

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

RESOLUTION NO. 09-017

Accepting the City of Portland-Multnomah County Animal Services Taskforce Report and Creating a Joint City-County Animal Services Implementation Team

The Multnomah County Board of Commissioners Finds:

- a. The City of Portland contracts with Multnomah County, through an Intergovernmental Agreement, to provide animal services to the City.
- b. Multnomah County can no longer fund the level of animal services in the city that meets the growing expectations and demands from the citizens of Portland.
- c. On December 20, 2007, the Board directed the County Animal Services Division to convene a joint committee with the City's Bureau of Development Services, to study options for providing animal services in the city.
- d. The City-County Animal Services Taskforce was convened, met from March through November 2008, and delivered its final report to County Chair Ted Wheeler and City Commissioner Randy Leonard on December 16, 2008.

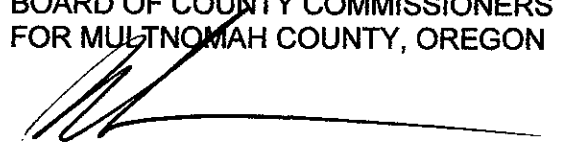
The Multnomah County Board of Commissioners Resolves:

1. The Board accepts the City-County Animal Services Taskforce report attached as Exhibits A-E.
2. The Board directs the County Animal Services Division to convene a joint Animal Services Implementation Team with the Portland Bureau of Development to design a plan to implement the proposals contained in the taskforce report.
3. The joint Animal Services Implementation Team shall report its findings to the Board no later than June 30, 2009.

ADOPTED this 12th day of February 2009.



BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON


Ted Wheeler, Chair

REVIEWED:

AGNES SOWLE, COUNTY ATTORNEY
FOR MULTNOMAH COUNTY, OREGON

By 
Bernadette D. Nunley, Assistant County Attorney

SUBMITTED BY:
Ted Wheeler, County Chair



City of Portland
and Multnomah County

Animal Services Taskforce

RECOMMENDATIONS FOR ANIMAL SERVICES

November 2008

City of Portland and Multnomah County
Animal Services Taskforce

RECOMMENDATIONS FOR ANIMAL SERVICES

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Taskforce Members

| | |
|------------------|-------------------|
| Joyce Briggs | Mike Oswald |
| Renee Dillon | Kristine Phillips |
| Sharon Harmon | Kathleen Stokes |
| Bryan Lally | Robert Simon |
| Thomas Lannom | Paul Van Orden |
| Phyllis Johanson | Lila Wickham |
| Hank Miggins | Jen Walker |
| Ron Morgan | Mark Warrington |

Representative from Commissioner Leonard's Office: Aaron Johnson
Representative from Chair Wheeler's Office: Johnell Bell
Taskforce Facilitator: Sue Dicile

City of Portland and Multnomah County
Animal Services Taskforce

RECOMMENDATIONS FOR ANIMAL SERVICES

November 2008



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 | 50,000 |
| 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:

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

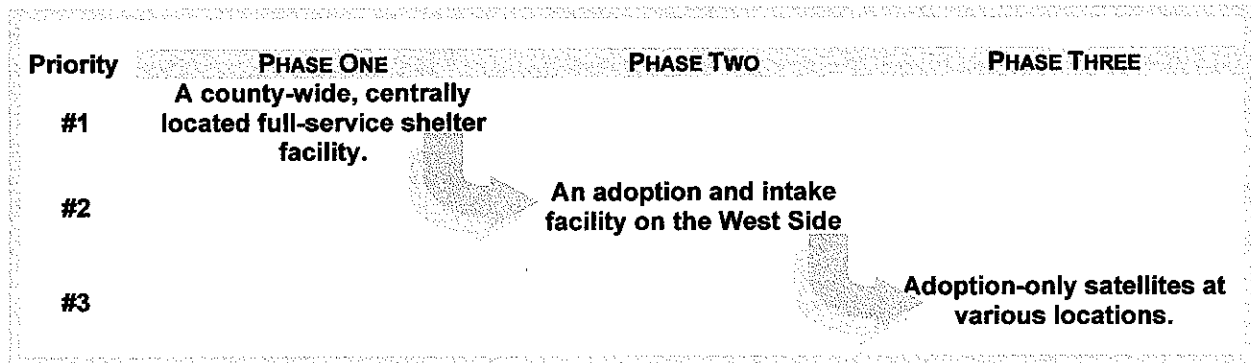
Criteria for a good location for a central shelter facility include a central location for all or most of the county population in a location that is not prone to disruption of services from earthquakes or other natural disasters, transit and vehicular access and adequate parking.

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 effective 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 | | |
| Training Officer and Volunteer Coordinator | 4 FTE x \$75,000 | |
| Humane Educator | | |
| Outreach Coordinator | | \$300,000 |
| 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>

6/30/08 & 6/30/09 Year Ended 6/30/2010 Year Ended 6/30/2011 Year Ended 6/30/2012 Year Ended 6/30/2013 Year Ended 6/30/2014

| | Current Fee/Collection Structure | Proposed Collection Structure - 1) Strong Collections (including Penalties) | | | | | Proposed Collection Structure - 1) Strong Collections (including Penalties) |
|--|----------------------------------|---|-------------|-------------|-------------|-------------|---|
| | | 136332 | 37% | 45% | 61349 | 136332 | |
| DOGS | | | | | | | |
| Estimated Number of Animals in Portland | 150073 * | 136332 | 37% | 45% | 61349 | 136332 | 136332 |
| Estimated Compliance Percentage | 23% | 28% | 37% | 45% | 61349 | 49% | 50% |
| Estimated Number of Licensed Animals in Portland | 34626 | 36173 | 50443 | 50443 | 50443 | 66803 | 68166 |
| Annual Standard License Fee Amount | \$18 | \$25 | \$25 | \$25 | \$25 | \$25 | \$25 |
| Number of Payors | 34626 | 36173 | 50443 | 50443 | 50443 | 66803 | 68166 |
| Total Fee Collected | \$623,208 | \$904,325 | \$1,261,075 | \$1,533,725 | \$1,533,725 | \$1,670,075 | \$1,704,150 |
| Additional Fee for Fertile Animal | \$12 | \$12 | \$12 | \$12 | \$12 | \$12 | \$12 |
| Number of Payors | 3889 | 4477 | 5916 | 7195 | 7834 | 7834 | 7834 |
| Total Fee Collected | \$44,208 | \$53,722 | \$70,888 | \$88,338 | \$88,338 | \$94,013 | \$95,831 |
| Urban Service Fee Amount | \$10 | \$10 | \$10 | \$10 | \$10 | \$10 | \$10 |
| Number of Payors | 0 | 38173 | 50443 | 50443 | 61349 | 66803 | 68166 |
| Total Fee Collected | \$0 | \$381,730 | \$504,430 | \$504,430 | \$613,490 | \$668,030 | \$681,660 |
| Estimated Annual Revenue (DOGS) | \$667,536 | \$1,386,777 | \$1,836,494 | \$2,233,853 | \$2,233,853 | \$2,432,118 | \$2,481,741 |
| CATS | | | | | | | |
| Estimated Number of Animals in Portland | 169152 * | 235978 | 235978 | 235978 | 235978 | 235978 | 235978 |
| Estimated Compliance Percentage | 10% | 11% | 13% | 14% | 14% | 15% | 15% |
| Estimated Number of Licensed Animals in Portland | 17436 | 25958 | 30677 | 33037 | 33037 | 35397 | 35397 |
| Annual Standard License Fee Amount | \$8 | \$10 | \$10 | \$10 | \$10 | \$10 | \$10 |
| Number of Payors | 17436 | 25958 | 30677 | 33037 | 33037 | 35397 | 35397 |
| Total Fee Collected | \$139,488 | \$259,580 | \$306,770 | \$330,370 | \$330,370 | \$353,970 | \$353,970 |
| Additional Fee for Fertile Animal | \$22 | \$22 | \$22 | \$22 | \$22 | \$22 | \$22 |
| Number of Payors | 869 | 807 | 718 | 773 | 828 | 828 | 828 |
| Total Fee Collected | \$12,518 | \$13,359 | \$15,787 | \$17,002 | \$17,002 | \$18,216 | \$18,216 |
| Urban Service Fee Amount | \$10 | \$10 | \$10 | \$10 | \$10 | \$10 | \$10 |
| Number of Payors | 0 | 25958 | 30677 | 33037 | 33037 | 35397 | 35397 |
| Total Fee Collected | \$0 | \$259,580 | \$306,770 | \$330,370 | \$330,370 | \$353,970 | \$353,970 |
| Estimated Annual Revenue (CATS) | \$152,006 | \$528,518 | \$628,327 | \$677,742 | \$677,742 | \$726,185 | \$726,185 |
| Total Estimated Annual Revenue (Cats and Dogs) | | | | | | | |
| Discount % (reflects senior and 3-year discounts, etc.) | 88% | \$1,922,285 | \$2,465,821 | \$2,911,295 | \$3,158,274 | \$3,207,887 | \$3,207,887 |
| As Adjusted | \$706,363 | \$1,656,828 | \$2,125,292 | \$2,509,245 | \$2,722,116 | \$2,784,887 | \$2,784,887 |
| Household 911 Fee | \$35 | \$35 | \$35 | \$35 | \$35 | \$35 | \$35 |
| Number of Payors | 0 | 5000 | 5000 | 5000 | 5000 | 5000 | 5000 |
| Total Fee Collected | \$0 | \$175,000 | \$175,000 | \$175,000 | \$175,000 | \$175,000 | \$175,000 |
| Total Estimated Annual Revenue (Cats/Dogs/Household) | \$706,363 | \$1,831,828 | \$2,300,292 | \$2,684,245 | \$2,897,116 | \$2,959,887 | \$2,959,887 |
| Estimated Administration Expenses | | | | | | | |
| Staffing Level (FTE) | 3.4 | 8.5 | 8.5 | 8.5 | 8.5 | 8.5 | 8.5 |
| Staffing Costs | \$203,800 | \$511,250 | \$511,250 | \$511,250 | \$511,250 | \$511,250 | \$511,250 |
| Other Costs | \$31,000 | \$177,500 | \$177,500 | \$177,500 | \$177,500 | \$177,500 | \$177,500 |
| One-time Costs | \$234,800 | \$868,750 | \$868,750 | \$868,750 | \$868,750 | \$868,750 | \$868,750 |
| Total Administration Expenses | \$471,563 | \$1,557,500 | \$1,557,500 | \$1,557,500 | \$1,557,500 | \$1,557,500 | \$1,557,500 |
| Net Revenue | \$471,563 | \$274,328 | \$274,328 | \$274,328 | \$274,328 | \$274,328 | \$274,328 |
| Current Revenue (under the current fee and collection structure) | \$471,563 | \$471,563 | \$471,563 | \$471,563 | \$471,563 | \$471,563 | \$471,563 |
| Increase in Net Revenue | \$0 | \$401,513 | \$1,139,979 | \$1,523,832 | \$1,736,803 | \$1,736,803 | \$1,736,803 |
| Restricted Funds (Urban Service Fee) | \$0 | \$841,310 ** | \$841,310 | \$841,310 | \$841,310 | \$841,310 | \$841,310 |
| Unrestricted Funds (for any purpose) | \$0 | -\$238,787 ** | \$328,778 | \$580,072 | \$714,803 | \$714,803 | \$714,803 |

** Based on the AVMA 2007 Market Research Statistics. The total number of Portland households (per 2005 census estimate) is multiplied by the AVMA estimate of the percentage of households that own dogs/cats. The estimated number of dog/cat owning households is then multiplied by the AVMA estimate of the number of dogs/cats owned per dog/cat owning household.

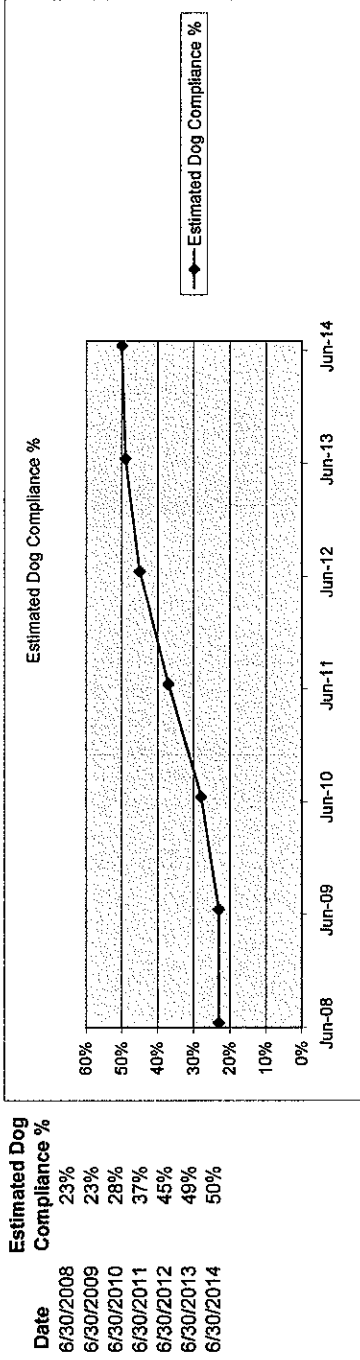
** Note: A portion of the Urban Service Fee may need to be contributed toward one-time costs and other administration expenses. This issue should be addressed in the implementation plan.

ANIMAL SERVICES TASK FORCE - REVENUE SUBCOMMITTEE - DRAFT - FOR
DISCUSSION PURPOSES ONLY

| |
|----------------------------------|
| COLLECTION EXPENSE DETAIL |
|----------------------------------|

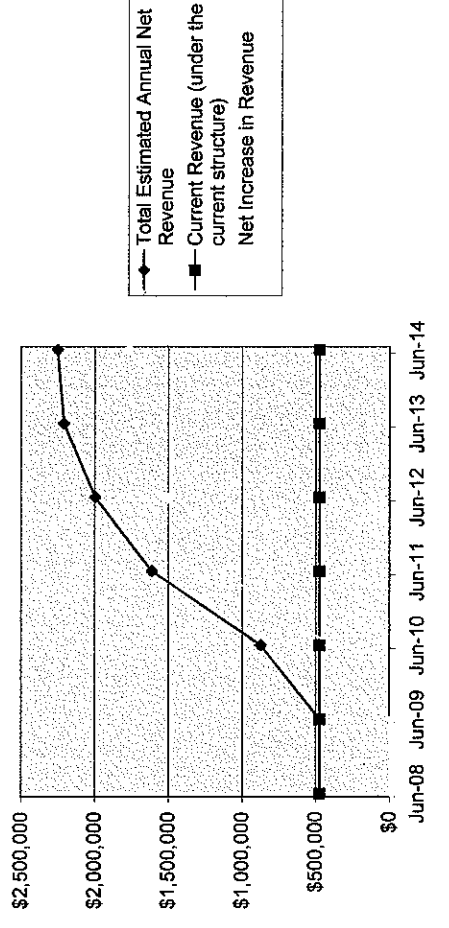
| | Proposed Collection Structure - 1) Strong Collections (Including Penalties) | One-time Administration Expenses |
|---|--|---|
| Estimated Administration Expenses | | |
| Staffing Level (FTE) | 8.5 | |
| Staffing Costs | \$511,250 | |
| Other Costs | \$177,500 | |
| Total Expenses | \$688,750 | |
| Detail | | |
| FTE Description | | |
| Supervisor | 1 | |
| Cost per FTE (including Benefits) | \$80,000 | |
| Total Cost | \$80,000 | |
| Revenue & Taxation Specialist II (Full-time) | 5 | |
| Cost per FTE (including Benefits) | \$57,500 | |
| Total Cost | \$287,500 | |
| Revenue & Taxation Specialist II (Seasonal) | 10 | |
| Cost per FTE (including Benefits) | \$57,500 | |
| Ajustment to reflect three-months/year | 25% | |
| Total Cost | \$143,750 | |
| Total Staffing Cost | \$511,250 | |
| Materials & Services per FTE ("Overhead") | \$15,000 | |
| Total Materials & Services | \$127,500 | |
| Postage and Printing | \$30,000 | \$120,000 |
| Supplies (pet tags, etc.) | \$10,000 | |
| Database Design & Maintenance | \$10,000 | \$150,000 |
| Total Other Costs | \$177,500 | |
| Total Estimated Annual Administration Expenses | \$688,750 | |

Estimated Dog Compliance %



Estimated Dog Compliance %

| Date | Estimated Dog Compliance % | Total Estimated Annual Net Revenue | Current Revenue (under the current structure) | Net Increase in Revenue |
|-----------|----------------------------|------------------------------------|---|-------------------------|
| 6/30/2008 | 23% | \$471,563 | \$471,563 | \$0 |
| 6/30/2009 | 23% | \$471,563 | \$471,563 | \$0 |
| 6/30/2010 | 28% | \$873,076 | \$471,563 | \$401,513 |
| 6/30/2011 | 37% | \$1,611,542 | \$471,563 | \$1,139,979 |
| 6/30/2012 | 45% | \$1,995,495 | \$471,563 | \$1,523,932 |
| 6/30/2013 | 49% | \$2,208,366 | \$471,563 | \$1,736,803 |
| 6/30/2014 | 50% | \$2,251,137 | \$471,563 | \$1,779,574 |



**ANIMAL SERVICES TASK FORCE - REVENUE SUBCOMMITTEE - DRAFT - FOR
DISCUSSION PURPOSES ONLY**

PET LICENSE INFORMATION

| Rank by Combined | City/County | Annual Dog fee | Annual Cat fee | Combined Fee | Estimated Dog Compliance Rate* |
|-----------------------------|---------------------|---------------------------|---------------------------|-------------------------|---|
| 1 | Minneapolis, MN | \$30.00 | \$30.00 | \$60.00 | |
| 2 | Spokane, WA | \$20.00 | \$15.00 | \$35.00 | |
| 3 | Seattle | \$20.00 | \$15.00 | \$35.00 | 28% |
| 4 | Tacoma, WA | \$20.00 | \$12.00 | \$32.00 | |
| 5 | Portland, OR | \$18.00 | \$8.00 | \$26.00 | 25% |
| 6 | Vancouver, WA | \$16.00 | \$10.00 | \$26.00 | 18% |
| 7 | San Francisco, CA | \$15.00 | \$11.00 | \$26.00 | |
| 8 | Sacramento | \$15.00 | \$10.00 | \$25.00 | 11% |
| 9 | Medford, OR | \$20.00 | \$2.00 | \$22.00 | 33% |
| 10 | Ashland, OR | \$20.00 | \$2.00 | \$22.00 | 33% |
| 11 | Las Vegas | \$10.00 | \$10.00 | \$20.00 | |
| 12 | Milwaukee, WI | \$10.00 | \$10.00 | \$20.00 | 10% |
| 13 | Charlotte, NC | \$10.00 | \$10.00 | \$20.00 | |
| 14 | Denver | \$10.00 | \$10.00 | \$20.00 | |
| 15 | Kansas City | \$10.00 | \$10.00 | \$20.00 | |
| 16 | Houston | \$10.00 | \$10.00 | \$20.00 | |
| 17 | Salem, OR | \$17.00 | \$0.00 | \$17.00 | 20% |
| 18 | Tucson, AZ | \$16.00 | \$0.00 | \$16.00 | |
| 19 | Cleveland | \$16.00 | \$0.00 | \$16.00 | 24% |
| 20 | Bend, OR | \$12.00 | \$4.00 | \$16.00 | 33% |
| 21 | Eugene, OR | \$15.00 | \$0.00 | \$15.00 | 16% |
| 22 | Fort Worth | \$7.00 | \$7.00 | \$14.00 | |
| 23 | Cincinnati | \$13.00 | \$0.00 | \$13.00 | 28% |
| 24 | Albuquerque | \$6.00 | \$6.00 | \$12.00 | |
| 25 | New Orleans, LA | \$4.00 | \$0.00 | \$4.00 | |
| 26 | Nashville, TN | \$0.00 | \$0.00 | \$0.00 | 43% |
| 27 | Oklahoma City, OK | \$0.00 | \$0.00 | \$0.00 | |

Source: Petdata.com and websites of local animal service agencies

*Based on: Number of licensed dogs (per agency contact), US Census population estimates, AVMA pet population calculator

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

**Spay Neuter Plan
Budget
Draft 10/28/08**

APPENDIX

YEARS 1 - 5 Forecast

Additional Costs to Add Complimentary Rabies Vaccination and Licensing for County Residents on Public Assistance

Multnomah County Proactive Spay Neuter Plan

| Sterilization Surgeries <i>(above baseline including Adopted Pets)</i> | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | TOTAL |
|---|------------------|------------------|------------------|------------------|------------------|-------------------|
| Public Assistance Outreach (# surgeries & \$20 Copays for Dog; \$10 for Cat) | 2528 | 3508 | 3508 | 3508 | 3508 | 16560 |
| Cats | 2528 | 2528 | 2528 | 2528 | 2528 | 12640 |
| Dogs | 0 | 980 | 980 | 980 | 980 | 3920 |
| Cost for Rabies Vaccination included with S/N @10 100% | \$ 25,280 | \$ 35,080 | \$ 35,080 | \$ 35,080 | \$ 35,080 | \$ 165,600 |
| Cost for License and Administration @10 and 100% | \$ 25,280 | \$ 35,080 | \$ 35,080 | \$ 35,080 | \$ 35,080 | \$ 165,600 |
| TOTAL PROGRAM COSTS | \$ 50,560 | \$ 70,160 | \$ 70,160 | \$ 70,160 | \$ 70,160 | \$ 331,200 |

==

| Animal Shelter Alliance of Portland (ASAP) | | | | | | | | | |
|--|---|-----------|-----------|-----------|------------|-----------|-----|----------------|-------------|
| Geographic Area - Definition of Portland Metro Area | | | | | | | | | |
| | | | | | | | | % of OR (2) | |
| | | Clackamas | Clark, WA | Multnomah | Washington | TOTAL | | | Portland(3) |
| A | Population (Est. 2006 from Portland State Population Center)) | 367,040 | 412,938 | 701,545 | 500,585 | 1,982,108 | 54% | 3,700,758 | 560,405 |
| B | Pop. Change 4/2000-7/2006 | 10.6% | 19.6% | 3.2% | 15.5% | | | 8.20% | 1.8% |
| C | Households (2005 - census information) | 128,201 | 127,208 | 299,975 | 169,162 | 724,546 | 54% | 1,333,723 | 237,307 |
| D | Median HH Income (2004) | \$ 53,150 | \$ 52,120 | \$ 42,334 | \$ 55,933 | | | \$ 42,568 | \$ 40,140 |
| E | Percent of persons below Poverty Line (2004) | 9.0% | 9.0% | 9.3% | 9.30% | 9.2% | | 12.90% | 13.1% |
| F | # of People living below Poverty Line (1) | 33,034 | 37,164 | 65,244 | 46,554 | 181,996 | 38% | 477,398 | 73,413 |
| G | Land Area in Square Miles (2000) | 1,868 | 628.22 | 453 | 723.75 | 3,673 | 4% | 95,996.79 | 134 |
| H | Persons per square mile (2000) | 181.2 | 549.7 | 1,518 | 615.1 | | | 35.6 | |
| I | Metropolitan or Micropolitan Statistical Area | #005 | PDX,Vanc. | #051 | #052 | | | | |
| J | Est. Number of Households with Dogs @ 37.2% (4) | 47,691 | 47,321 | 111,591 | 62,928 | 269,531 | 54% | 496,145 | 88,278 |
| K | Est. Number of Dogs @ 1.7 per HH (4) | 81,074 | 80,446 | 189,704 | 106,978 | 458,203 | 54% | 843,446 | 150,073 |
| M | Est. Number of Households with Cats @ 32.4% (4) | 41,537 | 41,215 | 97,192 | 54,808 | 234,753 | 54% | 432,126 | 76,887 |
| N | Est. Number of Cats @ 2.2 per HH (4) | 91,382 | 90,674 | 213,822 | 120,579 | 516,456 | 54% | 950,678 | 169,152 |
| O | Estimate Number of Feral Cats (5) | 20,104 | 19,948 | 47,041 | 26,527 | 113,620 | 54% | 209,149 | 37,214 |
| P | Total Dogs and Cats in Geographic Area | 192,560 | 191,068 | 450,567 | 254,084 | 1,088,280 | 54% | 2,003,273 | 356,439 |
| Q | Targeted (Shelter/Low income) Surgeries to Sustain over baseline | 1,835 | 2,055 | 3,508 | 2,503 | 9,911 | 54% | 18,504 | 2,802 |
| R | Targeted Feral Surgeries to Sustain over baseline | 459 | 516 | 877 | 626 | 2,478 | 54% | 4,626 | 701 |
| | Total (Shelter/Low income/Feral) Surgeries to Sustain over baseline | 2,294 | 2,581 | 4,385 | 3,129 | 12,388 | 54% | 23,130 | 3,503 |
| (1) People living below poverty line used 2004% of the 2006 Population | | | | | | | | | |
| (2) Since Clark County is Washington State, you can't really look at these four counties as a percentage of Oregon's totals, but this still seemed a useful measure. | | | | | | | | | |
| (3) Portland (city) population data older, Pop '03, Pop Chg. 4/00-7/03; HH, 2000; Median Income 1999; Percent of people below Pov. Line 1999; Land Area 2000 | | | | | | | | | |
| (4) Source: AVMA method of extrapolating based on 2007 U.S. Pet Ownership and Demographic Sourcebook. Does not include 'unowned cats' | | | | | | | | | |
| (5) Source: rough estimate based on Merritt Clifton's national proportion of feral cats to cats in HH data would be 46,000. Feral Cat Coalition estimates more like 100K or 22%. Using their estimate. | | | | | | | | | |
| (6) Source: Peter Marsh estimates that we need to sustain 5 targeted SPAYS per 1000 people not including Ferals | | | | | | | | | |
| (7) Source: Peter Marsh estimates 1.25 ferals need to be sterilized per 1000 people | | | | | | | | | |
| NOTE: I could find few resources defining the Portland Metro area, but WIKIPEDIA is obviously not including the entire other counties or Clark. | | | | | | | | | |
| The Portland metropolitan area is the urban area centered in northern Oregon (Multnomah County and parts of Washington, Yamhill, and Clackamas counties) | | | | | | | | | |
| land and southern Washington (Clark County). It is Oregon's largest urban center and the hub for trade, transportation, and business. Altogether it is about | | | | | | | | | |
| 550 to 600 sq. mi. of urbanized land area. | | | | | | | | | |
| en.wikipedia.org/wiki/Portland_metroplitan_area | | | | | | | | | |

ASAP (Animal Shelter Alliance of Portland) Area Spay Neuter Status and Needs
Based on 2006 Estimated Human Population

APPENDIX A2

| CATS | | Clackamas | Clark, WA | Multnomah | Washington | TOTAL | % of OR (2) | OREGON | Portland(3) |
|--|--|-----------|---------------------------|-----------|---|---------|---------------|-----------|-------------|
| Est. Number of Owned Cats (4) | | 91,382 | 90,674 | 299,975 | 120,579 | 516,456 | 54% | 950,678 | 169,152 |
| Estimate Number of Feral Cats (5) | | 20,104 | 19,948 | 65,995 | 26,527 | 113,620 | 54% | 209,149 | 37,214 |
| Estimate total Cats | | 111,486 | 110,622 | 365,970 | 147,106 | 630,077 | 54% | 1,159,827 | 206,366 |
| Existing Owned Cats Sterilized (86%) (A) | | 78,588 | 77,980 | 257,979 | 103,698 | 444,152 | 54% | 817,583 | 145,471 |
| Existing Feral Cats Sterilized (5%) | | 1,005 | 997 | 3,300 | 1,326 | 5,681 | 54% | 10,457 | 1,861 |
| Estimate total Sterilized Cats | | 79,593 | 78,977 | 261,278 | 105,024 | 449,834 | | 828,040 | 147,332 |
| Existing Owned Cats Intact (14%) | | 12,793 | 12,694 | 41,997 | 16,881 | 72,304 | 54% | 133,095 | 23,681 |
| Existing Feral Cats intact (95%) | | 19,099 | 18,951 | 62,695 | 25,201 | 107,939 | 54% | 198,692 | 35,353 |
| Estimate total intact Cats | | 31,892 | 31,645 | 104,691 | 42,082 | 180,243 | 54% | 331,787 | 59,034 |
| Owned cats replaced annually* (15%) | | 13,707 | 13,601 | 44,996 | 18,087 | 77,468 | | 142,602 | 25,373 |
| Surgeries annually (to 86% sterilized) | | 11,788 | 11,697 | 38,697 | 15,555 | 66,623 | | 122,637 | 21,821 |
| Targeted Low income Surgeries over baseline* | | 1,321 | 1,487 | 2,526 | 1,802 | 7,136 | | 13,323 | 2,017 |
| Targeted Feral Cat Surgeries** | | 468 | 516 | 877 | 643 | 2,479 | | 4,626 | 701 |
| Total Targeted Cat Surgeries | | 1,789 | 2,003 | 3,402 | 2,445 | 9,614 | | 17,949 | 2,718 |
| * 72% of Euth Cat in All combined but Clark County. Apply 5 per 1000 by 72%. | | | | | 3.6 per thousand people targeted surgeries. | | | | |
| ** 1.25 per 1000 people | | | | | | | | | |
| baseline includes S/N of shelter pets... | | | | | | | | | |
| For Numbered Footnotes see Appendix A1 | | | | | | | | | |
| (A) Association of Pet Products Manufacturer's study 2005/6 - data from 2004 | | | | | | | | | |
| DOGS | | Clackamas | Clark, WA | Multnomah | Washington | TOTAL | % of OR (2) | OREGON | Portland(3) |
| Est. Number of Owned Dogs @ 1.7 per HH(4) | | 81,074 | 80,446 | 189,704 | 106,978 | 458,203 | 54% | 843,446 | 150,073 |
| Existing Owned Dogs Sterilized (73%) (A) | | 59,184 | 58,726 | 138,484 | 78,094 | 334,488 | 54% | 615,716 | 109,553 |
| Households with Dogs @ 37.2% | | 47,691 | 47,321 | 111,591 | 62,928 | 269,531 | 54% | 496,145 | 88,278 |
| Existing Owned Dogs Intact (27%) | | 21,890 | 21,721 | 51,220 | 28,884 | 123,715 | 54% | 227,731 | 40,520 |
| Owned Dogs replaced annually* (15%) | | 12,161 | 12,067 | 28,456 | 16,047 | 68,730 | 54% | 126,517 | 22,511 |
| Surgeries annually (to 73% sterilized) | | 8,878 | 8,809 | 20,773 | 11,714 | 50,173 | 54% | 92,357 | 16,433 |
| Targeted Low income Surgeries over baseline* | | 642 | 723 | 982 | 876 | 3,469 | 54% | 6,476 | 785 |
| For Numbered Footnotes see Appendix A1 | | | | | | | | | |
| (A) Association of Pet Products Manufacturer's study 2005/6 - data from 2004 | | | | | | | | | |
| baseline includes S/N of shelter pets... | | | | | | | | | |
| | | | Total Community surgeries | | | 116,796 | 59 Baseline ? | | |
| | | | Per thousand population | | | | | | |

YEAR 1 - CATS ONLY (w/exception of Impound and RTO)

Multnomah County

| Sterilization Surgeries | Community Target (Multnomah Cty) | Community Target (Portland) | MCAS | OHS(D) | FCCO(B) | Dove Lewis (H) | Private Veterinarians (C) | TOTAL |
|---|----------------------------------|-----------------------------|------------|-----------|----------|----------------|---------------------------|------------|
| for Adopted Pets (A) (Dog/Cats) | | | | | | | | |
| Impounded and RTO pets (Dog/Cats) (I) | 200 | 150 | 200 | 0 | 0 | 0 | 0 | 200 |
| Below are Cats only | | | | | | | | |
| Public Assistance Outreach (total)(E) | 2,526 | 2,017 | 350 | 1,575 | 3 | 200 | 400 | 2,528 |
| Cats | 2,526 | 2,017 | 350 | 1,575 | 3 | 200 | 400 | 2,528 |
| Dogs | | | | | | | | |
| Working Poor (total) (G) | 2,526 | 2,017 | 200 | 2,075 | 0 | 50 | 203 | 2,528 |
| Cats | 2,526 | 2,017 | 200 | 2,075 | 0 | 50 | 203 | 2,528 |
| Dogs | | | | | | | | |
| Feral Cats (total) (F) | 877 | 701 | 50 | 0 | 825 | 0 | 0 | 875 |
| TOTAL SURGERIES PLANNED | 5,129 | 4,885 | 800 | 3,650 | 828 | 250 | 603 | 6,131 |
| Total Cat surgeries (I) | 5,989 | 4,780 | 660 | 3,650 | 828 | 250 | 603 | 5,991 |
| Total Dog Surgeries (I) | 140 | 105 | 140 | 0 | 0 | 0 | 0 | 140 |
| Costs for Pdx/MC - incurred directly or reimbursed to NGO's & veterinarians | | | | | | | | |
| Cost surgery @ ave. \$50 cat/\$75 dog at MCAS | \$ - | \$ - | \$ 43,500 | \$ - | \$ - | \$ - | \$ - | \$ 43,500 |
| Cost for \$10 co-pay for all on Public Assistance/Feral | \$ - | \$ - | \$ - | \$ 15,750 | \$ 8,280 | \$ 2,000 | \$ 4,000 | \$ 30,030 |
| Offset for average \$37 co-pay from Working Poor | \$ - | \$ - | \$ (7,400) | | | | | \$ (7,400) |
| TOTAL | \$ - | \$ - | \$ 36,100 | \$ 15,750 | \$ 8,280 | \$ 2,000 | \$ 4,000 | \$ 66,130 |
| TOTAL Surgeries subsidized in some way | | | 800 | 1,575 | 828 | 200 | 400 | 3,803 |
| POSSIBLE MADDIES SUBSIDY MCAS ONLY (Cat ave. \$55) | | | | | | | | |
| for Public Assistance surgeries | | | | | | | | |
| Abbreviations: | | | | | | | | |
| MCAS : Multnomah County Animal Services | | | | | | | | |
| OHS: Oregon Humane Society | | | | | | | | |
| FCCO: Feral Cat Coalition of Oregon | | | | | | | | |

POSSIBLE MADDIES SUBSIDY MCAS ONLY (Cat ave. \$55)

for Public Assistance surgeries

Abbreviations:

MCAS : Multnomah County Animal Services

OHS: Oregon Humane Society

FCCO: Feral Cat Coalition of Oregon

- (A) Neuter before adoption program sustained. Assumed x % growth but incremental growth not included in this budget.
 (B) FCCO data for 2007 entire Portland metro (ASAP - 4 county) area was 1678. This assumes achieving target rate with subsidy. Surplus anticipated.
 (C) Through existing Adoption programs or subsidized programs such as Oregon Spay/Neuter Fund. In criminal spurned by Maddies Fund dollars ?
 (D) OHS capable of 10K cat community cat surgeries - assume 50% for Multnomah County.
 (E) Assumes surgeries for \$0 targeted to those on federal or state assistance programs -with gov't picking up \$10 (cat) to \$20 (dog) co-pay.
 (F) Assumes 1.25 feral cat surgeries per 1000 human population.
 (G) Assumes we need to at least match total surgeries for the Working Poor population, as for the Medicaid at subsidized rates at the level of the Oregon Spay/Neuter Fund.
 (H) Assumes able to do twice a month surgery with 12.5 surgeries a day for 10 months a year.
 (I) Dog/Cat break assumes that 70% of the surgeries for impounded and RTO pets are for dogs.

YEAR 2 through 5 Forecast- DOGS and CATS

Multnomah County

| Sterilization Surgeries | Community Target (Multnomah Cty) | Community Target (Portland) | MCAS | OHS(D) | FCCO(B) | Dove Lewis (H) | Private Veterinarians (C) | TOTAL |
|---|-------------------------------------|--------------------------------|-------------|-----------|----------|----------------|---------------------------|-------------|
| for Adopted Pets (A) (Dog/Cats) | | | | | | | | |
| Impounded and RTO pets (Dog/Cats) (I) | 200 | 150 | 200 | 0 | 0 | 0 | 0 | 200 |
| Below are Cats only | | | | | | | | |
| Public Assistance outreach (total)(E) | 3,508 | 2,802 | 450 | 2,205 | 3 | 250 | 600 | 3,508 |
| Cats | 2,526 | 2,017 | 350 | 1,575 | 3 | 200 | 400 | 2,528 |
| Dogs | 982 | 785 | 100 | 630 | 0 | 50 | 200 | 980 |
| Working Poor (total) (G) | 3,508 | 2,802 | 300 | 2,705 | 0 | 100 | 403 | 3,508 |
| Cats | 2,526 | 2,017 | 200 | 2,075 | 0 | 50 | 203 | 2,528 |
| Dogs | 982 | 785 | 100 | 630 | 0 | 50 | 200 | 980 |
| Feral Cats (total) (F) | 877 | 701 | 50 | 0 | 825 | 0 | 0 | 875 |
| TOTAL SURGERIES PLANNED | 8,093 | 6,455 | 1,000 | 4,910 | 828 | 350 | 1,003 | 8,091 |
| Total Cat surgeries (I) | 5,989 | 4,780 | 660 | 3,650 | 828 | 250 | 603 | 5,991 |
| Total Dog Surgeries (I) | 2,104 | 1,675 | 340 | 1,260 | 0 | 100 | 400 | 2,100 |
| Costs for Pdx/MC - Incurred directly or reimbursed to NGO's & veterinarians | | | | | | | | |
| Cost surgery @ ave. \$50 cat/\$75 dog at MCAS | | | \$ 58,500 | | | | | \$ 58,500 |
| Cost for \$10/Cat \$20 Dog co-pay: Public Assistance/Feral | | | | \$ 28,350 | \$ 8,280 | \$ 3,000 | \$ 8,000 | \$ 47,630 |
| Offset for average \$37 cat/\$65 dog co-pay from Working Poor | | | \$ (13,400) | | | | | \$ (13,400) |
| TOTAL | \$ - | \$ - | \$ 45,100 | \$ 28,350 | \$ 8,280 | \$ 3,000 | \$ 8,000 | \$ 92,730 |
| TOTAL Surgeries subsidized in some way | | | 1,000 | 2,205 | 828 | 250 | 600 | 4883 |

Abbreviations:

MCAS : Multnomah County Animal Services

OHS: Oregon Humane Society

FCCO: Feral Cat Coalition of Oregon

POSSIBLE MADDIES SUBSIDY MCAS ONLY
for Public Assistance surgeries (Cat ave. \$55/Dog Ave. \$80)

- (A) Neuter before adoption program sustained. Assumed x % growth but incremental growth not included in this budget.
- (B) FCCO data for 2007 entire Portland metro (ASAP - 4 county) area was 1678 - Multnomah county portion estimated at 70% Minimum may be able to be exceeded.
- (C) Through existing Adoption programs or subsidized programs such as Oregon Spay/Neuter Fund. In cremental spurred by Maddies Fund dollars ?
- (D) OHS capable of 10K cat community cat surgeries - assume 50% for Multnomah County.
- (E) Assumes surgeries \$10/\$20 co-pay, targeted to those on federal or state assistance programs with City picking up the co-pay amt.
- (F) Assumes 1.25 feral cat surgeries per 1000 human population.
- (G) Assumes we need to at last match total surgeries for the Working Poor population, as for the Medicaid at subsidized rates at the level of the Oregon Spay/Neuter Fund.
- (H) Assumes able to do twice a month surgery with 17.5 surgeries a day for 10 months a year.
- (I) Dog/Cat break assumes that 70% of the surgeries for impounded and RTO pets are for dogs.

**Spay Neuter Plan
Budget
Draft 9/16/08**

YEARS 1 - 5 Forecast**Multnomah County Proactive Spay Neuter Plan**

| Sterilization Surgeries <i>(above baseline including Adopted Pets)</i> | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | TOTAL |
|---|---------------|---------------|---------------|---------------|---------------|--------------------|
| Impounded and RTO pets (Dog/Cats) | \$ 13,500 | 13,500 | 13,500 | 13,500 | 13,500 | \$ 67,500 |
| Public Assistance Outreach (surgeries & \$20 Copays for Dog; \$10 for Cat) | \$ 39,280 | \$ 64,380 | \$ 64,380 | \$ 64,380 | \$ 64,380 | \$ 296,800 |
| Cats | \$ 39,280 | \$ 39,280 | \$ 39,280 | \$ 39,280 | \$ 39,280 | \$ 196,400 |
| Dogs | - | 25,100 | 25,100 | 25,100 | 25,100 | \$ 100,400 |
| Working Poor (Surgeries minus offset Income) | \$ 2,600 | \$ 4,100 | \$ 4,100 | \$ 4,100 | \$ 4,100 | \$ 19,000 |
| Cats | \$ 2,600 | \$ 2,600 | \$ 2,600 | \$ 2,600 | \$ 2,600 | \$ 13,000 |
| Dogs | - | \$ 1,500 | \$ 1,500 | \$ 1,500 | \$ 1,500 | \$ 6,000 |
| Feral Cats (subsidy @\$10) | \$ 10,750 | \$ 10,750 | \$ 10,750 | \$ 10,750 | \$ 10,750 | \$ 10,750 |
| Sub-total Surgery and Subsidy Costs | \$ 66,130 | \$ 92,730 | \$ 92,730 | \$ 92,730 | \$ 92,730 | \$ 437,050 |
| TOTAL including 8 % inflation in Years 3-5 | \$ 66,130 | \$ 92,730 | \$ 100,148 | \$ 100,148 | \$ 100,148 | \$ 459,305 |
| Total Surgeries enabled | 3,803 | 4,810 | 4,810 | 4,810 | 4,810 | 23,043 |
| Transportation Vehicle (2 in five years) | \$ 45,000 | \$ - | \$ 45,000 | \$ - | \$ - | \$ 18.97 ave. cost |
| Program Marketing and Administrative Exp. | \$ 30,000 | \$ 30,000 | \$ 30,000 | \$ 30,000 | \$ 30,000 | \$ 150,000 |
| TOTAL PROGRAM COSTS | \$ 141,130 | \$ 122,730 | \$ 175,148 | \$ 130,148 | \$ 130,148 | \$ 699,305 |
| Possible Offset Maddies Grant | \$ 19,250 | \$ 27,250 | \$ 27,250 | \$ 27,250 | \$ 27,250 | \$ 128,250 |
| | \$ 121,880 | \$ 95,480 | \$ 147,898 | \$ 102,898 | \$ 102,898 | \$ 571,055 |
| | | | | | | \$24.63 ave. cost |



• Kava •

Boykin Spaniel, An All American Breed

MEMORANDUM

Robert S Simon
Post Office Box 820035
Sellwood Station
Portland, Oregon 97282-1035
503-417-8766 • 503-417-8767 (facsimile)

DATE: Tuesday, February 03, 2009

RE: Provision of Animal Welfare Services (PAWS) task force issues to consider as a part of the PAWS process.

Introduction

“Animal problems become people problems if left to their own devices” according to our most respected animal advocates. Animal problems are one of the several fundamental public safety concerns of modern urban living, and in our metropolitan area animal welfare is as high a priority for the citizens as their own respective personal safety. It is the exercise of leadership which brought Portland and Multnomah County into these discussions of a joint governance model for this metropolitan public safety concern.

As animals and people live in closer proximity and share more urban and suburban amenities that interface becomes a place of greater conflict. Leadership in conflict resolution requires the best possible use of non-sworn enforcement officers and mediators to identify potential conflicts, defuse actual conflicts, and provide a safe environment for all citizens whether or not animal owners. These enforcement efforts are a buffer between sworn law enforcement and they can be more effective and economical if properly implemented. Therefore, the innovative use of animal services and the private not for profit animal advocate partners is another field of “livable communities” in which Portland and the County can demonstrate regional and national leadership.

The PAWS charter is an example of leadership in the field of public safety through a holistic as summarized by the facilitator demands that the task force recommend levels of service (LOS), service priorities, and sustainable funding methods for continuity of service. This is the same series of objectives provided to the 2000 Multnomah County task force convened by Chair Bev Stein. The exception is that in this particular case the City of Portland has expressed interest in handling its own animal control in the absence of a county commitment to a higher level of service. Portland’s willingness is predicated on its ability to reach a self-funding level for animal safety services through fees, licenses, and

finances. The PAWS process is designed to revisit the 2000 Task Force recommendations, update those, and determine if new ideas are timely or necessary to reach the joint goals of a higher LOS and a higher level of self funding.

The Multnomah County Commission resolution 07-190 identifies that the County provides animal services within the City under an intergovernmental agreement, and the County does not have adequate funding to meet “growing expectations and demands from the citizens of Portland.” The mission of the task force according to the resolution is to “study feasible options for providing animal services in the city that protects the health, safety, and welfare of its citizens, and promote[s] neighborhood livability.” The introduction of the commissioners (both Hon. Randy Leonard and Hon. Ted Wheeler through his deputy Mr. Poe) stressed (1) Sustainable Funding, (2) LOS which can be purchased with this level of funding, and (3) Capital Facilities improvements which the funding can support through revenue bond measures (“CapEX”). Therefore, the distilled result of the political process leads to a necessary conclusion that the task force must focus on first revenue creation and second on spending that revenue on LOS in order of priority.

There is a first fundamental principal of “building the level of service for all citizens” which both the City and the County must embrace as a point of departure for the mission of PAWS. The urban service capability must become more robust and the ability to enforce the laws must become County-wide. All citizens benefit from the service whether they care for animals or not. In order to satisfy this growth in service principal the County must agree to a “No Net Loss” of funding to the Animal Services functions as revenue increases, and the City must agree to Animal Services as a County public service using the existing bureaucracy in most instances. In sum, if the City raises funds for enhanced LOS within the City limits, then the County may not reduce the General Fund support for Animal Services. There may be no net loss of resources and City raised funds must stay within the City LOS boundary.

There is a second fundamental principal of “County provided service” which the City and County must embrace as a point of departure for a successful reshaping of animal welfare services. The County must marshal all of the animal service expertise and infrastructure at the County administrative level rather than at a Balkanized municipal level, all the while using new revenue to focus service in the urban cores.

There is a third fundamental principal of “defuse problems at the earliest point” which the City and County must embrace as a guiding philosophy for a successful “service” component of animal welfare programs. If the entire system focuses on making the interface between animals and humans a conflict free environment, then the associated costs of escalation and confrontation can be avoided. Animal Service Officers are the interface between animal problems which can rapidly become people problems requiring law enforcement response. Much like Noise control or Park Rangers at the municipal level, the Animal Service Officers divert confrontation from the criminal justice response system (which is our most resource intensive governmental response system). Laws, education and training should focus on this role of harmonizing the animal-human urban interface.

In conclusion, this Report has Recommendations and Implementation Sections. The City and the County can choose to adopt this Report, including the Implementation Section, and move forward with adoption of the new approach to animal services. Failure to adopt the Implementation Sections reflects upon the political will to lead the community to an innovative approach to the provision of animal welfare services.

Innovation Strategies

► **Innovations in Urban Services:** The urban area where high population density per acre is a land use planning goal requires a complex and more intensive animal welfare service. The presence of animal safety officers at all hours in all neighborhoods is a strategic goal for the community in an effort to reduce tensions at the “people-animal” interface. The complexity of resolving animal safety issues in the urban environment requires many special skills (conflict resolution, force protection, language diversity) that are not a part of the traditional animal safety officer training and experience. The rural environment, presents its own and very different challenges, though typically ones for which officers are traditionally trained. Similarly, urban public safety officers (police, fire, EMS, Park Rangers, Code Enforcement) are not traditionally trained to address the safety needs of our animal companions. Animals are present in one half or more urban households but not one public safety officer has animal safety training. It is the very unique challenges of the urban environment which compel a multidisciplinary team approach to urban responses where animals are present, and it is the creation of such an approach which is the keystone of an effective urban service model.

Portland and Multnomah County are innovators in the multidisciplinary approach to animal safety. The Parks and Recreation Department, for the last five years, has been operating a pilot program in which a County employed, equipped and trained animal safety officer is seconded to the Public Safety Office within the Parks Department. That officer, whole equipped by the County is dispatched by the Parks Department. The officer is a 40 hour FTE and the personnel cost is paid by Parks while the support, equipment, training and benefits are provided by County. This pilot program matches the trained first responder animal safety officer to the Park Ranger and the people within the Department that need support at the people-animal interface. The structure is created by intergovernmental agreement (IGA) and the cost has been stable at \$60,000 -\$65,000 annually over the life of the IGA.

The innovation of the multidisciplinary team could be expanded to provide for animal safety officers seconded to police, fire, and Code Enforcement. The same model should be used which gives primary dispatch authority to the bureau which contracted for the service. The officers could be housed in the same downtown facility envisioned in the capital project section of this study. The funding for the officers should come from fees specifically dedicated to urban services. The goal of the program should be focused on supporting the diverse first responders who make up the urban public safety officers who are confronted with animals in the course of routine performance. That support should be (1) immediate, (2) 24/7/365, and (3) within one phone call. That support must be in the form of a fully equipped and trained animal safety officer.

Recommendations: Eight animal safety officers should be added to the City's urban service area through IGA with Police, Fire, Parks, and BES. The officers should be shared by the bureaus when not otherwise in use, and the officers should be combined with the existing 13 FTE officers to create 21 FTE first responders with at least one officer available through the swing shift. The funding for these positions should be "forward" funded by the bureaus, and then recouped from the urban service fees adopted in the fee schedule (discussed separately). The officers and equipment should be housed in the Central City Animal Community Center (as described in the Capital Projects section) along with transitional holding facilities for animals detained on shift. The animal safety officers should receive Public Safety Officer training at the law enforcement training facility in order to work smoothly with the urban public safety officers when confronting potentially hostile law enforcement challenges. Funding targets should include advanced training for animal safety officers assigned to the multidisciplinary teams.

► **Innovations in Participation:** The animal system is voluntary (much like the tax system) with the threat of enforcement for non-participants. The current system, in use for generations, does not couple a credible threat of enforcement in order to stimulate voluntary participation. A new approach is needed and PAWS offers some suggestions based on adding incentives to the tool box and restructuring the number and types of fees required. The system needs to be re-focused on incentives creating "privileges" for animal owners and a broader method of enforcement through a concept of "universal enforcement."

Existing Funding: Revenue is generated by (1) fees, (2) penalties, and (3) General Fund taxes receipts. There is a certain amount of revenue which is dedicated to particular areas or services, and that is not a significant consideration in this analysis. FY 07 had a budget of 4.1M with 29% of the program revenue generated from services and 71% from General Fund. The ultimate objective is to reach the "zero" general fund contribution level. There are approximately 700,000 residents in the County, with 172,335 dogs and 298,295 cats (based on rabies vaccine registrations) for a total of 470,630 animals known to reside in the service district. Only 62,536 were registered as of FY 2007. The remaining 408,094 animals remain non-compliant. As recently as 1999 there were County sponsored citizen workshops intended to address the funding issue for animal welfare services. It appears that the voluntary compliance model is not successful for this series of regulations.

Fee Size: In 1997 Ballot Measure 26-60 gave authority to the County to raise its fees. In 2002 the County raised license fees without a material change in voluntary compliance.

Effective 2002

| | | | |
|----------------|--------------|--------------|-------------|
| DOGS: Fertile: | 1 yr = \$30; | 2 yr = \$50; | 3 yr = \$65 |
| DOGS: s/n: | 1 yr = \$18 | 2 yr = \$26; | 3 yr = \$38 |
| CATS: Fertile: | 1 yr = \$30; | 2 yr = \$60; | 3 yr = \$90 |
| CATS: s/n: | 1 yr = \$8 | 2 yr = \$14; | 3 yr = \$19 |

Prior to 2002

| | | | |
|----------------|--------------|--------------|-------------|
| DOGS: Fertile: | 1 yr = \$25; | 2 yr = \$45; | 3 yr = \$60 |
| DOGS: s/n: | 1 yr = \$15 | 2 yr = \$23; | 3 yr = \$35 |
| CATS: Fertile: | 1 yr = \$30; | 2 yr = \$50; | 3 yr = \$65 |
| CATS: s/n: | 1 yr = \$8 | 2 yr = \$14; | 3 yr = \$19 |

The size of the fee per animal has not been evaluated recently for price resistance. The Riley Research Associates survey was compiled in July 2002 from 157 respondents in which the size of the fee was not the point of resistance to compliance. Convenience and the fear or lack of fear of enforcement are what accounted for the low license compliance rate.

Annual Registration: We need a reasonable annual registration fee. After much thought it appears that we should register all the animals (with few exceptions) and we should shift to an annual registration (dropping the three year option). Further, a registration system for all animals must be coupled with a generous incentive package which demonstrates the value to the registrant. The threat of a penalty through first collection then physical enforcement must also be credible, but it must be the most discrete part of the program. Animal Safety Service simply does not operate effectively in the roll of the heavy when so much of its success comes from the voluntary cooperation of people who love animals. Therefore, the incentives for a registrant should be the most well advertised aspect of the system, and the enforcement must be implicit through the greater public profile of officers and the greater public profile of the fee collection efforts.

The reasoning is based upon three basic premises; (1) Census, (2) Regularity, and (3) Revenue.

First, in order to prepare for the disaster we need a relatively current census of all the domesticated animals in the County. Whether they are cats or cows we need to have a general idea how many and where they are located. If we know, then we can plan for evacuations, rescues, care and kenneling of these animals with greater confidence. We can pre-position supplies and pre-designate sheltering facilities in areas based on the census. Also, vector control needs a reliable census in order to manage out breaks of disease such as avian flu or West Nile virus. A census will allow for rapid information to registrants (by e-mail or robo dial) of an outbreak or fire. Thus, a mandatory minimum registration fee should be adopted.

Second, the annual registration and renewal will allow us to establish a routine both for the owner and for the department through which we may keep the census up to date. There is less likely to be loss of registrants if they task is annual. The expansion of enforcement to a boarder array of service providers will also be enhanced since each year there will be a registration similar to an automobile and out dated licenses will not be useful nor a source of confusion for enforcement. Either the owner has a current license or they do not. Further, we should shift to a first of the year renewal cycle for ease of enforcement.

Third, the revenue source is one which would fund the operations of the department for this larger planning task so it is a user fee type charge. The switch to annual and first of the year registration will capture the revenue early and allow for yearend reductions or expansions of service based upon the collections. If all the money is due in the first quarter, then the budget is easier to manage for the year.

Registration is currently de-centralized. Livestock registration is handled in part by the Health Department and in part by Animal Services. (See Chapter 21 and Chapter 13). The code is murky and unclear. Centralized registration should be the strategic goal. The registration of all animals which includes livestock needs to be centralized either at Animal Services or at a private vender such as "Pet Point Animal Management System." (See Annex #) Microchips must be included in all animal registrations. Private vendor registration provides the advantage of a server which is off-site and thereby accessible during emergencies should the County server go down. The violations of registration rules must be made uniform through model ordinances. The hearing process for violations of the registration rules should be similarly centralized for uniformity of outcomes regardless of residency or income.

Fourth, there is an institutional resistance to creating registration incentives through special privileges on public lands even though such a system is the least cost to the City and County. These incentives would provide the highest yield for registration.

- Special Use Permits could be an immense source of income from users who want to use natural areas for special training or events (whether canine or equestrian). However, sometime entrenched departmental policies would need to be changed in order to advance any concept which would allow one user group to have a "special" privilege in a public park. For example canines to run off leash in City Natural Area parks (outside of existing "off leash" areas, and this group of users could be "managed" if there existed a permitted process to make such use lawful. Thus, a special use permit for dog training and water dogs, even if accompanied by K-9 Good Citizenship Training and a large fee, would require a policy rethinking by Parks. (See the Parks Policy on Natural Areas, Annex #).

Fifth, there are many registration incentives which are readily within the grasp of the service if the resources were allocated to solicit them. Private-Public partnerships with animal related vendors could be a source of income off-set for the cost of the registration programs.

- Safety related incentives for registrants include special notifications of a disaster through e-mail and robo-dial, inclusion on the 911 system to alert 1st responders of the presence of an animal in the home, and free rides home for lost pets.

- Coupons or sponsorship of the minimum required registration fee (\$10) should be available if the new FTE Public Outreach Officer were to solicit such support within the community. Matching grants for free or discounted micro-chips should be a part of the program incentives. Free or discounted spay and neuter service should be a part of the incentive package available to registrants.

Recommendations: We need to create a Registration System rather than a license system. The Permits must each offer both an incentive and a penalty for non compliance (enforcement is addressed elsewhere in this Report). The use of a license fee is a traditional form of fee for service. However, a different approach to the license concept needs to be adopted to transform the license into a true “fee for service” device.

It is apparent from the Leash-Law debates within Portland that there is little success in a “one size fits all” approach to the services people expect from animal safety services. People will run animals without regard for the law where there is a lack of enforcement and a lack of permission. We need an incentive based system which provides fee based access to users which allow for off leash, off trail, and other individual uses of the wild areas. Through coupling the desired uses to the special use permit system we can capture large revenue generating sources and resolve the illegal activities which occur when no permit mechanism is offered.

Further, there will be a greater level of compliance if we move from a license to a “permit” system in which various permit levels allow greater or specific animal services. Each animal, whether companion or livestock, must be “registered” with the County in order to insure it gets the level of service desired. The County already requires livestock registration in Chapter 21 and there is an implication in Chapter 13.308 but it is not a “requirement” but there is no fee for livestock registration. A new series of registrations should be offered to people and a list of proposed registration levels is attached as **Annex 6** to the Report.

In sum, we need to adopt registration as opposed to licensing, and Special Use Permits instead of unenforced rules. One size does not fit all in a compact urban environment. So, an innovative system needs to channel users into regulated opportunities rather than force users into ignoring the laws in order to fulfill the desired use.

► **Innovations in Fee Collections:** The City should enter into an IGA with the County and allow for the appropriate City department to collect the registration revenues both from the a link to the on line site as well as through the penalty enforcement process. The collection of fees must be more than voluntary since the compliance numbers indicate a very low participation rate under the historical voluntary system. The existing 12% voluntary licensing approach is not a successful revenue model and not reflective of any other government licensing program (based on the number of estimated dogs and cats as compared to the number of licenses). Oregon Public Broadcasting reports a participation rate of 18% of listeners being members of the voluntary organization. The comparison reflects a significant lack of success in penetration of the licensing program over the intervening years since 1974. The degree of compliance is directly related to the likelihood of enforcement. Therefore, revenue capture is a critical component of a successful self funding model based on fees whether rebranded as “permits” or kept as “licenses.”

Existing Methods. The existing methods for collecting work and should be retained as part of an expanded system.

- Reconciliation of Vaccine registration to licenses: MC is doing this in FY2008 and has increased collections by 20%. The method is to issue a license to the person for whom the vaccine was delivered along with an invoice. When the invoice is not paid, then a call by an Animal Service office staff member occurs, and ultimately a

collection agency is engaged to collect the base fee due plus any additional collection charges the agency can extract.

- Approximately 60 area vets issue licenses and make \$2 per license, and \$1 per renewal.
- On line registration and payment. An animal can be registered online for free and without vaccine proof for 60 days. The transaction is held open until the information is completed. This on line system is not the easiest to navigate nor is it designed to be used by hand held devices.

Recommendations: All members of the enforcement community must be authorized to cite violators of the animal codes. There needs to be a more global inclusion of the community in the animal service permit process rather than the reliance on a few staff members at headquarters to encourage each person to register the companion animals in his or her care. The City imposes penalties of its own through Chapter 13.05 of the City Code for those who fail to register but such violations are not available using the Uniform Citation system. (The City got out of the dog and cat registration business in 1993 through a repeal of its ordinances). Parks has its own penalty system in Chapter 20.12 for violations of Park rules but no companion process for citation of violators of the registration process. Park Rangers are not authorized to cite violators whose animals are unregistered (whether canine or equine). Bureau of Environmental Services has its own animal related enforcement (noise) and no authority to cite for an unregistered animal. Therefore, every interaction at the people-animal interface is essentially one in which the outcome is inconsistent and unpredictable due to a lack of universal enforcement of a single animal code.

There should be a separation of the animal service providers from the collection agents in order to increase collection. In much the same way we do not have police officers collecting the ticket bail when an infraction occurs we should separate the animal service officers from the collection of the registration fees for the animal service permits. While a person should always be allowed to register with animal services, when a violation or failure to pay is being pursued it should be done by a professional collector familiar with the laws for such collections and the artful dodges used by those few who dislike surrendering money to the government.

▪ **Open Access to Registration:** The registration process must be more user friendly and more widely available. The web site must be modified to allow a first time registrant to input a rabies vaccine tag number and then allow the computer to cross reference that number to a doctor reported vaccination. The various physical points of sale such as pet stores and doctor's offices need a more robust incentive in order to sell more registrations. There should be a tripling of the incentive from \$2 currently to \$6. The basic fee should be increased to prevent a loss of yield from registration fees. The Public Outreach Officer could enlist the Scouts and other private partners to encourage registrations through these increased incentives. Once there is a 'ground swell' of activists trying to register animals as if it were a voter registration drive, then the "culture of compliance" will begin to take hold. The more school aged children who participate in helping people register (in particular those potential registrants who are shut in or in homes for the aged) the greater the level of community involvement and the lower the level of governmental imposition.

- Universal Enforcement: Whether it is a police officer, park ranger, health inspector, code enforcement or traffic enforcement officer, there must be the power for any member of the City and County enforcement arms to issue a citation which brings a non-compliant person into the animal control system. Every official who possesses the right to issue a citation in whatever area of governance must be deputized to issue a citation for a violation of the animal. There should be an amendment to City code Chapter 13 which finds a violation for failure to comply with the County registration ordinance. It should be a separate violation. The City should keep its noise ordinance and the enforcement apparatus for the unique challenge of urban noise creation. This is a uniquely urban issue though unregistered animals should be something noise officers cite for, and the abuse of animals is something they should be trained to recognize and report. Union participation and modifications to the Uniform Citation program will need to be addressed as part of an implementation of this program.

- Citizen Cooperation: The whole community must be encouraged to support registration. One method is an online reporting mechanism for citizens who may be troubled by an animal issue or may see an animal code violation. The reporting should go to a dedicated person and then result in a referral to enforcement or investigation. However, it should be a citizen driven process.

- Contracted Collections: The City of Portland should be contracted for collections of the animal registration fees. A percentage of the collections by Portland should be dedicated to Portland based LOS, and a fee to the Bureau for collection should be recovered by Portland. All of the same tools which the City currently uses for collecting its license fee should be applied to the animal service fees including web based complaints. Additionally, all fines and penalties assessed by animal services should be collected in the same manner. There will need to remain discretion on the part of the Director of Animal Services to decide on waivers of fees and penalties, but the structure of the system will benefit from removing the service provider from the collection efforts.

- Contracted Census: The census of animals should be contracted to a private partner with an economic benefit from the number of registrants it brings into the system.

- Rental Housing Providers: Rental housing with pet friendly facilities must insure pets are licensed before renting to the tenant. City and County housing codes can create this requirement. However, it should not be required that renewal enforcement be monitored. In the case where an animal registration expires then we should notify the Landlord (using information on the registration form) and then the Landlord could issue a Notice for Cause Eviction which would compel the tenant to renew the registration of the animal. This provider list needs to include assisted living or any congregate care facility.

- Point of Service Providers: All licensed animal service provided must limit service to registered animals. Health and safety require that only registered animals be served in licensed facilities. City and County codes should impose these requirements with exceptions for non-profit organizations and for medical emergencies should be provided (strays or abandoned animals) in any ordinance. Service providers include all licensed animal service providers including medical providers, groomers, dog washes, kennels, day care, and breeders. Pet food stores though having business licenses are not an effective point of service provider to require to participate while clinics and grooming facilities inside such store are a good point of imposition.

▪ **Revised Fee Schedule:** The fee schedule must be revised to adopt both an annual registration process and a greater series of user fees in order to capture the cost on the community from the animals in its midst. (See Annex #). Simply by adopting an Urban Service Fee of \$15 per animal (assuming no net loss of the existing 52,000 registrants) the new revenue would equal (at 100% compliance) \$780,000 which is enough to fund 13 FTE officers. Similarly, a Household Animal Permit (one per household) at \$35 per household (assuming that of the 52,000 registrants there are 2 per household) would yield \$875,000 new dollars for animal safety programs. However, the Task Force revenue working group prepared a detailed analysis of both the increased revenue from dedicated collection combined with a slight increase in the sources of registration fees. (See Annex # for the Projections).

Innovations in Levels of Service: There needs to be a distinction between an “Urban Service” and a “Rural Service” response system. Time and again the less urban parts of the metropolitan whole are unenthusiastic about “subsidizing” the city dwellers. Thus, a new approach based on new urban expectations for a higher service level should be initiated through a fee which dedicates revenue to these urban levels of service.

There have been numerous historical efforts to identify LOS in any given era or decade. In 1917 Portland paid the Humane Society to handle stray dogs. In each generation subsequent some complaint about was made about animal safety services and some effort to address the complaint was forged. The LOS expected and the priority for LOS has changed with each such cycle.

Levels of service must be a multi-functioned approached with both human and capital resources which are trained and tailored to the service needs. People without facilities or facilities without people, and either without revenue makes for a dysfunctional system. Therefore, we need to consider a variety of new approaches.

More and better positioned FTE are required to lift the animal safety service out of the limb along mode and into an effective policy implementing mode. A new relationship between the first level of community organization (the neighborhood association) and the animal safety service community needs to be forged.

Recommendations: The Human capital needs to be elevated at the same time as the facilities to allow them to implement the plans for delivery of service. Fee for service will finance this effort.

♦ **Human Capital:** The City and County need to dedicate animal safety services officers to the urban service areas. The City should be covered in a precinct like basis, and the rural areas covered on a larger service district like basis. The staffing goals must be focused on having a metropolitan wide 24/7 coverage as well as 7/365 coverage of the headquarters shelter. The National Animal Control Association study suggests that a minimum staffing level for a region our size should be 30 enforcement officers. As the revenue grows there should be focus on filling these enforcement slots in conjunction with the development of supporting function staff. Officers should be crossed trained with Department of Public Safety Standards and Training (DPSST) certifications and with bonus pay to all FTE who obtain Federal Communications Commission license for short wave radio transmissions (a key emergency management skill set).

- Grant Writer/ Policy Coordinator: The Human Capital must include an elevation of the grant writer to a full time position with a mandate to participate out to our private non-profit partners (in exchange for a reimbursement if successful). We should use this position to leverage the grants which are only available to non-profits. We should then make available our facilities to help implement the grants as partners. The FTE should be dedicated to maintaining the message of the service (culture of compliance) and the look and feel of the animal service policies. The “message” should be coordinated system wide through this FTE.

- Out Reach Coordinator: The Human Capital must include an outreach coordinator and educator. Out Reach is on a professional level in this position. The FTE is charged with liaison duties to all departments of government and all service users. The role is to make certain that the service is meeting the ever changing needs within the community. Further, the FTE would work with the neighborhood associations, participate in NET training process, and assist the new governance body (recommended infra.,) among other duties.

- Education Officer: The most successful model programs use a dedicated education officer(s) to create a culture of compliance from the grade school level onward. This post should be occupied by an experienced youth educator who can create and maintain a curriculum, recruit and train volunteers. This person must partner with the schools to get public service programming into the schools to teach everyone the importance of treating animals with respect and knowing the laws. Models of these programs are implemented currently at the Oregon Humane Society and other non-profit private partners.

- Reserve/Cadet/Training Officer: The focus must be on a balanced approach to enforcement officers and leveraging our resources to train our advocate partners in rescue, control, and essential techniques of animal safety service. The reserve and cadet programs which the County had in past years should be returned as a force multiplier for the regular duty force. It is seldom that a single officer can safely handle a distressed animal. A second set of hands, volunteer and trained, should be available in normal and disaster times. These reserve officers also form a citizen backbone for the service through which the message (culture of compliance) can be spread. Further, a full time training officer should be added to both handle this program coordination and to make uniform the training of all reserve and regular FTE officers, as well as cross train shelter and front office personnel for emergency response. The area of animal welfare is constantly innovating. A dedicated trainer must be added to learn the innovative techniques and teach them to the service officers.

- Dedicated Urban Service Officers: The dedication of an urban service registration fee to the payment for urban service officers is a secure method of funding these additional FTE positions. (See prior discussion on urban service). At least 8 additional officers need to be added and dedicated to urban response under IGA to City agencies which most often have animal related issues.

- Elevation of Division to Department Level: The service needs to be raised to a first responder status within the County political hierarchy. The importance of the service to a more dense community, and the need to have a leadership which is dedicated to the service, argues in favor of the elevation of the service to Department level. The need to negotiate with City Bureau Chiefs on a regular basis as a part of the IGA on

urban service officers also argues in favor of elevating the division to a department. Further, the leadership role for the foreseeable future requires raising money to re-build the service and its capital project list. A Department leader would be principally occupied with this capital campaign. Therefore, the politics and the human resource needs of the service argue in favor of an elevation to Department status and the appointment of a Director who can advance the message (culture of compliance) to the community.

♦ **Community Capital:** There needs to be an effort to create a culture of compliance with the registration laws both because it is the right thing to do but also because it is the attractive thing to do.

▪ **Rebranding the Service:** The service should be re-branded to be the “Metropolitan Animal Safety Service.” The broader mandate and the focus on safety dispels the “dog catcher” image of the Service. Further, officers should have rank, badges and other indicia similar to those of police and fire first responders. Until such time as Animal Service officers have these same indicia they will continue to not gain first responder status within the community.

♦ The experience of Calgary and our own Task Force members reveals that the re-branding effort will require some professional assistance to design a public program which uses free media, and articulates the mission priorities of the service.

▪ **Re-Focusing the Message of the Service:** The service should refocus its message so that the community recognizes the benefits of the service and desires to become a part of the program. Examples of two messages were studied in the Task Force Rebranding working group, and the head of the Calgary program contributed the observation that the actual message can be best tailored through focus groups which seek to identify the message that resonates the loudest with the target audience. A similar experience was reported by the leadership of Oregon Humane and Dove Lewis (both of which underwent re-branding exercises).

♦ “Portland is the Most Pet Friendly City in America” – This message of service is an example of a message which might find resonance with the populations served. If a focus group study confirms the traction of this message, then the registration system can identify incentives to registration that are complementary to this message.

♦ “Safety, Security, Everyday” – This message of service is an example of core mission that the Task Force embraces in both the working group and the entire force level. The incentives for registration which readily follow this core mission include subsidized microchipping, spay and neuter, free ride home for lost animals, disaster response notifications, and private-public partnership retail coupons. All of these incentives (and more as identified in the Fee discussion) are intended to promote a culture of compliance through the use of incentives (matched with enforcement).

▪ **Recruiting Neighborhood Associations:** The service should be using its human resources to establish a physical presence in each of the 95 neighborhoods in Portland, and the equivalent in the County. There should be contact made to educate these community leaders about the mission of the service and then to establish a communication corridor for neighborhood specific animal safety concerns.

♦ **Capital Resources and Infrastructure:** There needs to be a Portland based facility for adoptions, lost & found, and basing of Portland response officers for 24/7 services. The Troutdale facility is the only realistic full sized shelter location within the practical matrix of decision making. There is no need for a 6th regional full service shelter.

▪ **Central City Animal Care Center:** A new Portland urban area animal care center must be part of any capital campaign. The "Central City Animal Community Center" should be designed on the Eco-Trust Building model for a multi-user facility. The center needs to be designed to flex for the needs of the LOS, and should be a resource for all of the animal advocates in the metropolitan area. The center should offer:

1. Headquarters of Central Animal Services Precinct with 24/7 Response teams and round the clock desk and phone coverage;
2. ICS for Animal Services in the event of a disaster with FEMA funded pre-positioned sheltering equipment for urban animal rescue and shelter;
3. Lost & Found 72 Hour holding for all animals in the City which are brought in by whomever;
4. Adoption Center for all animals currently using County Shelter, and for animals held by smaller (non-profit only) groups which register with the County and enter into use agreements with the animal care center;
5. Resource Center for all registered animal advocacy groups with meeting space, kennels, and surgical suites available for use through a programmed system which may be run by one of the non-profits.

The prior citizen task forces have all found a regional need for a feline transition shelter where stray animals can be held for not more than 3 days, cataloged and then transitioned if not recovered. The location, within Portland, should have modules which can be leased at reduced rates to a variety of animal service organizations. There should be shared facilities such as operating theaters, kennels, HIV quarantine, adoption rooms, and offices for programming.

▪ **Shelter Dream for East County at Troutdale:** The majority of County growth is occurring in East County for which the Troutdale location is reasonably well situated. The size of the land available, the existing infrastructure, and the conceptual designs already created for the Shelter Dream plans all are very suited to the Troutdale location. (See, **Annex ***) If the CCACC is built in tandem with the construction of the Shelter Dream full service facility, then both growth nexus are ensured animal service coverage. The considered opinion is that the Troutdale location has the zoning, land, and distance from the urban centers to allow for a large capacity full service program. The larger the facility the longer animals could be held and the more likely that adoption will occur instead of death.

The City and County should fully fund and implement the County's Shelter Dream Plan, using revenue bonds which use fee/fine revenue as the leveraged source of payment. The City should participate because it will received the CCACC, and the City is the user of 80% of the existing animal services resources. The increased enforcement will result in more animals in the shelter system so the modern and larger flex space envisioned in the Shelter Dream needs to become a reality. Spaces for livestock need to be programmed including spaces for isolation in the event of a vector control emergency (hoof & mouth, avian flu). The ability to flex to absorb disaster victims and to pre-position FEMA

emergency shelter equipment is essential to the Troutdale location. However, Troutdale is a true full service location which the urban core does not need and often does not desire.

- **Animal Cruelty Forensic Center:** The effective imposition of a law enforcement solution on animal cruelty cases comes from having the proper capital infrastructure to treat these cases as crimes. A lab, precinct, and holding facility for abused animals is an essential part of an effective program to criminalize the unethical treatment of animals. An expanded cadre of state certified officers is needed to grow the mission into a constant regional presence as opposed to the current crisis driven response.

The current organization of animal cruelty enforcement is disjointed. There is one County detective who works with animal safety services officers and performs the arrest functions which the officers may not perform. There is a state law enforcement certification requirement for arrest powers, and the certification institute in Monmouth only certifies where the law allows. The current state of the law has authorized the Oregon Humane Society to have its officers receive certification but, oddly, has deprived the county animal services officers of the same opportunities. Therefore, at least three different actors are involved in cruelty cases, and there is no centralized facility or training center which would allow for these actors to prosecute cases, maintain evidence, and segregate animal “witnesses” to particular crimes.

► **Innovations in Governance:**

- ♦ **Standing Joint Committee:** A permanent joint committee should be formed with City and County stakeholders in the animal welfare fields. The model for this effort is the Portland Noise Control Board. (See, Ordinance at **Annex ***).

The Metropolitan Animal Services Committee is a concept with both City and County appointed people who are the first stop for all things animal. The committee will develop periodic strategic goals for the community through public hearings and shall act as an ombudsman for animal issues within the community. In much the same manner as the periodic review of a comprehensive land use plan, this committee will recommend a regional series of goals, then policies designed to reach those goals. The “plans” will then be submitted to City and County elected officials for adoption. The committee will be a conduit for animal issues on many levels, and the work of the committee will allow the service providers to respond to the community’s priorities in LOS without the need for a crisis to stimulate a change in priorities.

Whether the issue is feral cats or loose dogs usually the substantive solution is found in a region wide action plan. There are 95 neighborhood associations in Portland in addition to the unincorporated Multnomah County and the other municipalities within the County. Using the Committee will allow each of these stakeholders a forum to express the priorities each identifies. The process will allow the Committee to track trends, and develop holistic action plans rather than mere crisis specific responses.

The Committee should also be designed to expand its membership. As municipalities in addition to Portland adopt the model ordinances and contribute to the system, then they should each obtain a seat on the Committee. Through a voluntary system it is possible to elevate animal services policies into regional goals matched to regional success. Therefore,

a permanent committee should be one innovation in governance the City and County pioneer.

♦ **Community Based Priorities for Levels of Service:**

The Community Nexus of the animal safety service program can be better focused if the Joint Standing Committee were complemented by the liaison of members of each City and County neighborhood association.

- **Community Leadership.** If each association or group were to add an animal safety position to the board of volunteers (much like the existing land use or public safety positions which are currently recommended by the organizers) then those board members could be included in both the online community that the Joint Standing Committee forms to review policy recommendations, but also to focus animal safety officers to specific neighborhoods to address neighborhood level concerns. The partnership of the government with the individual on the neighborhood level is an innovation in service, and provides a sense of responsiveness at the first level of community organization.

- **Community Open Access.** The service can better defuse conflicts at the human – animal interface if it adopts an open access policy to the registration data. Neighbors should be able to see if an animal is registered to a particular address, and registration numbers should be searchable for those animals which are recovered. The service should also allow for complaints to be made on-line or otherwise without attribution for those who desire it. The e-mail address of the Outreach Officer should be available and a policy of same day response should be adopted to customer care issues. Web cameras in the holding and kennel areas which show which animals are in residence should also be a part of the open access policy. People can see how well the animals are treated and look for a lost animal at the same time. Tours of the facilities and “ride alongs” by field officers should also be a part of the regular schedule for which people may sign up. All of these openness innovations should be adopted and implemented with the additional officers funded through the registration fees.

- **Urban Service Specific LOS.** The LOS desired in each City neighborhood is distinct to that particular community but the often the origin of the problems being addressed are found in regional mass.

The type of work performed by animal services is too numerous to list here but some basic concepts can be readily listed for the purpose of focusing the discussion.

- Rescue and Recovery of Animals
- Animal Health Regulation and Community Welfare
- License and Registration of Animals & Service Providers
- Anti-Social Animal Behavior Interventions
- First Responder Disaster Coordinator
- Animal Shelter and Adoption Services

The order in which these general categories are prioritized is ever changing . The history of animal safety services in Portland shows that in 1960 there was a leash law adopted, and in 1970's feral cats were the control priority. The killing of animals and the gross budget cuts of the 1980's resulted in a shift of priority to adoption services. Thus, even when

agreeing upon the LOS there is no fixed point of reference for the order of priority of the human resources of animal services. The strategic goal should be for the next four years (2008-12), and the focus should be on the top fundable LOS priorities.

Recommendations: The City and County should adopt ordinances to create a joint permanent committee to address animal welfare issues for the community and to make periodic recommendations to the elected officials of policy directions and resource allocations. Further, the objective for governance should be to focus on building a regional approach to animal welfare which is inclusive of the stakeholders and flexible to the changing needs of the community.

► **Portland's Position in the Community of Cities:**

There are other communities working with the same issue of decreasing real dollar budgets and increasing urban density. (See **Annex #11**). Each in turn is using the user fee approach to supplement general fund dollars. In none is the system funded only by user fees. None offer the systematic innovations found in this Task Force report nor the intergovernmental approach to this quality of life issue.

Implementation Measures

The Report recommendations need to be implemented by the adoption of ordinances and policies which in turn need to be drafted by teams skilled in this particular art. The public process is unlikely to find successful transition from Report to action without an equal emphasis on the implementation measures. The City and County should adopt resolutions creating an ad hoc committee to draft all of the necessary ordinances and policies for consideration by the City and County as well as the public. The committee will need a City and County attorney, staff from (1) Animal Services, (2) Parks & Rec, (3) Noise Control, and (4) Business Services. A public member from the task force should also be included in order to insure transparency of the process and fidelity to the Report.

Annex 1

Central City Animal Community Center (Insert Conceptual Plan)

Annex 2

Central City Animal Community Center Facility Criteria and Concept

Central City Animal Facility: A new Portland urban area animal care center must be part of any capital campaign. The "Central City Animal Community Center" should be designed on the Eco-Trust Building model for a multi-user facility. The center needs to be designed to flex for the needs of the LOS, and should be a resource for all of the animal advocates in the metropolitan area. The center should offer:

- Headquarters of Central Animal Services Precinct with 24/7 Response teams and round the clock desk and phone coverage;
- ICS for Animal Services in the event of a disaster with FEMA funded pre-positioned sheltering equipment for urban animal rescue and shelter;
- Lost & Found 72 Hour holding for all animals in the City which are brought in by whomever;
- Adoption Center for all animals currently using County Shelter, and for animals held by smaller (non-profit only) groups which register with the County and enter into use agreements with the animal care center;
- Resource Center for all registered animal advocacy groups with meeting space, kennels, and surgical suites available for use through a programmed system which may be run by one of the non-profits.

The prior citizen task forces have all found a regional need for a feline transition shelter where stray animals can be held for not more than 3 days, cataloged and then transitioned if not recovered. The location, within Portland, should have modules which can be leased at reduced rates to a variety of animal service organizations. There should be shared facilities such as operating theaters, kennels, HIV quarantine, adoption rooms, and offices for programming.

The CCACC should hold special low-cost vaccination and microchip clinics. Vaccinations for rabies, canine distemper/parvovirus (DHPP), feline "distemper" (FVRCP), canine bordatella ("kennel cough"), and feline leukemia. No appointments are necessary and there is no limit as to how many animals an individual can bring to the clinic. Microchips are also available and required. Anyone with a dog or cat can make an appointment for their pet at the CCACC. The non-profits who operate out of the CCACC can make the particular arrangements.

The location needs to be on transit and in the Central City or Near East Side. An existing building can be retrofitted at minimal cost for the service level.

Annex 3

Pet Food Deposit and Redemption System

A pet food container deposit. Each container or unit of pet food sold within the County is subject to a deposit in the same manner as the bottle deposit. However, the deposit is reclaimed by presenting only the UPC for the pet food container rather than the container itself. The same mechanisms which are already in place for bottles will serve for this other form of deposit. The UPC will act like a coupon and be redeemed in the same manner as a manufacturer's coupon. The annual surplus of unclaimed deposits will be provided to County as revenue. Compare this to the often discussed pet food tax has been a non-starter for 25 years. We have no other sales taxes so it would be a unique imposition. The loop holes for what is or is not "pet food" make it even harder to enforce. This is just not a practical avenue to explore.

A working group should be formed to study both the new state wide return system and to determine if such a deposit would work for pet food containers.

Annex 4
Calgary Model Enforcement
(Insert Calgary Ordinance Here)