



MEMORANDUM

To: Kurt Triplett

From: Cherie Harris, Chief of Police
Michael Ursino, Administrative Captain
Lorrie McKay, Intergovernmental Relations Manager

Date: October 10, 2016

Subject: Providing Animal Services Locally

RECOMMENDATION:

It is recommended that the City council receives a briefing and either requests more information or gives direction on whether the Kirkland Police Department should provide animal services locally, effective January 1, 2018. If the Council decides to provide animal services locally, it should direct that staff bring back a letter for approval at the next Council meeting notifying King County and partner cities of Kirkland's intent to withdraw when the current regional animal services contract is concluded.

BACKGROUND DISCUSSION:

At its October 4 study session, Council received a briefing on the 2018 Successor Interlocal Agreement (ILA) for the provision of regional animal services from Diane Carlson, King County Director of Regional Initiatives and Gene Mueller, Manager of King County Regional Animal Services (RASKC). King County's presentation included information on how regional services are currently delivered, an update on the ILA's Agreement in Principle, and information on how regional animal services have been provided in Kirkland. Contracting cities are expected to confirm their non-binding interest of whether or not to participate in the 2018 Successor ILA by December 31, 2016.

The City of Kirkland has participated under contract with King County for regional animal services since July 2009. Although the regional program has been cost-neutral for Kirkland since 2012, City staff have observed that if Kirkland were to provide animal services locally, it could efficiently provide a higher level of service to its residents and do so more cost effectively.

(See Attachment A for cost comparisons)

Animal Control and Community Policing

Animal Control is a traditional community policing function and approaching it as such can be beneficial to the residents and the City. This is in keeping with one of the goals identified in the draft Police Strategic Plan currently being reviewed by the Council. During the outreach phase of the Strategic Plan, the consultants heard a strong desire expressed by Councilmembers and community members for more proactive community engagement. Localizing the services of the Animal Control Officer (ACO) embodies community policing, allowing for better connections, better service, increased education and prevention of animal related problems. This will afford a new opportunity for partnerships between the department, residents and businesses.

Providing animal services locally to the City's residents requires the Kirkland Police Department to develop an animal services program that would include animal control, sheltering and licensing. Staff prepared a related service package request for the proposed 2017-2018 budget that includes one-time expenditures in 2017 to start-up the program, as well as ongoing expenditures. The one-time expenditures in 2017 include: \$50,000 for purchase of a vehicle; \$19,000 for software investments; \$11,000 for office set-up expenditures; and \$4,000 for personnel background investigations. While both sheltering services and licensing services would be contracted out to professional third-party service providers, the police department would provide 40 hours per week of animal control (field) service. Field services include, but would not be limited to: response to resident generated calls for service, owner-pet reunification, proactive patrol of parks and public areas to both educate and enforce, general enforcement, follow-up to license infractions, respond to requests for pet licenses, investigations, temporary sheltering, resource assistance in resolving conflicts with nuisance animals and wildlife, and community education & outreach.

Staff explored options for all three of the animal services that are currently provided by King County and have analyzed programs in other cities who employ Animal Control Officers. Of the 39 cities in King County, 14 do not participate in RASKC including the cities of Seattle, Federal Way, Renton, Auburn and Bothell. The City of Bothell separated service from RASKC in 2011. Since then, the Bothell Police Department has built a successful local program and has provided the Kirkland Police Department with an overview of its animal control services as well as its ACO policies and procedures. Further, Bothell's Police Department pledged support to Kirkland through field training.

Animal Control/Field Service

In order for the Police Department to have a fully functioning Animal Control Officer in place and ready to take over the program on January 1, 2018, the hiring process, procurement of equipment and training need to occur during 2017.

Kirkland's ACO will complete a three-month field training program that will include:

- The Washington State Animal Control Officer course offered through the Criminal Justice Training Commission.
- Field training and evaluation with Department field training officers.
- In-service cross-training with other ACO's in neighboring cities.

The initial staff proposal is that the ACO will be full-time and available 40 hours per week, Monday – Friday during regular business hours. The ACO will be the face of Animal Services in the Kirkland community and will be responsible for building relationships with regional & local animal related businesses and facilities (veterinarians, pet stores, animal rescues, etc.) to make the program a success. The ACO will work out of the Kirkland Justice Center (KJC) and would be under the supervision of the Administrative Division of the Police Department. Temporary sheltering would also be located at the KJC. In the event that the ACO is on vacation/sick, the Department is in discussions with the Bothell Police Department's ACO on formulating an ILA to respond in the case of an emergency. The program would also include a budget to contract for specialized services with public and private partners if necessary.

Animal Control/Field Services includes a myriad of tasks, including but not limited to:

- Enforcement of animal nuisance complaints and barking dogs
- Criminal Investigations to include; animal cruelty, animal bites, vicious dog complaints
- Pro-Active patrol of parks and the Cross Kirkland Corridor
- Reunification of animals with their owners and/or transport to shelter care

- Response to injured and deceased animals
- Resident education on licensing, care and animal behavior
- Resource for animal-related problems
- Response to stray animals and loose livestock
- Special hobby kennel license inspections
- Participation in City events to promote animal licensing and education

Initially, the Police Department expects to experience an increase in calls for field service over and above the 257 calls for service per year on average that King County currently responds to in the City of Kirkland. Residents generally have the expectation for a higher level of service from their local service provider, which was evident after the City's 2011 annexation and has been affirmed by Bothell's experience in providing animal services locally. Staff examined RASKC's delivery of animal services in its Control District 200, which includes the City of Kirkland, eight other cities and the northeastern portions of unincorporated King County. In the regional structure, one Animal Control Officer responds to over 1,400 calls for service per year. The City's Police Department is confident in the ability of a Kirkland ACO to respond to the anticipated increase in calls for field service. The Department intends to initially adopt King County's criteria for prioritizing calls (**Attachment B**) for service with a significantly improved response time.

High Priority (Priority 1 & 2) calls include those incidents that pose an emergent danger to the community, including:

- Emergent animal bite
- Emergent vicious marauding dog
- Emergent injured animal
- Police assist calls—(police officer on scene requesting assistance from an ACO)
- Emergent loose livestock or other loose or deceased animal that poses a potential danger to the community
- Emergent animal cruelty

Lower Priority (Priority 3, 4 & 5) calls are non-emergent requests for service that may be handled by the ACO in person or over the telephone and may include referral to other resources. Lower priority calls include, but are not limited to:

- Stray dog/cat/other confined
- Deceased animal
- Patrol request – (ACO requested to patrol a specific area due to possible code violations)
- Vicious not in progress
- Cruelty welfare check
- Animal bite
- Barking or noise complaints
- Notices of violation (leash law)
- Trespass investigations
- Illegal kennel
- Trap request
- Female animal in season

City staff analyzed RASKC's monthly ACO reports on animal control activity in Kirkland over the past three years and identified roughly 27 areas of specific ACO response (**Attachment C**). The data show that on average, four of the 27 activities generated over half of calls for field service in Kirkland. They are:

1. Stray Animal - Confined, with an average of 63 calls per year, representing 21% of the calls for service.
2. Deceased Animal (DOA) calls averaged 41 per year (14%)
3. Stray Animal – Patrol Request calls averaged 33 per year (11%)
4. Vicious Not in Progress calls averaged 29 per year (10%)

Importantly, on average 20 of the 63 stray animal - confined calls were either “cancelled by dispatch” or they were “gone on arrival.” Similarly, 22 of the 33 stray – patrol request’ calls were “gone on arrival.”

Three other activities generated more than five percent (but less than 10%) of the calls for services. They are:

1. Barking or Noise Complaint calls averaged 20 per year (7%)
2. Cruelty Welfare Check calls averaged 20 per year (7%)
3. Animal Bite calls averaged 19 per year (6%)

Animal Sheltering

Staff has reached out to both the Progressive Animal Welfare Society (PAWS) and the Everett Animal Shelter to determine if these facilities have the capacity to provide the City of Kirkland’s shelter needs. Both organizations have indicated that they are interested and can provide sheltering for additional animals. Both charge a flat rate for each animal intake. PAWS charges \$185 per animal and Everett charges \$175 per animal. PAWS also has a \$20 charge per day for animals that must stay in the shelter beyond a ten-day period due to custody and/or court cases.

Temporary kenneling is necessary for a successful animal services program. Holding and caring for an animal until an owner can respond to pick up their pet is a service that King County does not currently provide. Having the ability to offer this level of service is important for the City’s pet-owners and can reduce the cost of sheltering at a contracted facility. The City of Bothell maintains temporary kennel on-site and if needed, also has agreements in place with local facilities to temporarily house animals. Kirkland’s program would model this approach as well. Staff has included \$10,000 for contracting for specialty services in the service package request for the proposed 2017-2018 budget.

Pet Licensing

Staff has explored the potential of contracting pet license processing and renewal services with PetData, a private company that provides this service to other cities in Washington and in other states across the country. PetData’s license application and renewal process is an easy online process for pet owners. The City of Bothell’s Administrative division maintain some physical license tags at City Hall in order to serve walk-in requests for pet licenses (mostly senior residents). PetData maintains the licensing information on pets and their owners for future renewals. The company issues two renewal notices to licensed pet owners annually. PetData also provide a list of past-due license renewals to the City for additional follow-up. Follow-up contact from the City would be conducted via robo-calls as it is currently done, or by the ACO. This process, combined with implementing a robust marketing plan and continuing neighborhood pet license canvassing efforts is expected to generate enough pet license revenue to cover the program’s costs each year. PetData’s professional services eliminate the City’s need for any additional FTE’s to administer the pet license processing portion of the local program.

Marketing and Education

Since 2013, the number of pets licensed in Kirkland has increased each year, due in part to the City's implementation of its pet license marketing plan and King County's license support work through educational canvassing in the City's neighborhoods. King County's canvassing efforts have been implemented using temporary seasonal hires.

Nationally, the American Veterinary Medical Association (AVMA) estimates that 36.5% of households own dogs and 30.4% own cats. To estimate the number of pet-owning households in the City of Kirkland, the AVMA's formula multiplies the total number of households in Kirkland by the AVMA's national percentages of households that own pets. In its April 1, 2016 estimates, the Forecasting and Research Division of the Washington State Office of Financial Management estimates a total of 38,017 housing units (households) in the City of Kirkland.

Using the AVMA's formula for estimating Kirkland's pet population in Kirkland:

- Dogs: (.365) multiplied by the total number of households (38,017) = 13,876 dogs
- Cats: (.304) multiplied by the total number of households (38,017) = 11,557 cats

Of its estimated 25,433 owned dogs and cats, Kirkland has licensed 10,054 (39.5%) of this pet population. Staff recommend continuing both the marketing efforts and the neighborhood canvassing efforts so that pet license sales and renewals remain strong. To continue these efforts, the City's cost model includes \$20,000 of ongoing funding, nearly double what is currently invested through RASK.

Summary

After thoughtful consideration and analysis by the City Manager's Office and the Police Department, staff have concluded that the Police Department can provide a high the level of animal control service to the Kirkland community through a full-time City of Kirkland Animal Control Office. Further, humane shelter care service can be accomplished through reputable third-party shelter providers with low euthanasia rates. There are details still to be worked out, but should the Council choose to provide animal services locally, Kirkland staff are ready to implement the program.

Attachment A: Region and Local Program Cost Comparison

Attachment B: RASKC's Criteria for Prioritizing Calls for Field Services

Attachment C: Analysis of 2013-2014-2015 ACO Activity in Kirkland

**Regional and Local
Animal Services Cost Comparisons**
(Control, Sheltering, Licensing)

Regional: At its October 4, 2016 study session, representatives of Regional Animal Services of King County (RASKC) presented the Kirkland City Council with an estimated \$270,800 in cost for its proportional share and use of the regional animal services program in 2018 (attached). RASKC's cost allocation model is based on each jurisdiction's population (20%) and system use (80%).

RASKC's Control/Field Services costs are shared by the 3 geographic Control Districts, with 25% allocated each to Districts 200 and 220 and 50% allocated to District 500. Each Contracting Party located within a Control District is allocated a share of Control District costs based 80% on the Party's relative share of total Calls for Service within the Control District and 20% on its relative share of total population within the Control District. RASKC's Shelter Services costs are allocated among all Contracting Parties based 20% on their relative population and 80% on the total shelter intake of animals attributable to each Contracting Party, except that Cities contracting for shelter services with PAWS pay only a population-based charge. Licensing Services costs are allocated among all Contracting Parties based 20% on their relative population and 80% on the number of licenses issued to residents of each Contracting Party.

Applying an average to the past three years of regional service, RASKC estimates Kirkland's program cost in 2018 will be \$270,800.

1. Animal Control/Field – An average of 257 calls for control service per year (\$94,900)
2. Animal Sheltering – An average of 96 animal intakes per year (\$108,400)
3. Pet Licensing – An average of 9,316 pet licenses sold per year (\$67,500)

Local: For the City of Kirkland to provide animal services to its residents, staff estimates the program's ongoing costs would be \$208,538. Staff estimates \$84,000 in one-time start-up costs in 2017. The City's Police Department would provide salary and benefits for an Animal Control Officer at 40 hours per week to respond to calls for animal control and related field issues. Animal sheltering services would be contracted out to a humane service provider such as PAWS, which charges a flat rate of \$185 per animal intake. Pet license processing would also be contracted out to a professional vendor such as PetData, which charges \$4.10 per license for processing and renewal. Staff recommend the City continue to efforts to market and promote pet license sales.

1. Animal Control/Field – Salary and benefits for a full-time KPD Animal Control Officer (\$97,583)
2. Animal Sheltering – 96 animal intakes at \$185 each animal intake (\$17,760)
3. Pet Licensing – 9,316 pet licenses at \$4.10 each license (\$38,195)
4. Marketing Pet Licenses – Promotional efforts and neighborhood educational canvassing (\$20,000)
5. Vehicle O&M, Various Operating Supplies and Contracts for Specialty Services (\$35,000)

Regional and Local Animal Services Cost Comparisons

	Control/Field (257 Service Calls)	Sheltering (96 Animal Intakes)	Licensing (9,316 Licenses Sold)	Ongoing Vehicle O&M, Operating Supplies, and Contracts	Total Cost
RASKC	\$94,900 <small>\$21,900 pop \$73,000 use</small>	\$108,400 <small>\$50,100 pop \$58,300 use</small>	\$67,500 <small>\$12,000 pop \$55,500 use</small>		\$270,800
Kirkland	\$97,583 [^]	\$17,760	\$58,195*	\$35,000	\$208,538

[^] City's ACO total shown includes salary, benefits and internal services rates

* City's Licensing total shown includes \$20,000 for pet license marketing & promotions.

Projected Pet License Revenue

	License Revenue	Program Cost	Net Cost / Excess Revenue
RASKC	\$284,300	\$270,800	\$13,500
Kirkland	\$284,300	\$208,538	\$75,762

Regional Animal Services of King County
2018 Inter-local Agreement

City of Kirkland – 2018 model

Service	3 year Average (2013-2015)	Expense/Revenue
Field		
Population	85K (22% of district)	\$21,900
Usage	257 (19% of district)	\$73,000
Shelter		
Population	85K (8.2% of total)	\$50,100
Usage	96 (2.4% of total)	\$58,300
Licensing		
Population	85K (8.2% of total)	\$12,000
Usage	9316 (9.6% of total)	\$55,500
Total		\$270,800
Pet License Revenue		\$284,300
Net cost		\$13,460 excess

Animal Control (Field) Service Priorities***Priority 1** – Immediate: Threat to Life, Health Safety of Humans

- a. Serious animal biting
 - i. Severe bite (disfiguring or worse)
 - ii. Vicious in progress

Priority 2 – Immediate: Threat to Life Health Safety of Animals

- a. Animal Cruelty Abuse
- b. Injured Animal
- c. Vicious marauding (killing domestic animals)

Priority 3 – Urgent: Potential Threat to Life, Health and Safety of Humans or Animals

- a. Vicious not in progress
 - i. Animal posing potential threat
- b. Rescue stray confined
- c. Loose livestock
- d. Injured animal
- e. Cruelty neglect

Priority 4 – Non-emergency: Response goal 24 hours or less

- a. Animal bite – not severe
- b. Supervisor discretion call to scene
- c. DOA Large animal/livestock
- d. Stray dog or cat confined

Priority 5 – Non-emergency: Response goal 2-3 days

- a. Nuisance
 - i. Barking
 - ii. Trespass
 - iii. Leash Law Violation
 - iv. Illegal Kennel
- b. Notice and Order Inspection
- c. Service requests
 - iii. DOA small animal
 - iv. Rescue owners animal
 - v. Trap request

Priority 6 – Non-emergency information only

- a. Patrol requests – unwilling to sign complaint, limited information

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- Priorities do change based on conditions, for example
 - Welfare checks are more important during extreme weather
 - Bite with owner present and in control of dog
 - Dog/cat in trap
 - Discretionary priority assigned by staff from contract Cities
 - Owner surrenders in certain situations (i.e. threat to life, health, safety of human)

Three-Year Analysis
RASKC ACO Activity Reports for Kirkland

Attachment C

	Category	2013 (293 calls)	2014 (309 calls)	2015 (282 calls)	Three-Year Cumulative		3-Year Average	
1	Animal Bite	14	19	23	56	6%	19	6% Animal Bite
2	Barking or Noise / BDL	39	13	9	61	7%	20	7% Barking or Noise / BDL
3	Canvass - pet license	Canvass	Canvass	Canvass	Canvass		Canvass	
4	Cruelty Abuse	4	8	6	18	2%	6	2%
5	Cruelty Neglect	18	14	10	42	5%	14	5%
6	Cruelty Welfare Check	14	25	22	61	7%	20	7% Cruelty Welfare Check
7	DOA	33	43	47	123	14%	41	14% DOA
8	Illegal Kennel	2			2	0%	1	0%
9	Info Only	7	8	6	21	2%	7	2%
10	Leash Law	2			2	0%	1	0%
11	NOV			1	1	0%	0	0%
12	Owned Animal	1	1	2	4	0%	1	0%
13	Other	1	1	2	4	0%	1	0%
14	Pet License	3	3	2	8	1%	3	1%
15	Police Impound/Assist	6	16	7	29	3%	10	3%
16	Stray - Confined	65	70	54	189	21%	63	21% Stray - Confined
17	Stray - Dumped at PETCO			1	1	0%	0	0%
18	Stray - Injured/DOA	8	11	15	34	4%	11	4%
19	Stray - Loose Livestock	1	2		3	0%	1	0%
20	Stray - Patrol Request	33	33	32	98	11%	33	11% Stray - Patrol Request
21	Stray - Trap Request		1		1	0%	0	0%
22	Transportation - Injured	1	2	3	6	1%	2	1%
23	Transportation - Owner Surrender			1	1	0%	0	0%
24	Transportation - Vet	2	(The opening of RASKC's Pet Adoption Center at Petco, exponentially increased #s in this category. Too many to count in 14 & 15)					
25	Tresspass	5	10	8	23	3%	8	3%
26	Vicious Mairading	1	2	2	5	1%	2	1%
27	Vicious Not In Progress	32	27	29	88	10%	29	10% Vicious Not In Progress
Totals		292	309	282	881	100%	294	100%

Green = More than 5%, but less than 10%

Orange = More than 10%

Three-Year Analysis
RASKC ACO Activity Reports for Kirkland

	2013 (293 calls)	2014 (309 calls)	2015 (282 calls)	3-Yr Cumulative	3-yr Avr
> Number of "stray confined" that were cancelled by dispatch?	11	18	9		13
> Number of "stray confined" that were gone on arrival?	10	7	4		7
Number of "stray patrol requests" that were gone on arrival?	25	25	17		22
Number of "stray patrol requests" that were cancelled by dispatch?	4	2	2		3
	50	52	32	134	
Blue = Number of dispatches cancelled or gone on arrival					

The total calls do not reflect follow-up call sequences.

Nine Of the 28 activity categories analyzed require ACO investigations. They are:

1. Animal Bite
2. Barking or Noise Complaints
3. Cruelty Abuse
4. Cruelty Neglect
5. Cruelty Welfare Check
6. Illegal Kennel
7. Trespass
8. Vicious Mirauding
9. Vicious Not In Progress