ◆ Animal control costs per capita
- ◆ Number of calls per field officer per year
- ◆ Percent of animals relinquished by owners
- ◆ Percent of adopted animals returned
- ◆ Percent of customers rating interactions with animal services as satisfactory or better
- ◆ Number of animals impounded
- ◆ Number of complaints and requests for service
- ◆ Number of animal bites
- ◆ Unit cost of issuing licenses, impoundments, adoptions, responding to calls.

**Patch Recommendation V-12: Repair, paint, and enhance the current Animal Shelter.**

The Animal Shelter is in need of a major maintenance do over. The maintenance standard of the shelter should be equal to or above that of other City buildings.

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**Patch Recommendation V-13: Contract with the University of California at Davis Shelter Medicine Program for a review of shelter policies, procedures, sanitation and health issues.**

The City should engage the University of California at Davis Shelter Medicine Program to establish policies, procedures and protocols to enhance the health of animals sheltered by the City. Shelter medicine is far different than a normal veterinary practice. The volume of animals in need of care and the lack of any medical history for impounded animals make the establishment of policies and protocols that are shelter specific an imperative.

**Patch Recommendation V-14: Expand the Volunteer Program and the Education Program.**

**Patch Recommendation V-15: Develop a comprehensive Education Program and community outreach program for the citizens of Antioch.**

The specific emphasis of the Education Program should be on bite prevention, responsible pet ownership with an emphasis on the need to spay/neuter companion animals, humane education and public information.

**Patch Recommendation V-16: Strengthen relationships with every non-profit organization currently working with the Animal Control Program.**

The Unit Manager should work on strengthening relationships with the leaders of every rescue group currently having contact with the animal Control Unit and ascertain how the Unit and the group can increase the number of animals released to these groups.

**Patch Recommendation V-17: Expand existing spay/neuter programs.**

The most effective way to lower the euthanasia rate of companion animals in Antioch is synonymous with the most effective way of reducing long-term public expenditures on Animal Control – namely initiate a community-wide spay/neuter program and thus reduce the number of unwanted animals. While enhanced adoption programs will help increase the adoption rate, there will always be an imbalance, relative to the number of animals needing homes, to the number of humans desiring companion animals if the current reproduction rate is not reduced.

**Patch Recommendation V-18: Establish/extend relationships with local non-profit groups relative to increasing the number of spayed/neutered animals.**

The reduction of companion animal euthanasia is not a problem government can solve without the ongoing participation/partnership of the non-profit animal community, local veterinarians and concerned citizens of Antioch. Greater efforts relative to coordination of existing resources (public and private) has the potential to increase spay/neuter in the community. The Contra Costa County Animal Services Department, the Animal Rescue Foundation (ARF), Contra Costa Humane Society (CCHS), Community Concern For Cats (CC4C), Feral Cat Foundation (FCF), Friends of Animal Services (FOAS), Homeless Animals Lifeline Organization (HALO), Homeless Animals Response Program (HARP) and other interested non-profits should be utilized in an effort to increase spay/neuter in Antioch.

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**Patch Recommendation V-19: Implement an outreach and advertising program to inform citizens of available spay/neuter programs.**

**Patch Recommendation V-20: Consider providing spay/neuter financial assistance for low-income residents.**

The long-term benefit of such a program will result in decreased future sheltering cost and increased public safety.

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## SECTION VI—ANALYSIS OF ALTERNATIVE AND PREFERRED ANIMAL CARE AND CONTROL SERVICE MODELS

The purpose of this section is to provide an overview of alternative and preferred animal control service models available to the City of Antioch to fulfill its commitment to care for animals of all kinds within its jurisdiction. Some alternatives will be viewed as being better than others, depending upon one's values and their relative priority. Examples of the values that underlay this overview of alternative service models are detailed below.

### *FINDINGS WITH REGARD TO STAKEHOLDER VALUES*

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During the course of this study, we found that certain alternative service models would be viewed as being better than others depending upon a given stakeholder's values and their relative priority. It is important to understand and to be clear about these values. Examples of the values at play in Antioch's animal care and control arena include the following:

**The Cost Control Value:** Stakeholders, including elected and appointed City leaders, are seriously concerned about the escalation of the City's animal control program costs in recent years. They are concerned about the financial resources of the City's General Fund and its ability to responsibly support essential public safety services other than just animal control, such as police and public works. Such stakeholders resist efforts to spend the City's limited resources on animals until such time they are convinced Antioch's many service needs, particularly public safety needs for people, have been met.

**The Local Control Value:** Some stakeholders, particularly individuals who have been involved in Antioch's animal welfare groups for many years, have a different outlook. They have a minimal interest in the law enforcement and public protection aspect of animal services. They are almost exclusively concerned with the animal sheltering aspect of the program. They believe that the City should focus its attention on "saving" the largest number of animals from being killed regardless of cost. They also believe the only way to ensure high quality animal control service is to retain local control. They want to have convenient access to elected officials when they are setting policy and spending priorities. They want access to the staff that is making operational decisions, particularly those decisions that affect shelter services such as adoptions and euthanasia. Such stakeholders resist efforts to contract with the County for animal control services, in whole or in part. This local control value was expressed during the "**COMMUNITY MEETING ON ANIMAL CARE AND CONTROL SERVICES IN THE CITY OF ANTIOCH**" conducted by Citygate in conjunction with this study.

Specifically, "Keep Independent" (the City's animal control program) was tied for the 5<sup>th</sup> ranking out of a possible 24 suggestions and comments put forth by the participants present at the meeting. Ironically, taking a "Regional Approach" also ranked at the 5<sup>th</sup> position (see **Appendix A**).

It is vital to understand that the number of citizens who actively and compassionately hold this view is a small portion of the electorate of Antioch. When Citygate began its investigation of the issues surrounding alternatives to providing animal control service to Antioch, we were provided information to the effect that the citizens "overwhelmingly approved Measure A." Measure A was approved by an overwhelming percentage of those voting. Measure A received 2,950 'Yes'

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votes. ‘No’ votes totaled 1,922 (61 percent to 39 percent). The population of the City at the time was approximately 42,000. If the percentage of registered voters in Antioch was the same when Measure A was passed as the percentage of registered voters today, 2,950 yes votes would have represented 16 percent of the registered voters and 7 percent of the total population of Antioch.

**The “Move out of Police Department” Value:** Some stakeholders, particularly individuals who have been involved in Antioch’s animal welfare groups for many years, believe that the animal control program does not belong in the Police Department. This sentiment is stronger as it relates to shelter services, as opposed to field services and enforcement. Notwithstanding their respect for the Police Department, they think the animal care and control program suffers because police personnel view their primary mission as fighting crime, not saving animals. These stakeholders also believe the animal control budget should be completely moved out of the Police Department so that it can operate like a stand-alone fund to ensure that monies, particularly operational savings, can be carried forward from year to year. They believe doing so would better protect animal control program funds by providing more accountability and the ability to carry forward funds from year to year. This sentiment was expressed at the above referenced community meeting. Specifically, “Move out of Police Department to Examine Financial Independence” was ranked 4<sup>th</sup> out of the possible 24 suggestions and comments put forth by the participants present at the meeting.

**The Responsive Customer Service Value:** Most everyday citizens care about animal control when they have a problem in their immediate neighborhood. When a dog is loose and running in the street or park and scaring children, they want service. When a neighbor’s animal is chained up in the backyard without water or food in 100-degree heat, they want service. When there is a dead cat in the street, they want it picked up quickly. They assume that government will make sure rabies does not become an epidemic. Other than that, they do not often think about animal control services. They may or may not know where the animal shelter is located. If they want a pet, they will not necessarily adopt one from the City shelter. They will most likely buy one or get one from a friend or breeder, legitimate or not.

**The Save All The Animals – “No Kill” Value:** Some stakeholders in Antioch believe the City should have a “No Kill” shelter. As an ideal, “No Kill” is noble. However, “No Kill” as an outcome cannot be expected to occur in Antioch overnight or even in the near future without considerably more resources being committed to a multi-pronged, long-term effort on the part of all concerned community stakeholders. Conscientious “No Kill” advocates in the community acknowledge this reality.

As noted previously in this report, private non-profit humane societies can be selective relative to the number and type of animals that they take in and care for. A public shelter cannot adopt a strict “No Kill” model and fulfill its responsibility under the law to impound unwanted animals and accept surrendered animals. The City of Antioch operates an animal shelter that has a finite capacity and is required to impound stray dogs and cats and accept all owner-relinquished animals. Some of these animals will not be adopted because of health, age, timidity, size, aggressive behavior or other behavioral issues. Therefore, the City is obligated to dispose of unwanted animals by way of euthanasia.

**The High Quality Shelter Services Value:** The City’s current animal shelter suffers from significant deferred maintenance. This has a significant negative effect upon the public’s perception of the shelter, the health of animals held and the morale of animal control staff

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members. The Shelter was designed and built nearly 20 years ago at a time when the City had a population of 63,000 people. The current City population is approximately 100,000. Population projections prepared by the Association of Bay Area Governments (ABAG) anticipate Antioch reaching a population of approximately 120,000 in the next 15 years. This equates to adding an average of 1,000 new residents per year. The existing facility is not able to meet current needs, much less future needs.

**The Public Education and Outreach Value:** A public education and outreach program that focuses on the proper care of animals and the need to spay/neuter dogs and cats is an essential tool in the battle to end pet overpopulation and animal suffering. Such programs are typically school-based programs but can also be presented to youth-based organizations, for example, Boys and Girls Clubs, scout troops, summer youth programs, as well as adult service organizations such as, Rotary, Lions, Kiwanis, Chamber of Commerce, etc. A well-developed public education program can make pet owners aware of their responsibilities, increase public awareness of animal services, inform the public that animal laws will be enforced, and sensitize the public to the importance of the humane treatment of all animals. Early introduction of these concepts is important if a change in the community's perception of animals is to occur.

**The Spay/Neuter Services Value:** Experts and animal welfare advocates agree that controlling pet overpopulation is the most effective solution to lowering the level of euthanasia and animal suffering. Accordingly, focusing the City's limited resources on spay/neuter services represents a highly leveraged approach to reducing euthanasia and minimizing animal suffering while at the same time reducing the City's exposure to ongoing program cost increases.

**The Volunteerism Value:** "Best Practice" animal control programs make full use of dedicated volunteers for many of their activities, such as dog walking, public education, outreach, adoptions, and spay/neuter support services. The challenge for public agency policy-setters is coming up with reliable, long-term, financial and personnel resources in order to support desirable and obligatory animal control and care programs. The fact is that volunteers, although desirable and valuable, cannot be relied upon to provide core program services on a day-in and day-out basis.

## ***FINDINGS REGARDING ALTERNATIVE ANIMAL CARE AND CONTROL SERVICE MODELS***

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### **Model #1: The "No Change" Scenario**

**Model Description:** This model is based upon simply continuing the City's animal control program the way it is today. The City would maintain current staffing levels, maintain the existing shelter facility, and organizationally remain in the Police Department. Community outreach and education, spay/neuter, adoptions, vet services, and use of volunteers would remain at current levels.

**Model Strengths:** The primary advantage of this approach is that costs would remain relatively low.

**Model Weaknesses:** The disadvantage of this model is that the City's animal control program will continue to erode over time due to insufficient funding. This will happen even if the City only focuses on top priority mandatory programs. Staffing would become more skeletal, community education and outreach programs would remain limited and ineffective, the animal shelter would be increasingly undersized for the City's population, shelter maintenance would

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not improve and the relationship between the City and its animal welfare constituents would continue to be frustrating and contentious.

**Model Outcomes:** Over the long-term, the City’s unwanted pet population will rise and more and more animals will suffer. Over time, citizens, both in and out of the City’s animal welfare groups, will become dissatisfied with the City’s approach to animal care and control.

### **Model #2: The “Go It Alone” Best Practices Scenario**

**Model Description:** This model is based upon the City continuing to operate its own animal care and control program as a totally independent entity, as it has historically, but funding the program at a level that would approach best practices by eliminating the program shortcomings identified in this report. These shortcomings are in the areas of staffing, training, supervision, shelter size, shelter maintenance, veterinarian services, community education and outreach, adoptions, and field services. This model may or may not involve separating the program from the Police Department, but certainly would involve, at least, hiring a full-time animal control manager, a major expansion of the existing facilities or construction of an entirely new and separate shelter facility.

**Model Strengths:** The primary advantage of this model is that the City would provide a level of animal care and control services that approaches best practices in the industry.

**Model Weaknesses:** The disadvantage of this model is that it is more expensive. As detailed elsewhere in this report, annual animal care and control operational costs per capita for best practice levels of service range from \$11.00 to \$12.65 per capita. For example, the City of Berkeley, with a population almost the same as Antioch, pays approximately \$1,348,000 for its animal control program. Antioch could expect to pay between \$1.2 to \$1.4 million per year for a similar fully funded, stand-alone program. This would be approximately \$300,000 to \$500,000 more than the current level of general fund support. Add capital costs to service debt for a new or expanded facility to meet future needs and you can begin to see the order of magnitude of the financial problem associated with the “Go It Alone” best practice scenario.

**Model Outcomes:** Over the long-term the City’s unwanted pet population would decrease and, as a result, fewer animals would suffer. Citizens who are concerned with the program would be more satisfied with the City’s approach to animal care and control and the City’s exposure to lawsuits relative to violation of State law would be lessened. Unless taxes or fee revenues were increased to offset increased program costs, which is difficult and unlikely, other General Fund activities, such as police services and public works projects, might suffer.

### **Model #3: The Non-Profit Scenario**

**Model Description:** This model, which was the impetus for this study, is based upon the City using a non-profit organization to provide animal care and control services. Several non-profit organizations operate successfully in California and elsewhere in the United States. For example, the Pasadena Humane Society serves a multi-city region with a population of 484,000. The San Gabriel Valley Humane Society serves a region with a population of 192,000. The Marin Humane Society provides service to all of Marin County with a population of 257,400. These organizations have been in existence for decades and have evolved from single purpose humane organizations to entities that also provide animal control field and shelter service for cities under contract.

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**Model Strengths:** An advantage for a public agency to this type model is that the agency would not have to provide or maintain the animal shelter facility, or in the case of full services, the vehicles, radios, uniforms, computers and a variety of other equipment required to operate the program. In addition the pay and benefits provided by non-profits are generally less than those provided by government agencies. However, these cost savings would not be as great for Antioch because of the following:

- ◆ An executive director would need to be employed.
- ◆ Accounting, fund raising, legal, human resources, purchasing and other staff services currently provided by the City would need to be developed and paid for.
- ◆ The shelter is understaffed. Therefore, additional personnel would eventually need to be hired.
- ◆ Forty percent (40%) of the current workforce is part-time and does not receive benefits. Therefore, there would be little if any cost savings in this area.

Because of the above factors Citygate believes that cost savings relative to personnel would be negligible and therefore not a significant factor in an apples-to-apples comparison between the current cost of the City providing animal care and control service and a non-profit providing the service.

However, contracting with a well managed non-profit, funded adequately through grants and irrevocable endowments, at or above the levels indicated below in **Table 1**, could result in an enhanced level of animal care and control service to the citizens of Antioch.

**Model Weaknesses:** One disadvantage of a non-profit taking over a vital government service is a loss of direct oversight and control. The public entity is also placed in a disadvantageous position relative to negotiating the contract rate in that the humane society can cancel the contract, leaving the public entity in the position of having to create an animal control program, inclusive of an animal shelter, in a short period of time. **As noted earlier in Section II of this report, cities and counties in California are required to provide a variety of animal care and control services. These services can be contracted to a humane society but the responsibility for providing the service ultimately rests with the public entity. If the humane society cancels the contract or goes out of business the public agency still has to provide mandated services.**

Another disadvantage of this model as it pertains to Antioch is that it would require, within a short period of time, a very large non-revocable endowment, large multi-functional grants, or a combination thereof. Citygate has no reason to believe that this level of endowment within a practical time frame is attainable. The following **Table 1** illustrates the level of endowments and grants that would be required in order to achieve an *Average Level of Service* and a *Best Practice Level of Service* under the non-profit model:

TABLE 1

**Non-Profit Animal Control Program Model – Financial Feasibility**

	Current Level of Service*	Average Level of Service	Best Practice Level of Service
<b>ANNUAL EXPENSE</b>			
Personnel	\$592,000	\$745,000	\$851,000
O & M	267,000	309,000	353,000
<b>Total Expenses</b>	<b>\$879,000</b>	<b>\$1,054,000</b>	<b>\$1,204,000</b>
<b>ANNUAL REVENUE</b>			
Fees & charges	\$270,000	\$270,000	\$300,000
General Fund	577,000	577,000	577,000
Other	32,000	32,000	32,000
Endowments/grants	-0-	175,000	295,000
<b>Total Revenue</b>	<b>\$879,000</b>	<b>\$1,054,000</b>	<b>\$1,204,000</b>
DEBT SERVICE for Shelter	-0-	\$215,000	\$215,000
<b>TOTAL BUDGET</b>	<b>\$879,000</b>	<b>\$1,269,000</b>	<b>\$1,419,000</b>

\*All amounts are based on FY 2007-08 budgets for Antioch and comparable agencies in Northern California.

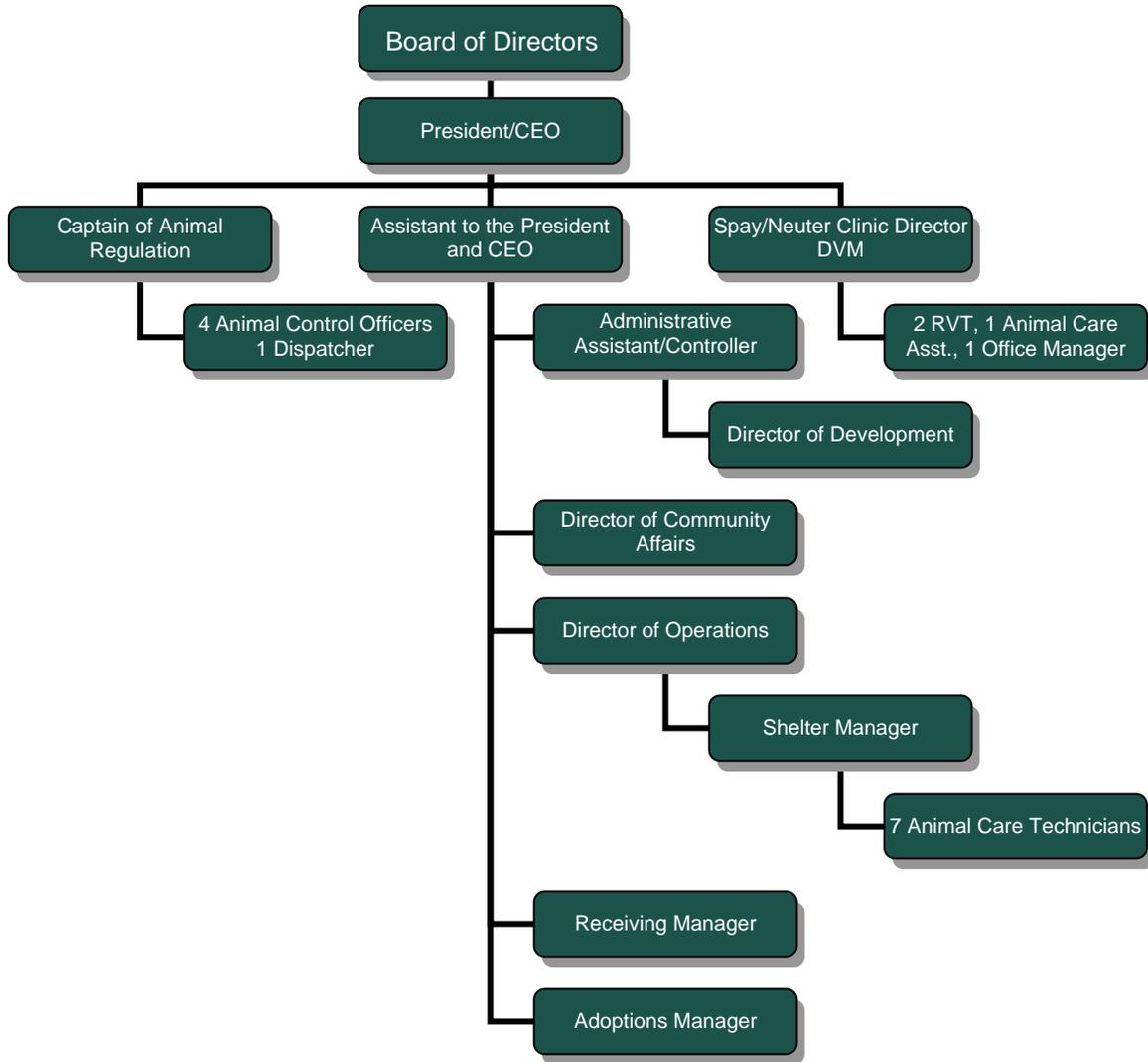
The above estimates are based upon the FY 2007-08 budgets of comparably sized agencies in Northern California as compared to Antioch’s animal control budget for the same time period. The level of annual endowments and grants required to make the non-profit organization financially feasible would range between \$175,000 and \$295,000 per year **if the current level of general fund support remained the same**. To put this in perspective, this level of funding support, for operational costs alone, would require upfront endowments to the non-profit entity of \$3.5 to \$5.9 million with earnings of at least 5 percent per annum. Moreover, endowments to support construction of an expanded facility would require, at a minimum, an additional \$2.5 million in cash. Even so, these additional capital cost endowments would only be sufficient to fund a bare-minimum modernized and modestly expanded shelter facility at its current location. The feasibility of this model becomes even more problematic if the uncertainty of inflation is factored into the equation. In summary, a non-profit could approach financial feasibility if it were able to secure, in advance, endowments/grants totaling between \$6 million and \$8.4 million.

***Non-Profit Example-Haven Humane Society***

Citygate recently completed a project involving the Haven Humane Society which is located in Redding, California. The Humane Society is governed by an eleven-person board of directors. The Board of Directors appoints the President/CEO, who is responsible for the administration of the Society’s activities. The Humane Society was incorporated in 1962 and provides a variety of humane services to the citizens of Shasta County which has a population of approximately 182,000. In addition, the Humane Society provides animal control service to the City of Redding which has a population of approximately 91,000. There are thirty-two (32) employees and approximately 20 active volunteers. The Haven Humane Society can be used as a real world example of the cost to run a medium sized non-profit animal welfare organization. The population of Shasta County is larger than the population of Antioch. However, the actual

service area population is closer to 120,000 in that the rural areas of the county are not a significant factor in the Humane Society’s service delivery plan.

The organizational structure of the Humane Society is depicted below:



The Haven Humane Society is located on 8.5 acres at 7449 Eastside Road, in the City of Redding, California. Buildings consist of the Animal Welfare Center (approximately 12,000 square feet, built in 1987), which is composed of administrative offices, a classroom, 52 canine kennels, 40 feline kennels, 2 play rooms for felines, a visitation room, a treatment room, a feline isolation room and an animal receiving area. A 4,485 square foot spay/neuter clinic is located adjacent to the Animal Welfare Center.



### Haven Humane Society Budget<sup>1</sup>

Expenses	Amount
Salaries & Benefits	\$ 1,066,455
Payroll Taxes	\$ 84,855
Telephone	\$ 24,170
Equipment Rental & Mtz.	\$ 66,104
Depreciation	\$ 98,198
Office Expense	\$ 107,933
Veterinarian Supplies	\$ 84,539
Insurance	\$ 32,621
Utilities	\$ 38,155
Professional Fees	\$ 34,838
Taxes & Licenses	\$ 11,257
Animal Food	\$ 39,758
Other Program Expenses	\$ 172,928
<b>Total Expenses</b>	<b>\$ 1,861,811</b>
Revenue Source	Amount
Redding Animal Control	\$ 539,281
Spay/Neuter Clinic	\$ 317,348
Kennel Fees	\$ 180,424
Humane Programs	\$ 59,507
Donations	\$ 151,595
Dividends and Interest	\$ 264,289
Sale of Securities	\$ 310,168
Special Events	\$ 24,644
Other Revenue	\$ 46,736
<b>Total Revenue</b>	<b>\$ 1,893,992</b>
<b>Profit (Loss)</b>	<b>\$ 32,181</b>

<sup>1</sup> IRS Form 990 <http://www.guidestar.org/FinDocuments//2007/941/634/2007-941634752-04761364-9.pdf>

If Antioch were to attempt to duplicate this program the respective budget amounts would need to be increased to reflect the higher wages and other costs extant in the Bay Area. According to the Compensation and Benefits Survey of Northern California Nonprofit Organizations, salaries and benefits are approximately 17 percent higher in the Bay Area compared to Northern California.<sup>2</sup>

The revenue accounts can be consolidated to get a better idea of the sources of funding:

Major Revenue Sources	Amount
Redding Animal Control Programs	\$ 539,281
Donations	\$ 628,659
Investments	\$ 151,595
<b>Total Revenue</b>	<b>\$ 1,893,992</b>

In this instance donations and investment income total \$726,052 or 38 percent of total revenue.

The Humane Society could continue to function if it cancelled its contract with the City of Redding because the expense of running that program would also go away. However, it could not survive without active and continuous fund raising and revenue derived from donations in excess of expenses that have accumulated over many years and have provided the Humane Society with a revenue stream from investments.

The Humane Society reported assets at the end of calendar 2007 of:

Net Assets	Amount
Land and Buildings & Equipment	\$ 1,382,547
Notes Receivable	\$ 193,630
Cash	\$ 59,523
Investments	\$ 5,048,796
<b>Total Net Assets</b>	<b>\$ 6,684,496</b>

The Haven Humane Society and other successful non-profits that operate animal control and/or sheltering programs for public entities have been in business for decades and have over time accumulated enough assets to make them viable business partners for the public agencies they serve.

**Model Outcomes:** The establishment of a new non-profit organization to take over the City of Antioch animal control program would face difficulty of unknown severity relative to private sector donations because of the realities and limitations associated with fund raising issues. Significant and ongoing City General Fund support should be anticipated unless irrevocable endowments greater than the levels described in Table 1 above are committed in advance. In addition, this plan may require voter approval in order to reverse or modify Measure A. The City Attorney should be consulted regarding this issue.

<sup>2</sup> 206 Compensation and Benefits Survey of Northern California Nonprofit Organizations, Center For Nonprofit Management, 2006

## Model #4: The Non-Profit Hybrid Model

Citygate also examined the feasibility of utilizing a non-profit to operate only the shelter related animal control service activities. In this model the City continues to provide ordinance enforcement, licensing, and serves as the shelter facility landlord, while the non-profit would be responsible for operating the shelter and providing adoption, veterinary, humane education, and spay/neuter services. There are many ways to fill in the details with this model. Who does what? Where is revenue allocated? Should the humane society pay the City rent for the shelter, and if so, how much? Who is responsible for legal, accounting, information technology, human resources, risk management, liability insurance, vehicle maintenance, utilities, facility repairs, etc? What employees will be hired and what are their salaries and benefits? How will veterinary care be provided? All of these decisions are important and will have a significant influence on the City's costs.

If we remove the animal control program budget from the Haven Humane Society example shown above we can see the approximate cost of operating a humane society without an animal control component for the City of Antioch:

Expenses	Amount
Salaries & Benefits	\$ 527,174
Payroll Taxes	\$ 42,174
Telephone	\$ 24,170
Equipment Rental & Mtz.	\$ 66,104
Depreciation	\$ 80,000
Office Expense	\$ 107,933
Veterinarian Supplies	\$ 84,539
Insurance	\$ 32,621
Utilities	\$ 38,155
Professional Fees	\$ 34,838
Taxes & Licenses	\$ 11,257
Animal Food	\$ 39,758
Other Program Expenses	\$ 172,928
<b>Total Expenses</b>	<b>\$ 1,261,651</b>
Revenue Source	Amount
Spay/Neuter Clinic	\$ 317,348
Kennel Fees	\$ 180,424
Humane Programs	\$ 59,507
Donations	\$ 151,595
Dividends and Interest	\$ 264,289
Sale of Securities	\$ 310,168
Special Events	\$ 24,644
Other Revenue	\$ 46,736
<b>Total Revenue</b>	<b>\$ 1,354,711</b>
<b>Profit (Loss)</b>	<b>\$ 93,060</b>

Here we see that funding requirements would be reduced by approximately \$540,000. However, the humane society would still have to raise \$1,261,651 to remain in operation with no reserves for contingency. Approximately \$720,000 would have to come from fund raising or endowments. Citygate does not view the possibility of this level of fundraising or endowments

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occurring in Antioch in the foreseeable future as realistic. As in the full service model, many of these costs would need to increase by approximately 17 percent to reflect the higher costs in the Bay Area as opposed to Northern California.

**Model Outcomes:** An examination of the organizational structure and budget for the Haven Humane Society and an assessment of risks associated with the cancellation of the contract with a humane society or the bankruptcy of the humane society provide the basis for Citygate’s conclusion that this model entails many of the same risks as the full service humane society model and is therefore not a viable alternative for the City of Antioch.

This model is not realistic because, like Model #3 The Non-Profit Scenario, it would require very significant permanent endowments beyond the level available and already committed in the community. **Moreover, it would expose the City to the risks associated with an overreliance on animal welfare groups in the community and their financial supporters to fund core animal control services inclusive of statutory obligations mandated by the State.** Therefore, Citygate does not view this model as a viable way to provide animal care and control services to the citizens of Antioch.

### **Model #5: The County Scenario**

**Model Description:** This model is based upon the City contracting with Contra Costa County in a fashion similar to the other cities in the County. It is not known whether the County would be willing to entertain providing such services to the City of Antioch. The current shelter facility could be leased to the County at least on a temporary basis until a more adequately sized shelter could be constructed. However, it currently would not be economically feasible for the County to operate Antioch’s shelter, or a new shelter in the east end of the County, unless the per capita rate is increased. Without a rate increase it would simply be a cost shift from the City to the County. The amount of the rate increase is unknown and, therefore, would have to be negotiated. No doubt, were a new facility to be constructed, it would be more centrally located in order to better serve other East County communities currently served by the County, including Oakley, Brentwood, Discovery Bay, Knightstown, and Byron. The County recently constructed a similar facility in Pinole to serve West Contra Costa County, as pictured below:



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The County bills participating cities at the rate of \$4.76 per capita plus license and fine and fee revenue. This would equate to \$478,000 per year, which is approximately \$100,000 less net cost than the City's current budget for the animal control program. However, as noted in Section V, this rate is projected to increase to \$5.26 per capita in 2009-2010. The County has informed cities contracting for animal control service that the rate will increase in future years as the County tries to recover a greater percentage of the cost of providing animal control services, which is currently highly subsidized by the County.

As an alternative, the City could contract with the County and close the Antioch shelter and rely upon the newly constructed shelter in Martinez. Again, a new rate would need to be negotiated.

**Model Strengths:** Contracting with the County would provide a stable and predictable level of animal care and control services for the City of Antioch at a level that is regarded throughout the public shelter industry as being a best practice model. The County has the advantage of unit cost efficiencies because it is a large agency, serving a population 10 times the size of Antioch's population, with a much larger tax base. As a result, it is in many program areas able to provide a more robust and multi-dimensional level of service. This is particularly true with respect to animal adoptions, licensing, lost and found pets, spay/neuter clinic, volunteer program, pet emergency preparedness, and humane education. Contracting with the County is likely to always be less expensive than the City on a *unit cost for service* basis. Stand-alone is appealing, but it is expensive if you are going to do it right.

**Model Weaknesses:** The disadvantage of this model is that the City would lose a measure of local control. In addition, going with the County would require voter approval in order to reverse or modify Measure A.

**Model Outcomes:** If the City were successful in contracting with the County, which may not be possible, it would receive the cost control benefits of participating cooperatively with other cities through a much larger public agency. Animal welfare participants in the City, in most instances, will object to going with the County. They are likely to express this objection by actively opposing reversal of Measure A.

### **Model #6: The East County Joint Powers Authority (JPA) Scenario**

**Model Description:** This model is based upon establishing a Joint Powers Authority (JPA) with cities in the eastern part of Contra Costa County: Oakley, Brentwood, Pittsburg, and Antioch. The JPA would have all the powers and authority under law that the cities have individually. It could enter into contracts, build facilities, enforce laws, and charge fees. Forming a JPA would require the consent of all the agencies involved and the approval of LAFCO. The JPA would be governed by a policy-setting group of representatives from each of the participating cities.

**Model Strengths:** This model offers a middle-ground approach between going it alone, or the status quo, and going with the County. There would be some economies of scale as compared to Antioch's current cost structure. The costs for a new facility would be shared by four agencies, as would the costs for all the other program elements, including the strategically important spay/neuter and humane education costs. A municipal services plan acceptable to LAFCO would need to be developed with the County to ensure that pocket areas, such as Discovery Bay and Bay Point, for example, receive cost-effective animal care and control services.

**Model Weaknesses:** It is not known whether the likely JPA partner cities have sufficient motivation to join in with Antioch to effect change in the area of animal control. As far as we

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are aware, the cities are satisfied with County services or are at least satisfied enough not to want to get into animal control themselves. It is unlikely that the JPA model would lead to stable or predictable costs in the short-term or long-term. The JPA model would be difficult to establish unless all the stakeholder participants in each of the cities are **highly** motivated.

**Model Outcomes:** The JPA model, once it was well established, which would take 3 to 5 years, could provide an efficient and cost-effective approach to animal care and control, albeit more expensively than the County. It also would have the advantage of operating in that part of the County that is slated for significant growth in the future.

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### ***SUMMARY OF AVAILABLE MODELS: IS THE CITY CAUGHT BETWEEN A ROCK AND A HARD SPOT?***

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As summarized below, there is no easy, immediate, and perfect solution to Antioch's current Animal Care and Control Program problems:

- ◆ The status quo scenario, notwithstanding the laudable efforts of dedicated program staff, will lead to a slow and steady deterioration of the program. There will be an ever-increasing level of stakeholder dissatisfaction and legitimate customer complaints from a broader and broader segment of the community.
- ◆ The “go it alone” best practice model is expensive and the least cost-effective model available.
- ◆ The two non-profit options are not realistic. The endowment strength in the community, to our knowledge, is not sufficient to support a meaningful and reliable animal control program.
- ◆ Going with the County would disappoint most members of the concerned and vocal animal welfare community in Antioch. Moreover, it is not realistic to expect that the City would be able to negotiate a County contract rate at the current \$4.76 per capita level. As noted above, the rate will be higher in 2009-2010 and will increase in future years.
- ◆ Forming a JPA may be possible in time, but it would not be quick, it would not be cheap, and it would not necessarily offer any service enhancement above and beyond the County option, other than less travel time for those few citizens that are required to travel to Martinez to reclaim an animal found to be “at large” or to adopt an animal.

So, is the City caught between a rock and a hard place? **The answer is “no.”**

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### ***ACTION PLAN: “PATCH, PLAN, AND PAY”***

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Citygate recognizes that the City at this time can only commit modest resources to its animal control program. Furthermore, given the state of the economy and the slowdown in the housing industry, the City is not likely to be in a more favorable position for several years.

Given this reality, how can the City and its animal welfare group stakeholders make best use of the City's resources over the next several years while the economy sorts itself out? Citygate

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recommends the City adopt a “*Patch, Plan, and Pay*” strategy for the long-term improvement of animal care and control services, as is further described below:

### *Patch*

Rather than doing nothing during tough times, over the coming 24 months as the economy struggles, stabilizes, and then improves, the City can take important and valuable non-cost or low-cost steps to improve the animal care and control program. These actions are detailed in the three (3) recommendations within Section III and the 22 recommendations within Section V of this study. Some of the recommended action items exceed a nominal cost threshold and, thus, should be planned for and implemented as soon as practical in order to *Patch* up the City’s program. These cost related items are restated below:

**Patch Recommendation V-5:**      **Institute recurrent training relative to the handling of rabies suspect animals and the protocols for rabies testing.**

**Patch Recommendation V-6:**      **Institute initial and recurrent training in the use of the Chameleon software system.**

**Patch Recommendation V-10:**      **The Unit Supervisor should be offered management training and be encouraged to join national and state organizations and to take advantage of the training courses specific to identified needs.**

**Patch Recommendation V-12:**      **Repair, paint, and enhance the current Animal Shelter.**

**Patch Recommendation V-13:**      **Contract with the University of California at Davis Shelter Medicine Program for a review of shelter policies, procedures, sanitation and health issues**

**Patch Recommendation V-14:**      **Expand the Volunteer Program and the Education Program.**

**Patch Recommendation V-15:**      **Develop a comprehensive Education Program and community outreach program for the citizens of Antioch.**

**Patch Recommendation V-16:**      **Strengthen relationships with every non-profit organization currently working with the Animal Control Program.**

**Patch Recommendation V-19:**      **Implement an outreach and advertising program to inform citizens of available spay/neuter programs.**

**Patch Recommendation V-20:**      **Consider providing spay/neuter financial assistance for low-income residents.**

### *Plan*

The difficult truth is that the non-profit approach is not practical and it will not work for the community.

In addition, the difficult truth is that if the City wishes to have a healthy and responsible animal care and control program, it has **three** options:

**Model #2: The “Go It Alone” Best Practices Scenario**

**Model #5: The County Scenario**

**Model #6: The East County Joint Powers Authority (JPA) Scenario**

All three of these models will cost significantly more money than what the City currently expends. Using the estimates provided earlier in **Table 1** of this section as a guide, the net cost between what the City is currently paying and what it should expect to pay is illustrated below in **Table 2**:

**TABLE 2**  
**What The City Should Expect To Pay Going Forward**

	Current Level of Service*	Average Level of Service	Best Practice Level of Service
<b>TOTAL EXPENSES</b>	<b>\$859,000</b>	<b>\$1,054,000</b>	<b>\$1,204,000</b>
<b>DEBT SERVICE</b>	-0-	\$215,000	\$215,000
<b>TOTAL BUDGET</b>	<b>\$859,000</b>	<b>\$1,269,000</b>	<b>\$1,419,000</b>
Less fees & charges	\$270,000	\$270,000	\$300,000
Less Current City costs	577,000	577,000	577,000
Less Other contributions	12,000	12,000	12,000
<b>ADDITIONAL COSTS</b>	<b>-0-</b>	<b>\$410,000</b>	<b>\$530,000</b>

\*All amounts are based on FY 2007-08 budgets for Antioch and comparable agencies in Northern California

The City does not have the resources at this point in time, or in the near future, to support its animal control program at the above-described advanced funding levels.

The best hope for the City is to pursue and **plan** in earnest for both Model #5 and Model #6, while at the same time comparing these two models against the “Go It Alone” Model #2. For purposes of comparison, the City should assume a continued level of General Fund contribution equal to the County per capita rate, which at this moment in time would equate to \$478,000 per year. **If the City were to adopt this rate of comparative funding as a policy as opposed to the current \$577,000 in general fund support, it would mean a significant immediate reduction in animal control service.**

Again, the County’s rate for currently contracted cities will go up in coming years; thus, for comparative purposes, the City’s assumed General Fund subsidy should go up accordingly.

Rather than doing nothing during these tough times, the City can and should, over the next three years, take meaningful steps to explore, negotiate, create, and **plan** its preferred alternative. After going through a competitive comparative analysis, the City will have a clear idea which of the three models can realistically be implemented in a manner that will best serve the community’s needs within available resources. Attention should be given to earnestly pursuing, to the point of exhaustion if necessary, the County and JPA models described above.



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8. How can the County and the City work cooperatively to reduce the animal population?
  9. What are realistic expectations relative to non-profit assistance regarding sheltering, spay/neuter and education?
  10. How can the efforts of the public and private sector be coordinated to increase effectiveness and reduce the cost of these efforts?
  11. What are realistic expectations relative to City revenue?
  12. What future expenditure increases need to be anticipated?
  13. How can the non-profit community be more effectively utilized in assisting the City meet its animal control and sheltering commitments and goals?

**Plan Step VI-3: Open a political dialogue with the County.**

It is suggested that the Mayor, City Manager and other appropriate staff meet with the District 5 County Supervisor to explore the City's wants and needs and request support in opening up administrative communications between both agencies to determine how the City and the County might work together to provide quality, affordable animal care and control services to the City and the region.

**Plan Step VI-4: Open an administrative dialogue with the County.**

It is suggested that the City Manager, Assistant City Manager, and Police Chief meet with the County Administrator and the Animal Services Director to discuss the City's strategic plan described above and how the City and County might operate animal care and control services together to achieve the City and the County's goals and objectives. If a commonality of interest is identified, this should lead to regular meetings between the Animal Services Director, his staff and City administration.

**Plan Step VI-5: Develop a competitive Draft Strategic Plan and Cost Analysis in consultation with the County.**

Over a period of 6 months, the City and County should together develop a simple Draft Strategic Plan. It should be no more than ten (10) pages including attachments. The issue of facility needs and requirements should be fully explored. Alternative Levels of Service (LOS) should be explored for field services, shelter services, adoption services, community education services, spay/neuter services, and volunteer coordination services. The LOS impacts on staffing levels, O&M costs, capital outlay, and debt service should be identified in the Cost Analysis.

**Plan Step VI-6: Open a political dialogue with the East County cities.**

It is suggested that the Mayor, City Manager and other appropriate staff meet with his/her counterparts in the East County cities – i.e. Brentwood, Oakley, and Pittsburg. The Mayor should express Antioch's wants and needs and request each city's support in opening up administrative communication to see how they might explore the establishment of a Joint Powers Authority to provide animal care and control services in the East county region

**Plan Step VI-7: Open an administrative dialogue with the East County cities.**



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**Plan Step VI-12: Get voter approval, as needed.**

Measure A may require voter approval of the Preferred Alternative, should the City decide to go with Model #5 or Model #6. With the 5-Year Operating and Capital Plan and Preliminary Facility Plan in place, the City will be able to, in a detailed and thorough manner, responsibly inform the voters with regard to the City’s best thinking on the animal care and control issue.

**Plan Step VI-13: Prepare final facility plans.**

In two or three years the City’s local economy and revenue flow will hopefully improve. When it does, and the Preferred Alternative is financially achievable, final facility plans should be prepared.

*Pay*

The City is seriously trying to respond and lead the way toward a high quality animal care and control program for the community. This being the case, for starters, the City’s animal control services fund should have a Beginning Balance, an Ending Balance, and Reserves. Fund Balance should be retained from year to year within the fund so that staff and stakeholders will “own” the savings and benefits of operating the program in an efficient, effective, and cost-recovery conscious manner. It will take a few years to establish a robust fund; nonetheless, the City should establish the fund on July 1, 2009. The following actions should also be taken:

- Pay Action VI-1: Establish Transfer In resources from the General Fund in an amount equal to the amount charged by the County for animal control services.**
  
- Pay Action VI-2: Transfer In resources from the General Fund in excess of the amount charged by the County should be carried as a short-term, 3 to 5-year, loan.**
  
- Pay Action VI-3: Build reserves in the fund.**
  
- Pay Action VI-4: Establish a new expenditure program for both operations and facilities beginning 3 years out at levels sufficient to support the preferred alternative.**
  
- Pay Action VI-5: Establish Developer Fees so that future development contributes its fair share towards the construction and maintenance of animal control facilities.**

It is very difficult at this time in our national, state, and local economy to imagine a day when the City will be in a position to afford an animal care and control program that even approaches best practices. No doubt things will in time change for the better. Revenues will flow again, new homes will be constructed again, and businesses will want to expand. It may be three years or it may be five years. Nobody really knows. But when the economy does turn, the City will be able to allocate its new and expanding resources into an animal care and control program that is well thought out, makes strategic sense, and enjoys the support of the community.

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***SUMMARY OF PATCH, PLAN, PAY***

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As stated above, rather than doing nothing during these tough times, the City can and should take meaningful steps that reflect its shared commitment to provide quality animal care and control services for the community. There are immediate improvements that should be taken to Patch the City’s program while it pursues a permanent long-term solution for the future. Most, but not all, of these improvements have nominal one-time costs. After going through a competitive comparative analysis, the City will have a clear idea as to which of the three models can realistically be implemented in a manner that will best serve the community’s needs within available resources. As a result of this collaborative effort, the City will be able to develop a winning Plan. When the economy turns around, the City will be well positioned to Pay for the Preferred Alternative.

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**APPENDIX A**

**ANTIOCH ANIMAL CONTROL STUDY  
COMMUNITY MEETING NOTES**

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## APPENDIX A

### ANTIOCH ANIMAL CONTROL STUDY COMMUNITY MEETING NOTES

During the course of this study, Citygate conducted a well-advertised, well-attended community workshop on Animal Care and Control in Antioch. There were approximately 35 people in attendance. Everyone was given an opportunity to speak regarding the City’s program and to comment on what they thought the about the City’s program, both good and bad. They were also given the opportunity to make suggestions for improvement. After everyone had their opportunity to speak, each attendee was given 5 red dots and asked to place them next to the item or items that best reflected their priorities. The input we received during the workshop served to guide and provide focus to our efforts as we moved forward with the study. The following tally reflects the group’s sentiment:

Item	Dots	%
1. Need larger shelter	20	14.5
2. Need full-time Vet Tech	19	13.8
3. Need low cost or free spay/neuter clinic	17	12.3
4. Move out of Police Department to examine financial Independence	14	10.1
5. Keep independent	11	7.9
6. Regional approach	11	7.9
7. More secure and safe off hours “Drop Box” for unwanted animals	10	7.2
8. More staff (shelter, officers, office staff)	8	5.8
9. Improve Found Animal Form	7	5.1
10. Better signs	6	4.3
11. Need flat rate for pet adoptions	5	3.6
12. Efforts to keep shelter clean	4	2.9
13. Larger cat cages	4	2.9
14. Animal adoption “Readiness”	3	2.2
15. Life ethic	3	.2
16. Doing more with less	2	1.4
17. Advertising in <u>Contra Costa Times</u>	2	1.4
18. Communication from Animal Control Officers to the public	1	.7
19. More volunteers	1	.7
20. Increase customer service training	1	.7
21. Animal enforcement	0	-
22. Mobile adoption	0	-
23. Good communication with volunteers	0	-
24. Need full-time Vet	0	-
<b>TOTAL</b>	<b>138</b>	<b>100.0</b>