



City of Portland
and Multnomah County

Animal Services Taskforce

RECOMMENDATIONS FOR ANIMAL SERVICES

November 2008

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INTRODUCTION

The Animal Services Taskforce was chartered in May 2008 by the Portland City Council and the Multnomah County Board of Commissioners to study and evaluate options; make recommendations for appropriate and viable service levels and service priorities; and identify sustainable funding methods to insure continued services into the future.

Specifically the City and County look to the Taskforce to provide viable option(s) that will:

- Provide restored animal services, beyond the reduced-service status quo.
- Identify sustainable funding mechanisms (non-capital) that put the bulk of the cost of operating an animal services program on animal owners.
- Include recommendations for phase-in, and transitioning of the program from the County to the City.

The Taskforce was given a deadline of November, 2008, to report its findings. The Taskforce met six times between May and October 2008. In addition, several sub-groups met to work on sections of the recommendations; and four public workshops were held to gather input from interested City residents into the questions being considered by the Taskforce. *The results of the public workshops have been submitted under separate cover.*

THE PROBLEM

Multnomah County, which currently provides animal services countywide, including the City of Portland, can no longer fund the level of animal services that will keep pace with the growing expectations and demands for those services in Portland.

Citizens throughout the County, but most notably in the City of Portland, have requested restoration of animal services that contribute to urban livability, most notably improved response rates, greater public accessibility to services and a significant reduction in the numbers of animals that are euthanized. Multnomah County has aspired to work toward these improvements, but financial constraints have prevented the County from reaching all of its goals and have resulted in reducing the level of some services.

Most of the financial support for Multnomah County Animal Services comes from the County's General Fund budget, which depends on revenue from property taxes. Approximately 80% of these taxes come from residents of the City of Portland, who also generate approximately 80% of the demands that are placed on the County's Animal Services program. Residents of the City of Portland have expressed a demand for levels of animal-related services appropriate to more highly urbanized areas, such as barking dog response and leash law compliance, that may not be in demand in other Multnomah County jurisdictions

Private, non-profit groups currently work with the County to collaborate on providing better animal services for the County's residents and their animals. These organizations will continue to work toward more humane treatment for animals. However they have made it clear that they will not take on government's role, which is to provide the animal control aspects of animal services.

The headquarters and shelter for Multnomah County Animal Services is old and undersized and is not conveniently located for the majority of the residents of the County and especially the residents of Portland. Intake of dogs and cats, which had been decreasing between 1980 and 2000, has begun to climb again, increasing 41% since 2000. This increase is driven by an 81% increase in cats, and 10% more dogs entering the shelter. Forty-five percent or 4,438 of these animals were euthanized in 2007, a level seen as unacceptable by many citizens.

The public workshops that were held in conjunction with this study indicated that that nearly three-quarters of those participating felt that local government should be offering more animal services. Lead among those were a subsidized spay neuter, improved lost and found services, and more shelter hours. Participants viewed enforcement of licensing laws as the most acceptable source of new revenues for Animal Services. Other options such as increased license and other user fees or a pet food surcharge were viewed less favorably.

With the bulk of support for Animal Services coming from the County General Fund (71%), a high bar would be set for the City of Portland to be able to provide the full spectrum of Animal Service programs, separate from the County and without a commitment of City General Fund support. Historically, compliance with pet licensing requirements has been poor, with only 14% of pets currently licensed (25.4% of dogs and 7.4% of cats). Financial analysis by the Task Force illustrates that it is unlikely that Animal Services could be funded, exclusively, via license and other user fees, even with exponentially improved compliance rates and higher fees.



THE OPPORTUNITY

Current financial uncertainties, nationally and locally, may seem to predict difficulties for meaningful follow-up or outcomes from this report. A number of taskforce members refer, ruefully, to their tenure on similar initiatives in 2000 and 2002 and have expressed concerns regarding a similar fate for the recommendations of this 2008 iteration. However, several key developments and trends may have changed the climate for, and interest in, a renewed approach to animal services, particularly in the City of Portland.

Urbanization: Portland has grown significantly over the past decade, and growth has brought greater urbanization and gentrification. The expectation for responsive urban services has risen dramatically and will continue to grow. Issues such as speedy response to complaints about nuisance or barking dogs,

pick-up of stray animals, enforcement of leash and scoop laws, accessible shelter facilities, expanded shelter hours, and easy-to-use pet lost-and-found services have become part of the overall urban services package that Portland citizens expect from local government.

“The Pet-Friendly City”: Portlanders take pride in the “animal-friendly” nature of their city. In recent years they have demanded a range of accommodations for animals that include off-leash areas in parks, outdoor areas at local restaurants that accommodate pets, and the presence of pets at public events. Anyone who gets out and about in Portland’s neighborhood retail areas has noted water bowls, set out at storefronts on nearly every block, and local retail shops with treat jars, ready for the pets accompanying their patrons. The region is also blessed with a strong community of animal-aid organizations, advocates and volunteers, with a history of working in collaboration to improve the lives of Portland’s pets. The Animal Shelter Alliance of Portland (ASAP), a coalition including most non-profit, animal control, and veterinary medical associations for the four counties comprising the greater Portland metropolitan area, is creating plans now that can be highly leveraged for providing this plan’s recommended strategies to reduce shelter intake through proactive population control.

National Initiatives: There is opportunity to link a new approach to animal services to emerging national initiatives, and potentially to leverage the high profile and funding available to support those initiatives. One example is the national priority placed on emergency preparedness in the wake of catastrophic events such as 9/11 and Hurricane Katrina. Katrina, in particular, highlighted the need for a coordinated animal location and rescue strategy. Another example is the drive toward “green” initiatives. With its leadership in recycling, green building, and mass transit, it makes sense that Portland could take the lead in developing environmentally-sensitive animal services solutions. A third area is strong national trend to create “no-kill” communities, where euthanasia is limited to only those animals too ill, injured or dangerous to be placed in homes.

It is likely that grant funding is available in these types of high-profile arenas. This would create further opportunities to leverage the media profile of these global initiatives, which would heighten the awareness of, and the alignment with, an animal services program.

Innovative Portland: The fourth trend has to do with how Portlanders see themselves in the bigger picture. Portlanders view their city as an incubator for innovation and excellence. They take pride in the various arenas - from mass transit to vibrant neighborhoods, to recycling, to “green” building and technologies - in which their city is viewed as a national model. Portlanders would likely be chagrined to know that other cities provide better, more modern, healthy, and humane services through their public animal shelters and animal education and outreach services.

History of Successful City and County Partnerships: The City and County are currently partners in the collection of City of Portland Business Licensing fees and the Multnomah County Business Income Tax. The City collects the revenue for both entities and has developed a significant competency in the areas of compliance enforcement and collections. The City of Portland Revenue Bureau believes that this model can be successfully applied to animal registration enforcement and collections, enhancing the existing partnership and further benefiting both parties.

An urgent need for change: The Multnomah County Animal Shelter is aging, inadequate to the needs of a growing population of people and pets, costly to operate, and remotely situated for most residents. Shelter replacement opens a host of opportunities to innovate, leverage other initiatives and funding sources, partner with other organizations, and engage the imagination and commitment of the community.

In this period of national financial difficulty, it is important to note that financial optimism is not the predictor of success for new animal services initiatives; if that were so, then a change for the better would have come about in 2000. The will, interests, and activism of citizens may be aligned at this moment to foster a new approach to Animal Services.



VISION: THE TIME IS RIGHT

The time is right to establish Portland and Multnomah County, in partnership, as leaders in the provision of modern, accessible, and sustainable Animal Services that have the full participation of animal owners and the support of all residents, and that move the city and county a giant step forward on the path toward humane and conscientious care and treatment of animals.

We can achieve this vision through:

- A value-added registration program that incentivizes participation.
- New funding through the registration fee structure.
- Compliance and collections enforcement, so that all pay their fair share.
- A modern and centrally-located animal shelter facility that can serve as a center and catalyst for animal services and for animal aid organizations in the region.
- Restored livability services appropriate to the urban environment.
- Strong future-focused programs, including spay and neuter incentives and requirements, humane education, and public outreach that reduces problems and benefits humans and animals in the long term.
- Heightened citizen awareness, support and involvement in developing and funding animal services.



RECOMMENDATIONS

The Taskforce understood that a component of its charter was to recommend a means to transition all or part of animal services provision from the County to the City. However upon deliberation, the Taskforce was unable to justify the value or expediency of such a transition. The overarching assumption in the following suite of recommendations is that animal services provision should not be bifurcated and that the primary responsibility should remain with the County, albeit under an entirely new approach that includes license “rebranding”, enforcement, education, and services that strategically focus on reducing animal-related problems and costs in the future.

The City of Portland should become an active partner in the provision of the services, especially in the collection of fees. Some other areas of these recommendations, including education and outreach and the provision of adequate facilities, also envision the City taking on a role as partner with the County. Expansion of the collaboration with existing nonprofit animal-aid organizations is also recommended, where appropriate.

The following summarizes the seven Taskforce recommendations. *Additional discussion and detail on each of the recommendations are included later on in this report.*

Recommendation #1

Re-design and re-brand dog and cat “licensing” in favor of a countywide incentivized pet registration program, with value-added benefits and services to enhance voluntary compliance, and aggressive enforcement for non-compliance.

Retire the licensing “brand”: Compliance with current licensing requirements is low, with less than 14% of pets licensed under the current system. Public workshop attendees in Portland strongly favored increased licensing compliance, with increased penalties for non-compliance, as the best source of funding for animal services. However, County residents are declining to participate in a program that they perceive as punitive and bureaucratic, with little value to them, their pets, or the community-at-large. The bureaucratic-sounding concept of licensing should be abandoned in favor of a pet registration program that can deliver and represent value to the individual and the community.

Re-brand based on a compelling concept: While non-compliance results in loss of revenue to support animal services, it also limits accounting and location awareness of animal populations in the county. This awareness is important to the public's health and safety, animal safety, environmental integrity, and emergency preparedness. Any of these issues could be compelling themes around which to re-brand and incentivize pet registration. Professional marketing research, analysis and program design will enable the most effective themes, program features, incentives and messaging to be identified and established.

Add value: Regardless of program theme or approach, the two keys to increasing participation by pet owners are the perception of value and perception that the requirement will be enforced. Examples of value-added enhancements could include:

- Reduced cost of spay and neuter services.
- Reduced license fee for spayed and neutered animals.
- Reduced-cost micro-chipping.
- Coupons from participating retailers for pet food, products or services that allow the purchaser to recapture the cost of the registration.
- Enhanced services such as a “free ride home” from the shelter for a lost pet.
- Links to community programs that benefit animals, so that the registration fee is, and is perceived as, part of being a good citizen and an advocate for animals.

Tiered service levels and fees: In order to build real and perceived value and increase the revenue potential of the registration program, a tiered fee and benefits structure should be established. Higher fee tiers could include some or all of the benefits listed above, plus service-specific donation opportunities. A “Household Pet Registration” option could be integrated, to make the program accessible to multi-pet households and to those who provide animal-aid and foster care service. Low income rates or discounts can be factored into a tiered fee system.

Inform, educate and make accessible: Voluntary citizen compliance with a new registration program and “brand” will require investment in public information, education and outreach about the program, and easy-to-use public access to the registration system.

Recommendation #2

Fund restored animal services through increased participation in the re-branded, incentivized, and enforced registration program.

All pay their fair share: A more compelling and value-laden registration program “brand,” that encourages and builds participation, coupled with a strong compliance and enforcement program is needed. This approach was viewed by Taskforce members, and by the public participating in the Taskforce public workshops, as the most fair and politically viable means of funding enhanced animal services. The feedback at the workshops made it clear that citizens are unlikely to support other, more aggressive forms of animal services funding, such as a pet food surcharge, until all pet owners are contributing their fair share to the official animal registration program.

Increase fees along with enhanced program value: The Taskforce proposes registrations fees of \$25 per dog and \$10 per cat, with additional fees for registration of fertile animals (\$12 per dog and \$22 per cat). This represents an increase over current licensing program fees of \$18 per dog and \$8 per cat and with no premium for fertile animals.

Fees alone are insufficient: It is clear that registration fees, alone, will not support a full suite of shelter and other necessary animal service programs within Multnomah County. The Taskforce does not believe that Animal Services can be adequately supported, without continuing and stable baseline funding via the County General Fund.

Fee-based funding builds over time: It must be assumed that building a fee-based funding strategy will take place over time. Program elements may need to be phased in, or funded in the initial years through a source other than registration-related fees. The Taskforce projects that in Year Five of an incentivized and enforced registration program approximately \$1,780,000 additional revenue will be generated via increased fees and participation. The financial model and analysis attached to this report illustrates the revenue potential of the registration program over time. *Please see Appendix B of this report for detail on the financial model that supports this recommendation.*

Recommendation #3

Restore quality-of-urban-life services, such as nuisance animal and barking dog response and enforcement of leash and scoop laws, funded via an “urban services” premium on pet registrations within the City of Portland.

Restore urban services – at a premium: The City of Portland, with its urbanized and pet-oriented population, is interested in additional quality-of-life related services that are not likely to be fundable with basic registration fees. Such services include barking dog complaint follow-up, leash and scoop law enforcement, immediate nuisance and animal abuse response, and city code specifications and enforcement for siting of animal day-care, boarding and breeding facilities. An additional fee for registration of all pets within the City of Portland should be included in order to pay for these services that are in less demand in more suburban or rural areas of Multnomah County. However, any jurisdiction within the County, at its discretion, could levy a similar added fee should it desire similar service levels.

Multnomah County is the primary service provider: The County is best positioned to provide all animal-related services for jurisdictions within its borders. This will offer a more cost effective and seamless service delivery. Under this model, jurisdictions within the County could contract, via Intergovernmental Agreements (IGA's) with the County, to provide enhanced urban services. Services levels would be determined in the terms in the IGA. The service levels would likely correspond to the revenues available from the urban services fee premium that is collected in the contracting jurisdiction, although additional funds could be contributed at the discretion of the jurisdiction. A model in which the City of Portland, or other jurisdictions, have their own employees to provide urban animal-related quality-of-life services was considered by the Taskforce, but was considered unnecessarily complex, duplicative, and difficult to coordinate.

Recommendation #4

Leverage City and County enforcement and collections resources to increase compliance.

“Universal” Enforcement: The City and County have an existing and substantial investment in enforcement-related personnel. Police officers, park rangers, health inspectors, code enforcement officers, and other officially-designated City and County staff must be able to issue a citation which brings non-compliant pet owners into the registration system, via an Amendment of City Code Chapter 13 which finds a violation for failure to comply with the registration ordinance.

Other aspects of an enforcement model could include linkage with commercial or veterinary pet services, for example a requirement - similar to the rabies vaccination reporting - that requires reporting of all spayed or neutered pets; and/or a requirement that registration program-subsidized spayed and neutered animals be registered.

Collections: The City has developed an effective mechanism with its successful collections experience with business licensing, and has established a successful partnership with Multnomah County for the collection of County Business Income Tax. That experience can be effectively leveraged to dramatically increase collections of animal registration fees. The Taskforce recommends that the City assume the responsibility for collections of registration-related fees county-wide. The City should enter into an IGA with the County that memorializes an arrangement similar to the one in which the City collects countywide business-related fees and taxes. After an initial capital outlay, the collections process will be self-sustaining, through the collected revenues.

Reporting: The current system of pet vaccination reporting has been successful at increasing the pet population census. This system should be maintained, as it will continue to build pet census information each year. Additional reporting avenues could include citizens, rental housing managers, meter readers, and point-of-service providers.

A "Culture of Compliance": An initial period of ubiquitous public messaging in the media, mail, email, billboards, and signage in veterinarian offices, doggie day-care centers, and animal-related retail stores will be required to educate pet owners and the general public about the requirement to register, the benefits of the registration program, and penalties for non-compliance. Follow-up via enforcement and collection actions will re-enforce the message that pets must be registered because, "It's the Law". Ongoing public messaging and enforcement actions will, over time, create a "culture of compliance." This will mean that the expectation among citizens is that pets must be registered and non-compliance damages the community as a whole and places an unfair burden on others.

Recommendation #5

Don't bifurcate and duplicate Animal Services in Portland and Multnomah County. Provide greater proximity and access to a modern animal shelter and animal services through a united city-county approach and partnership.

A County animal shelter: The shelter facility and related services are the most costly components of the crucial suite of animal services. Establishment of a bifurcated city/county shelter system would create duplication of expense and effort, and further localize a system that already suffers from lack of broader regional efficiencies and perspective. The County has history and experience in providing animal shelter services. In order to maximize efficiency and to avoid the waste and confusion of a bifurcated and duplicated system, it is advisable for the County to continue its role in shelter operations and management.

Centrally located: The existing Multnomah County Animal Shelter, located in Troutdale, is an aging, outdated facility that has poor public transportation access and is distant from most of the county's residents. The ideal shelter configuration would be comprised of a new, centrally-located main shelter established along the I-205 corridor. This area is recommended because it is outside of the impact zone for most natural hazards and there is access from a variety of different transportation modes. Satellite facilities could be phased in, over time, on the west side of the Willamette River (for intake and adoption) and in other strategic and high traffic areas (adoption only) throughout the county.

Innovative facility concept: Portland has several innovative models on which to base a new and centralized animal shelter concept. Portland's Eco-Trust Building, an anchor-tenanted facility in which organizations and businesses with compatible missions are co-located, provides a model that could serve to bring together a range of animal welfare organizations and animal retail businesses. The facility can also follow the model of many newer City facilities, such as police precincts, which

offer meeting room facilities that are open to the public as both a service and as a means of bringing the public into a closer relationship with the organization. Linkage with public transit system including MAX, bus, and bike trails could maximize accessibility options.

A partnership approach: The new facility can be a focal point for animal issues and services for City and County residents alike. Animal Services staff members, including those funded through the urban services fee and working exclusively in Portland, can be headquartered there. The viability of the facility will depend on a full partnership between the City and County, including development of the capital resources required for site acquisition and construction.

Recommendation #6

Build for the future by including strategic elements that will reduce problems and benefit both animals and humans in the long term.

Build a system now that reduces future problems and cost: Improved lost-and-found services, expanded adoption opportunities, spay-and-neuter services, patrol and nuisance/complaint response, and robust education, outreach and involvement are essential components of a credible, contemporary animal services program. –The City and the County should not contemplate entry into a new animal services program that does not include these essential elements. Numerous other jurisdictions, throughout the US and Canada, have shown that these elements are critical for increasing animal adoption rates, reducing the populations of feral cats and other unadoptable animals and creating a more educated and pet-responsible citizenry. Advancing these goals will reduce the number of euthanized animals and help to ensure that the quality of life for both humans and animals will be, not only maintained, but enhanced as the City and County grow and urbanize.

As a practical matter, the Taskforce has stopped short of recommending immediate elimination of euthanasia for healthy and treatable/manageable pets. However, these key system components, will position the City and County to make measurable steps toward that goal over a planned period of time.

Deploy a robust spay and neuter strategy: Reducing the breeding of dogs and cats in targeted households, and of feral cats, is the best approach to cost-effectively reduce animal control intake, nuisance and safety complaints, euthanasia, health risks, and the related costs. Attendees at the public workshops and task force members rated provision of spay neuter assistance as the #1 priority for expanded animal services. In the recommended plan (*See Appendix B of this report*) surgeries are targeted to most effectively reduce shelter intake by serving citizens on public assistance and those caring for stray, free-roaming, feral cats. Based on other communities' experience a sustained plan of this level could well reduce animal intake by 30% over five years. In addition, government participation in this prevention strategy can be the key to leverage the work of other non-profit organizations, the veterinary community and grant makers.

Inform, educate and engage the public: Examples from cities with leading edge and cost effective animal services programs, such as the City of Denver and City of Calgary, Canada, illustrate that public outreach and education are crucial to increased compliances with animal-related laws and ordinances, and volunteer participation. Communicating with the public, via neighborhood association meetings, direct mail, internet and podcast communication, and employing “unpaid” media attention, such as newspaper, radio and TV features and public service announcements are critical to establishing support and alignment with a new program and brand. In the long term, humane education in the schools, starting with early childhood education programs, is the best investment for reducing the costs and tragedies of animal overpopulation, abuse and neglect and for enhancing the urban environment for both pets and humans.

Recommendation #7**Establish a Citizen Advisory Committee (CAC) to guide and inform animal services provision.**

Engage citizens in program governance: A Citizen Advisory Committee should be chartered to guide, advise and provide a forum for this County-led but ultimately multi-jurisdictional program. The purpose of the CAC is to develop periodic strategic goals for the community, provide a sounding board for public ideas and concerns, act as ombudsman for animal issues in the community, provide integration and “voice” between the County, City, and other participating jurisdictions, and provide advice and counsel to the Executive Director of the Animal Services Program.

Launch with a time-limited Implementation Committee: The initial incarnation of the CAC should be a time-limited Implementation Committee, to advise the City and County on how to structure, fund, and phase in the Taskforce recommendations. Based on the experience and recommendations of this initial CAC, the longer-term advisory forum can be established.



APPENDIX A

Recommendations Detail and Expanded Discussion

RENEW AND “RE-BRAND” PET LICENSING AS AN INCENTIVIZED PET REGISTRATION PROGRAM THAT DELIVERS GOOD VALUE FOR THE PET AND PET OWNER

The existing licensing requirement is not held in high regard by the general public, and without a significant enforcement component the vast majority finds little incentive to comply. Only 14% of the total dog and cat pet population in Multnomah County is licensed, and licensing rates for pets such as rabbits and horses is far lower. This is unfortunate for more than financial reasons. Knowledge of pet populations and whereabouts is critical to public health management and emergency preparedness.

Research conducted by the Taskforce on programs in other cities illustrated that incentive-driven, value-added registration programs have a higher participation rate and that transformation to a new concept is doable. While the specific theme, framework and benefits will need to be determined through disciplined and professional market research, some key features of the program can be anticipated to include:

- ♦ Open access to registration that is user friendly and more widely available. The registration website must be modified to allow a first time registrant to input all necessary information, including input and verification of rabies vaccination information tag numbers so that the entire process is doable on-line. Increased incentives, doubling or tripling the current \$2 rate, could encourage veterinary offices, animal-related retail establishments, and community-based organizations such as neighborhood associations and scouting programs to serve as points of sale for pet registrations.
- ♦ Incentives that add value for pets and to human perception of the registration process. Such program elements could include:
 - Reduced cost of spay and neuter services.
 - Coupons from participating retailers for pet food, products or services that allow the purchaser to recapture the cost of the registration.
 - Enhanced services such as a “Free ride home” from the shelter for a lost pet, or linkage with the 911 system so that the presence of a pet in the home is noted at the time of a police, fire, or emergency call.¹
 - Links to funding or participation in community programs that benefit animals, so that the registration fee is, and is perceived as, part of being a good citizen and an advocate for animals.
- ♦ Required registration for all owned animals, e.g. rabbits, horses, pot-bellied pigs. Current licensing is tracked for dogs and cats only, with the rate of licensing for other owned animals practically non-existent. The registration process would apply to all owned animals within the county.
- ♦ Flexibility to address variables. The new program must avoid unintended consequences and have sufficient flexibility to address unique issues. For instance, the program could include a “household pet registration” so that all pets in a household would be covered under a single registration and fee, in order to address multiple pet households, and animal aid providers who provide humane services.

The “brand” will need to be characterized by a theme that is consistent throughout all elements of the registration program and process. Themes that have been suggested include “Public and Animal Safety and Preparedness” and “Most Animal Friendly City in America”. Professional marketing assistance will be required to select, design and implement the right brand strategy. The research must include a representative cross-section of the general population, and not be focused solely on pet owners. Outreach and marketing of the new brand will require a significant public outreach and media effort.

Recommendation

Based on these findings, the Taskforce recommends re-framing the current “licensing” program as an incentivized “registration” program that delivers value to the pet, pet owner, and community and ease of access to the registration process.

¹ Note that such service enhancements will need to be carefully crafted and have the support of participating agencies.

Budget and Funding

Program elements and costs are estimated below.

1-time	Initial brand marketing	\$100,000
Ongoing	Outreach Coordinator	50,000
	Researcher / Grant Writer	50,000
	Training Officer / Volunteer Coordinator	50,000
	Graphics and Materials Designer	<u>50,000</u>
	Total Anticipated annual ONGOING expenses	\$200,000

It is anticipated that initial brand marketing could be funded as a component of the overall capital outlay for the new City/County animal services approach. Ongoing costs would be funded via new registration fees. It is anticipated that added staff support in this function will contribute significantly to voluntary registration compliance.

Discussion detail submitted by the License Re-Branding Subgroup: Ron Morgan, Robert Simon, Kristine Phillips, Mike Oswald

URBAN SERVICES

The City of Portland and the entire Multnomah County area is growing and urbanizing, and experiencing increased demands for quality-of-urban-life services. Animal-related services needed to maintain quality of life for animals and humans in urban areas include:

- Safety intervention regarding dangerous dogs, health concerns, exotic pets, park-related users, etc.
- Leash/scoop compliance.
- Barking dog and other animal-related nuisance intervention.
- Emergency preparedness.
- Siting parameters for animal-related facilities such as animal day-care and boarding and breeding facilities.

Effective service delivery will require coordination with Neighborhood Associations, emergency response providers and emergency planning initiatives. City Planning will also have a role in appropriate siting of animal-related commercial enterprises such as “doggie day care”.

A range of tools will be necessary, including training and cross-training for compliance specialists, mobile noise meters, and specialized registration categories such as service dog registration. Community education on animal-related quality of life issues and compliance will be essential.

Recommendations

Initiate a program to phase in urban quality-of-life-related animal services. At the time of this report, these services are being contemplated within the Portland city limits only. Other jurisdictions within the county could add such services, and the commensurate fees to support the services, as warranted.

Future Focus Areas

A number of areas were explored for future inclusion in Animal Services with the overall objective of increasing community buy-in and ultimately a higher level of registration and fee collection.

1. Cross-training: Success of any enforcement measure is directly tied to timely response. Any more forward to include City-focused animal services will have the same limits on effectiveness that the Noise Control Office experienced before Chief Sizer’s staff were encouraged to be more active partners in Noise enforcement on a citywide level. Animal Services will need to rely on other partners such as Park’s rangers, Noise-zoning Enforcement, Portland Police officers, etc. This will take a bit of work to ensure that City Code correctly recognizes these partners as proper enforcement authorities. In some cases, as in the case of Portland Police, officers will simply forward reports in many cases, to Animal Services officers for moving the enforcement effort forward.
2. Educational Components: All agreed that this is possibly the most effective tool over time to build community buy-in for programs and fees. It is also the most challenging to acquire funding to properly support.
3. Neighborhood Association Coordination: Explore the most effective model to build on the safety and community concerns already a part of the dialog in each neighborhood association. Animal registration through neighborhood involvement will be more effectively seen as a community concern as it relates to day-to-day noise (barking) and safety issues, or more importantly as it relates to emergency preparedness through proper census and preparation for response to emergencies.
4. Planning Title 33 Staff: The large proliferation of City planners throughout the City bureaucracy can be tapped into for the goal of properly dealing with issues at the front end. There are concerns that can be mitigated in the siting and design phases for facilities and businesses, instead of the fiscally poor choice of waiting for enforcement after the business or facility is built.

5. Mobile Meters: Expand on the innovative program started by the Noise Control Office to use best available technology to resolve barking dog issues.

Budget and Funding

If the program is to be funded solely through registration-related fees, including an added “urban services” fee and enforced registration requirements for all animals, there will be a necessary phase-in period as fees and registration rates are increased.

The estimated cost of an adequately-staff program for urban animal services is projected to be \$750,000 annually.

Discussion detail submitted by the Urban Services Subgroup: Paul Van Orden, Hank Miggins, Mark Warrington,

URBAN ACCESS TO SHELTER SERVICES

A new and more accessible main shelter should be constructed in a central location and shared by all jurisdictions within the county. This is the best approach because it would:

- Respond to demand for more accessible shelter services.
- Build on the recommendations of the earlier studies.
- Be more efficient, in that it avoids duplication of services and costs.
- Provide the opportunity to create an “exemplary” facility.
- Enhance response time.
- Increase redemption rate.
- Enable the public to be more involved in programs and volunteer opportunities.
- Be more satisfactory to the public and more attractive to donors because it would be a new, clean, well-lighted, fresh air facility.
- Avoid confusion among the public about which shelter to use and, also, enable clear messaging about animal care and safety issues.
- Enable a continued tie-in with Public Health.

The timing is right to construct a new facility as the current shelter in Troutdale needs to be replaced. An assumption can be made that the county would continue to provide a stable base of funding via the County General Fund, with additional funds generated through increased pet registration.

Options for such a shelter facility include:

- a. A new, single, centrally-located full-service facility, which would be best located along the I-205 corridor to provide reasonable access in an area that is outside of critical natural disaster hazard zones. If the county continued to manage and operate the shelter facility, additional urban services could be provided by the county via an IGA, or the City could provide those services independently but still be co-located with the county at the facility.
- b. A new centrally-located full-service facility, with satellite facilities that would primarily offer adoption (primarily for cats), licensing and information services.
 1. Advantages of this approach include: Because of the smaller size of the facilities, satellites could be affordably located in high-traffic areas or as a small office within a larger animal-related retail facility. Modest staffing requirements could enable more convenient hours of operation. Satellites could be phased in subsequent to construction of the primary facility. Satellites might be operated in partnership with a non-profit organization.
- c. A new central full-service facility with satellite facilities for adoption AND a larger satellite that also offers intake located on Portland's west side.
 1. Advantages of this approach are the same as a “b”, with the addition of greater service accessibility for people on the west side of the Willamette.

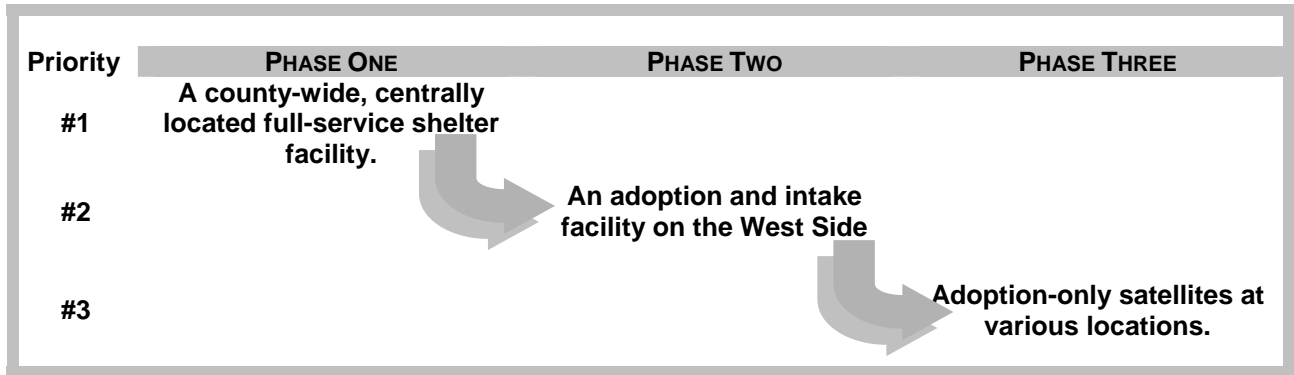
Criteria for a good location for a central shelter facility include a central location for all or most of the county population in a location that is not prone to disruption of services from earthquakes or other natural disasters, transit and vehicular access and adequate parking.

The model pioneered in Portland by the Eco-Trust Building could provide a good template for the shelter facility. This model contemplates other uses of the facility, e.g. office space for animal-related non-profit organizations, animal-related extension agency, animal-related retail and for-profit services, etc.

Shelter management and operations should remain in the hands of the county, with additional urban services that are only delivered in Portland funded via an IGA, because the shared facility would provide service county-wide, and the county has experience in providing shelter services.

Recommendations

Note that the priority ranking can be matched to the funding available, i.e. if only limited operational funding is available, do Priority #1 only, and as additional revenues develop, go on to Priority #2, etc.



Budget and Funding

Baseline shelter operations, under a county-wide model, could continue to be funded with the existing County General Fund contribution, augmented by increased collection of pet registrations. A large capital outlay would be necessary to acquire the property and construct a new shelter facility.

Discussion detail submitted by the Urban Access Subgroup: Lila Wickham, Robert Simon, Sharon Harmon, Susan Mently, Mike Oswald Kathleen Stokes, Jen Walker

SPAY AND NEUTER SERVICES

This recommends that the City of Portland, and Multnomah County (Pdx/MC) invest in a proactive strategy to reduce the breeding of dogs and cats in targeted households, and of feral cats, as a strategy to cost effectively reduce animal control intake, nuisance and safety complaints, and the related costs.

As a partner in the Animal Shelter Alliance of Portland (ASAP) initiative to reduce the greater four county metro euthanasia rate, Pdx/MC can leverage its investment to not only reduce future expense, but to take advantage of coalition contributions and grant opportunities. Because private veterinarians and NGOs would bear much of the cost of surgery, the leveraged community sterilizations that Pdx/MC would touch would be 23,043 over the full five year plan time period, at a cost to Pdx/MC of less than \$19 a surgery. Based on other communities' experience a sustained plan of this level, combined with the work of other organizations could well reduce animal intake by 30% over five years.

Target animals for sterilization	Pdx/MC Action
Targeted community outreach program for intact dogs/cats in homes of families on public assistance	Majority of Animal Service sterilizations (after adopted animals) for this audience. Also funds the \$10-\$20 co-pay for Pdx/MC residents that qualify for services at other providers.
Feral cats being fed and cared for by caretakers	Provide a \$10 co-pay to FCCO to quota in Pdx/MC
Pets belonging to the 'working poor' unable to afford private veterinary care	Some facility sterilizations for this group of residents only able to afford partially subsidized services.
All dogs and cats reclaimed as strays/impound	Institute stricter regulations for intact animals
All animals adopted to new homes	Continue neuter before adoption - base nor growth budgeted in this plan.

Related Recommendations

- Focus on increasing dog and cat sterilization rate in Portland/Multnomah County to address a range of animal control issues. Begin with targeted cat spays year one and expand to include dogs year two. Starting with a broad-scale cat sterilization program will set a foundation and provide learning to expand to service dogs.
- Focus on low income households to see the biggest impact from increased sterilizations.
- Offer a sustained pet sterilization program targeted at low-income households, for free or a small co-pay to help reduce animal shelter intake by an estimated 25-30% over five years.
- Support a feral cat strategy that works on attrition of existing populations through sterilization rather than impoundment. This involves several strategies outlined separately in the fuller plan. For spay neuter it encourages trap neuter vaccination release (TNVR) at a minimum sustained level of 1.25 per 1000 human population of surgeries within the Multnomah County/Portland boundaries on a sustained basis.
- Tie into a community education program encouraging pet owners to sterilize their pet before sexual maturity, and offering programs and services for those in financial need.
- Implementation could be supported through collaboration with the Animal Shelter Alliance of Portland (ASAP) and its Cat Spay 10K initiative. This alliance of ten organizations includes key partners for the Pdx/MC geography, Multnomah Animal Control (MCAS), the Feral Cat Coalition of Oregon (FCCO), Oregon Humane Society (OHS), and the Portland Veterinary Medical Association (PVMA). Dove Lewis, though not an ASAP member is also a key collaborator.

Budget and Funding

This plan recommends a long term commitment, piloted as a five year program.

During the five year pilot Pdx/MC would commit to directly fund an incremental average 800 -1000 surgeries a year at its own facility/ies. In addition, the city would fund citizen co-pays for the surgery for animals of people on public assistance for another 2800-3800 animals per year. Costs for surgeries and subsidy would cost an average of \$91K a year. From a public health standpoint, it is recommended that a rabies vaccine and license be provided for all dogs/cats sterilized for people on public assistance at no additional charge to the client. Additional capital investment is recommended to provide two transportation vehicles for the program over the five year program, and \$30K of annual program expense for marketing and administrative cost.

Total operating costs would average \$122K a year. Addition of the rabies vaccine and license for pets of those on public assistance adds an average of \$66K to the plan annually bringing the total to \$187K. \$90K in capital would be requested for two transportation vehicles(combined..

Revenue offset, Funding of the Program and Return on Investment

Funding for this program could come from the following:

- differential licensing revenue crediting the surcharge from licensing intact pets to this fund.
- a significant reduction in intake over time will contribute to reduced sheltering costs ,officer costs and service calls. Similar programs have seen a 24-30% decrease in shelter intake over the course of five years.
- a possible multi-year Maddies'grant forecast to offset over \$128K of total program costs over 5 years.
- It is possible that the planned surgery costs may be able to be outsourced at OHS at a lower cost than feasible to do in-house.

Budget for Pdx/MC portion of Project Year I

(See the attachment full forecast expenses and estimate details for Year 1 and Years 2-5)

Expenses

Surgeries and Subsidy Cost	\$66,400 *
Rabies vaccine, license, microchip (no charge to client)	\$51,000
Transportation Vehicle	\$45,000
Marketing/Admin costs	<u>\$30,000</u>
Total Year One Expense	\$192,400

*Surgery and subsidy costs rise to \$92,730 annually (current dollars) , and vaccine/license costs to \$50K when dogs are included in Years 2-5.

NOTE: As stated above, surgeries recommended are in addition to those already being done for animals adopted from animal control services.

Summary

The fuller plan is available for review by government decision makers and the implementation committee. It features data driven support for each strategy noted below, implementation details, and forecasting for Years 1-5 of the program.

Discussion Detail submitted by Taskforce member Joyce Briggs.

EDUCATION AND OUTREACH

The leading two methods for providing humane education currently are in-house (classes, camps, et cetera - often with a fee) and outreach (brought to classrooms, generally free of charge). Effective in-house humane education requires an accessible welcoming animal services facility with the ability to provide tours and classes. Outreach humane education requires transportation and the schools' willingness of schools to partner with the programs. A limited staff and a number of specially trained volunteers to run such programs is highly desirable although programs have been successfully operated with very limited staffing.

Either approach would require at least one full-time and two half-time positions, solely dedicated to humane education. Volunteers would be recruited and trained to do outreach in the school system. Translation services would also be needed for brochures and information sheets.

The most effective way to influence the attitudes of our community is to educate our children regarding the issues of responsible pet care. By instructing the youth of Portland about animal care and safety, we can not only teach the students but also have an avenue into the homes and minds of the citizens. Targeting youth groups with relevant pet-related information would reach many pet owners who do not currently provide spaying and neutering for pets, licensing, basic veterinary care, vaccinations, or proper pet ID.

Information must be provided on a re-branded registration system, easy means of access to registration and other animal services, and hardship waivers that are available as an option for households in need. An understanding of the benefits that meeting these levels of responsibility actually bring should result in a much higher rate of compliance.

Private, charter and public schools offer venues to reach a wide audience. State and government organizations offering public assistance are also ready-made partners. Offering humane education through health and welfare clinics, housing authorities and Head Start classrooms would create opportunities to share information with families that may need assistance to raise the level of care for their pets.

Local animal shelters traditionally have been the providers of humane education. These programs include pre-school (often Head Start) classes, covering basic care and compassion; middle-school classes, that use a more active learning style to explore concepts such as over-population, and high-school, where students can undertake service-learning projects related to animal welfare. A local at-risk youth program, Project Click, has gained national recognition for its work using positive- reinforcement training and the animal-human bond to change the life of teens from the Clark County Juvenile Court.

Neighborhood associations offer another way to bring these messages to adults. Public service broadcast announcements, community access cable TV, weekly animal news pages, and signage in and on buses are also affective approaches and would be an integral part of overall educational programs. Creating a public ethic that places a high value on responsible pet care, including spaying and neutering, not allowing pets to run at large, micro-chipping and registering pets, and providing basic health care and vaccinations would make Portland a leader in the nation on a new front. We would be a Humane City as well as a Green City.

Though there is an active education component in other services the Task Force has addressed (Marketing/Re-branding, Spay and Neuter, Enforcement), the education staff needs to work with these other departments, not for them, so they can focus primarily on their mission. A three-to-five-year timeline for roll out of the programs is likely. Research, as to the details of these programs and their specific target groups, would direct their creation and implementation.

Background Information

What is Humane Education?

To quote National Humane Education Society: “Humane education teaches people how to accept and fulfill their responsibility to companion animals (cats and dogs) and all forms of animal life. It explains the consequences of irresponsible behavior and encourages people to see the value of all living things.”

Legal grounds:

Oregon 336.067 Instruction in ethics and morality. (1) In public schools special emphasis shall be given to instruction in:

(c) Humane treatment of animals.

...The Superintendent of Public Instruction shall prepare an outline with suggestions which will best accomplish the purpose of this section, and shall incorporate the outline in the courses of study for all public schools. [Formerly 336.240; 1975 c.531 s.1; 1979 c.744 s.13; 1993 c.45 s.75]

Recommendation

To attain this goal, the Animal Services program would require at least one full-time and two half-time positions, solely dedicated to education. Volunteers would be recruited and trained to do outreach in the school system. Translation services would also be needed for brochures and information sheets.

Funding

Annual Budget (rough)

1 FTE Humane Educator: \$79,007 (Mid Range with benefits)

2 halftime Outreach Workers: \$66,392 (Mid Range with partial benefits each)

Other budget lines including continuing education for staff, mailing, equipment, et cetera: \$25,000 to \$45,500

Limited funding can be garnered through grants; however baseline support is required via stable funding sources, i.e. General Fund support or registration fees.

Discussion detail submitted by Taskforce member Jen Walker.

APPENDIX B

Financial Model and Projections

Revenue analysis and projections submitted by Taskforce member Thomas Lannom.
Cost information submitted by discussion leaders.

RESTORED SERVICES COSTS: START-UP AND ONGOING

A fee-based strategy builds revenues to a sustained level over time. Except where indicated, the following illustrates projects program features and costs in Year Five. Note that amounts referenced are county/program-wide.

Year One Start-Up Expenditures

Initial brand marketing	\$200,000
Collections system set-up and IT database integration	250,000
Transportation vehicle for Spay and Neuter program	45,000
TOTAL AS PROPOSED	\$495,000

Program Operations

Urban Services Officers		
Officers	8 FTE x \$93,750	\$750,000
	TOTAL	\$750,000

Additional Shelter Open Hours for Walk-In Service		
Open on Monday	1 FTE clerical x \$55,000 1 FTE animal care staff x \$60,000	\$115,000
Extend closing hours from 6pm to 7pm each day on current open schedule	1 FTE clerical x \$55,000	55,000
	TOTAL	\$170,000

Spay and Neuter Services*		
Surgeries and Subsidies		\$92,730
Rabies Vaccine, licensing, microchip (when at no cost to client)		51,000
Marketing, administration, cost to operate vehicle		50,000
	TOTAL	\$193,730

* Does not factor in possible Maddies subsidy for public assistance surgeries or savings resulting from the program.

Outreach, Education and Marketing: All Restored and Enhanced Programs		
Marketing Support	4 FTE x \$75,000	\$300,000
Training Officer and Volunteer Coordinator		
Humane Educator		
Outreach Coordinator		
Outreach Staff (2 PT)	2 PTE x \$33,000	66,000
Grant Writer	(Cost neutral)	
Marketing, Administration and Continuing Education for Staff		250,000
	TOTAL	\$616,000

TOTAL RESTORED AND ENHANCED SERVICES COSTS, YEAR FIVE **\$1,729,730**

TOTAL ADDITIONAL ANNUAL REVENUES, YEAR FIVE (See revenue projections) **1,779,574**

Balance after restored and/or enhanced services costs **\$49,844**

<Insert Excel spreadsheets>

APPENDIX C

Plans and Proposals that Illuminate Taskforce Recommendations

1. Spay and Neuter Service and Cost Analysis

Submitted by Taskforce Member Joyce Briggs

2. “PAWS” Proposal: A concept example for a rebranded animal services program

Submitted by Taskforce member Robert Simon