

County of Monterey and City of Salinas

Animal Services Administration Pilot Project

**Evaluation and Recommendation Report for  
Animal Services Administration Pilot Project**

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## **History**

Beginning in 2015, the County of Monterey and the City of Salinas have been in discussions relating to the consolidation of Animal Services. Both facilities are within a very short distance of each other on Hitchcock Road in Salinas and provide similar services to their respective agencies and jurisdictions. In the interest of reducing costs, creating efficiencies and convenience for constituents, it was formally explored with a consultant evaluation. In 2016, Management Partners provided a comparison report of Salinas Animal Services (SAS) and Monterey County Animal Services (MCAS) and a 2018 Grand Jury report also looked at each facility. Both reports identified that consolidated services would be the best option for both agencies in terms of efficiencies, costs and public services. In fact, the 2016 Management Partners Report highlighted the (option 4) fact that the best efficiencies and economies of scale would be found in a total consolidation or Joint Powers Agreement.

In October 2017, a step was taken to move in that direction with an agreement to share an Animal Services Administrator to review options for consolidated services. In May 2018, that position was filled, and this document reflects the evaluation and recommendation regarding all opportunities for shared services that was part of the Memorandum of Agreement between the City of Salinas and County of Monterey. This report also highlights the steps needed to get to those recommendations.

## **Evaluation of Opportunities for Shared Services**

In evaluating the opportunity for shared services, the following tools of information were used in addition to working knowledge of the animal sheltering profession:

- 2016 Management Partners Report (MP Report)
- 2017-2018 MCAS and SAS Shelter and Budgetary Statistics and Information
- 2018 Monterey County Grand Jury Report (MCGJ Report)
- Review of other California Joint Power Agreements (Marin County Animal Services JPA, Silicon Valley Animal Control Authority, Stanislaus County Animal Services Authority, Yucca Valley and San Bernardino County JPA, Santa Cruz Animal Services Authority, Sutter County Animal Services Authority, and Salinas Valley Basin Groundwater Sustainability Agency)
- Feedback and input from other Animal Services Agencies: SPCA for Monterey County, Santa Cruz Animal Services and Sutter County Animal Services.
- Input from other stakeholders: SAS Advisory Commissioners, MCAS ACPAB members, volunteers, staff, past staff, and community members.

Opportunities for shared services are abundant in Animal Services. As detailed in both Management Partners and Grand Jury reports, both agencies provide most of the same services in the areas of field services (animal control), animal sheltering, and licensing.

Each of these areas provide opportunities to consolidate or share services and were evaluated specifically for consolidated opportunities. A driving force in this evaluation was to review what each shelter is doing individually and then plan out a model that uses existing staffing and resources as well as identify what could be needed in the future. Both shelters are very thinly staffed and combining them does not necessarily mean all the issues attributed with that disappear. Creating better workflows and efficiencies that are created with consolidation can absolutely prepare a new entity for the future when staffing can be increased so that services in both City of Salinas and County of Monterey can be increased.

The list below, *Opportunities for Shared Services*, highlights the operational services that were evaluated to be shared. Included in this review is a description of the shared service, benefits, savings/ costs or additional revenue, barriers and next steps that are needed.

Opportunities for Shared Services					
Opportunities	Description of shared service	Benefits: Effective Workflows, Customer Efficiency, Cost Savings	Savings/Costs/ Revenue: As associated with shared services	Barriers	Next Steps
<b>Agency Structure and Leadership</b>					
Postive Work Environment and Culture	A governing entity that can support and promote Animal Services related programs and culture	Effective Workflows, Customer Efficiency and Cost savings	Savings associated with reduced staff burnout and sick leave. More positive work envornment will produce better productivity	SPD and EHB have different department focus/ and have not been able to support the needs, programs and growth of SAS and MCAS. Internal rebuilding needed to more forward with consolidated entity.	MCHD has moved MCAS to Admin recently. CoS should consider moving SAS from SPD under consolidated entity
<b>Chameleon and Information Technology</b>					
Merged Database	One larger, shared database	Customer Efficiency, Effective Workflows	One time costs to merge databases, clean up, training	None identified. I.T. depts evaluating.	Pending I.T. evaluation & HLP quote
Licensing	Offer combined "one stop shop" for licensing for either jurisdiction. Includes online option.	Customer Efficiency, Effective Workflows	One time costs to set up MCAS, update SAS licensing program. Increase in revenue.	None identified. I.T. depts evaluating.	Pending I.T. evaluation & HLP quote
<b>Field Services</b>					
Calls for service (Patrol)	Call priority, procedures	Customer Efficiency, Effective Workflows	N/A	Temporary Vacancies	Align when able
Citations & Permits	Procedures, admin cites for MCAS?	Effective Workflows	Increased revenue in some permit processing?	City and County Codes	Evaluate further
Dispatch	Have one number (w/ a person on the other end) for Slns and MtyCty residents to call for animal related field service.	Customer Efficiency, Effective Workflows	Costs of dispatcher	Funding for dispatcher or related service	Evaluate further
Ordinances: Chapter 7 (Slns) & Title 8 (MtyCty)	Update and align codes as applicable	Customer Efficiency, Effective Workflows	More efficient and up to date government	None identified to review.	Evaluate further. Discussion w/ Advisory?

<b>Shelter Services</b>					
Adoption Program, Transfer program, Owner Redemption	Align program policy and procedures as much as possible	Effective Workflows, Customer Efficiency	N/A	Diff mgmt/fee structures	Align now as able
Lost/Found Reporting	Align L/F process now as able. More computer entry.	Effective Workflows, Customer Efficiency	N/A	Temporary Vacancies	Align when able
In-House Procedures: Hold times, Animal Evaluations, Intake, Euthanasia, Cleaning, Feeding	Align program policy and procedures as much as possible	Effective Workflows	N/A	Some staffing/physical differences to work out	Align now for some and others evaluate further
<b>Volunteers</b>					
Volunteer Program	One larger unified program volunteer program	Effective Workflows, Customer Efficiency, Cost Savings	Enhance programs all around	No dedicated VC at MCAS to actively oversee program. No extra capacity for SAS VC	Evaluate further to fund joint VC
<b>Opportunities</b>	<b>Description of shared service</b>	<b>Benefits:</b> Effective Workflows, Customer Efficiency, Cost Savings	<b>Savings/Costs/Revenue:</b> As associated with shared services	<b>Barriers</b>	<b>Next Steps</b>
<b>Veterinary Services</b>					
In-house veterinary services	Shelter Rounds, Spay/Neuter Surgeries, Medical Rounds and Premise permits	Effective Workflows, Cost Savings	Savings on medical supplies, permit fees and medicines. Reduced staff time transporting to other facilities	Limited time and budget of Vet and RVT (.50)	Evaluate further. <i>Pending agreement for S/N surgeries for SAS</i>
<b>Other Areas</b>					
Facility Sharing	Continue to use 2 facilities at this time. Can Sas be adoption and MCAS be stray intake primary?	Effective Workflows, Customer Efficiency, Cost Savings	Save on SAS Koefran costs. Increased volunteer participation	MCAS Intake Improvements needed to go from 7 animals/day to 17/day.	Evaluate further. Cost out needed intake improvements idea
Purchasing	Purchase services and equipment as one entity	Effective Workflows, Cost Savings	Savings on operational supplies & equipment as one entity (larger quantities)	Need agreement to make reimbursement arrangements	Evaluate further to better ID costs. Aign now when able
Fee Schedules	Align as close as possible now	Effective Workflows, Customer Efficiency	N/A	Some fees can't be changed based on internal costs	Evaluate further
Advisory Commissions	One joint commission with equal representation for City and County	Effective Workflows, Customer Efficiency	N/A	Agreement from resepective commission/board	Approval from respective Board/Council

## Agency Structure and Leadership

Animal Services is a unique field and set of services. It's a mix of law enforcement, veterinary medical practice, customer service, marketing and social media all rolled into one. And that's before you add in the animals, volunteers, compassion, stresses and the sheer joy that happens each day. It's also that only field you'll find where the caretakers are also charged with ending the lives of those they are charged with caring for. These positions don't usually pay very well yet staff is expected to work miracles every single day in terms of saving the lives of animals that communities continue to view as expendable.

Given all the above, it can be hard to structure such an agency in a municipal setting. Often, Animal Services can be found part of a Police Department, Health Department, Public Works Department, Recreation Department and even a County Hospital. While

Animal Services doesn't really fit into any of them perfectly given the animal specific nature, County Health Departments or Police Department seem to be more common in that they share the rabies control and the law enforcement functions with their larger counter parts.

Both SAS and MCAS have seen staffing delayed and services reduced despite a constant and arguably increased need for services. This has created stresses on internal morale and culture as staff are tired of the lack of resources. The Salinas Police Department is a very busy department that has had a constant struggle for resources and staffing for many years which has trickled down to SAS which has the same full time staffing numbers for the last 18 years. The Environmental Health Bureau, which oversaw MCAS until recently, is a regulatory department in nature and as such, operated MCAS with that lens. Unfortunately, that has led to a severe morale crisis within staff given operational decisions and policies put into place. SAS and MCAS need an organizational structure that can support their needs, programs and services that will in turn, increase internal morale and restore the supportive culture that is critical to an Animal Services agency and that supportive structure does not currently lie within the Salinas Police Department or the Environmental Health Bureau.

### **Chameleon Services and Information Technology**

Chameleon software, owned by HLP, Inc., is used by both SAS and MCAS and has been the core database in place for over 15 years by each agency. All animals that come in to either agency, via intake, citation or license are entered into Chameleon as is the linking owner (person) and subsequent information related to that animal. Chameleon software is a standard in the municipal animal control/services industry. Reports are generated via Crystal Reports software to provide statistic information based on the need. Other applications such as Post Master (automation functions) and Quick Kennel (inventory and medical updates) are used to provide automations and efficiencies for staff. Both SAS and MCAS are due for a version update (to 45h), which can be arranged for early 2019. The MP Report (page 15) identified that MCAS was not utilizing the software to the fullest extent possible. In fact, both MCAS and SAS can benefit from more training from Chameleon on the software's capabilities that are part of the purchased software package. There are volunteer, behavior and previously mentioned automation capabilities that can assist in further workflow efficiencies.

Licensing programs at both entities are the main source of revenue. MCAS budgets for \$160,000 in licensing revenue and SAS budgets for \$78,000. As pointed out in the MP Report of 2016 (pages 5 and 17), both agencies have seen increases in the last several years, specifically with Salinas and their move to have HLP, Inc provide licensing services offsite as well as an online portal. With licensing staff minimal at both entities, continuing to have HLP, Inc. provide such services is critical to maintain or grow that revenue. A pet licensing program only produces what efforts are put in, meaning if you don't have a focused effort to capture the revenue, you won't bring it in. Both City and County have ordinances in place (Salinas City Code Section 7-5; Monterey County

Code Section 8.08.020) that require veterinarian clinics that vaccinate for rabies to provide those vaccination certificates to the respective agency for licensing purpose. Ensuring that those vaccinations records are utilized to increase licensing should be a key focus of each licensing program. It benefits both entities to support staffing and programs to increase licensing programs and related revenue.

From a technology standpoint, not only does Chameleon need to be linked but the infrastructure connecting the two entities needs to be linked to include computers, phones, and fax machines. Information Technology departments from Salinas and Monterey County met several times to determine what would be needed to work under a joint Chameleon system. Based on information provided by each I.T. department, having Salinas provide consolidation services is the cheaper model. However, Salinas Information Technology does not currently have the staff support and internal infrastructure to support the larger, consolidated system. MCHD Information Technology staff are very responsive and trained in the Chameleon system and can support a larger, consolidate system. While it may cost less to have Salinas operate a joint database and I.T. needs, there is insufficient evidence that they can provide the staffing to support a larger agency.

Costs to merge the SAS and MCAS Chameleon databases are still to be determined. The MCAS database is about 30% larger so it makes sense to merge the smaller database (SAS) reduce the cost to convert data points. Estimates from 2016 come in about \$1400 for a data migration, however a more current quote is forthcoming. In August of 2018, Chameleon's parent company, HLP, Inc announced the acquisition of HLP, Inc by Pet Health, Inc. This major change is not expected to affect the Chameleon software system platform at all, in fact, the company states that it can only enhance what they can offer to their clients. Staff from both SAS and MCAS will be attending the Chameleon annual conference in 2019 in order to better understand opportunities for workflow efficiencies and automation.

### **Field Services**

Field Services calls for SAS and MCAS are similar in nature with rabies control being a core function and priority. According to the MP Report (page 13), in fiscal year 14/15, Salinas responded to over 2600 calls for services and MCAS responded to 4300 calls for services (page 21). In 17/18, Salinas ACOs responded to over 2600 calls with P.D. or related staff responding to an additional 570 calls due to an ACO not being available. (For several months during that time, there was only 1 ACO on duty). MCAS ACOs responded to about 2759 calls for services in 17/18. In December 2017, one ACO position was vacated and not filled, leaving 3 ACOS on duty.

Both agencies, over the years, have provided after hours, emergency on call service Monday-Friday until recent vacancies. This after-hours service is an important service to provide to the public as not all animal emergencies fall within normal business hours and the burden to respond then falls on law enforcement, who are not always trained or

readily available to respond to animal emergencies. ACOs at each facility have typically rotated an on-call schedule. Currently, due to vacancies, neither agency provides the services. When vacancies are filled again, that service should resume. A shared service could allow for the sharing of after hours on call as most calls are within the City of Salinas and the North County area.

Each ACO responds to calls for stray dogs, injured and aggressive animals, bite investigations, noise complaints and varied less frequent animal related calls daily. Both agencies issue citations for respective City and County code violations, relating to a few thousand dollars in revenue each year. The City has the ability to issue either an Administrative Citation or a Criminal Citation, based on the violation. Currently, MCAS does not have the Administrative Citation ability. MCAS ACOs are also responsible for enforcing the County's kennel and pet shop permit, rooster permits and performing debraining procedures for animals prior to rabies lab testing. However, with the reduced staffing over the last year, County ACOs have not been able to keep up with demand for services leading to rooster permits and kennel permits not being up to date. Process and possible County Code updates are required to make the workflow of these permits less obstructive and complicated for both residents and internal staff. Consolidated services in terms of citations could mean that an ACO could issue a citation in either jurisdiction, based on the nature of the call.

Both agencies respond to and handle Potentially Dangerous and Vicious Dog investigations and the corresponding designation and permit process. If a dog meets the definition of a Potentially Dangerous or Vicious Dog, then there is a process in which the owner of the dog must comply with a compliance order if they plan to house the dog in the appropriate jurisdictions. If an owner contests this designation, then the Administrative Hearing process is utilized. Both agencies have struggled with having Administrative Hearing Officers readily available and under a consolidated structure, one administrative hearing officer process could expedite the time frame for these types of cases.

Salinas ACOs receive calls from dispatchers at County Communications under an agreement with the Salinas Police Department. MCAS does not currently have a dispatching service. Constituents who call for field services are directed to a voice mail and ACOs check those messages several times a day. This is not an ideal system at all and should be considered a priority need for the County. Depending on the staffing for the day, emergency calls or situations may not be received on a voice mail and this system has led to ACOs not being able to capture aggressive animals or injured animals in time. Shared services for dispatch would mean creating one place for City/County constituents to call for service, leading to a person on the line to answer and assign the call accordingly. That shared service could be with County Communications (through a separate agreement) or the hiring of a dispatcher for Animal Services, which is a common position in the larger Animal Services municipal agencies. The benefit of having an Animal Services dispatcher is that position could

also assist with the paperwork associated with bite investigations, rabies reports, noise complaints and other associated office work that otherwise takes an ACO time to do, further reducing time in the field.

The governing ordinances for the City and County, Chapter 7 for the City and Title 8 for Monterey County, are both in need of updating and aligning. Specifically, licensing age requirements (from 4 months to 3 months per recent Veterinary Medical Board changes), feral cats and ownership, cat licensing and dogs running loose as well as any updates needed to governing entities, are all examples of areas that can be evaluated for both ordinances. As previously mentioned, County codes related to rooster and kennel permits should be reviewed to identify areas that can create better efficiencies and allow for better enforcement. A joint advisory commission could be tasked with this review, in cooperation with a staff, to review of these ordinances to make recommendations to City Council and the Board of Supervisors.

It is important to note that this evaluation does not find that shared services for Field Services, with current approved staffing numbers, will increase services significantly for either City or County. Both agencies are critically understaffed in this area. The National Animal Control Association recommends one ACO for every 16-18,000 people (NACA/ICMA field staffing recommendations). To meet that recommendation, Salinas would need a staff of about 9 ACOs with their current population of about 157,596, according to the 2017 US Census. County, with a population of about 105,787 (CA Dept of Finance, 2018 TAMC report) would need approximately 6 officers. Currently, Salinas is 22% of that recommendation and County is at 66%. While this recommendation does not factor in square footage, County ACOs do have the additional difficulty of travel time to calls. One call to Big Sur or Lockwood, could take one ACO out of the field for at least 3-4 hours. At best, combining field services positions will offer more consistency in emergency or after-hours coverage and some assistance for calls that warrant additional officers. However, calls for services will still be evaluated by priority and priority 1 calls (Injured/Aggressive animals, running at large with livestock (County), rabies exposure cases, bite cases, confined stray dogs may still be all that is able to be covered. If further services as well as additional days for Animal Control Services are desired by either jurisdiction, a commitment for additional funding for staffing will be needed.

### **Shelter Services:**

Both SAS and MCAS house stray animals, quarantine animals, confiscated animals as well as adoptable animals for their respective jurisdictions as well as contract cities. After legal holding times, animals are evaluated for health, temperament and adoptability. Those that don't quite meet that criteria may be transferred to a rescue agency or euthanized. Both shelters continue to work very hard to get animals out the front door and this was acknowledged in the 2018 Grand Jury report (pages 7 and 12). While sharing services won't reduce the number of animals that come in from the respective jurisdictions, sharing of policies and procedures such as adoptions, rescue



transfers and owner redemptions can create streamlined workflows and customer efficiencies.

California state law (F&A 32001) requires a shelter to maintain a lost and found program for pets and specifically have a phone number that is updated daily with current pets that have come in. Currently, Salinas and Monterey County maintain separate numbers that are updated by office staff from list that is run from Chameleon. A shared lost/found program could mean a shared lost/found phone listing that can updated at simultaneously based on jurisdiction. This program could also be expanded to include web services. This can help people locate lost pets through one source instead of calling two different numbers.

Aligning in house operational procedures has already begin happening and will lead to further workflow efficiencies. Such examples include feral cat holding times, rescue agency communications, intake medical procedures, and adoption approvals. Further alignment to include animal evaluations, cleaning, euthanasia and feeding can be implemented soon. Having more volunteers into MCAS in the future will future help with these operational procedures as MCAS currently does need to operate differently due to not having a functional volunteer program.

The largest economic efficiency comes with getting all staff and animals under one roof. Neither facility can do that at this time. With current agreements, filled positions and services, Monterey County Animal Services can currently house 81 dogs and 112 cats. Salinas, can house with Marina and Salinas jurisdictions, 93 dogs and 92 cats. A future capital campaign to the MCAS facility to add on to the animal housing capacity would be needed to get to this ideal economy of scale. Shelter Planners of America designed that building in such a way that it can be added to. A final decision on how much more is needed will depend ultimately on what a final consolidated agency looks like, including the number of additional contracts or cities that are included. Each city or jurisdiction that wants services comes with additional animals, constituents and related processing that will utilize resources, staff time and require additional animal care. Care should be taken before increasing the number of contracts for animals to make sure the staffing model in place can support it when all staffing positions are filled. At this time, with key vacancies at each location, it is not recommended to increase agreements with other entities to merely increase revenue.

### **Volunteers**

The saying goes that raising children “takes a village” and it does but it can also be said for an Animal Shelter. Having a good, effective volunteer program as part of your village is critical for saving animal’s lives and helping people. The 2018 Grand Jury Report (pg. 12) highlighted the fact that the Salinas shelter is not adequately staffed to care for the animals and it’s due to the support of their volunteer program that allows them to stay afloat. Volunteers are critical to the support of an Animal Services agency and should be supported from the top leadership down to line staff, including having staffing to

provide proper oversight and management of a volunteer program. It is extremely hard to have an effective volunteer program without someone dedicated to overseeing such a program, like a Volunteer Coordinator (VC). SAS hired a part time VC with salary savings over the last couple years when the Animal Services Manager position was vacated. Since then, the program has taken off again and is very helpful in their support of the shelter and its programs. In fact, they've been very crucial in the success of the shelters fundraising events. There haven't been any staffed displaced due to utilizing volunteers, in fact, they've allowed the staff more time to focus on required duties such as medical care, behavior evaluations and program improvements. Duties that, while important, are not required such as walking dogs or socializing are ideal duties for volunteers. They serve to reduce the stress of the animal which, in turn, reduces the chance the animal will get sick and require further medical care. These duties also help animals present better in the kennels/cages, thus increasing the chance of adoptions.

As of the writing of this report, MCAS does not currently have a volunteer coordinator. The role is assigned to the Senior Animal Care Technician, whose time is spent on caring for animals and is not able to support the volunteer needs of the shelter and its program. The current sign up process is cumbersome, and volunteer's opportunities have been very limited over the last several years. There is a need to have a volunteer coordinator on board. Shared services would be the City and the County splitting the cost of this position and creating a program for a consolidated program. In that scenario, volunteers could be utilized and trained at either location.

### **Veterinary Services**

Salinas Animal Services currently utilized outside veterinary hospitals for their vet services except for "veterinary rounds" in which a contracting veterinarian examines animals at the shelter twice a week. Animals that need more care or have medical needs more than what rounds can provide are taken to a full-service veterinarian. This contract veterinarian will examine animals that are in the shelter and prepare medical protocol, oversee permits and licenses, controlled substances and any needed euthanasia training. For spay/neuter surgeries, animals are taken to one of several veterinarians to provide that services. An Animal Control Officer transports those animals to that clinic on the morning of surgery and the adopter picks it up. For the feral cat program (Community Cats), volunteers pick up the animals to take to the vet and then pick them up in the afternoon to return them to the shelter.

MCAS has a part time Veterinarian and Registered Veterinary Technician (RVT), which equates to 20 hours a week for each of them. For doing surgeries and veterinary rounds within the shelter, this leaves 2 eight-hour days and one 4-hour day. The Veterinarian will perform surgeries and then, when needed, examine animals that are in the shelter and prepare medical protocol, oversee permits and licenses, controlled substances and any needed euthanasia training. For just MCAS animals, this schedule can work but it doesn't allow much room for additional services for other programs. The MCAS Veterinarian will soon be providing spay/neuter services for SAS animals in that limited

time, which may not cover all of Salinas' spay/neuter needs. Any other programs, for example, community cats and any public voucher programs will be limited in what can be offered until the Veterinarian and RVT are able to increase hours past 20 hours. Consolidating veterinary services would require Salinas to pay for additional hours (i.e., salary) for the Veterinarian and Registered Veterinary Technician. For example, for \$55,500, the Vet and RVT could do 32 hours each week, increasing potentially from 2.5 surgery days to 4 and provide additional veterinary services for Salinas and MCAS.

## **Other Areas**

### *Facilities*

The SAS facility is in need of improvements: The dog kennel walls leak between kennels, causing the spread of disease despite the most stringent of cleaning protocols; doorways in the kennel area are always shifting, causing difficulties in opening and locking them; the interior of the building and kennel walls is Styrofoam and over the years, birds and mice have destroyed it and pushed it out into the floors, and consequently the drains; the internal flooring, last replaced about 11 years ago, is beginning to bubble and peel again, further indicating a need for improvements. The building also has some ADA compliance deficiencies based on an ADA assessment completed several years ago.

MCAS, while about 15 years old and showing some age, has a much more modern and physically sound building and a design that is better suited for disease control. The dog kennels each have their own drain and are permanent physical barriers of disease. The cat rooms are separated as well and better isolate disease. This building was designed to add on to it and with a capital campaign, this can be the best way to reach that ultimate economy of scale. Additional dog holding kennels, or a wing could be added to allow for any expected increase in dog holding. At this time, there is no estimate on the cost of that additional kenneling.

### *Purchasing:*

For animal related items, SAS and MCAS share many of the same vendors (see attachment E). For some vendors, quantity matters and there could be savings in having one entity purchase a larger quantity of supplies. This would be best done as a united entity or with an agreement in place for one agency to purchase and the other to reimburse. According to staff, it's been tried in the past however, different purchasing policies have made it difficult to navigate. While consolidated purchasing, is not expected to produce savings in large amounts. reduced prices in medical, food or office supplies can all add up.

Other vendors are City and/or County specific and any differences would be related to any contractual agreements or City/County policies relating to their use. For example, for office cleaning and exterior landscaping services, SAS contracts directly with an outside vendor for both services and spends about \$11,500 each year for those

services. However, MCAS utilizes internal RMA services for those services for about \$42,000 plus each year. A consolidated agreement could allow for direct agreements for outside services in the interest larger savings.

### *Fee Schedules*

Fee schedules are currently different for each entity. A detailed comparison is needed to determine the cost and if any are relating to supply purchases, could be reduced with better pricing. SAS has completed an "actual cost" study for their fee schedule in the last several years (with the City) and fees include both staffing and supply cost. MCAS has not evaluated its fee schedule in several years and fees for supplies may have increased. A consolidated structure will provide a better opportunity to review fee schedules and make recommendations.

### *Advisory Commissions:*

Both SAS and MCAS have advisory commissions where members are appointed by City Council, Mayor or Board of Supervisors and Health Director respectively. Each commission or board receives updates on Animal Services operations and may create subcommittees relating to relevant topics to further work on. Any recommendations that are made by either group, are sent to the department directors, i.e., Police Chief or Health Director before they are given to the respective elected boards.

Salinas Advisory Commission is made up of 7 members representing the 6 districts and the Mayor's office. Currently, there are 3 vacancies and is meeting quarterly currently. The Salinas Advisory has been limited in its ability to make recommendations to City Council with a constant stream of vacancies. Topics such as public outreach and a spay/neuter ordinance have long been tabled due to lack of time to work on them by current members as well as the pending consolidation project at hand. Historically, communication between advisory members and city council members has been inconsistent even though one of the key roles of an advisory commissioner is to make communicate to one's Councilmember.

Monterey County Animal Control Program Advisory Board (MCACPAB) is made up of 9 members representing the Board of Supervisor and the Health Director. There are currently no vacancies and the group currently meets monthly. The MCACPAB has been limited in its ability to make recommendations to the Board of Supervisors due to a variety of issues including having a strained relationship with the EHB management team. Tensions on both sides resulted in the inability to conduct productive meetings for several years.

A consolidation effort relating to the Advisory Commission would be to dissolve existing advisory groups and create a new one, with equal representation for the City and the County. Specific goals and guidelines in the bylaws would serve to direct this new group and keep the group on track to support a consolidated effort. Identifying specific representatives in the community that bring with them specific skill sets, above their love

for animals, can serve to assist the new consolidated leadership team in program development. For example, skills related to current veterinary medical practices, technology, marketing, social media and fundraising would be very helpful. It could also be helpful to have this new advisory commission tasked with producing an annual report for a consolidated Animal Services agency.

### **Recommendations**

It is the recommendation of the Animal Services Administrator that the City of Salinas and County of Monterey proceed as outlined in the Management Partners report with an incremental approach to consolidation of services as a precursor to establishing a new animal services entity under a new governance structure such a JPA.

As defined by the California State Legislation, Senate Local Government Committee, Citizen's Guide to Joint Powers Agreements, a joint power agreement (JPA) is a formal, legal agreement between two or more public agencies that share a common power and want to jointly implement programs, build facilities, or deliver services. Officials from those public agencies formally approve a cooperative arrangement. With a joint powers agreement, a member agency agrees to be responsible for delivering a service on behalf of the other member agencies.

A new Animal Services entity will take time to develop but the long-term benefits are where the most efficiencies will be realized. There are current, functioning examples in the Animal Services profession, each determined by the makeup of the members and the agreed-up structure of those members. For example, the initial entity will not initially be able to provide the personnel support that a true independent entity needs. That JPA could contract with a member agency to provide those services. Santa Cruz Animal Services Authority is such an example where staff of the JPA are County of Santa Cruz employees. The JPA has its own board, policies and procedures yet was not able to provide the personnel. Another example is Sutter County Animal Services Authority, an animal services authority created between Yuba City, Sutter County and City of Live Oak. Yuba City is the lead for this JPA, however, they continue to have both City and County staff working together to support the mission. The JPA contracts back with Yuba City to provide human resources and finance support and through attrition, Sutter County positions become Yuba City positions. This JPA structure is in the sixth year and has seen several amendments to create an efficient and functioning agency.

Salinas and Monterey County can create a single, unified entity which can fully leverage and utilize on the resources that each have. The Monterey County Health Department has the capacity and structure to initially support a unified structure and it is the recommendation that they be the lead agency. Under a JPA, a single governance structure can create its own efficiencies, policies and tackle issues as they are needed. Creating a new, joint structure may be able to equal out areas in budgets for the SAS and MCAS that are different individually. For example, as a county department, MCAS is charged \$42,089 (total COWCAP fees are \$254,536, COWCAP online document) for

facilities management as the department's portion of COWCAP charges. This fee only applies to the exterior of the building and does not include the interior facilities management which is a separate fee. The City does not provide such services to departments so SAS contracts with an outside vendor for \$1200 per year for exterior landscaping services. Facilities issues are dealt with on a case by case basis and charged out of the department's building and maintenance accounts (\$19,500). With a Joint Powers Authority, which would approve its own service vendors, the County has an opportunity to reduce such high charges. The benefit the City is to contribute to a system that is better equipped to handle and respond accordingly. Another example is related to Legal Services. MCAS is charged \$26,523 for County Counsel whereas SAS is not charged for that service as it is absorbed by the City's Legal Department. A JPA entity could negotiate an agreement with an outside Legal Vendor for such services or perhaps, the City would contract with the JPA to provide such services as "in kind" to further keep costs low.

With a new entity, there would be the need for a new mission and vision statement. Recommendation R2 of the Civil Grand Jury report said, "The City and the County should bring together the entire staff from both shelters for the purpose of developing a single statement of purpose". As part of evaluation and work to include staff from both shelter met each month to discuss shared mission, vision and to build comradery as things progressed forward. As part of the first four meetings, work was done to draft a mission and vision statement that was inclusive of input from all staff. Great work was done by staff and the following was developed with their input and discussion and ultimate agreement:

***Our vision:***

*A humane and responsible community for animals within Monterey County and Salinas*

***Our mission:***

*To work together to make Monterey County and Salinas a better place for animals and people through effective enforcement, superior customer service, compassionate care and community partnerships.*

As a new entity takes from, consideration should be given for this shared mission and vision statements. Through this process, staff were able to see that they do share the same mission and vision and both shelters, separately, work hard each day to make Monterey County and Salinas a better place for the people and residents

As work continues towards the full consolidation of services, further efficiencies and savings will be worked out. Costs, services and needs continue to change and can be detailed out however the critical needs that should be addressed for all: the staff, the community and the animals.

**Next Steps:**

It has become apparent that the current vacancies and operational needs at both locations create opportunities that require immediate consideration in that incremental approach towards full consolidation. In anticipation of these needs and to provide better onsite leadership of the department, Animal Services was moved out of the Environmental Health Bureau in October 2018 into the Administrative Bureau. The position of Animal Services Administrator offered an opportunity to provide MCAS with effective onsite leadership in a capacity that not available through Environmental Health Bureau.

The multiple vacancies at SAS and MCAS have placed additional constraints on existing staffing and programs that require a consolidation agreement sooner than later to begin to work towards a shared organizational structure. As of December 2018, these current vacancies include:

**Salinas Vacancies**

- 1 Animal Services Supervisor
- 1 Animal Control Officer
- 1 Animal Care Technician (possible)

**MCAS Vacancies**

- 1 Animal Services Supervisor
- 2 Animal Control Officers
- 2 .5 FTE Animal Care Technician I
- 1 Office Assistant II

It is important that there be the ability to leverage staff at either facility as needed and to allow for staff to be able to functionally assist at either facility. Currently that is not able to happen. To best fill these vacancies and to move forward toward a longer term, consolidated program, this recommendation has been divided into five (5) phases with *projected* timelines and descriptions.

**Phase I:** Pilot Project MOA Animal Services Administrator (completed)

A shared administrator is tasked with evaluating opportunities for shared services and making recommendations as well as providing 18 hours of onsite administrative services to the City of Salinas Animal Services program. On October 29<sup>th</sup>, 2018, this position took over operational management of MCAS in agreement with the City of Salinas.

**Phase 2:** Pilot Project MOA Amendment #1 (April 2019)

This next phase allows for the current immediate staffing and operational needs of both shelters to be addressed. With movement towards a consolidated structure, there is a need to be conscious of any positions that are unfilled and how we can best apply them to a unified structure. To continue to full separately is not efficient and contrary to progress in place. It is the recommendation that, as City positions become open (through attrition or resignations), that the County hire and provide the services to the City. This begins to create a unified structure and begins to minimize the cost differences between City and County positions. Savings on the City's side can then be utilized for other shared services including a Volunteer Coordinator position, Veterinary

Services and/or Field Services dispatching. To visualize what a combined staffing model could look like, organizational charts were created utilizing existing staff from each shelter separately as well as a combined chart that utilizes shared positions. The combined organizational chart, with combined existing staffing also identifies City positions that now, with current vacancies, become County positions. (Please see attachments A, B and C).

The benefits to this combined organizational chart will provide for salary savings on the Salinas side which will allow for their contribution for other shared positions. The City looks to save about \$70,000 by hiring the County equivalent positions for their Animal Services Supervisor, Animal Control Officer, and an Animal Care Technician (see attachment D). Of that \$70,000, \$30,000 can be added to the already funded \$20k for the City's part of the Education/Volunteer Coordinator. With the remaining, \$40,000 as well as \$15,500 from the Outside Services Budget for veterinary services, the City can fund an additional 12 hours a week for the County's Veterinarian and Registered Veterinary Technician (\$55,500 needed for that increase). If the Animal Care Technician position does not become vacant soon, the City can use funds that are currently being paid to local veterinarians for spay/neuter services to help increase the County's veterinarian and registered vet tech. The efficiencies of that increased services will also reduce the workload for City ACOs who transport animals to local vets for spay/neuter surgeries. Additional savings can be utilized to provide support for dispatching of field services, whether that is to fund an agreement with County Communications or for a Dispatch related position.

As stated in both Management Partners report and the Civil Grand Jury report, volunteers are critical in an Animal Services agency and have been critical in what SAS has been able to maintain. There is a huge need to establish a functioning volunteer program at MCAS and additionally, over a consolidated structure. One of the staffing goals was funding a full time Education/Volunteer Coordinator position who can then support a combined volunteer program as well as provide support to other public outreach activities and related programs. With above savings from the City and the County providing funding from a re-allocated part time ACT I position (\$28,530) as well as salary savings from the down filled Operations Manager position- \$21,508), the funding exists to get this position filled sooner than later.

In this model, with the County filling City vacated positions and providing the services to the City, the existing City employees remain as such. Bargaining unit agreements will be made to allow for the efficient sharing of tasks at either facility. City employees retain their City salaries and benefits. They may receive direction from County leadership however their evaluations, payroll and other human resource related needs will be retained by the City's administrative department.

In order to best address these staffing concerns, the current MOA in place between the City of Salinas and County of Monterey can be amended to address the following:



- Through City attrition, County to hire additional positions in place of City positions (currently Supervisor, ACO\*\*, ACT) \*\*(note: City has since hired an ACO).
- City to pay 50% of 1 FTE Education/Volunteer Coordinator to be hired by County
- City to pay 50% of FTE costs to increase County Veterinarian and Registered Veterinary Technician to 1.0 FTE
- City to retain oversight of City employees via City Administration regarding payroll, benefits, employee evaluation and step increases.
- Dissolve current separate Advisory Commission/Board and create a new one with appropriate bylaws to include 3 City representatives, 3 County representatives and 1 Health Director representative.
- Extend MOA date to allow for above activity, through December 2020.

**Phase 3:** Pilot Project MOA Amendment #2 (Summer 2019)

- Begin to consolidate agreements, policies, procedures, services, Chameleon, joint licensing program, and volunteer programs
- City and County staff having ability to be assigned and scheduled to either facility (see attached job description page).

**Phase 4:** New Governance Structure – (January 2021)

This phase takes the above agreements and direction and transfers it to a JPA or other governance structure.

- Finalize JPA structure (board, budget, by-laws, etc)
- Determine any additional members or agencies that may want to participate
- Revisit stray vs adoption center and re-configure staffing to allow for MCAS as intake center and SAS as adoption center.
- Re-structure funding savings (RMA related fees) to specific JPA direct contracts for services (\$\$ savings)

With the Monterey County Shelter having a newer facility that is better designed to prevent the spread of disease, it would be appropriate for all stray animals to start there. That means a stray animal from City of Salinas, unincorporated Monterey County and any contracting jurisdiction would be brought to the MCAS building. Once they are over legal holding times, evaluated, spayed or neutered at the MCAS clinic, they can be moved to the SAS building, which can become the adoption center. The adoption center model is a great place to focus volunteer involvement and programs. If this process can be accomplished at the end of phase 2, it should be explored. However, there is some expected improvements needed to the MCAS receiving area to adjust to the increased

capacity. This phase would increase the daily intake at MCAS from an average of 7 animals each day to 17 animals per day (SAS averages 10 animals per day).

In this phase, additional members of a proposed joint entity should be determined. There is a lot of work to be done internally, between SAS and MCAS, beforehand and adding additional contracts with more animals and related customers and work could be detrimental to that process, especially with current staffing vacancies. Care should be taken before increasing the number of contracts for animals to make sure the staffing model in place can support it when staffing positions are filled. This phase allows for the unified entity to take shape and be functional before additional members or agreement come on board. However, once identified, additional members and/or agreements can assist in determining the additional needed space and cost for phase 4.

#### **Phase 5: Capital Campaign (2012-2022)**

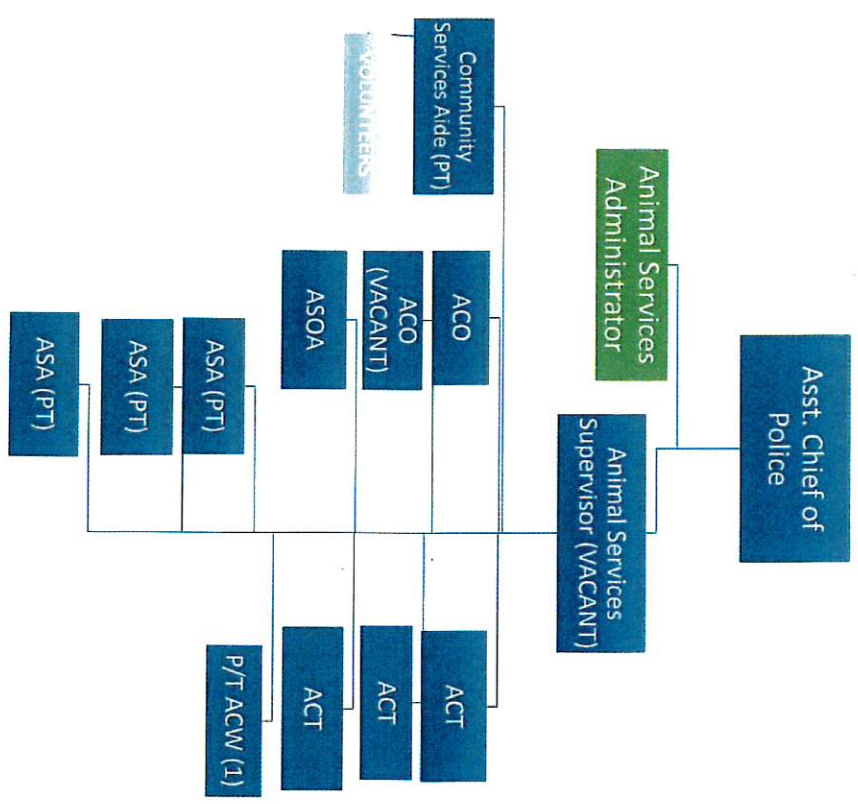
This phase, upon completion, will provide for all animals and staffing to be under on physical structure and it can run concurrent with phase 4. A Capital Campaign to expand MCAS facility is needed so that all animals and staffing can be housed in one building. With the City shelter building needing capital improvements soon, Salinas funds should be used to offset costs of capital improvements, as well as expected current site costs. Donors may be solicited through the partnership with a non-profit group to be able to help with this in a capital campaign. Professional assistance may be needed as current staffing does not currently have the capacity nor the knowledge to carry out such a campaign.

Shelter Planners of America designed the MCAS building in such a way that it can be added to. A final decision on how much more is needed will depend ultimately on what a final consolidated agency looks like, including the number of additional contracts or cities that are included. Each city or jurisdiction that wants services comes with additional animals, constituents and related processing that will utilize resources, staff time and require animal care and needs to be considered carefully.

#### **Summary**

To reiterate what was stated by Gerald Newfarmer in the Management Partners report, "Both staffs are dedicated to the care of the animals in Monterey County and are loyal to their organizations. We believe sharing of services is possible and doing so will benefit both jurisdictions through better customer service as well as greater efficiencies". This sentiment is shared by the Animal Services Administrator. Either shelter currently has a team of dedicated, passionate professionals who do amazing work, despite limited resources, each day. Together, we can take that work further, working to increase those resources, to continue to assist and help the animals and their owners within Monterey County and Salinas.

Salinas Animal Services  
Current Organizational Chart



City Funded  
City/County Funded

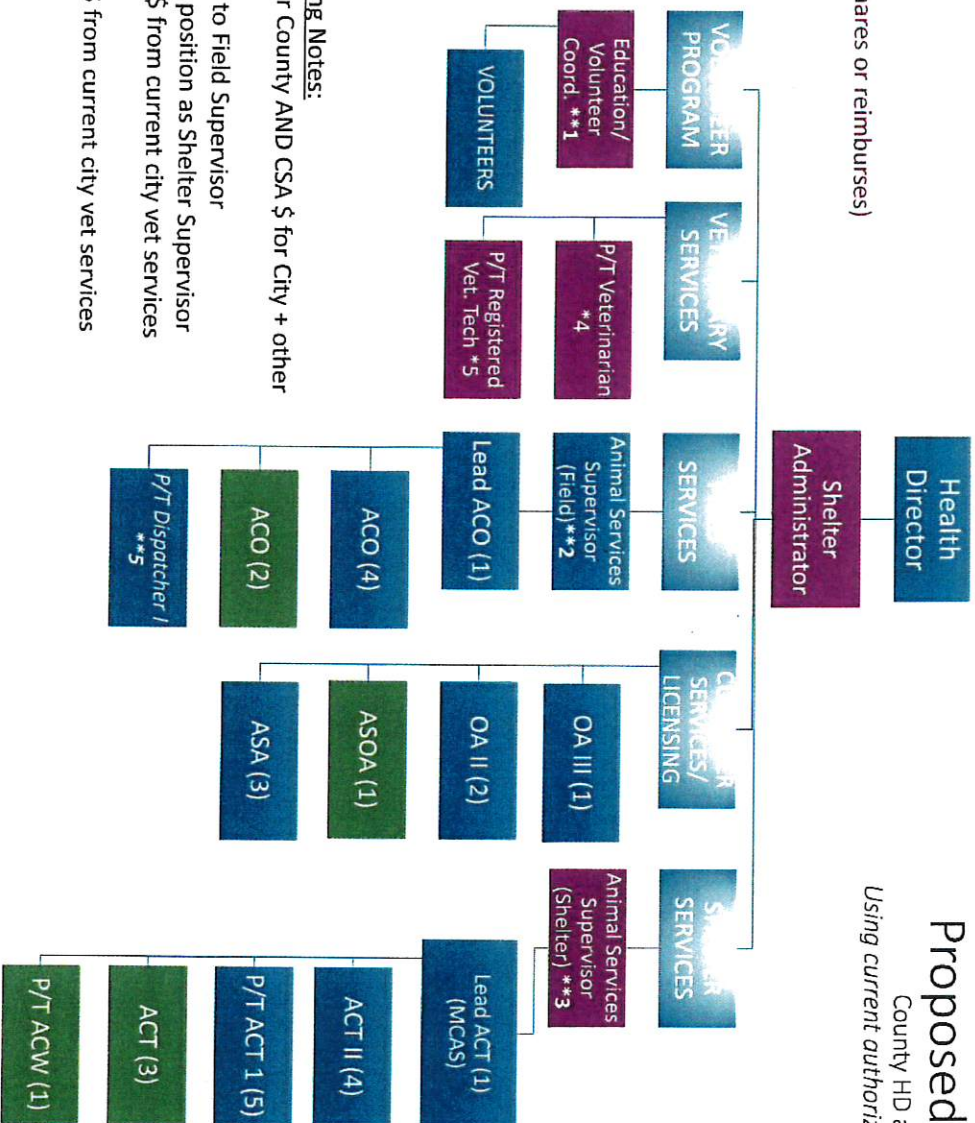


Key:  
 City  
 County

Proposed County (City shares or reimburses)

# Proposed Org Chart

County HD as initial Lead.  
 Using current authorized staff unless asterisk.



Combined Org Chart Funding Notes:

- \*1 - .5 ACT+O.M. savings for County AND CSA \$ for City + other City savings
- \*2 -Down filled O.M. turns to Field Supervisor
- \*3 - City pays, County hires position as Shelter Supervisor
- \*4 - Savings from City and \$ from current city vet services increases Vet time to .75
- \*5 - Savings from City and \$ from current city vet services increases RVT time to .75

City and County Classification Cost Comparison

Full Time Positions	Base Salary	Benefits and %	TOTAL	Notes (Benefit Rate and major job description differences)	~ City savings for County to hire
COUNTY - A.S. Supervisor (Vacant) (1)	70,164	32,276	102,440	46% BR	\$2,480
CITY - A.S. Supervisor (Vacant) (1)	71,170	33,750	104,920	47.43% BR	
COUNTY - Senior Animal Control Officer (1)	57,540	26,468	84,008	46% BR - Also Permits and FRAS	
COUNTY - Animal Control Officer (3)	51,024	23,471	74,495	46% BR - Also Permits and FRAS	
CITY - Animal Control Officer (2)	64,810	49,450	114,260	76.3% BR	\$39,765
COUNTY - Senior Animal Care Tech (1)	57,534	26,466	84,000	46% BR	
COUNTY - Animal Care Tech II (4)	49,298	22,677	71,975	46% BR	
CITY - Animal Care Tech (3)	58,220	43,280	101,500	74.34%	\$29,525
COUNTY - Office Assistant III (1)	48,442	30,160	78,602	46% BR - Animal handling NOT in job description	
COUNTY - OA II (2)	44,274	29,229	73,503	46% BR - Animal handling NOT in job description	
CITY - Animal Services OA (1)	44,760	35,800	80,560	80% BR - Animal Handling in job description	\$7,057
<b>Part time Positions</b>					
	Base Salary	Benefits	TOTAL		
COUNTY - ACT I (but 4 are authorized as II)	23,194	5,335	28,529	23% BR - \$7162 in savings from 4 p/t ACT I positions	
CITY - Animal Care Worker (1)		0	15,000	20 hrs/week	
CITY - Animal Services Aide (4)		0	15,000	3@20 hrs/week, 1@ 10 hrs/week	
<b>Other Positions</b>					
	Base Salary	Benefits	TOTAL		
COUNTY - Ed/Vol Coord (1.0 FTE) (0)	68,544	31,530	100,074	40 hrs/week @ 46% BR	~Funding needed to increase \$80,074
COUNTY - Ed/Vol Coord (.75 FTE) (0)	51,411	11,825	63,235	30 hrs/week @ 23% BR	\$43,234
COUNTY - Ed/Volunteer Coord (.5 FTE) (0)	34,274	7,883	40,157	20 hrs/week @ 23% BR	\$20,157
CITY - Comm Services Asst (.5 FTE) (1)			20,000	20 hrs/week	
Veterinarian - 1.0 FTE	126,204	58,054	184,258	40 hrs/week @ 46% BR	\$106,641
.75 FTE	94,655	21,771	116,426	30 hrs/week @ 23% BR	\$38,809
.50 FTE (1) (current)	63,103	14,514	77,617	20 hrs/week @ 23% BR	\$0
Registered Vet Tech 1.0 FTE	52,596	24,194	76,790	40 hrs/week @ 46% BR	\$44,442
.75 FTE	39,448	9,073	48,521	30 hrs/week @ 23% BR	\$16,173
.50 FTE (1) (current)	26,299	6049	32,348	20 hrs/week @ 23% BR	\$0

City and County Vendor List

	SAS	SC028	MC05	SC028
City Agreements	City of Marina	Animal Sheltering	City of Carmel-by-the-Sea	Animal Sheltering
			City of Greenfield	Animal Sheltering
			City of Del Rey Oaks	Animal Sheltering
Veterinary Services	Monterey Pen, Emerg. Clinic	Emergency Medical Care	Monterey Pen, Emerg. Vet	Emergency Medical Care
	Animal Health Center	Spay/Neuter Surgeries/Emergency Care	Animal Health Center	Emergency Medical Care
	Romine Lane Vet Hospital	Emergency Medical Care	Romine Lane Pet Hospital	Emergency Medical Care
	Steinbeck Vet Clinic	Feral Cat/Adoption Surgeries	Harnden Ranch Vet Hospital	Emergency Medical Care
	Lubansky, K	Shelter Rounds through Dec 2018	Los Cochinos Animal Hospital	Emergency Medical Care
	Ira Davis, DVM	Shelter Rounds through March 2018	ARPP	SN Surgeries
	Pet Specialists	Emergency Medical Care	Pet Specialists	Emergency Medical Care
			Center Animal Hospital	Emergency Medical Care
			Toro Park Animal Hospital	Emergency Medical Care
Veterinary Supplies	MWVI	Supplies/Meds	MWVI	Supplies/Meds
	Found Animals	Microchips	Found Animals?	Drug Disposal
			FarWest Returns	Meds.
			Specialty Veterinary Pharm	Meds.
			Butler Med Supplies	Lab work
			Ideox	Medical Gases/Tanks
			ASI	Supplies/Meds
			Henry Schlein	
Facilities	First Alarm	Fire Safety and Security Monitoring	First Alarm	Fire Safety and Security Monitoring
	Target Pest Control	Pest Control	Monterey Bay Pest Control	Pest Control
	Sterforde, Inc.	Drug Disposal	Stearcade	Drug Disposal
	New Image Landscape	Landscapeing	RMA SERVICES	PROVIDED BY COUNTY
	Cintas	Rugs	US Metro	County wide Contract
	Pedro Janitorial	Janitorial	R&R Refrigeration	Freezer Maint and Repair
	Scott Grider Plumbing	Plumbing - dogged drains	Western State Design	Dryer/Washer
	West Coast Commercial	Dryer Repair	Bay Optical	Optical Instruments
	Della Mora Heating	Kernel Heater/Maintenance	TSS	Hood Repair
	American Lock and Key	Re-keying	MCSI Water Systems	Water systems maintenance
	Tri-County Fire	First Aid Kits	Other Facilities Maint - RMA SERVICES	PROVIDED BY COUNTY
	Other Facilities Maint - City	PROVIDED BY CITY - dept pay equip.	Hobart	Dishwasher
			Suburban Propane	Propane delivery
Shelter Related Supplies	Koertan	Animal Disposal	Koertan	Animal Disposal
	HLP, Inc.	Computer Database	HLP, Inc.	Computer Database
	American Supply	Shelter supplies	American Supply	Janitorial Supply
	Pet Smart	Pet food	Collier Feed	Pet food
	Pet Fun	Pet food	Pet Fun	Pet food
	ACES	Equipment		
Staffing Related	People Ready, Inc	Temp help in kennels	Janet's Answering Service	After hours answering Service
	Prosgaud	ACD Uniforms		
Permits	Dept of Justice	Vet Premise Permit/Fingerprints	Dept of Justice	Vet Premise Permit/Fingerprints
	MCHD Health Permit	Vet Services Permit	MCHD Health Permit	Vet Services Permit
			MC Sheriff's Office	Fingerprints
Office Related	Office Depot	Office Supplies	Office Max/Depot	Office Supplies
	Salinas Press	Business Cards		
	Smile Business	Fax Machine Drum		