

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Animal Control Services Update
DEPARTMENT: City Manager's Office
PRESENTED BY: John Norris, Management Analyst
ACTION: ☐ Ordinance ☐ Resolution ☐ Motion ☒ Discussion

PROBLEM/ISSUE STATEMENT:

On July 1, 2010, the City of Shoreline entered into a new interlocal agreement with Regional Animal Services of King County (RASKC). The City's agreement with RASKC currently runs through December 31, 2012. This report serves as an opportunity to provide an update to the Council on the services being provided by RASKC and the 2010 projected costs of the interlocal agreement.

Staff will also provide an update to the Council on the enhanced services interlocal agreement between the City and RASKC for weekend animal control services. The enhanced animal control interlocal agreement was entered into with RASKC by the cities of Shoreline, Lake Forest Park and Kenmore on July 31, 2010, and will expire on June 30, 2011. If Council wishes to continue this enhanced service, Council must extend this interlocal agreement with RASKC by August 1, 2011.

Council has also expressed a desire to have staff continue to review how animal control services are provided in Shoreline to determine if the service is provided in the most cost effective and value added manner. Staff suggests that a more in-depth service delivery model analysis be conducted and will propose a schedule for the forthcoming analysis.

RESOURCE/FINANCIAL IMPACT

The 2011 budget includes \$69,345 for animal control services. Of this amount \$39,345 is the net cost of the RASKC contract for both regular and enhanced services.

RECOMMENDATION:

No action is required this evening. This report provides an update to Council on services provided by RASKC and the 2010 projected costs of the RASKC interlocal agreement. This report also provides an update on use of enhanced services over the last year and a proposed work plan for the forthcoming animal control service delivery model analysis. However, Council will be asked to authorize the City Manager to extend the RASKC enhanced services interlocal agreement on July 11, 2011.

Approved By: City Manager jm City Attorney

INTRODUCTION:

On June 28, 2010, the City Council authorized the City Manager to enter into a new interlocal agreement with Regional Animal Services of King County (RASKC) for animal control services. The service delivery model in the interlocal agreement is divided into three categories: animal control (officers responding to events in the field), animal shelter, and animal licensing. As part of the interlocal agreement, cities had to purchase all three animal control services from RASKC. North King County cities however, of which Shoreline is one, have their primary shelter service provided by the Progressive Animal Welfare Society (PAWS).

The City's agreement with RASKC currently runs through December 31, 2012. In November 2010, Council authorized an extension of the City's PAWS contract, which now also has the same term expiration date. In addition to these two contracts, the City entered into another interlocal agreement with RASKC for enhanced (weekend) animal control services. This agreement will expire on June 30, 2011 and must be extended by August 1 if Council wishes to continue to provide animal control services on Saturday and Sunday.

This report provides an update to Council on the following aspects of animal control services:

- RASKC service update – July 2010 through April 2011
- 2010 projected costs of the RASKC interlocal agreement
- RASKC enhanced service update – July 2010 through April 2011
- Staff recommendation on whether Council should extend the enhanced service interlocal agreement
- Staff recommendation to conduct a more in-depth service delivery model analysis and proposed schedule for the analysis

RASKC Service and Cost Update

The following information provides an update on RASKC field services, license sales, and shelter intakes, RASKC enhanced services, PAWS usage and cost, and other animal control service information since the interlocal agreement became effective:

RASKC Field Services

To provide field services, RASKC divided King County into four services districts. The northern district in which Shoreline lies is typically staffed by two animal control officers – Officer Nicholson and Officer Yoshizumi. Officer Nicholson provides services on Monday, and Officer Yoshizumi provides services Tuesday through Friday. Officer Nicholson also provides the 20 hours (10 hours on both Saturday and Sunday) per week of enhanced animal control services to the cities of Shoreline, Lake Forest Park and Kenmore (enhanced services are discussed in greater detail later in this report.)

The number of calls for service in Shoreline has been declining since the beginning of the service term with RASKC. In the last six months of 2010, RASKC averaged 57 calls for service per month from Shoreline, while in the first four months of 2011, this average dropped to 28 calls per month. The tables below show calls for services from July 2010 through April 2011:

RASKC Calls for Service July – December 2010								
Month	July	August	Sept	Oct	Nov	Dec	Total	Monthly Average
Calls for Service	75	69	65	51	51	33	344	57.3

RASKC Calls for Service January - April 2011						
Month	Jan	Feb	Mar	April	Total	Monthly Average
Calls for Service	15	41	38	18	112	28

In January 2011 RASKC started coding the types of calls that come into their call center by type of call and by call priority. Standard call types include, “stray dog,” “cruelty,” “barking dog,” “leash law violation”, etc. Priority calls are on a scale of 1-6, with call priorities highlighted below:

- Priority 1 - immediate threat to life, health and safety of humans
- Priority 2 - immediate threat to life, health and safety of animals
- Priority 3 – Urgent, potential threat to life, health and safety of humans or animals
- Priority 4 – Non-emergency (non-severe bite, stray animal confined, etc.)
- Priority 5 – Non-emergency (non-urgent service requests, nuisance, follow up inspections, etc.)
- Priority 6 – Information only (patrol requests, information requests, etc.)

Of the Shoreline calls received, very few calls are Priority 1 or 2, with the majority being Priority 5 and 6. For instance, in the first three months of 2011, only two (2) Priority 1 calls were received, one (1) Priority 2 call was received, and eleven (11) Priority 3 calls were received. This highlights the fact that most of the service calls from Shoreline are not immediate threats to the life, health and safety of people or animals.

RASKC Licensing Services

In 2009, the amount of license fee revenue collected from Shoreline residents was \$189,347. In the first six months of 2010, King County collected \$76,282 from Shoreline residents, while the second half of the year saw projected license fee collections grow to \$90,627. Although this 2010 yearly total is over \$22,000 less than what was collected in 2009, the growth in revenue from the first half of the year to the second is encouraging. The table below shows the number of licenses sold to Shoreline residents by month from July to December 2010. It should be reiterated that all licenses sold and associated revenue collected prior to July 1, 2010 was collected under the terms of the old interlocal agreement, where King County did not assign costs and revenue to jurisdictions by formula.

RASKC Licenses Sold July – December 2010							
Month	July	August	Sept	Oct	Nov	Dec	Total
Licenses Sold	706	730	716	654	414	320	3,540

RASKC Shelter

In addition to PAWS, Shoreline is charged for use of the RASKC Shelter, albeit at a reduced rate compared to other jurisdictions that use the RASKC Shelter as their

primary animal shelter. Although this shelter charge was reluctantly negotiated as part of the RASKC interlocal agreement, Shoreline does receive some benefit for this cost, including access to the location where animal cruelty examinations occur and where other species of animals (animals other than a dogs or cats) are taken if they are impounded by RASKC. Although this equates to a small number of animals, the City has continued to use the RASKC Shelter over the course of the interlocal agreement term (this use also includes some dog and cat intakes.) The following intake data show Shoreline's use of the RASKC Shelter from July 2010 through April 2011:

RASKC Shelter Intakes July – December 2010							
Month	July	August	Sept	Oct	Nov	Dec	Total
Total Animal Intakes	3	5	2	2	4	2	18

RASKC Shelter Intakes January – April 2011						
Month	Jan	Feb	Mar	April	Total	
Total Animal Intakes	2	8	5	2	17	

RASKC Enhanced Services

As noted earlier, Officer Steve Nicholson provides 20 hours per week (10 hours on both Saturday and Sunday) of enhanced animal control services to the cities of Shoreline, Lake Forest Park and Kenmore. This service is provided under a separate agreement with RASKC that became effective on July 31, 2010 and will expire on June 30, 2011.

Currently, the City of Shoreline pays for and receives 70% of these services while the other two jurisdictions each receive 15%. The cost allocation of this contract is based on the amount of time Officer Nicholson spends in each jurisdiction, as opposed to calls for service. Thus, Officer Nicholson, in addition to responding to calls for service that come in over the weekend, spends much of his time "patrolling" the City, selling licenses, and citing leash law and other animal control code violators in Shoreline.

The table in Attachment A provides service statistics that highlight Officer Nicholson's activities in Shoreline from July 2010 through April 2011. These statistics show that Officer Nicholson has spent a significant amount of time patrolling Shoreline parks and other locations and focusing on proactive enforcement. Although the "hours of service provided to Shoreline" may seem low compared to the potential hours he could provide in a month, what is not included in this tracked time is time allotted to all jurisdictions, which is mainly comprised of travel time. As well, Officer Nicholson was off duty during certain periods of this 10 month time frame for sickness, injury and vacation. As there is no additional depth of service provided for in the enhanced services interlocal agreement, this time was not covered by another officer. Although some of these service level issues are concerning, staff feels that Officer Nicholson has provided quality service to Shoreline under this enhanced services agreement, in addition to providing an animal control 'presence' in the community that the City does not typically receive from the base-level RASKC interlocal agreement.

PAWS Shelter Usage and Cost Update

Initial staff estimates for the annualized cost of using PAWS for 2010 was estimated to be \$28,369. This estimated cost was based on shelter intake numbers that were 30%

greater than the historical animal intakes from Shoreline into the RASKC Shelter. It should be noted however that this 30% estimated increase in usage was based on anecdotal information and that staff was aware that actual usage could vary greatly once Shoreline began using PAWS.

Based on May through December 2010 data one hundred sixty (160) Shoreline dogs and cats were taken to PAWS (155 were charged to Shoreline) at a cost of \$22,475. The following table highlights this data by month:

2010 PAWS Usage and Cost									
Month	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
Total Animal Intakes	2	11	15	18	46	21	31	16	160
Charged Animal Intakes	2	11	15	17	46	19	30	15	155
Cost	\$290	\$1,595	\$2,175	\$2,465	\$6,670	\$2,755	\$4,350	\$2,175	\$22,475

If these costs are annualized, the 2010 annual PAWS cost would have been \$33,712, or approximately 50% greater than historical animal intakes. Although January through May 2011 data shows that usage of PAWS has dropped, given that the summer is the "busy season" for animal shelters, staff anticipates that animal intakes will increase in the coming months. This, along with the higher per animal intake fee of \$160 negotiated in the new PAWS contract, suggests that 2011 PAWS costs will likely be in line with the annualized 2010 costs.

2011 PAWS Usage and Cost						
Month	Jan	Feb	March	April	May	Total
Total Animal Intakes	8	19	11	11	20	69
Charged Animal Intakes	6	12	11	11	19	59
Cost	\$960	\$1,920	\$1,760	\$1,760	\$3,040	\$9,440

2010 Projected Costs

The RASKC interlocal agreement establishes a reconciliation process for costs incurred and received by contract cities. The reconciliation process for the first six months of interlocal agreement (July to December 2010) will occur this month, and the table below provides the projected costs that will be used in the reconciliation:

RASKC Interlocal Agreement – Projected 2010 Costs (6 months)			
RASKC Animal Control Cost	RASKC Shelter Charge	RASKC Licensing Cost	Total Projected RASKC Costs
\$23,213	\$19,084	\$23,367	\$65,664

This second table provides a comparison between the actual net system cost for 2010 and the estimated cost that was used for budgeting purposes. This includes the projected RASKC interlocal agreement costs, enhanced service cost and PAWS

contract cost, less the projected animal license fee revenue collected during this same time period:

Animal Control System – Projected 2010 Net Costs (6 months)						
	Projected RASKC Interlocal Agreement Cost	PAWS Shelter Cost (8 months)	70% share of RASKC Enhanced Services Interlocal Agreement Cost	Total System Cost	2010 Projected License Revenue	2010 General Fund Cost
Actual	\$65,664	\$22,475	\$23,750	\$111,889	\$90,627	\$21,262
Estimate	\$79,993	\$25,000	\$26,250	\$131,243	\$94,674	\$36,569
Difference	(\$14,329)	(\$2,525)	(\$2,500)	(\$19,354)	(\$4,047)	(\$15,307)

Encouragingly, the projected RASKC interlocal agreement cost for 2010 is significantly below the final 2010 estimated cost of \$79,993. PAWS costs and enhanced services costs are also below estimates. However, the projected license fee revenue collected during this time (\$90,627) is also less than the 2010 estimated license fee revenue. In total, the net system cost (General Fund cost) for animal control services is projected to be more than \$15,000 less than the final 2010 staff estimate for net animal control costs and almost \$9,000 less than the \$30,000 budgeted for animal control services in 2010.

Joint City-County Animal Services Committee

The Joint City-County Animal Services Committee, which was established by the RASKC interlocal agreement, has continued to meet on a monthly basis since August 2010. So far, the committee has discussed marketing efforts, coordination with law enforcement and partner groups, regional sheltering issues, and most importantly, data collection and reporting. As RASKC has moved to a new data management system, understanding the data collection and reporting tools of the system and honing the reports that the County provides cities has been the largest issue the group has discussed. Staff will continue to stay involved with this committee throughout the term of the interlocal agreement.

Enhanced Services Interlocal Agreement

As stated earlier, the City entered into an interlocal agreement with RASKC for enhanced services that will expire on June 30, 2011. If the City wishes to extend the enhanced services agreement for an additional year or through the end of 2012, the extension must be completed by August 1, 2011 as per the interlocal agreement. Although there might be a slight break in service during the month of July while Council explores this extension, staff will be able to bring an extended enhanced services agreement back to Council on July 11th for adoption.

In speaking with the cities of Kenmore and Lake Forest Park, they are both desirous of continuing the enhanced services interlocal agreement for an additional year and half through the end of the RASKC interlocal agreement term (December 31, 2012). In reviewing the enhanced services data that is attached in Attachment A, staff feels that the City is getting value for the cost of this service, and recommends that Council move forward with an agreement extension.

In addition to the service related data (number of violations issued, animal impounds, park patrols, etc.,) having an animal control officer on duty during the weekend ensures

quick response times when incidents occur. This was highlighted last fall during the serious dog attack that occurred at Hamlin Park on a Sunday. Although there were some communication issues between RASKC and the City about how the case was handled and how information was requested from the public, Officer Nicholson did respond to the case quickly and began his investigation. This quick response and high level of service was a direct result of having an enhanced services agreement with RASKC.

RASKC enhanced animal control services were projected to cost \$37,500 for a half-time animal control officer in 2010, which the City cost-shared as follows: Shoreline - 70% (\$26,250), Kenmore - 15% (\$5,625), and Lake Forest Park - 15% (\$5,625). However, the actual 2010 cost to Shoreline was \$23,750. In 2011, the cost for this service has increased by 1.36% (the inflator rate calculation in the RASKC interlocal agreement). If the Council agrees to extend enhanced services throughout the term of the RASKC agreement (July/August 2011-December 2012), the cost for Shoreline is estimated at \$80,000.

Continued Animal Control Service Delivery Model Analysis

The Council has expressed a desire to have staff continue to review how animal control services are provided in Shoreline to determine if the service is currently provided in the most cost effective and value added manner. Prior to entering into the interlocal agreement with RASKC, staff looked at three options for how to deliver animal control services:

- Providing the service through RASKC,
- Providing the service through a sub-regional consortium model of north King County cities (Shoreline, Lake Forest Park, Kenmore, Bothell and Woodinville), and
- Providing the service in-house.

Although the majority of Council agreed to enter into the interlocal agreement with RASKC, some Councilmembers were more interested in having the City provide this service in-house. As staff has provided updates to Council on animal control services since that time, Council has continued to be interested in exploring other service delivery models.

Compounding the need for further analysis is the City's requirement to notify RASKC by May 1, 2012 if the City is not interested in continuing with the RASKC interlocal agreement beyond 2012. If the City fails to notify RASKC of its intent by this date, the current interlocal agreement term will be automatically extended an additional two years (until December 31, 2014). Thus, if Council is interested in a different service delivery model, the City must determine what that preferred model is prior to May 1, 2012. Staff would then have from May 1st until the end of 2012 to implement this change.

To move this continued service delivery model analysis forward, staff recommends that a more in-depth analysis be conducted of the same three service delivery options that were initially analyzed. Staff will explore how each model would operate and be structured, and will assign estimated costs to each. Staff will also re-engage with north King County city representatives (potentially Lake Forest Park, Kenmore, Bothell and Woodinville) to review the multi-jurisdictional model. This service model analysis would follow these basic model outlines:

Continue to provide service through an interlocal agreement with RASKC:

- Examine costs of continuing with RASKC through December 31, 2014 via automatic contract extension.
- Explore an enhanced services contract extension with RASKC for 2013 and 2014 based on a performance review of ongoing enhanced service activities.
- Continue to contract with PAWS for animal sheltering services.
- Continue to monitor and analyze RASKC cost and performance to determine how service should be delivered after 2014.

Provide service in-house:

- Examine costs of hiring a Shoreline animal control officer(s) for field services (would be administratively housed and supported in the Shoreline Police Department or Community Services Division).
- Examine private sector pet licensing vendor or RASKC licensing service (if available as a contract service) for pet licensing.
- Continue to contract with PAWS for animal sheltering services.

Provide service through north King County multi-jurisdictional model:

- Examine costs for hiring animal control officers to provide service to north King County cities.
- Determine governance structure and administrative needs of this consortium model.
- Examine private sector pet licensing vendor or RASKC licensing service (if available as a contract service) for pet licensing.
- Continue to contract with PAWS for animal sheltering services.

This continued model analysis will be completed over the summer and fall, with future Council updates likely to occur in the fall/winter of 2011 and winter/spring of 2012. A final Council check-in would likely occur in the late spring of 2012 (prior to May 1) where Council would determine how they would like to proceed with service delivery.

RESOURCE/FINANCIAL IMPACT:

The resource/financial impacts of the content of this report are provided as follows by the issues identified in this report:

- *RASKC interlocal agreement and 2010 cost update* – there is no financial impact, as this section of the report was provided as an update on services provided to date.
- *Continued animal control service delivery model analysis* – although there is no financial cost for this analysis, as the analysis will be conducted by City staff, there is a significant resource impact to the organization. This analysis will take considerable amount of staff time and effort, especially in coordinating with other jurisdictions in analyzing the north King County multi-jurisdictional model. However, even with this resource impact, conducting this analysis is still recommended, as the outcome of the analysis should provide Council with the appropriate information in which to make an informed decision about how to provide this service.

- *Extended enhanced service interlocal agreement* – As noted earlier in this report, the estimated cost of extending this interlocal agreement throughout the term of the RASKC agreement is roughly \$80,000. It is possible that some of this cost may be paid for by remaining license fee revenues collected by RASKC (after covering RASKC interlocal agreement costs and PAWS contract costs.) However, most, if not all of this cost will be paid for out the City's General Fund. This cost was budgeted for appropriately in 2010 and 2011, and would continue to be budgeted for in 2012.

RECOMMENDATION

No action is required this evening. This report provides an update to Council on services provided by RASKC and the 2010 projected costs of the RASKC interlocal agreement. This report also provides an update on use of enhanced services over the last year and a proposed work plan for the forthcoming animal control service delivery model analysis. However, Council will be asked to authorize the City Manager to extend the RASKC enhanced services interlocal agreement on July 11, 2011.

ATTACHMENTS:

A: Enhanced Animal Control Service Statistics

Attachment A:

RASKC Enhanced Animal Control Service Statistics for Shoreline						
	Impounds	Violations Cited	Licenses Sold	Events Attended	Park Patrols	Hours of Service Provided to Shoreline
July 2010	2	12	6	0	19	22.0
Aug 2010	0	32	7	0	14	46.6
Sept 2010	3	27	37	1	12	45.5
Oct 2010	2	5	4	0	4	21.0
Nov 2010	2	5	5	0	6	35.0
Dec 2010	2	3	13	0	4	20.0
Jan 2011	4	6	5	0	8	35.5
Feb 2011	3	8	5	0	8	30.4
Mar 2011	3	19	14	0	10	38.6
April 2011	4	9	6	0	8	32.0
Total	25	126	102	1	93	326.6