![King County logo]

King County Animal Care and Control Citizens' Advisory Committee

Special Report

Sept. 24, 2007

King County

King County Animal Care and Control
Citizens' Advisory Committee

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Citizens' Advisory Committee

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1. Provide spay/neuter for shelter animals seven days a week.

2. Provide free and low-cost spay/neuter surgery to pets owned by King County residents.

3. Provide free spay/neuter services at KCACC for feral/free-roaming cats.

4. Increase spay/neuter awareness and assistance by participating in spay/neuter awareness campaigns.

5. Review protocols annually for pain relief to be given to pets undergoing spay/neuter surgery.

C. <u>Feral and Free-Roaming Cats Subcommittee Recommendations</u>

1. Develop a policy citing Trap-Neuter-Return (TNR) as the preferred, humane and non-lethal method for reducing the feral cat population.

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D. <u>Animal Cruelty Subcommittee Recommendations</u>

1. Move the investigation of all animal cruelty cases from KCACC to existing law enforcement agencies, so that KCACC and the law enforcement agencies can collaborate to provide timely and effective response to cruelty and non-cruelty issues.

2. Purchase new animal control transport boxes for all vehicle chassis.

3. Hire a dedicated FTE humane educator.

4. Add secure housing to KCACC shelter in an area not accessible to the public.

<u>Community Outreach Subcommittee Recommendations</u>

1. Hire a Community Outreach/Volunteer Coordinator.

2. Hire a Development Director to develop fundraising program.

3. Add an Adoption Services Coordinator and adoptions staff to provide adequate adoption counseling.

4. Revamp volunteer programs.

5. Expand and develop foster network.

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15. Revise shelter hours to be open on some evenings and the weekends.

16. Accept credit/debit cards for shelter services.

17. Renovate shelter to become more customer-friendly and inviting.

18. Provide training, support and oversight to improve customer service.

19. Evaluate Title 11 of the King County Code for clarity and conformance with proposed model animal care program objectives.

Summary for:

Shelter Operations Subcommittee

Date submitted: September 21, 2007

Subcommittee Members

Brenda Barnette, CEO of the Humane Society for Seattle/King County

Cheryl Bell, President of Friends of KCAC

Marilyn Cope, *ex officio* member representing the King County Council

Inga Gibson, Washington State Director for the Humane Society of the United States

Annette Laico, Executive Director of the Progressive Animal Welfare Society (PAWS) in Lynnwood

Research and analysis

The Operations Committee reviewed the current King County animal facilities and services and studied shelters in model jurisdictions to arrive at our recommendations. Some of the subcommittee members toured the KCAS shelters at Kent and Crossroads, while the others had already spent significant time in one or both of these shelters. Several of the subcommittee members have first-hand information based on extensive volunteer experience with KCAS and others have worked with KCAS and other regional municipal shelters to transfer KCAS animals to their shelters for adoption. Some committee members have extensive experience in operating animal shelters, and in evaluating shelter programs. The Subcommittee also consulted the model jurisdiction surveys, rescue group surveys, and volunteer surveys conducted by the Community Outreach Subcommittee and supplemental materials from other shelters. In addition, we gained information from the meeting between the volunteers and the advisory committee, as well as from the staff survey that was returned.

Executive Summary

In short, major and immediate changes are needed in the administration of animal care, staff training and supervision, volunteer integration, and the facilities themselves to be able to meet the goals of providing appropriate humane care for animals at KCAS and to increase the percentage of animals leaving the shelter system alive to 80% or better. Our recommendations

are wide ranging, and if accepted, would make a dramatic improvement in the lives of the animals at the KCAS shelters, and provide a necessary foundation for an increase in lifesaving programs. They include changing the admissions procedure to include an intake exam performed by clinic staff with a checklist to include an examination for medical problems, scanning for a microchip and vaccinating every animal; increasing accountability for euthanasia; insuring that animals are not allowed to watch as other animals are euthanized; increasing facility security to prevent escape by sheltered animals; purchasing new temperature-controlled animal holding units for KCACC trucks so that animals can be safely and humanely transported; fully implementing cleaning protocols recommended by the U.C. Davis Veterinary College; requiring that basic measures, such as the use of bedding, be taken for the comfort of all animals; adding at least one part-time veterinarian and one additional full-time clinic staff member to ensure proper medical care for the animals; reviewing job descriptions and staff structure; hiring a Director of Operations (Assistant Manager position) who is an expert in the operation of a shelter; hiring a behavior expert to implement a program that includes appropriate exercise, socialization and behavior modification plans; performing a comprehensive evaluation of the use of the Crossroads shelter as an animal holding facility; and funding at least $500,000 in immediate upgrades to the Kent Shelter to bring that shelter up to minimal standards of humane care, while the County grapples with a long-term facilities solution.

Program/policy Recommendation #1:   **Make Improvements to Veterinary and Shelter Health Protocols**

Veterinary and Shelter Health Recommendations:

- Institute an intake exam for every animal, to be performed by clinic staff.

- Microchip every animal before it leaves the shelter.

- Review cleaning protocols and implementation of said protocols.

- Improve the provision of medical care by increasing clinic staff.

- Establish a relationship with the local vet tech school.

Approved by Subcommittee by Vote of: 4 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCAS

There appear to be significant discrepancies between the written policies of KCAS and the observed actual conditions at the KCAS shelters.[1] Three major factors have been identified as obstacles to King County Animal Services from providing adequate health care for its animals:

1) Insufficient staffing, supervision and veterinary support;

2) Inconsistent implementation of recommended shelter health protocols; and

3) An outdated facility that is inadequate to provide sufficient care and isolation for the animals.

Gibson interviewed Supervisors from the Kent and Crossroads shelters as to current cleaning, disinfection, feeding and vaccination protocols at the King County Kent and Crossroads shelters. The majority of the procedures and protocols were stated to be the same as those of UC Davis Koret Shelter medicine program, including proper cleaning protocols that should be adequate to control disease, and a requirement that animals be vaccinated upon intake. However, inconsistencies appeared due to the lack of an adequate number (or proper allocation) of staff to perform such duties, lack of an adequate number of veterinarians/veterinary technicians to oversee and manage animal health and treatment, lack of on-going training for staff and volunteers, challenges related to the facility itself including

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[1] This report is based on the observations of committee members and the resources described above. However, a full shelter evaluation should be done by a shelter expert to get more detailed information about current policies and procedures and how they are implemented.

inadequate ventilation/air exchange, inadequate isolation and quarantine areas, inadequate dog housing runs to allow for animals to be removed for cleaning, and the overall lack of adequate housing to separate healthy animals from those that are ill and/or under treatment at the shelter--therefore compromising the health of the general shelter population. Another factor in these discrepancies appears to be the inadequate level of supervision of staff that are tasked with responsibilities such as cleaning, disinfecting, medicating, feeding and selecting housing of such animals, as well as entering information on animals at intake/disposition.

There seems to be a much higher incidence of contagious disease, such as Canine Parvovirus,[2] and feline Upper Respiratory Infections , at the Kent facility than in other area shelters. For example, there have been several Parvo outbreaks just this summer. This suggests that animals are not all being vaccinated at intake, the cleaning protocols are not being followed, and the facility needs to be upgraded to provide adequate housing and isolation. Rescue groups report receiving animals who had not been vaccinated, as well as those whose paperwork made it impossible to tell whether they are vaccinated or not. (KCAS policy is to vaccinate all animals upon intake, unless an animal is fractious or scheduled for euthanasia.) As a result of this problem, the Seattle Humane Society, an organization that took 515 animals from KCAS last year and 278 so far this year, has had to stop taking any dogs from the Kent shelter because of the risk they pose to the animals at the receiving shelter. Although it is contrary to cleaning protocols, agents of Seattle Humane Society have seen KCAS spraying dog runs down with the animals inside, thereby splashing the animals with water and fecal matter. An open drain also runs through the dog runs, allowing them to wade into water containing fecal matter – and therefore, disease. Alleviating stress is also a large part of controlling shelter disease, and stress is increased by housing of dogs in incompatible groups, housing sick cats just a few feet away from the stray dog area, and housing sick cats outside without adequate shelter (these points are addressed in more detail below.) The animal enclosures are cleaned only once daily and volunteers report that they may not re-cleaned if they become soiled. Volunteers who would like to assist with this spot cleaning are not allowed to help in that capacity, so they are required to leave the animals in soiled cages.

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[2] Canine Parvovirus, usually called "Parvo," is an extremely infectious and often deadly disease that primarily affects young dogs and puppies, and which is spread through contaminated fecal matter. Although Parvo can live on a surface for an extended period of time, and continue to infect dogs who are exposed to that surface, the virus is killed through proper cleaning protocols utilizing bleach.

Since veterinary staff only works four days a week – and there is no veterinary staff at the Crossroads shelter – volunteers also report that animals who are ill or injured over the Friday-Sunday weekend, and those who are ill or injured at the Crossroads' facility – often do not receive immediate and adequate veterinary care. Volunteers report that animals who arrive sick or injured (especially over the weekend) often do not receive prompt medical care, and sick animals who were not being treated were observed during tours of the shelter. Some volunteers tell stories of having to adopt animals themselves just to make sure they receive the medical care they needed. Volunteers also told the committee that they are informed that because of budgetary restrictions, animals are not provided with the appropriate medicines for their condition, and that foster parents end up buying this medicine themselves. In fact, just recently, Friends of KCACC was asked to pay for an antibiotic in order to properly treat KCACC's animals. Animals do not routinely receive flea treatment and worming, if needed, upon intake. Animals are not microchipped before release. The single staff member who responded to the committee's survey reports that the veterinary department is severely understaffed, and not always able to provide animals with the medical care they need, although the staff as a whole goes out of its way to attempt to treat every sick animal. (It should be noted that both the staff member, and numerous volunteers, reported that the staff, and particularly the veterinary staff, make a heroic effort to care for the animals given their lack of resources and support.) KCAS manager Al Dams reports that KCAS works with students from the local vet tech school to provide additional services, but there is no formalized relationship.

Key to maintaining the health of animals in the shelter is the ability to isolate the animals with contagious disease. The Kent shelter has inadequate isolation for cats, so that sick cats end up being housed outside without proper shelter, and in an area that is right next to – and not closed off from – the stray dog kennels. There is no dog isolation area. Friends of KCAC reports that it has offered in the past to purchase a trailer for KCAS that could be used as isolation for sick cats, but that offer was declined. The KCAS shelters also do not have guillotine doors on their dog runs, which would allow the dogs to be put in one side of the runs during cleaning, so that they were not exposed to water, feces, or cleaning chemicals.

Analysis of other programs/policies

For the veterinary health and shelter recommendations the Subcommittee looked to U.C. Davis School of Veterinary Medicine's Koret Shelter Health Program, which is a nationally

recognized source for model shelter health and welfare protocols that are being implemented in hundreds of shelters across the country. The Koret Shelter Health Program is a collaborative effort supported by input from the Dane County Humane Society and University of Wisconsin Veterinary Medical School, Maddie's Shelter Medicine Program at Cornell University, University of Florida School of Veterinary Medicine and the Colorado State University Department of Clinical Sciences.

Reference was also made to the health protocols of the model jurisdictions. Each of them has isolation areas for animals with contagious diseases, except for Philadelphia, which operates in an outdated shelter with inadequate funds. Each also has an intake exam performed on each animal by trained staff, usually clinic staff, and all vaccinate all animals upon intake. Each jurisdiction works with a local veterinary school or vet tech school in using students to provide additional veterinary services.[3] The Tompkins County SPCA currently receives a shelter medicine grant from Maddie's Fund to pay for vet staff. All jurisdictions have cleaning protocols designed to eliminate Parvo and other diseases. None of the jurisidictions sprays down dog kennels with the animals inside -- most have guillotine doors that allow for the dogs, especially dangerous dogs, to be put in the other half of the run during cleaning. Otherwise, the dogs are removed from the kennels entirely during cleaning.

Maddie's Shelter Medicine Program consists of residency training, veterinary student training, diagnostic and consultative support, and shelter medicine research. Two core shelters (the Tompkins County SPCA and the Humane Society of Rochester and Monroe County at Lollypop Farms) and two affiliated shelters (Pet Pride of New York, Inc., and Peace Plantation Animal Sanctuary) are included in the program. The relationship between the Tompkins County SPCA and Cornell University School of Medicine was and is a key component to reducing overall euthanasia rates and the shelter's ability to treat animals that are classified as Treatable-rehabilitatable, which are typically euthanized in shelters that do not have strong veterinary support programs.

Description of a model program/policy

Have an intake exam performed by clinic staff. Exam would follow a checklist, and include taking a photograph, checking for tags and microchips, vaccination, worming, ear mite

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[3] San Francisco's current program was not researched.

and flea treatment if needed, medical check, and initial behavior observations. All would be carefully recorded on updated paperwork. All of this, especially vaccinations, must be done for EVERY animal upon intake. If staff is not currently equipped to do this for hard-to-handle animals, they should receive appropriate training until they are able to do so.

Microchipping. Microchips should be implanted into every animal before release.

Cleaning protocols. Cages and kennels should be thoroughly cleaned at the beginning of each day, and spot cleaning should be done throughout the day. Dogs should never be in kennels when they are hosed down. Need increased supervision and system of accountability, including outside audits, to make sure that cleaning protocols are followed.

Specifically, the subcommittee recommends that King County Animal Services implement U.C. Davis Koret Shelter Medicine Program Protocols and Procedures to include: veterinary care and treatment, housing, feeding, cleaning/disinfecting, animal handling and euthanasia protocols. A Shelter Health Evaluation performed by staff of the Koret Shelter Medicine program will assist KCAS in identifying more effective and efficient techniques and practices to improve shelter health. Following the evaluation and implementation of recommendations/changes, Veterinary and Supervisory staff at KCAS must ensure that staff are routinely implementing such practices/protocols and provide on-going training and oversight for staff that are responsible for such tasks.

Medical care. At least one additional part-time vet and one additional full-time clinic staff member or RVT/LVT should be added in order to ensure proper medical care of the animals. It is possible that these positions could be increased to full-time positions and also used to supply spay/neuter services to the public. In addition the Sub-committee recommends that immediate efforts be made to develop relationships with PIMA Technical College, Washington State Veterinary Medical Association, King County Veterinary Medical Association for additional veterinary support, consultation and possible assistance with increased spay/neuter efforts. KCAC's budget should be evaluated to ensure that it allocates appropriate money for the medications needed to treat shelter animals.

As soon as KCAS makes the changes necessary to provide adequate medical care for basic illness such as URI and kennel cough, it should conduct an evaluation of the resources needed to provide more extensive medical care for animals with more serious problems.

Renovations. Basic renovations must be immediately performed to install adequate isolation areas and proper shelter for all animals, and to cover the open drain that transports sewage. See subcommittee recommendations regarding renovations.

Implementation Plan:

1) Have a shelter health evaluation performed as soon as possible, with protocols designed to follow the U.C. Davis Koret Shelter Medicine Program.

2) Work as quickly as possible to have a full shelter evaluation done by a shelter consultant. This evaluation will help establish staffing levels, evaluate budgetary needs, and put into place sufficient methods of training and accountability to ensure that protocols are being followed. This sort of work is beyond the scope and capacity of the advisory committee, but is vital to a long-term improvement of the shelter.

3) Evaluate staffing to determine whether appropriate staffing levels are available to provide proper cleaning and medical care.

4) Add staff as needed. Clinic staffing levels will definitely need to be increased. Salaries for part-time vet and full-time clinic staff (est. with benefits at $ 92,400); could possibly offset salary expense by performing spay/neuters for the public or other adoption agencies.

5) Evaluate budget to ensure that adequate money is provided for vaccines, flea treatment and wormer, medications, and proper equipment and chemicals for cleaning.

6) Implement renovations described elsewhere in this report.

Program/policy Recommendation #2:　　　　**Make Improvements to Facilities Used to House Animals.**

Facility Recommendations

- Address difficulties with Crossroads shelter.

- Remodel/Make Facility Improvements at Kent shelter.

- Purchase new trucks/animal enclosures for trucks.

- Cover open drain.

- Install washer/dryer.

- Lock runs for dangerous dogs.

Approved by Subcommittee by Vote of: 4 to 0　　Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCAS

The Crossroads shelter is unsuitable for the housing of animals. It was opened as a "temporary" facility in 1997, and was never designed to be a permanent housing arrangement for animals. The facility, originally a veterinary clinic, was given the temporary status "adoption center" due to the zoning. [4] The dog runs are too small to be suitable for most dogs, there are inadequate areas for exercise, no effective isolation, and no appropriate signage indicating the shelter is there. The shelter is difficult to remodel because it is leased property with extensive deferred maintenance. Ongoing staffing and volunteer challenges seem to come out of the shelter, because it is difficult to staff appropriately. Currently, it appears that the shelter is only staffed by one person, who must leave front desk work to attend to animals, and is therefore often not available to deal with the public.   It is difficult to provide medical care at this location (there is no regular clinic staff), and all animals must be trucked to Kent to receive medical care. Many volunteer complaints stem from the inadequate provision of medical care to Crossroads animals. Although there is a dedicated crew of volunteers who work at Crossroads, they do not have an adequate area in which to exercise dogs, and seem to have difficulty working the logistics to provide enrichment to the animals on the two days a week in which Crossroads is closed. Volunteers also report that there are often very few animals available for adoption from

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[4] From KKAC Document: *Brief History* provided by staff

this location, and that very few members of the public even seem to be aware that the Crossroads shelter exists.

The facilities at the Kent shelter are also unacceptable for the humane housing of animals, although it is likely that the most pressing issues can be resolved through a remodeling and some basic maintenance. The shelter is run down, and does not appear to have been kept up over the years. As noted in the subcommittee's discussion about health protocols, the Kent shelter has no isolation for dogs, and inadequate isolation for cats. Sick cats are housed outside without proper shelter and inside next to the dogs, where they experience severe stress. There is not a proper ventilation system to help prevent the spread of disease. Many of the cat cages are too small for animals to be housed in for any length of time. There are no group housing accommodations for cats, as have been demonstrated to be very effective in increasing comfort and reducing shelter stress. There are inadequate exercise areas for dogs. The dog runs do not contain guillotine doors so that they can be properly and efficiently cleaned without exposing the animals to water, fecal material, and chemicals. The runs that house the dangerous dogs at Kent are not separated from the stray hold runs, and the public has access to these runs when viewing animals in stray hold. These runs are not locked to ensure the security of the animals and the safety of the public.

There is an uncovered sewer drain that runs through the dog runs that has never been covered. All fecal waste, bacteria, disease-carrying particles are hosed from run to run. As noted, the animals are not always removed during this process, and Seattle Humane staff has observed them standing in the sewer drain to get as far away as possible from the spray of the hose while their kennels are being cleaned. This is both stressful and frightening to the animals, and provides a dangerous conduit for disease. There is a commercial washer/dryer that has been sitting on site for months that has not been hooked up to clean laundry. Without this equipment, KCAS has inadequate laundry facilities, and saves the dirty, disease-infested laundry to be sent out to for cleaning.

New cabs have been purchased for the trucks used to pick up and transport animals, but the animal holding areas have not been upgraded. The animal enclosures have no working fans or temperature control. They are not insulated. They are tin boxes that are dangerously hot in the summer and cold in the winter. At the very least, they provide uncomfortable

conditions, while these conditions may be life-threatening to some animals, especially during the hottest days of summer, and for young, sick or debilitated animals in the winter.

Analysis of other programs/policies

Members of the subcommittee have experience in running and evaluating shelters, and are familiar with the fact that properly designed shelters have the facilities described above. At a minimum, all of the model jurisdictions except Philadelphia report having adequate isolation areas. However, the subcommittee was not able to perform on-site evaluations of the facilities of the model jurisdictions. Reference was also made to the HSUS Guidelines for the Operation of an Animal Shelter.[5]

Description of a model program/policy

Facility improvements. An extensive remodeling of the Kent shelter should be done as soon as possible in consultation with a contractor or architect with expertise in designing animal shelters, utilizing the expertise available in the area among shelter directors who have worked in other shelters and been involved in design and renovation. If all the following features cannot be obtained through a remodel, the county should consider using portable trailers for some functions, so that animals can immediately be provided with adequate housing. The remodel should include: Isolation areas for dogs and cats, including proper ventilation systems; increase in size of cat cages; separation of cats from dogs; addition of outside areas for dogs; addition of rooms where cats can be free roaming; cat cuddling areas; a more welcoming reception area; easy access to outside areas for dogs; enlargement of dog runs; the installation of guillotine doors on dog runs; improved grooming facilities; and a quiet area for potentially feral cats. The remodel should be done in such a way that it does not decrease shelter capacity.   After the immediate needs are addressed, a long-term assessment should be made of the adequacy of the Kent facility to serve King County's long-term needs.

Immediate fixes should be made to cover the open drain that transports raw sewage through the dog kennels, and to repair kennels that have protruding metal and wire.

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[5]http://www.animalsheltering.org/resource_library/policies_and_guidelines/guidelines_for_animal_shelter_operations.html

Address issues with Crossroads facility. The use of the Crossroads facility needs to be completely reevaluated, with consideration toward closing the facility entirely, and either finding another appropriate facility on the East Side of the County, or using the money saved to enrich the conditions at the Kent facility. The Crossroads facility must not be allowed to continue as it is currently operated.

New trucks need to be purchased. New trucks need to be purchased so that animals have appropriate air conditioning, heat and ventilation, and that animals are transported in a safe, temperature-controlled environment. New trucks should be easy to clean, and have easy access to load and unload animals. Regular maintenance on the trucks needs to be done to ensure both mechanical soundness and the proper operation of ventilation and temperature control systems.

Drain. The drain that transports raw sewage through the dog kennels must be immediately covered with a grate so that dogs do not have access to it.

Washer/Dryer. The commercial washer/dryer should be immediately hooked up so that soiled materials do not collect, and do not need to be shipped off for cleaning.

Lock dog runs. Dangerous dogs should not be accessible to the public for viewing. Gates should be locked for security.

Implementation Plan:

1) A renovation plan for the Kent shelter should be developed immediately, and implemented as soon as possible. This remodeling should be done taking into account the needs listed above, as well as the need to provide a welcoming area for the public, and adequate housing to reduce the stress of the animals, as described in this subcommittee's recommendation on enrichment. The subcommittee believes that a significant part of the immediate remodeling needed could be done from the approximately $500,000 in donated money which is being held in an animal care fund.

2) The issues with the animal containment sections of the trucks should be immediately addressed. It is estimated that $15,000 to $20,000 will be needed to customize each truck.

3) Basic maintenance that can be performed at little or no cost should be immediately performed, such as covering the open sewer drain, and installing the commercial washer/dryer.

4) An immediate evaluation should be done of the Crossroads facilities in order to identify necessary improvements so that it is adequate for the housing of animals.

Program/policy Recommendation #3:   **Institute New Temperament/Behavior Assessment Programs.**

Temperament/Behavior Assessment Programs:

- Hire an animal behavior lead.

- Revamp the temperament testing program.

Approved by Subcommittee by Vote of: 4 to 0   *Approved by Committee by Vote of: 10 to 0*

Analysis of the current program and policies used by KCAS

KCAC staff has received little if any training about how to perform temperament testing and to interpret the results. They are using a cat behavior check list that is no longer considered an acceptable way to evaluate cats. Staff reports that the officer on duty evaluates the dogs. She/he does the evaluation in a run that may also be holding other dogs and in a noisy shelter. The temperament test is not standardized and the standard and acceptable protocol of having two people working together to test dogs is not the practice. KCACC's euthanasia policy states that: "Bull breeds and PB Rotts must have one person with at least one-year assessment experience involved in the assessment." This implies that life and death decisions are made for other breeds by inexperienced staff who have not received training for how to perform and evaluate temperament tests.[6]

Analysis of other programs/policies

All of the shelters in the model jurisdictions listed in Motion 12521 have behavior programs to provide re-training and socialization, although the program in Philadelphia is limited by strict budget constraints. All jurisdictions also have a customized temperament evaluation program that is designed to give dogs the benefit of the doubt, and to classify dogs so that their rehabilitative needs are clear, while still protecting the public from animals who may be dangerous. None of the model jurisdictions performs formal temperament tests on cats, although they are evaluated for feral characteristics in a more informal way.

Description of a model program/policy

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[6] Dog Behavior Assessment Form 7-07 provided by staff.

Temperament testing for dogs should be standardized. One recommended model is the SAFER method. (Please see attachments for description of the SAFER program.) Temperament testing on cats is notoriously unreliable and should not be used, although cat personalities should be evaluated under the "Meet Your Match" standard, or something similar.

Temperament testing should be performed under the supervision of the animal behavior lead by a small number of designated staff members who have received proper training, and should be performed by two staff members at once. Dogs should not be evaluated until they have had the time to settle into the shelter and have received appropriate food, water, and medical care for any existing conditions. A negative response from a dog should be considered in light of possible medical conditions, and whether the animal has been recently deprived of adequate food and water. Animals should be reevaluated should their behavior change, including reevaluations for animals who experience shelter stress, and for those who have been treated through socialization and rehabilitative programs.

Temperament evaluations should be used primarily to aid the shelter in identifying the homes that will be appropriate for each animal, and for identifying socialization and rehabilitative programs that might be appropriate for each animal.   This should be done in conjunction with a proper adoption counseling program. It should be used to justify a euthanasia decision as a last resort, when a dog is determined to have aggression with a poor prognosis for recovery.   Any euthanasia decision as a result of temperament must be approved by at least two staff members, one of whom is a manager/supervisor (Sergeant) or animal behavior lead.

The animal behavior lead should start to work immediately to develop a rehabilitative program for dogs who are determined to have treatable temperament problems, utilizing local resources such as volunteers, volunteer trainers, and foster homes. This plan should include an evaluation of which dogs can be treated given current shelter conditions, as well as an aggressive plan to improve shelter conditions and resources so that more animals can receive appropriate rehabilitation. This program should be developed with consultation with national experts, and reference to the programs used in the model jurisdictions.

Implementation Plan:

1) A animal behavior lead should be hired who has a focus on positive training techniques, and on having the necessary expertise to develop a customized treatment program. This is a new position, and will have a budgetary impact.

2) A shelter consultant should be brought in to consult on the development of a testing and rehabilitative program. This money is already allocated.

3) A socialization and rehabilitative program should be developed by the animal behavior lead, in conjunction with the volunteer coordinator and the shelter consultant.

4) A standardized method of temperament testing should be implemented immediately, both to give dogs a fair chance, and to infuse accountability and credibility into any euthanasia decisions made on the basis of temperament concerns.

Program/policy Recommendation #4:   **Increase Accountability for Euthanasia Decisions.**

Approved by Subcommittee by Vote of: 4 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCAS

Current KCACC policy provides that euthanasia may be authorized by a Sergeant, the Veterinarian, the Assistant Manager, or the Manager, and only requires one signature to authorize. There is no requirement that the Veterinarian be involved in euthanasia for medical reasons. There is no shelter behaviorist who can be involved in euthanasia decisions made for temperament reasons.

The KCACC euthanasia room is constructed with a bank of cages facing the table on which euthanasia is performed, so that animals are watching other animals being euthanized. In addition, animals such as feral cats are sometimes housed in these cages.

Analysis of other programs/policies

Many of the model jurisdictions[7] report that in order to reduce euthanasia rates, a key element is increased accountability for euthanasia decisions. They emphasize that the decision-making process for euthanasia needs to be limited to a very few senior staff members, and that multiple people must sign off on the decision, including a veterinarian for euthanasia for medical reasons. They also emphasize the need to have a formal decision-making process, in which a number of steps must be taken before a decision in made.

Description of a model program/policy

Only a small number of people in management should have the ability to sign off on euthanasia, and euthanasia should require two or more signatures. The reason for each euthanasia should be described with specificity, as well as being fit into one of a few categories for recordkeeping purposes. (As described in our section on shelter statistics, these categories should be adjusted so that they are clear, eliminating categories such as "breed," and "policy decision," as well as duplicative categories like "temperament" and "aggressive.") Any

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[7] The exception is the Richmond SPCA, which only takes in animals who have already been classified as adoptable or treatable with their resources, and rarely euthanizes an animal.

euthanasia decisions based on temperament should be approved by at least two staff members, one of which is a manager/supervisor (Sergeant) or animal behavior lead. Any euthanasia decisions for medical reasons should be signed off by a veterinarian or veterinary care staff. If an animal is suffering due to illness or injury and a veterinarian/veterinary care assistant is not available, a manager/supervisor (Sergeant) may telephone the veterinarian or veterinary care staff to obtain approval for such euthanasia. As long as animals are being euthanized who are healthy and/or treatable, this fact should be noted, the reason should be noted specifically, and comments should be made about what resources would have been necessary in order to treat and/or rehabilitate that animal.

Animals should never be housed in the euthanasia room and/or allowed to watch other animals being euthanized.

Implementation Plan:

1) A shelter consultant should be brought in under the existing budget proviso to examine the way in which current euthanasia decisions are made.
2) A system of increased accountability and improved recordkeeping should be immediately implemented.

Program/policy Recommendation #5:   **Reorganize Staffing and Evaluate Current Staffing Levels.**

Approved by Subcommittee by Vote of: 4 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCAS

Current KCAS staffing levels include an acting manager who is also filling the position of assistant manager, a lead sergeant of shelter and field operations, a shelter sergeant, and two field sergeants. There are no specialized classes of shelter care workers, so that animal control officers perform all tasks, from front desk work and adoption counseling, to cage cleaning and medical treatment. There is significant overlap between officers who perform field and investigatory work and those who perform animal care and customer service functions.

In her survey response, Robin Starr, executive director of the Richmond SPCA, did a good job articulating how she inspires accountability among her staff:

> "… every department has stated goals that need to be reached, for spay/neuter, for intake, for adoptions, for volunteer hours, humane education, etc. We have a monthly meeting of management-level employees, and their performance is flashed on an overhead screen on PowerPoint -- their goals and performance, and their financial performance. Then the person who heads that department has to give an explanation of why they have fallen short. It is like a monthly "Come to Jesus," I believe in it, because I believe in accountability. People won't miss their goals if they have to stand up in front of their peers and explain why."

By using departments, as Richmond has done, individuals and teams have a manageable list of duties and goals that they need to perform. Combining a genuine love for animals and meeting and exceeding goals in a friendly but competitive work environment invites achievement and success.

Analysis of other programs/policies

Each of the model jurisdictions has a program that is organized into departments, with department heads who are responsible for performance and accountability within that department.   Examples include clinic managers, outreach managers, and adoption managers. The staff members within these departments are trained to provide specific functions. Each

model jurisdiction also has a position that is the equivalent of an operations director, who is typically second in charge, and who has ultimate responsibility for shelter operations.   The directors of the programs in the model jurisdictions emphasize that this structure is essential for accountability, so that each manager can be held responsible for any shortcomings – and rewarded for any achievements – within his or her department. This structure is also conducive to an appropriate evaluation of staffing levels, to make sure that each function within the structure is getting appropriate staffing and resources.

Description of a model program/policy

The current KCAS staffing structure needs to be examined and reorganized.   The assistant manager position should become the equivalent of a shelter operations manager. Supervisors should be designated for each vital shelter and service function, for example a designated head of the clinic department, the adoption services department, and the shelter care department. Staff should be given specific job descriptions and specified training so that they can appropriately perform these specialized tasks. Specific performance standards should be set for department heads, who should be held accountable for their performance in relationship to these standards. While this reorganization is done, an evaluation should be done to determine whether there is appropriate staffing within each department, so that adequate staffing exists to provide excellent medical care, care for the animals within the shelter facility, and outreach efforts such as adoptions.

Implementation Plan:

1) A shelter consultant should be brought in under the existing budget proviso to examine the current staffing structure and make recommendations on staffing needs.

2) In advance of the shelter consultant, staff should be organized into departments and given specialized responsibilities and training.

3) A director of operations position should be designated. The person chosen for this position should have expertise in all aspects of shelter operations, and should supervise other managers and the implementation of shelter protocols.

4) An evaluation should be performed to determine whether there are additional staffing needs. This may have a budgetary impact.

Program/policy Recommendation #6:   **Make Changes in Recordkeeping, Statistics, and Accountability.**

Approved by Subcommittee by Vote of: 4 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCAS

KCAC has been unable to produce accurate reports and to track animals. The system seemed to be full of data entry variables caused by multiple users who had not been trained to use a uniform labeling system.

KCAS recently installed Chameleon Shelter Management Software, a system that is adequate for systems that handle large numbers of animals. The software has the versatility to provide a wide variety of reports tracking the animals, length of stay, medical history, etc. Chameleon Software is expensive to purchase and expensive to maintain with the build-in annual renewal fee.

Analysis of other programs/policies

For recommendations on record-keeping, statistics and reporting formulas we examined the Asilomar Accords, Maddie's Fund Statistical Reports and variations of such statistical tables currently being implemented by model jurisdiction shelters such as Tompkins SPCA. While there is no "one size fits all" model for shelter statistics and reporting, working with KCAS current software program (Chameleon) and its compatibility to produce such reports we recommend that something similar to the Asilomar formula be implemented. To maintain accuracy and transparency in reporting such information, Veterinary staff at KCAS should determine the definitions and subsequent reporting disposition of animals that are classified as Healthy, Treatable-Rehabilitatable, Manageable, Unhealthy and Untreatable. The reporting formula/statistical table must include feral cats and neonates on an individual animal basis and not automatically classify these animals as Unhealthy/Untreatable. These definitions are ultimately resource dependent and must be modified as additional resources are identified and implemented. In addition, Maddie's Fund provides grants to organizations and communities that use the Asilomar model and report/publicly post their statistics. While this grant opportunity would require further research, it is another reason to support implementation of statistics similar

to Asilomar. Some of the shelters that are currently using Asilomar reporting formulas are Alachua County, FL; Lodi, CA; Tompkins County, NY; Baldwin County, AL ; Mobile County, AL; New York City, NY; Maricopa County, AZ; Richmond, VA; San Francisco, CA; and Tuscaloosa, FL.

The National Council believes that keeping statistics helps in the following ways:[8]

Accountability. Numbers will justify your existence to a Board of Directors, government entities, and the general public. You know you are productive, but they must know that as well.

Liability. Proper record-keeping will show that you kept each animal the legally required time.

Public Image. Numbers will increase public awareness of the magnitude of your mission. Numbers also help you convey the results of your efforts.

Budgeting/Fundraising. A good budgeting process requires statistics to identify needs. Numbers also assist in planning for the future and paint pictures that open pocketbooks for donations/budget allocations.

Program Evaluation and Planning.

Increased accountability for euthanasia.   Only a small number of people in management should have the ability to sign off on euthanasia, and euthanasia should require two or more signatures. The reason for each euthanasia should be described with specificity, as well as being fit into one of a few categories for recordkeeping purposes.

Description of a model program/policy

Statistics should be reported with honesty and transparency. To include:

- Animals that are dead on arrival (DOA) should no longer be counted as intakes for the purposes of determining euthanasia rates.
- Owner-requested euthanasia for animals that are unhealthy/untreatable should be recorded but subtracted from overall euthanasia rate. Animals that are surrendered for euthanasia but are not unhealthy/untreatable should be assessed as standard owner-surrendered animals, and no contract should be signed promising euthanasia. Owners surrendering animals must be made aware of this policy.

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[8] *The Newsletter of the National Council on Pet Population Study & Policy,* Spring 2000.

- Statistics should be posted on the website quarterly so that the public is able to track the progress the shelter is making.

- Recordkeeping must be evaluated and standardized, so that the disposition of each animal is clear, and the reasons for euthanasia are clear.

- The number of people who are allowed to enter data should be limited, and those people should be properly trained on shelter management software. Staff entering such data must correctly enter all animals into existing categories and sub-categories. No information should be left blank.

- Resolution of "lost" animals. Statistics indicate that 135 animals were "lost" within the past 12 months. Protocols and supervision need to be re-examined to eliminate this large category of lost (stolen, lost paperwork/doubled paperwork, missing in shelter) animals, including examining whether locks need to be placed on kennels and animal areas, whether a closed-circuit video surveillance system should be installed, whether animals are being transported securely in Animal Control vehicles and whether cage and kennel doors fasten securely. If this number is believed to be as a result of recordkeeping error, the records of these animals should be re-examined so that an accounting can be made of them.

- Kennel outcome statistics should condense animal transfer categories, eliminate categories of animals that are euthanized for breed, too old, too young, policy decision and any other category that is either unclear/undefined or redundant.

Program/policy Recommendation #7:   **Improve Housing and Enrichment Programs and Protocols**

Approved by Subcommittee by Vote of: 4 to 0   Approved by Committee by Vote of: 10 to 0

Housing and Enrichment Recommendations:

- Improve comfort of animals.
- Redesign housing of animals.
- Implement enrichment programs.

Analysis of the current program and policies used by KCAS

The animal enclosures are cleaned once daily, and may not be spot cleaned throughout the day as they are soiled. The dogs lay on wet cement floors and often are not given bedding, despite the fact that Friends of KCAC donated Kuranda beds for almost all of the dog runs. Animals do not have toys to alleviate the stress and boredom of the shelter, again even though these items have been donated to the shelter. The cat enclosures are too small, and the cats are not given adequate bedding and housing to alleviate stress, such as places to perch and hide. Volunteers and staff report that inadequate exercise and socialization are provided for the animals. There is no comprehensive program to ensure socialization and enrichment. There is a policy that volunteers can only walk adoptable dogs. Since the shelter is dependent on the volunteers for exercise/socialization and exercise there are restrictive policies so the stray dogs cannot be properly walked/exercised. Dogs are left inside their kennels with collars and/or choke chains, presenting an obvious safety concern. Dogs in stray hold are placed into runs according to the days on which they arrive, which results in inappropriate dogs being grouped together, and too many dogs grouped in each run. (Recently, a Seattle Humane staff member observed an elderly poodle housed with three pit bulls.) This practice results in obvious stress and fear for the animals, and leaves open the likelihood of potentially life-threatening fights between dogs. Rescue groups report that housing and care for animals who are not dogs and cats – specifically, guinea pigs, but also other animals – may be inadequate for the needs of these species. As noted above, cats are housed right next to dogs, without any barrier to insulate them from the noise produced by the barking dogs in the kennels.

Analysis of other programs/policies

All of the model jurisdictions provide bedding and toys for the animals in their care. All have a program to provide adequate exercise and socialization[9] for the animals, including active volunteer programs that ensure that each animal receives sufficient attention. Most jurisdictions use at least some group housing for cats in large rooms, and also provide cats with perches, dens, hammocks, or other comfort items. Some of the jurisdictions track the length of stay of each animal, to ensure that those animals who are there the longest are given proper accommodations for their length of stay – i.e., group housing arrangements for the cats.

In addition, extensive material is available about "Kennel Enrichment" (KE) programs, used to enrich the lives of dogs and cats in the shelter based on an understanding of dog and cat behavior. KE makes animals happier and more comfortable, and "animals that are more comfortable are apt to be calmer, quieter and less aggressive, adding to their adoptability and to the safety of staff. Efforts to add these elements will also invariably have the added benefit of improving the experience of potential adopters at your facility resulting in a higher adoption rate and improved word of mouth within the community." [10] KE programs focus on a variety of elements in the shelter that bear on the comfort and help to reduce the stress of the animals, including cleanliness, noise reduction, training, socialization, exercise, use of toys and beds, cage placement, housing arrangements, and volunteer and staff training.

Description of a model program/policy

An entire re-evaluation of the comfort and enrichment programs at KCAS should be performed, with reference to the standards described above, and the programs used by the model jurisdictions. Many quick changes can be made to immediately improve the comfort and health of the shelters' animals, with minimal or no cost. All of these considerations should be taken into account when shelter renovations are made, to ensure a shelter that maximizes the comfort of the animals. At a very minimum, the following changes should be made:

Comfort of animals. All cats and dogs should have bedding, either on the floor or off. Dogs should also have toys, such as balls and Kong toys. All collars should be removed from dogs and replaced with paper collars for identification purposes. On no account should a dog be

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[9] Although Philadelphia is unhappy with the status of its program in this regard. *See* Philadelphia Model Jurisdiction Survey.

[10] See *Kennel Enrichment for Companion Animal Shelters*, from the Progressive Animal Welfare Society.

left inside his kennel with a choke chain. All cats should have beds, regularly changed litter, and a box or den inside their cage that they can get inside or behind. (See model jurisdictions for suggestions.)

Housing of animals. Group housing should be used for cats who have longer stays within the shelter. Cats should not be kept in the current tiny cages for an extended period of time. House no more than one cat in a cage, except for nursing mothers, young litters of kittens, or pairs of adult cats who have been admitted to the shelter from the same household. All cats being transported (moved from one location to another) within the shelter shall have a towel over their cage at all times.

Dogs should only be housed in groups after a behavior evaluation is performed, and dogs are appropriately matched. Dogs should not be housed in the same kennel together simply because they came in on the same day. Except for litters of puppies, there should be no more than 2-3 dogs per run. Ideally, each dog should have his or her own kennel, unless the animals who are sharing kennels have been evaluated for compatibility and monitored closely. Males and females should be separated. Dogs in group housing should not be fed in bins, but should have separate dishes. Each dog should have ample room to stand, lie down, turn around, and sit normally. A shared 5-foot by 10-foot kennel should hold no more than two large, two medium, or three small dogs.

Animals on stray hold may be moved to adoption area assuming 1) they have been through standard temperament testing/vaccination/assessment protocols and 2) it is clearly marked on their records/adoption paperwork that the animal is not available until the specified date.

An evaluation should be made of whether proper housing and care is being provided to all other non-dog and non-cat animals. The guinea pigs should not be housed in wire-bottom cages. They should be given timothy hay, clean fresh water bottles at all times, and in an area where there is temperature control and volunteers can socialize them.

Separation of animals. Animals should be properly separated to reduce stress and control disease. KCACC should separate animals as follows:

- dogs from cats
- sick or injured animals from healthy animals

- puppies and kittens from adult animals (unless the puppies and kittens are nursing)
- males from females (especially those in season)
- aggressive animals from all others
- nursing mothers and their young from all others

Animals who are stressed or recuperating from injuries or illness must have a quiet place to rest during their recovery period.

Enrichment programs. The volunteer coordinator should oversee volunteer efforts to ensure that volunteer resources are directed so that cats and dogs get daily enrichment and exercise, and that volunteers are recording observations connected with the animal at each contact. This program should be implemented along with an overall strategy to provide enrichment for all shelter animals.

Implementation Plan:

1) Enrichment considerations must be taken into account during renovations.

2) A shelter consultant should be used to provide specific recommendations regarding an enrichment program.

3) At a minimum, the suggestions described under the "Description of a Model Program/Policy" should be immediately implemented, to the extent possible before renovations are made.

4) There may be some budgetary costs associated with this program, and the budget should be examined accordingly. However, many of the enrichment and comfort items, such as beds and toys, have been donated and offered by Friends of KCAC for several years. These donations should be accepted and the donated items should be tracked so that they do not disappear, and used for the benefit of the animals.

Summary for:

Spay/Neuter Subcommittee
Date Submitted: September 21, 2007

Subcommittee Participants:

Annette Laico, Executive Director of the Progressive Animal Welfare Society (PAWS) in Lynnwood

Kim Sgro, former Executive Director of Pasado's Safe Haven

Julie White, Executive Director of the Feral Cat Spay/Neuter Project

Research and analysis

This report was based on information received from Model Jurisdictions outlined in Motion 12521, Feral Cat Spay/Neuter Project, Humane Society of Seattle/King County, Pasado's Safe Haven, Progressive Animal Welfare Society (PAWS) in Lynwood, and surveys received from "Rescue" groups in the region.

Executive Summary

In every model jurisdiction that we reviewed, one of the key areas attributed to their success was an aggressive free or low-cost spay/neuter program which incorporated trap-neuter-return for feral cats. Richmond SPCA specifically stated that the cause of their decrease in animal intake was a result of their spay/neuter efforts. Spay/Neuter programs were often managed by the shelters with business plans to concentrate on areas of lowincome where the highest percentage of strays were relinquished to the shelter. Free or low-cost spay/neuter surgeries were also offered for specific populations such as feral cats and Pit bulls. These targeted programs seemed to have the highest level of accomplishment and contributed to the overall success of the region's reduction in animals killed in its shelters. In the King County region there are several non-profit organizations that provide access to low-cost and free spay/neuter surgery. These organizations are often fully booked and unable to meet requests for appointments. Feral Cat Spay/Neuter Project typically experiences a two-to-four-weekwaiting list or longer during kitten season. Pasado's Spay Station offers spay/neuter surgery on a firstcome, first-serve basis and they are consistently full. Humane Society of

Seattle/King County takes reservations for public spay/neuter up to four weeks out and is currently booked out 2-3 weeks. Spay/Neuter programs are the proactive approach to reducing the homeless pet population and should be expanded whenever possible.

Program/policy Recommendation #1:   **Provide spay/neuter for shelter animals seven days a week.**

Approved by Subcommittee by Vote of: 3 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCACC

KCACC currently employs one FTE Veterinarian (exempt) and one FTE Licensed Veterinary Technician (non-exempt). Volunteers have not traditionally been allowed to help in the clinic unless they are students of an animal-related medical program or class.[11] Volunteer veterinarians and students of veterinary schools have helped in the clinic but not on a regular basis. We were advised on Sept. 14, 2007, that a verbal agreement was made between the Guild and KCACC to allow volunteers to help in the clinic, but this program had not been started as of the date of this report. The Clinic staff works a compressed work week of Monday through Thursday. The Clinic is currently closed three days per week.

Clinic staff is responsible for providing spay/neuter surgeries for all unaltered KCACC shelter pets before adoption. In addition to providing spay/neuter surgeries, they are also responsible for general medical care for all shelter animals. In 2006 approximately 3,200-3,500[12] dogs and cats were altered by KCACC clinic staff. Dr. Marilyn Christensen, DVM for KCACC, states that six animals were adopted in 2006 without being spayed/neutered under section 7.3 of the KCACC adoption policy.[13] These took place during the holiday season when the Clinic was closed. All animals had scheduled spay/neuter appointments prior to leaving the shelter.[14] Statistics on the number of days and the number of animals waiting for surgery before they could be placed into adoption are not available.

Surveys from rescue organizations that are only able to assist with animals that have been altered indicated that at times there were no healthy altered animals for them to take. Similar feedback was also received in the surveys from volunteers who pull animals for offsite adoption events. It is essential to reducing euthanasia to move adoptable animals out of the

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[11] Advised on Sept. 14, 2007, that a verbal agreement was made between the Guild and KCAC to allow volunteers to help in the clinic. Unknown if volunteers are assisting and what tasks they are assisting with.
[12] Exact number of animals altered is unclear due to discrepancy in KCACC 2006 annual report (3,515 versus 3,295) and what was reported to the WA Federation of Animal Care and Control 2006 survey (3,523). Clarification requested on actual number of surgeries submitted to Acting Animal Services Manager Dams in August. Request is still pending at the time of this report.
[13] Spay/Neuter subcommittee questionnaire.
[14] Spay/Neuter subcommittee questionnaire.

shelter as soon as possible to reduce overcrowding and the risk of disease, and to make more room and staff time for animals not yet adopted.

Analysis of other programs/policies

A review of the model jurisdictions outlined in Motion 12521 showed they all strongly emphasize the importance of providing spay/neuter surgery prior to adoption. In addition, they focus on providing these services as soon as possible, often as soon as the animals are accepted into the adoption program. This reduces the daily shelter population by making animals available to be taken home as soon as they are adopted. Each jurisdiction has veterinarians whose primary responsibility is dedicated to spay/neuter. Since each of these jurisdictions also provides access to surgery for the general public's pets and medical care for all of the shelter animals, we could not get a clear indicator on the amount of time these vets and clinic staff spent on just spay/neuter of shelter animals. The Charlottesville-Albemarle SPCA jurisdiction performed approximately the same number of surgeries as KCACC. They performed around 3,000 surgeries on shelter animals in 2006 with one high-volume spay/neuter veterinarian. They also performed a limited number (1,500) of spay/neuter surgeries for low-income pet owners and are in the process of increasing access to this program. In addition to the high-volume spay/neuter veterinarian, they have available a medical staff of seven assistants, one full-time veterinarian four days per week, one relief veterinarian, and are in the process of hiring a licensed veterinary technician.[15]

Volunteers are often utilized in helping at spay/neuter clinics and can provide valuable assistance in areas of preparing the dogs and cats for surgery and in "post-op." At the Feral Cat Spay/Neuter Project, volunteers are used on a regular basis. In 2006 Feral Cat Spay/Neuter Project clinic volunteers donated 3,111 hours of their time to prepare cats for surgery, wrap spay packs and monitor cats in recovery. PAWS in Lynwood also utilizes volunteers to assist in many non-medical tasks associated with spay/neuter.

Description of a model program/policy

Increase spay/neuter of shelter animals to seven days per week. This should help reduce and/or eliminate the backlog of animals awaiting surgery and allow animals to be placed into

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[15] Model Jurisdiction Survey

adoption or rescue sooner. To achieve maximum usage of the spay/neuter clinic each day, combine the spay/neuter of shelter pets with appointments from the general public.[16]

Implementation Plan

- Analyze the extra resources necessary to provide increased spay/neuter for shelter pets, in conjunction with the recommendation to open the clinic for public spay/neuter.[17] Consideration should be given in this analysis to the recommendations from the Shelter Operations subcommittee to increase clinic medical staff. For budgetary purposes, we would anticipate that in addition to the current Veterinarian, who is doing spay/neuter surgeries and is responsible for the overall medical care of the shelter animals, the addition of a FTE high-volume spay/neuter veterinarian and an additional FTE licensed veterinary technician.

- Include in this analysis an examination of how, in addition to adding more clinic staff, trained volunteers can help to make the clinic work more efficiently. (See that recommendation for more details.).

- Analyze the feasibility of starting to spay/neuter pets as soon as they are cleared to be placed up for adoption, with an emphasis on those likely to be adopted most quickly. This will become more feasible as the disease levels in the shelter are brought under control, as it will be less likely that an "adoptable" pet will be euthanized as a result of illness contracted in the shelter.

- Set goals on reducing spay/neuter surgery.

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[16] See recommendation to offer spay/neuter surgery for general public's pets.
[17] Although KCACC medical staff was not interviewed and to the best of our knowledge we did not receive any surveys from KCACC medical staff, it is our conclusion based on the current job responsibilities and the recommendations listed herein that additional veterinary and medical support staff will need to be added to increase spay/neuter.

Program/policy Recommendation #2: **Provide free and low-cost spay/neuter surgery to pets owned by King County residents.**

Approved by Subcommittee by Vote of: 3 to 0 Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCACC

KCACC does not currently provide any spay/neuter surgery for the general public's pets.[18] The KCACC veterinary clinic has all the appropriate resources and equipment for spay/neuter surgeries, but is closed three days a week because of limited staffing. Spay/Neuter vouchers are automatically issued by King County Pet Licensing department when a citizen purchases a license for an unaltered animal. The voucher is for $25 towards the cost of a spay/neuter at participating veterinarians. The voucher program has a very low success rate. In 2006, 5,320 vouchers were distributed with pet licenses. Of that total, only 160 were actually used. This low success rate has been consistent over the past 5 years that were included in the 2006 KCACC annual report.[19]

King County is fortunate to have community-based, non-profit organizations and private-practice veterinary clinics that are providing low-cost and free spay/neuter services for King County residents. These not-for-profit organizations include Humane Society of Seattle/King County, Pasado's Spay/Station, and Feral Cat Spay/Neuter Project, in addition to others. However, these organizations often have more demand for their services than they are able to meet, which indicates that additional resources are needed.

Analysis of other programs/policies

It is an accepted principle among the humane community that access to free or low-cost spay/neuter is a vital aspect of achieving a higher save rate of animals in shelters. SPAY-USA,[20] states that among the top three reasons to spay/neuter dogs and cats, "It helps to reduce companion animal overpopulation. Most countries have a surplus of companion animals and are forced to euthanize or disregard their great suffering. The surplus is in the millions in the

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[18] If an unaltered pet is picked up twice by an ACO/citizen and taken to the shelter it will be altered and the owner charged for the surgery plus boarding costs. *See* 11.04.210(D) King County Code.
[19] ACS 2006 Annual Report.
[20] SPAY/USA, a program of North Shore Animal League America, is a nationwide network and referral service for affordable spay/neuter services.

United States. Cats are 45 times as prolific, and dogs 15 times as prolific, as humans. <u>They do not need our help to expand their numbers; they need our help to reduce their numbers until there are good homes for them all.</u>"

Quite simply, more animals altered equates to fewer animals entering the shelter in the first place, although it may take a few years for the full results of increased community spay/neuter to be realized.

An analysis of the shelters located in the jurisdictions listed in Motion 12521 showed that all shelters offer these services at varying levels, by providing access to free or low-cost spay/neuter surgery for the general population's pets. Voucher programs are implemented in some of the model jurisdictions. In general voucher programs for spay/neuter have met with minimal success.

Philadelphia Animal Care and Control Association (PACCA), and Philadelphia Animals Welfare Society (PAWS) (PACCA's non-profit arm) provide low-cost and no-cost spay/neuter clinics for the public. They target neighborhoods and animal populations in the greatest need of service. These services are offered twice per month except during "kitten season," when the spay/neuter resources are needed to focus on altering shelter pets so that they can be adopted. They recognize that this is less than ideal, and are looking to expand their program to offer more public spay/neuter. Notably, Philadelphia operates it's spay/neuter program with very few resources, and thus relies heavily on the contributions of volunteer veterinarians.

Spay/neuter is a top priority for the Richmond SPCA in its efforts to reduce the homeless pet population. They have done research that indicates that low-income areas contribute to the highest percentage of strays brought into the shelter. Their spay/neuter program is not restricted to citizens of low-income, but they do charge people who do not meet the low-income test. It is free for people who are low-income. Richmond has indicated that it is starting to see the impact of its spay/neuter programs, most notably in the fact that the flood of animals normally experienced during "kitten season" is now starting later and ending earlier.

Charlottesville-Albemarle SPCA is in the process of ramping up its spay/neuter program for the general public by hiring more veterinarians. They provide low-cost ($20) spay/neuter for pets of citizens who are low income and for all pit bulls. For those who do not qualify as low income but cannot afford to pay, they work with them and charge $35-$55. At this point, public

surgeries are done as often as possible, but are dependent upon the volume of shelter pets needing surgery.

Nevada Humane Society provides a limited amount of low-cost spay/neuter surgeries for the general public 5 to 6 days per week.

The Tompkins County SPCA provides spay/neuter assistance through a partnership with participating local veterinarians and the Helen Milks Frances assistance program. Surgery costs are split three ways, so the animal's guardian pays only a third of the overall cost of the surgery. Fees are as low as $15 for a male cat and $25 for a female dog.

The San Francisco SPCA operates a spay/neuter clinic and reported that 6,500 dogs and cats were spayed or neutered in 2006. They offer low-cost spay/neuter for pets of San Francisco residents and free spay/neuter for pets of seniors 65 and older, pets of homeless residents, and feral cats. A new Animal Care Center is being built in a renovated building. When completely renovated, this building will house a world-class Hospital, Spay/Neuter Clinic and Feral Cat Assistance Program facility.

Description of a model program/policy

To reduce the number of homeless pets entering county shelters, an aggressive community-wide spay/neuter program should be implemented. KCACC could maximize its spay/neuter clinic by offering free and low-cost spay/neuter surgery for pets owned by King County citizens who are low-income, seniors over the age of 65, and college students, in addition to programs targeted at the animals who are most at risk of being euthanized in the shelter, such as pit bulls and feral cats. This targeted spay/neuter campaign should seek to reach the pets who are most likely to be left unaltered and to add to the county shelter population.[21] Shelter pets should continue to receive priority appointments for spay/neuter surgery. During peak surgery months it may be necessary to work with organizations that provide spay/neuter surgeries and local veterinarians to support the public's need for surgery appointments. Additional research will be needed to determine the legal issues in WA State surrounding the ability to provide free and low-cost spay/neuter services.

Implementation Plan:

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[21] Further analysis is needed to determine legal issues in WA State for providing low-cost spay/neuter surgery.

- Assess the medical staffing requirements to expand the clinic so that it can provide spay/neuter services seven days a week.

- Explore the possibility of using volunteer veterinarians from the community to add to these services, including students of local veterinary and veterinary technician schools.

- Meet with the other organizations in the community that are providing public spay/neuter services, to get additional information about how services can be coordinated, and the most effective way to expand services.

- Assess what reasonable "low-cost" fees for spay/neuter surgery would be, taking into consideration the long-term and ongoing benefit of fewer homeless animals being born and entering the shelter.

- Allocate the financial resources necessary to hire the additional staff necessary to provide these services. This will probably include *at a minimum* one additional half-time veterinarian, relief vet or volunteer vet and one additional half-time veterinary technician.

- Perform an analysis of shelter intake to find the areas in the county that yield the highest number of animals who come into the shelter. Given the high demand in the community for free or low-cost spay/neuter, the program should first be targeted to specific areas that produce the highest number of stray and surrendered pets.

- Once an area is identified as one where spay/neuter services should be concentrated, examine the demographics for this region to determine if any special tools or educational material will be required to reach out to these pet guardians to get their pets altered. (i.e. bilingual publications, community leaders giving educational talks at neighborhood events, marketing campaigns, etc.)

- Discontinue the voucher program and reallocate the funds to provide public spay/neuter at KCACC medical clinic.

- Add public spay/neuter appointments to normal shelter spay/neuter days to provide a consistent number of surgeries each day, and services for both the public and the shelter animals seven days a week.

Program/policy Recommendation #3:   **Provide free spay/neuter services at KCACC for Feral/Free-roaming cats**

Approved by Subcommittee by Vote of: 3 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCACC

Shelter cats expressing feral behavior are not deemed adoptable and are euthanized. KCACC does not currently provide spay/neuter surgery for feral or free-roaming cats that are being managed as part of a trap-neuter-return program.[22]   Under a trap-neuter-return program cats are typically vaccinated for rabies. KCACC does not currently vaccinate for rabies.

Analysis of other programs/policies

Free spay/neuter surgery for a feral/free-roaming cat is offered by the Richmond, San Francisco and Tompkins County shelters. Philadelphia and Reno offer assistance by providing free spay/neuter for feral cats in conjunction with a local organization, using their clinics and resources. Charlottesville-Albemarle provides free spay/neuter surgery for feral cats using volunteer vets.

Description of a model program/policy

In recognition of the importance of reducing the homeless cat population through Trap-Neuter-Return (TNR),[23]   a model program would include access to spay/neuter for feral cats. KCACC would provide free spay/neuter surgery for feral/free-roaming cats that are being managed as part of a TNR program. Caretakers would trap the cats and take them to the KCACC spay/neuter clinic for surgery, rabies vaccination and an ear-tip to clearly identify the cat as being altered. A surgical release form would be signed by the caretakers, stating that they care for the cats or have direct knowledge that the cats are being cared for. After surgery, cats would be released back to their caretakers for post-surgery care and returned to their colony.

A complete description of a model feral cat program has been prepared in the feral/free-roaming cat section of this report.

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[22] In 2007 a program was started with an organization that offered to rescue feral-behaving cats from the shelter and relocate them to barn homes. Several cats were altered before being released to this organization.
[23] Trap-Neuter-Return or TNR is the process of humanely trapping a feral cat and having it spayed/neutered, ear-tipped to clearly identify the cat as being altered, and returning it to its habitat to live out the rest of its life.

Implementation Plan:

- Assess the medical staffing requirements to accommodate free surgery for feral cats. This assessment should be performed in conjunction with the assessment on how to provide spay/neuter services to the public and to shelter animals seven days a week, and the recommendations from the Shelter Operations report.

- Designated feral cat surgery days could replace public spay/neuter days for tame cats one to two times per month. Allocate the financial resources necessary to fund this program.

- Consult with local organizations that are currently providing spay/neuter surgery for feral cats to review protocols for TNR, and to coordinate spay/neuter days and the efficient allocation of resources.

- Assess the possibilities of partnering with other local non-profit organizations and local veterinarians to provide these surgeries.

Program/Policy Recommendation #4: **Increase spay/neuter awareness and assistance by participating in Spay/Neuter Awareness campaigns**

Approved by Subcommittee by Vote of: 3 to 0 Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCACC

KCACC does not actively participate in any national spay/neuter campaigns. They have displayed promotional posters from national organizations addressing spay/neuter. The lobby of the Kent shelter has a list of low-cost spay/neuter clinics and a leaflet on spay/neuter.

Analysis of other programs/policies

Some promotion was done by the model jurisdictions regarding spay/neuter, but there was caution that too much advertising would cause more demand than they could meet. PAWS in Lynwood, WA, successfully participates in SPAY DAY USA[24] every year. They work with the veterinarian community in Snohomish County and non-profit organizations to provide affordable spay-neuter as part of the Spay Day event. In turn these veterinary hospitals are listed on their website as participants. The Humane Society of Seattle/King County also has campaigns to promote spay/neuter such as Feline Fix, where low-cost surgery and free microchips are offered, and the Feral Cat Spay/Neuter Project's Sexless in Seattle in recognition of National Feral Cat day. During this event the clinic brings in volunteer vets to assist them in altering 100 cats in a day.

Description of a model program/policy

Reinstate the County's support of and participation in "Spay Day USA" and other Spay/Neuter related education programs to bring awareness to the importance of spay/neutering. Implement other programs that engage the private veterinary community in offering a low-cost surgery day or days as a way to reach as broad an audience and population as possible. Provide educational information on the benefits and importance of spaying/neutering pets through outreach methods such as public venues and public service announcements. Develop ad campaigns that engage the public in bringing their pet in to be altered.

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[24] A national campaign of HSUS to promote spay/neuter.

Implementation Plan:

- Research national spay/day campaigns and update promotional materials.

- Increase spay/neuter awareness through educational materials at local venues where pet guardians are most likely to frequent.

- Develop a KCACC ad campaign for promoting spay/neuter and possibly a Spay/Neuter Day proclamation.

- Work with local veterinarian community and spay/neuter clinics to collaborate on large spay/neuter events.

Program/policy Recommendation #5:   **Review protocols annually for pain relief to be given to pets undergoing spay/neuter surgery**

Approved by Subcommittee by Vote of: 3 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of other programs/policies

Analysis was not done in this area with model jurisdictions. This recommendation comes from the subcommittee members who all have spay/neuter clinic responsibilities.

Description of a model program/policy

On an annual basis, review protocols for anesthetic that is being used for sedating dogs and cats. Adjust medical protocols as necessary to insure that every animal that receives surgery does so with a limited amount of discomfort. Medical staff should continue to receive training on new protocols and procedures to ensure the shelter pets are receiving the highest quality medical care while at KCACC.

Implementation Plan:

- Consult with shelter veterinarians.
- Clinic medical staff (Veterinarian and LVT) attend continuing educational classes as needed.
- Consult with U-C Davis Shelter Medical program

Summary for:

Free-roaming (Feral) Cat Subcommittee
Date Submitted: September 21, 2007

Subcommittee Participants:

Mary Jane Price, citizen representative for unincorporated King County, district nine
Christine Metzler, citizen representative for the Suburban Cities Association, district seven
Julie White, Executive Director of the Feral Cat Spay/Neuter Project

Research and analysis

The subcommittee obtained information from Model Jurisdictions surveys, their websites and links to other organizations that work with the model jurisdictions that were specific to feral/free-roaming cats. We also sought information from Wendy Anderson, Legal Director for Alley Cat Allies[25]

Executive Summary

Feral cats are the offspring of stray or abandoned domestic cats that revert to a wild state. They often form colonies around a food source. Feral cats are typically raised with no human contact, which can make it difficult to domesticate them. Free-roaming cats include those who are un-owned who may have had some human contact during their life but reverted to a wild state. Since these groups of cats are not socialized, they are not candidates for adoption from shelters, and are usually euthanized.

Left unaltered, feral cats continue to reproduce, contributing to the estimated 750,000 homeless cats living in the Puget Sound region.[26]   A large scientific study revealed that free-roaming cats (tame, stray, feral and in-between) are largely responsible for the homeless tame cat population in shelters. Therefore, spay/neuter aimed only at the owned cat population will not sufficiently reduce shelter intake. Focusing widespread spay/neuter on free-roaming cat populations should make the greatest, most immediate impact on shelter intakes and

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[25] Alley Cat Allies is a national feral cat coalition based in Washington, D.C.
[26] Humane strategies for controlling feral cat populations -- Formula taken from, How Many Feral Cats Are There? JAVMA Vol. 225, No. 9, November 1, 2004.

euthanasia. Through Trap-Neuter-Return (TNR), feral cats live out their lives without adding to the homeless cat population.

Trap-Neuter-Return is a program in which feral/free-roaming cats already living outdoors are humanely trapped, altered by a veterinarian, vaccinated against rabies, ear-tipped[27] and returned to their familiar habitat to live out the rest of their lives. Kittens that are trapped typically by the age of four weeks may be socialized and placed into adoption. Several studies have been conducted to determine if TNR is effective. These studies indicate that long-term reduction of feral cat numbers is feasible through TNR. The article also states that TNR is but one part of the process. Public education promoting responsible pet ownership, increased and early sterilization, improved pet retention programs and expansion of "no-kill" animal sheltering should also be promoted to reduce pet abandonment.[28]

A recent survey[29] conducted by Alley Cat Allies showed an overwhelming majority of Americans, 81%, believe that leaving a stray cat outside to live out its life is more humane than having it caught and taken to a shelter to be killed. These results show that the general public supports the ending of killing feral/free-roaming cats and supports a kinder, humane approach via the non-lethal methods of Trap-Neuter-Return. A model program for KCACC would also adopt TNR as the preferred non-lethal method for reducing the feral cat population and develop policies necessary to support this position.

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[27] Ear-tipping is the process of painlessly removing the tip of the cat's ear while it is anesthetized for spay/neuter surgery. Ear-tipping is a universal symbol to clearly identify the cat as being altered and avoiding unnecessary trapping and future transport.
[28] Humane strategies for controlling feral cat populations, JAVMA Vol. 225, No. 9, November 1, 2004
[29] Survey conducted by Harris Interactive on behalf of Alley Cat Allies.

Program/Policy Recommendation #1:   **Develop a policy citing Trap-Neuter-Return (TNR) as the preferred, humane method for reducing the feral cat population.**

Approved by Subcommittee by Vote of: 3 to 0   Approved by Committee by Vote of: 10-0

Analysis of the current program and policies used by KCACC

There currently is no formal program for KCACC to promote and endorse TNR as the humane non-lethal method for reducing the feral/free-roaming cat population. Based on the questionnaire[30] received from KCACC, Animal Control Officers trap cats under special circumstances, such as where the cat has bitten someone, is injured, is creating a nuisance, or if the complainant is elderly or disabled and unable to trap the cat themselves. Callers who contact KCACC with questions or concerns about a stray cat are asked if they have contacted their neighbors about the problem and how long the problem had been going on. Staff advises the complainant they can trap the cat and call back when the cat is contained and an animal control officer will pick it up.   The KCACC call center states the top reasons cited for complaints about cats were trespassing, destruction to garden and lawns, and defecating on property. It is unknown how many calls KCACC has received in regard to feral/free-roaming cats as this number is not tracked. Year to date, KCACC has responded to 464 "stray cat confined" calls. Feral cats arriving at KCACC are rarely vaccinated or treated for medical conditions. When they arrive they are housed in the stray hold area, the euthanasia room, or an outdoor cage. Feral/free-roaming cats that arrive severely injured are immediately euthanized. Feral cats that cannot be rescued by an organization are euthanized once their 72-hour stray hold has expired.[31] The KCACC 2006 annual report[32] stated that a new program was started with a not-for- profit organization that relocates cats to barn homes. This program was actually implemented in 2007 and statistics from KCACC on the number of cats sterilized and relocated were not available.[33] There does not appear to be any process for validating a feral cat rescue organization.

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[30] Feral/free-roaming Cat Spay/Neuter subcommittee questionnaire to KCACC

[31] Feral/free-roaming Cat Spay/Neuter subcommittee questionnaire to KCACC

[32] 2006 Council ASP Annual Report 7-07

[33] Feral/free-roaming Cat Spay/Neuter subcommittee questionnaire to KCACC

Analysis of other programs/policies

In every model jurisdiction that we reviewed from Motion 12521, one of the key areas attributed to their success was an aggressive free or low-cost spay/neuter program which also incorporated surgery for feral cats. If the model jurisdiction did not have its own spay/neuter program for feral cats, it partnered with feral cat advocates who did. At the Richmond SPCA, if someone brings a feral cat to them in a trap, they talk to the person about TNR and ask them to become a TNR volunteer. The importance of educating people about TNR to let them know there are humane options for handling feral/free-roaming cats was a consistent message throughout the model jurisdiction surveys. Additional education to dispel myths about feral cats' health and living conditions should also be included to promote the positive aspect of implementing a humane program for reducing feral cat populations through TNR.[34][35]

Description of a model program/policy

Implement Trap-Neuter-Return as an effective non-lethal process to control and reduce outdoor cat populations. Respond to cat-related complaint calls by providing information about TNR. If the caller is interested in learning more, provide them with materials that will educate them on the process and provide them with resources that can assist. Provide access to free spay/neuter surgery for all feral cats.[36] Expand the volunteer program to include volunteers who can assist with trapping; socialize kittens who are 4 weeks or younger so they can be placed into adoption; have food drives for feral cat caretakers; and provide other assistance as needed to support the program. For additional information on implementing a model feral cat policy see, A Model Feral Cat Policy[37] and Feral Cat Assistance Program – The San Francisco SPCA.[38]

Implementation Plan:

- Work with feral cat advocate groups to obtain training materials and scripts for Call Center employees and ACO officers that will allow them to better resolve feral/free-

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[34] Humane Strategies for controlling feral cat populations
[35] Wallace – Levy – Population characteristics of feral cats admitted to seven trap-neuter-return programs in the United States 2/2006
[36] Scott – Levy- Crawford – Characteristics of free-roaming cats evaluated in a trap-neuter-return program.
[37] A Model Feral Cat Policy – No Kill Sheltering November/December 2006
[38] Feral Cat Assistance Program – The San Francisco SPCA

roaming cat questions or concerns.   For more information on how animal control agencies are embracing TNR programs, see "TNR: An ACO's Perspective."[39]

- Develop and provide reference material that can be given to individuals who would like to learn more about TNR and the resources available within the community.

- Work with feral cat advocates in King County to provide assistance with TNR issues.

- Expand the volunteer program to provide a feral cat assistance team which can also address concerns about cats coexisting with wildlife[40]

- Consult with UC Davis Shelter Medicine for assistance with housing feral cats while they are at the shelter.

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[39] TNR: An ACO's Perspective – No Kill Sheltering November/December 2005
[40] Plight of the vanishing songbirds – Defenders of Wildlife; Feral Cats On The Firing Line – Nathan J. Winograd

Program/Policy Recommendation #2:   **Amend Title 11 of King County Animal Control Code to reflect TNR-friendly policies.**

Approved by Subcommittee by Vote of: 3 to 0   *Approved by Committee by Vote of: 9-0-1 (Laico abstained)*

Analysis of the current program and policies used by KCACC

There is mandatory cat licensing for all cats in King County with the possible exception of Mercer Island which did not adopt Title 11 of Animal Control. Caretakers of feral/free-roaming cats are not excluded from Title 11 of the Animal Control Ordinance. Caretakers of feral/free-roaming cats still do TNR within King County, but it is unclear if it is legal. As a result, caretakers therefore operate below the radar, which makes it difficult to fully implement the TNR program.

Analysis of other programs/policies

Cat licensing laws were not in place in any of the model jurisdictions. For more information on cat licensing laws see "Does Cat Licensing Work?" - February 2000 Cat Fancy[41] and SF SPCA Position Statement[42].

Description of a model program/policy and implementation plan

Amend Title 11 of the Animal Control ordinance to clarify that individuals acting as caregivers doing TNR are not "owners" who are subject to animal control licensing laws, and that a cat caregiver is not a "keeper" or "harborer" subject to the pet limit laws. For suggestions of cat laws that are friendly for feral cat and TNR programs, see recommendations from Wendy Anderson of Alley Cat Allies.[43]

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[41] Does Cat Licensing Work? February 2000 Cat Fancy
[42] San Francisco SPCA Position Statement – Against Mandatory Cat Licensing – January 3, 1995
[43] Recommendations from Wendy Anderson of Alley Cat Allies

Summary for:

Animal Cruelty Subcommittee

Date Submitted: September 21, 2007

Subcommittee Participants:

Kim Sgro, former executive director of Pasado's Safe Haven

Celeste Walsen, citizen representative for the Suburban Cities Association, district six

Derek Yoshinaka, KCACC volunteer and representative of the Suburban Cities Association, district seven

Research and analysis

In addition to considering the findings from the model jurisdictions, the subcommittee members read widely in the current literature of research in the area of prevention of animal cruelty, and interviewed prosecuting attorneys, current KCACC field officers, and fully commissioned law enforcement representatives.

Executive Summary

The goal of this summary is to provide viable recommendations to reduce the number of animal cruelty incidents, as well as offer a sound, effective and fiscally reasonable concept for enforcement of the animal cruelty laws. After extensive analysis of model and local process, this subcommittee has determined that it is imperative to task the complexities of this social crisis to the organizations that are most capable, in terms of resources, training, and manpower, of responding appropriately. Presently, the system and staff are overwhelmed and lack the appropriate resources to effectively and efficiently respond to the number of calls received.

The intention of these recommendations is to:

a) ensure safety of the responding officer,

b) ensure safety and legal respect of the public

c) shorten call (both non-cruelty and cruelty) response time significantly

d) propose a fiscally responsible plan and

e) uphold animal welfare to a national model level

This subcommittee recommends implementing these concepts by:

- Moving the investigation of all animal cruelty cases from KCACC to existing law enforcement agencies so that KCACC and the law enforcement agencies can collaborate to provide timely and effective response to cruelty and non-cruelty issues.

- Utilizing established excellent coordination between the Prosecuting Attorney's Office (PAO) and the recommended agencies investigating cruelty cases.

- Providing safe, humane vehicles for the transportation of animals by KCACC officers.

- Hiring an FTE humane educator with the primary goals of improving the treatment of animals within King County and developing an outstanding web site to serve as a reliable source of information for King County citizens on the care of animals.

- Creating a humane holding facility for animals that are in long-term care of KCACC because they are held for evidentiary purposes.

Program/Policy Recommendation #1:

Move the investigation of all animal cruelty cases from KCACC to existing law enforcement agencies so that KCACC and the law enforcements agencies can collaborate to provide timely and effective response to cruelty and non-cruelty issues.

*Approved by Subcommittee by Vote of: 3 to 0   Approved by Committee by Vote of: 8 to 1 to 1
(Gibson no; Laico abstained.)*

Analysis of the current program and policies used by KCACC

The current process for the investigation of animal cruelty complaints by King County Animal Control consists of several steps. Those steps are documented in the Animal Services and Programs Procedure AS2-000 Rev. A. Summary below:

Receiving complaint

The first step in the process is the receipt of a complaint. Complaints are most often received by Animal Control's call center and are then forwarded to the on-duty field sergeant to determine whether the complaint meets the requirements for an investigation. Many calls received by animal control are deemed to not be actual cases of animal cruelty (barking dogs, dogs left on a chain in a yard, etc.) and the callers are advised on the proper course of action for those circumstances (i.e., a person calling regarding a barking dog will be told that this is not cruelty, but the complaint issuer can fill out a complaint form in order for a field officer to investigate at a later date). In other situations, complaints are received by 9-1-1 operators, who will both dispatch a police officer and inform animal control of the complaint received.

Initial response

If the call is received by Animal Control's call center and is deemed to be a situation that requires further investigation by a field officer, the complaint is given to the field sergeant. The field sergeant determines the severity of the situation based upon the information given during the call and assigns a field officer to respond to the call. Animal cruelty cases are deemed the highest priority calls to respond to by field officers, but the speed at which they can respond to a call depends upon their current caseload and the situation described in the complaint. Cases in which there is immediate danger to the health of an animal are responded to as soon as an officer is able. In the case of probable danger to the health of an animal, the officer tries to

respond within the same day that the complaint is received, but it could be several hours before a response can occur. Situations in which there is no immediate danger to the welfare of the animal (i.e., barking dog, non-threatening animal trespassing, etc.) will be responded to by the end of the field officer's duty shift, which means that they may not respond to the call for "three to four days."[44]

Investigation and follow-up

Once a call has been responded to by a field officer, there are several different outcomes possible. One is that, after investigation, it is deemed that there is no further action that needs to be taken. For example, the situation may not have been as the complaint described and there is no danger to the animal. Another is that there is a situation in which the animal's health is in danger, but the officer feels that the situation can be rectified through education of the caregiver. In those situations, the officers will inform the caregiver of possible remedies to the situation that was endangering the health of the animal and will also follow up later to make sure that the care of the animal has improved. A third outcome is that the situation warrants further investigation and possible filing of animal cruelty charges against the caregiver.

There are several people involved in the decision to pursue animal cruelty charges. Those involved include: the investigating field officer, the field sergeant, the Enforcement Coordinator (who serves as liaison with outside agencies), and the shelter manager. After the initial investigation, the field officer will discuss the results of the investigation with the field sergeant and they will decide if the case needs to be elevated for potential prosecution. If that course of action is decided upon, they will contact the Enforcement Coordinator and the shelter manager to begin that process. In addition, if the field officer finds during the initial investigation that assistance is required from the police or Sheriff's department, the field officer can call them in directly and inform the other parties after the police have been called in. The field sergeants are the prime investigators in cases of animal cruelty after a decision is made to pursue criminal charges.

There are systemic failures both in the above described protocol and in its implementation. Some of the main issues are as follows:

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[44] Statement by KCSO Sheriff Deputy, Nancy Spadoni

1. Need for improved response time to ALL calls. Cruelty and non-cruelty calls must be responded to immediately, and follow-up is imperative. Recently, there have been public events that have made it clear that <u>both cruelty and non-cruelty calls need to be prioritized</u>.

   o Example 1: a non-cruelty call on loose dogs could escalate to aggressive dogs ending with devastating results – having a smaller companion animal being mauled while posing a severe public safety threat to humans. Additionally, there also could be criminal elements associated with it (dog fighting).[45]

   o Example 2: August 15th, 2006 – KCACC is called to Kent on an animal cruelty call regarding 2 horses. The assigned KCACC officer determines this requires further assessment and calls in an equine veterinarian (Dr. Dana Bridges) to assess the 2 horses. Dr. Bridges assigns a grade '3' to both horses' neglect level (on a scale of 1 to 3 – 1 being worst condition of neglect, 3 being best condition of neglect). A grade 3 neglect was issued based on malnutrition, and general health of the 2 horses. Dr. Bridges draws up a plan for the owner to treat and care for the two horses in order to make them healthy again. This particular combination of grade and plan required a follow-up visit from KCACC in one month in order to confirm compliance to plan by owner. If compliance has not occurred, confiscation from owner may occur.

   o November 8th, 2006 – Dr. Dana Bridges receives a call from a relative of the horse's owner. This person states that the horses are in even worse condition than when KCACC and Dr. Bridges were there last in August, 2006. Dr. Bridges immediately contacts KCACC to inform them of this distress call.

   o November 9th, 2006 – Dr. Bridges and assigned KCACC officer reconvene at site of the two neglected horses, now regraded in deteriorating condition to a 2 by Dr. Bridges. It is also determined that KCACC never performed the monthly follow-up to be performed in September, 2006 based on the worsening condition of the horses, there was <u>not adequate follow up</u> post-first assessment in August 2006.

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[45] 9/11/07 Seattle/Mt Baker neighborhood incident – Seattle Times 9/13/07, 'Pit bulls bite Mount Baker man, kill dog he was shielding', Jennifer Sullivan

o When the KCACC Officer and Dr. Bridges determined that the 2 horses must be confiscated, the owner became verbally abusive and threatening. Because their wellbeing was in danger, they had to stop what they were doing, call KCACC dispatch, who then had to call in police officers for back-up to protect the safety of both the KCACC officer and Dr. Bridges. This was <u>very dangerous and time consuming</u>, and could have ended very badly. This is a primary example of why <u>fully</u> commissioned officers must be primary receivers of all calls.

o Dr. Bridges has installed a security gate and is now armed as a result of this incident to protect herself from the previous owner of these 2 horses.

o The owner of the horses has been charged with Animal Cruelty in the 1st degree for one horse, and 2nd degree for the second horse.[46] [47]

2. Field officers and sergeants are not exclusively assigned to responding to public calls/complaints because they are also frequently called upon to assist with shelter operations (i.e., cleaning). This results in an increased delay in response to all calls.

3. While animal control field officers do the best they can, they do not have the formal training or resources to soundly assess, investigate and maintain the integrity of a crime scene and/or evidence.[48]

o Presently, all animal control officers are minimally trained on basic crime scene assessment (a two-week course in animal cruelty investigation with <u>no-hands on work</u>,[49] vs. fully-commissioned officers whose experience includes but is not limited to 720 hours of training in understanding of working laws, search and seizure, civil rights, probable cause, evidence handling and maintenance, Miranda rights– everything necessary to know for <u>official</u> investigation[50]).

4. Presently KCACC is the primary call receiver for all animal concern calls. KCACC dispatches on a dedicated channel, which means that police or Sheriff Officers in the field <u>do not</u> hear the calls that go out. As a result, if a KCACC officer needs back-up from commissioned officers (police or sheriff) due to being in a dangerous situation, a time-consuming, inconvenient and potentially life-threatening process ensues. The KCAC

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[46] Dr. Dana Bridges documented testimony that assisted the PAO in conviction
[47] 8/15/07-11/9/07 Kent incident – Seattle Times 9/8/07, 'Guilty Verdict in Neglected Horses', Christine Clarridge
[48] As stated by KCAC Sgt. Morris in 8/10/07 interview
[49] As stated by KCAC Sgt. Morris in 8/10/07 interview
[50] Statement by KCSO Sheriff Deputy, Nancy Spadoni

officer must use a different channel on his/her radio in order to contact police/KCSO which may not be possible or practical in all situations. Also, if fully commissioned officers are privy to danger associated with a call location or caller (i.e., violent or unpredictable people), this information never gets relayed to KCAC field officers prior to arriving on the scene. Both scenarios are potentially dangerous to the welfare of the KCAC field officer. It is also problematic that the KCAC field officer uniform resembles the KCSO uniform and may antagonize hostility in an already unpredictable environment. These KCAC field officers are unarmed, not trained effectively to respond to violent situations, and they appear to have law enforcement authority through their presentation. This is extremely dangerous.[51]

NOTE: It is important to know that 9-1-1 call dispatch is 'open air' so all fully commissioned officers are able to hear the call and receive all the details. This provides a level of broader awareness, potential for greater cooperation between officers, and clearly a safer environment for anyone responding to a call.[52]

5. KCACC field officers are currently overwhelmed by the number of cruelty and non-cruelty calls received, creating a delay in adequate response times to all calls.[53] The number of animal cruelty-related calls received will very likely increase as more animal welfare laws take effect, and public awareness increases. Division of responsibility for cruelty and non-cruelty response must occur in order to maintain the integrity of animal cruelty investigations as well as public safety.

6. The PAO has stated that the number of animal cruelty cases being brought to their attention for prosecution is surprisingly low; it may be under-representative of the true incidence of animal cruelty based on the volume of cruelty calls to KCACC per year.[54] This could be due to the lack of training of the ACO's to create a prosecutable case, or that the ACO's do not have adequate, dedicated time to create these cases to be given to the PAO. Ultimately, this issue will require further investigation to determine the exact reasoning.

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[51] Statement by KCSO Sheriff Deputy, Nancy Spadoni
[52] Statement by KCSO Sheriff Deputy, Nancy Spadoni
[53] As stated by KCAC Sgt. Morris in 8/10/07 interview
[54] Statement made at 8/29/07 meeting by KC PAO Chief Deputy Mark Larson in response to reviewing KCAC 2006 records of calls received vs number of cases file with PAO

For example, in 2005, KCAC received 15,307 calls; 1,002 were coded as animal cruelty/neglect; but approximately 90% were determined to be unfounded (i.e. barking dogs, dogs chained in yards). Of the remaining 100 calls, another approximately 90% were resolved through educational means or with the owners willingly surrendering the animals to KCACC care.[55] Only two cases were filed with the Prosecuting Attorney's Office for a total percentage of 0.01% of total calls, or 0.2% of the calls coded as cruelty and neglect. Compare to the same statistics for the KC Sheriff's Office in 2005. The KCSO received 19 calls; 15 were determined to be animal cruelty/neglect and 4 cases were filed with the Prosecuting Attorney's Office. Therefore, although the Sheriff's Office received only 0.1% of the calls received by KCAC, it filed twice the number of cases. [56]

Analysis of other programs/policies

Presently, all except one model jurisdiction (Tompkins County) have removed themselves from animal cruelty/criminal investigation processes. The primary reasons are: a) inadequate investigation and evidence process training (Reno, NV) b) lack of authority to pursue offenders (Richmond, Charlottesville) c) lack of resources to maintain the effectiveness of cruelty/criminal investigations (Richmond, Reno) d) and no prosecutorial power (Richmond, VA). It is also important to note that these organizations are private.

The one model jurisdiction that is both public and private, Philadelphia Animal Care and Control Association & Philadelphia Animal Welfare Society, possesses a dedicated, non-commissioned team of field officers who respond to non-cruelty calls while cruelty calls are dispatched to PA SPCA 'police' who are dedicated, and non- commissioned officers.

Description of a model program/policy

A model program places equal importance on both cruelty and non-cruelty calls, as both affect societal structure and process. A model program also requires immediate and qualified response as well as an effective follow-through process (i.e. bringing larger numbers of cases to the PAO, or checking on an owner who has been assigned to create a better living environment

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[55] Statement by Al Dams, Acting KCACC Shelter Manager 9/19/07
[56] Based on report issued to Committee by KCACC, 2007, and report issued by KCSO Sheriff Deputy, Nancy Spadoni.

for their animal). And finally, a model program maintains the safety and civil rights integrity of the individual and public. It would have the following elements:

- Assign cruelty investigations to those who are best trained to conduct them (police & sheriff - with the assistance of Animal Control Officers who have gone through minimum Level I and Level II Washington Animal Control Academy), while having a dedicated non-cruelty response team to ensure public safety (Animal Control).

- King County Animal Control oversees an already established infrastructure to respond to non-cruelty calls. Non-cruelty calls can include, but are not limited to: public nuisance (stray dogs/cats, marauding animals, barking dogs etc), and road safety (assessing animals hit by a car, processing carcasses).

- Provide animal control with adequate time to dedicate to non-cruelty calls, which will assure prompt response to such calls. This will support public safety, encourage better public image and communication, and allow for resolution of issues before they have the opportunity to escalate to dangerous conditions.

- Assign current fully commissioned officers, such as the KCSO, to be in charge of ALL cruelty investigations. Fully commissioned officers are already trained in police investigatory procedures and current techniques. They also have access to ALL investigatory tools including existing evidence facilities, criminal history access, rooms to interrogate suspects, and immediate booking ability of suspects for animal cruelty.

- Require on-going and frequent training for Animal Control Officers in, but not limited to: Level I and Level II Washington Animal Control Academy, investigating illegal animal fighting, emergency animal sheltering, large animal cruelty assessment, Criminal Investigation Course, Emergency Vehicle Operations Course etc.) in order to be able to assist and work in conjunction with the fully commissioned officer investigator.

- Fully commissioned officers will require training on normal and abnormal health of animals, treatment and environmental conditions of/for animals and what to look for in the case of animal cruelty and neglect issues. Recently, the KCSO has held two internal, well-attended classes addressing these items. This could also be supplemented with additional courses taught by local veterinarians.

- Separating cruelty calls from non-cruelty calls can be done at a call receiver level at a Communications Center. This process occurs presently, with all animal concern calls – except for those endangering the lives of people - going to KCACC. Whether animal cruelty and non-cruelty calls go to the KCACC or KCSO Communication Center will need to be determined on most effective policy and procedures. This will need to be determined by those who will be implementing this recommendation.

Other plans considered and removed from consideration (reasons defined):

1. Train current KCACC field officers to be fully commissioned law enforcement officials. The estimated cost for this training was $140,000 (14 officers @ $100K each). In addition, it was estimated that the training time would be significant. The course would require 18 weeks to complete and then an additional three months of on-the-job field training. Another concern was that as fully commissioned law enforcement officials, the field officers would then be required to respond to any criminal violations they witness, such as drunk driving, which could preclude them from doing their primary duty of animal control. Finally, it was believed that once the field officers became fully commissioned, there was the possibility that KCACC would lose them to lateral departments (i.e. police department) as those departments have a need for officers with animal handling experience.

2. Have KCACC continue to be the primary responding agency to animal cruelty calls, but develop a point of contact within police departments within King County and KCSO. It was estimated that KCACC would need to add at least 4 FTE field officers[57] to decrease response time to cruelty and non-cruelty calls and it would still not address the inexperience in investigation personnel, lack of sufficient facilities and resources which are already in place with the police or sheriff's department.

<u>Implementation Plan:</u>

- Because King County Animal Control appears to have the protocol and infrastructure to respond to non-cruelty calls adequately, this implementation portion of the plan will be straightforward and fast. Further assessment of this process may be necessary to

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[57] As stated by KCAC Sgt. Morris in 8/10/07 interview

confirm dedicated time management, appropriate supplies in each animal control vehicle, and further develop training and educational opportunities within the organization.

- KCACC also has a facility to temporarily house animals; this shelter will need to assign/designate an area to accommodate 'live' evidence - animals taken from alleged cruelty / neglect environments to be held until released by the courts - potentially for longer periods of time than the normal animal. Due to the extensive period of time that these animals could be present at the shelter, it is going to be important to make sure that this is a safe, healthy and interactive area of the shelter in order to provide a tolerable environment for their mental and physical wellbeing.

- King County Sheriff's Office has stated that they are interested in taking responsibility for Animal Cruelty Investigations based on the above Model Program concept. In the event of King County Council approving of and fiscally budgeting for KCSO recommended FTEs for this Model Program (below), KCSO is prepared to open discussion on assuming control of Animal Cruelty Investigations.[58]

- Since investigation is a significant portion of KCSO's job description, they are already trained effectively and have the resources necessary to take this program over immediately. As a result, there is no need for 'start-up and training' expenses. The protocol and infrastructure is established and readily transferable to animal cruelty investigations.

- If KCSO were to take over all animal cruelty calls, then all patrol (up to 250) would be able to respond to the calls, deeming response time being effective. We would also recommend that Animal Control be called into a potential cruelty call in conjunction with the KCSO primary response. Reasons are provided below. A general 'flow chart' of how a response from KCSO would occur would look like:

  ► All animal-based calls would come in over 9-1-1 (cruelty and non-cruelty). The call would be sent to the proper dispatcher (Animal Control for non-cruelty, and King County

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[58] Statement by KCSO Sheriff Deputy, Nancy Spadoni

Sheriff's office for cruelty. There are 4 dispatch units presently in the Sheriff's Department – one at each precinct).

►OR, all calls would go to Animal Control Call Center. Again, the call would be sent to the proper dispatcher (Animal Control for non-cruelty, and King County Sheriff's office for cruelty. There are 4 dispatch units presently in the Sheriff's Department – one at each precinct).

Note: The most effective process of call receiving will need to be determined by those who will be implementing this recommendation.

► The dispatcher would dispatch both a KCSO patrol car and an animal control officer to the call.

► The purpose of this dual response to animal cruelty calls is as follows:

- Fully commissioned officers <u>must</u> be the primary responders for safety, maintenance of crime scene integrity, and initiation of investigation.

- Qualified Animal Control Officers should be present in order to assist with the handling and assessment of the animals as well as transportation of live evidence to the shelter.

- Carcasses will require tissue samples to be collected <u>immediately</u> by trained personnel (veterinarian – KCAC staff or contracted through KCAC) and handed over to KCSO officer for storage and further investigation. Should the veterinarian determine a necropsy is necessary for complete investigation, this procedure will need to occur on site or at a veterinary clinic (KCAC or other). Results of necropsy will be sent to KCSO to be added to investigation documentation. Once veterinarian has completed all collections and testing necessary for a complete assessment of this evidence, the body will be transported and/or disposed of by Animal Control.

- Should the cruelty call be determined to be a non-cruelty call (i.e. issue could be rectified through education), the patrol or investigative officer would depart while the ACO takes over to educate and initiate resolving the problems.

- If there is need for a 'plan' (i.e. plan issued by a veterinarian to make an animal healthy) to be issued to a violator of acceptable animal care, there MUST be a 'follow-up' visit to confirm plan compliance.

Note: Whether follow-up visits are done by a fully commissioned officer or ACO, the most effective process of call receiving will need to be determined by those who will be implementing this recommendation.

►The initial responding patrol officer would handle the call. Once on site, the patrol officer might call the cruelty investigator to help. Otherwise, the cruelty investigator would get the case for follow-up assignment (contacting witnesses, further interview, locating suspect, getting criminal histories, etc.). This is how every case in every county works (rape, homicide, burglary etc.). Patrol responds first and the specialty unit follows up. The Animal Cruelty Officer will be there to assist with the animal handling and assessment as well as transport of 'live evidence' back to the shelter for safe and healthy keeping.

► As a result, the just described process alleviates any lag in response time

Note: even if KCAC were to add three investigators (the number of officers KCSO would recommend for their animal cruelty specialty unit), they cannot compare with KCSO's initial response time, nor can they respond safely and effectively as a fully commissioned investigator.

- Initial assessment within KCSO has allowed them to propose an effective takeover of animal cruelty investigations with the development of a 'team' of fully commissioned officers in charge of all cruelty investigations. This team would be composed of: 3 FT deputies, one FT sergeant, and an additional call receiver to be added to KCSO to handle the additional animal cruelty and non-cruelty calls coming in. Budget recommendations from KCSO are as follows: call-receiver - $80,000.00 per year; 3 deputies @ $138,174.00 per deputy per year; sergeant - $150,000.00 per year. [59]

- Appropriate budget will need to be assigned for registration and training fees for ongoing courses (i.e. Level I and Level II Washington Animal Control Academy) necessary CE's and conferences to be utilized by and required of the Animal Control Officers.

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[59] Best estimated cost based on KCSO initial assessment

- Appropriate budget will need to be assigned for contracting qualified veterinarians for specialized cases (i.e. equine, livestock, etc.) to perform tissue sample collections and/or necropsies on deceased animals of potential crime scenes.

- Money to implement this concept should not come from the existing KCACC budget. Whether KCSO develops a 'team' of fully commissioned officers in charge of cruelty investigations or they are simply determined to be the primary responder to an animal cruelty call, with a KCSO Lead fully commissioned investigator and Animal Control combined response (to be determined by those who will be implementing this recommendation), the revised process should not and cannot be the result of reallocated monies that then compromises the ability to effectively respond to non-cruelty calls, shelter operations, spay/neuter programs, etc., due to job loss.

- Should it be determined that further deliberation is necessary in order to determine ease of transition, we recommend the formation of a task force comprised of representatives from the Animal Cruelty Subcommittee of the KCACC Citizens Advisory Committee, a King County Council staff member, KCACC, KCPAO, a King County Council Member and King County Sheriff's Office (KCSO) to facilitate the process of transferring responsibility for investigation of animal cruelty cases from KCACC to the KCSO.

- With existing infrastructure and program establishment in KCSO, there will be a significant cost savings as a result of not requiring to start a process from the beginning (evidence kits and holding area, extensive training to become fully commissioned, databases are already in place).

- KCSO has control over 12 jurisdictions. Further assessment will be required to determine how KCSO will work with and within the other 24 King County jurisdictions. Presently, however, KCSO consistently collaborates on investigations within these 24 jurisdictions.

Program/policy Recommendation #2:   **Purchase new animal control transport boxes for all vehicle chassis**

Approved by Subcommittee by Vote of: 3 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCACC

KCACC currently has vehicles for the transporting of animals. It has been stated[60] that the vehicles are new. However, upon observation by multiple committee members and KCACC volunteers, it has been determined that the cab/chassis where the ACO's travel are new, but all the animal transport boxes are older and unsafe. The transport box is a hazardous environment to the health of the transported animals for the following reasons:

- Ventilation is dangerously poor. There are holes drilled into the stainless steel boxes for each animal; however, the internal fans for each animal box unit are inadequate, and there is no air conditioning for any animal space. As a result, temperatures can reach dangerous levels quickly.

- There is no insulation in or around the individual stainless steel units. This creates an environment with no thermal or noise regulation, increasing the stress level of transported animals.

- Transporting animals in a stressful and compromised environment increases the potential for introduction of illness (i.e. upper respiratory disease) to the shelter. This compromises the survival probability of the transported animal, and spreads disease within the shelter, thereby accentuating the euthanasia rate within the shelter overall.

Analysis of other programs/policies

N/A

Description of a model program/policy

The KCACC work schedule suggests that at least two Field Officers and/or a Sergeant could both be operating for KCACC at any point and time (including on-call hours).[61] We recommend that new transport boxes be purchased for safe and healthy animal transportation.

Implementation Plan:

- Appropriate funding to acquire functional and safe animal transport box units.

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[60] Acting Animal Services Manager Dams
[61] Agreement Between Animal Control Officers Guild and King County, 14988. Pg. 15

Program/policy Recommendation #3:   **Hire a dedicated FTE humane educator**

Approved by Subcommittee by Vote of: 3 to 0   Approved by Committee by Vote of: 10 to 0

Analysis of the current program and policies used by KCACC

KCACC does not currently provide humane education programs or services to King County residents.

Analysis of other programs/policies

Analysis of the shelters found within the jurisdictions listed in Motion 12521 show all operate humane education programs at various degrees. The connection between child abuse, domestic violence and animal abuse has been widely and scientifically documented.[62] By offering this program, these jurisdictions state that they believe they are teaching the public 'responsible pet ownership and strengthening the bond shared between people and their pets.'[63] In order to appreciate the importance of humane education as well as the impact it can have on decreasing animal cruelty, Tompkins County explains in the objectives of its program:

1. Educating the public will ultimately lead to a decrease of the causes of animal homelessness and abuse.
2. Peer reviewed research demonstrates the link between animal abuse and child abuse; humane education addresses this unfortunate connection and so seeks to serve not only animals, but children as well.
3. Humane education builds a bridge between responsible animal care and youth development.
4. When the pet population is controlled, which is one inevitable outcome of effective, community-wide humane education, the benefits are many: less homelessness and so less suffering; a decreased risk of rabies infecting humans; less strays means less traffic hazards.[64]

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[62] *The abuse of animals and human interpersonal violence: Making the connection.* Frank Ascione, (1999). Purdue University Press
[63] Richmond SPCA website, www.richmondspca.org.
[64] Tompkins SPCA website, www.spcaonline.com.

These programs have also been used to decrease 'aggressive animal' calls by teaching children how to avoid being dog-bite victims (Tompkins County, Richmond), and how to avoid dealing with pet abandonment by providing free training classes to those who struggle with behavioral issues with their animal (Richmond).

Description of a model program/policy

To increase the level of awareness of how to properly and legally care for an animal, as well as how to safely behave in the presence of animals, a comprehensive community-wide education program should be implemented. KCACC could readily provide multi-lingual brochures to those who are unaware of what is necessary to provide healthy environments for their animals; provide education outreach to children/youth in order to understand and overcome abuse while teaching life skills in self esteem, conflict resolution, anger management and respect for all life; teach personal and animal care/safety awareness; hold workshops that shed light on the animal welfare-humane welfare links: abuse, domestic violence, violent crimes; provide one-on one education with owners of neglected animals; coordinate continuing education for all shelter staff and volunteers.

Implementation Plan:

- Assess the education staffing requirements to initiate and implement a new or existing program.
- Hire or dedicate a full-time employee for this job description.
- For a more effective program, this position would also need to work in conjunction with other local agencies who have similar programs.
- Appropriate the financial resources necessary to fund this program.
- Utilize existing nonprofits whenever appropriate to provide brochures, website content, speakers.
- Institute a vigorous communication/education program to insure accessibility in Spanish and in other languages as necessary.
- Produce educational materials for programs including but not limited to onsite and offsite school programs, neglect cases, adopting families, owner-surrender circumstances, web site design recommendations and implementation for public information and resources.

Program/policy Recommendation #4:   **Add secure housing to KCACC shelter in an area not accessible to the public.**

Approved by Subcommittee vote of: 3 to 0   *Approved by Committee vote of: 10 to 0*

Analysis of the current program and policies used by KCACC

KCACC currently has an area in the stray hold section of the Kent Animal Shelter for holding animals (primarily dogs) that are live evidence in criminal cases. There are 9 quarantine kennels available to keep the animals.[65] There is no access to natural light for the animals and no access to the outside for the animals in the quarantine kennel area. The area is unsuitable for long-term care of animals in KCACC custody for the following reasons:

- By placing a priority upon animal cruelty investigations, it is presumed that there will be a greater need to hold animals as evidence while criminal cases are prosecuted. Animals from different cases should not be boarded together. Nine kennels available for keeping animals is insufficient.

- There are very limited enrichment opportunities for the animals. Without access to the outdoors, animals are forced to remain in an approximately 4' x 10' kennel 24 hours a day. In cases where the animal will be in the long-term care of KCACC, staff will attempt to take the animals outside to get fresh air and exercise, unless the temperament of the animal prevents them from safely doing so.[66]

- The quarantine kennels are also used to hold dogs that have become ill and need to be separated from the rest of the population in the shelter. Placing dogs that are ill near healthy dogs that are being held for evidentiary purposes increases the exposure risk for the healthy animals.

Analysis of other programs/policies

N/A

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[65] Conversation with Sgt. John Diel, 9/19/07
[66] Conversation with Sgt. John Diel, 9/19/07

Description of a model program/policy

Ideally, there would be a separate facility from the general animal population for the holding of animals in long-term care of KCACC. That facility would feature runs that have outside access so animals that are not safe for staff members to interact with could still be able to get fresh air and exercise. There would also be enrichment opportunities such as toys and beds for those animals in the facility.

It will be imperative that the facility be secure in order maintain the integrity and safety of live evidence as well as staff at KCACC.

Implementation Plan

- County Council should commission an expert familiar with the needs described above to design a facility that would meet the needs of KCACC staff and the animals in the care of the County. Council will then need to add on to the present structure, or approve appropriate funding to purchase the land (if necessary) and then build such a facility.

- This additional housing must be built without compromising existing shelter space in the KCACC shelter
- Priority use of secure housing must be given to live evidence

Summary for:

Community Outreach Subcommittee

Report submitted: September 21, 2007

Subcommittee Participants:

Brenda Barnette, CEO of The Humane Society for Seattle/King County

Cheryl Bell, President of Friends of KCAC

Claire Davis, President of the Coalition for a No Kill King County

Inga Gibson, Washington State Director for the Humane Society of the United States

Derek Yoshinaka, regular KCACC volunteer, and citizen representative

Research and analysis

The Community Outreach Subcommittee conducted extensive research in preparing this report. The Subcommittee sent out a volunteer survey that went to all volunteers on the KCACC volunteer email distribution list, and the survey was also forwarded to additional volunteers not on the email distribution list. Some volunteers also contacted the Subcommittee directly seeking to provide comment, and the Subcommittee organized a meeting on September 5, 2007 between KCACC volunteers and the full KCACC Citizens' Advisory Committee. Altogether, the Subcommittee collected 36 returned surveys from volunteers, as well as 10 separately submitted comments. The Subcommittee also distributed a survey to KCACC staff at a staff meeting; however, only one completed staff survey was returned. Finally, the Subcommittee distributed surveys to all of the rescue groups on KCACC's rescue group list, all the area shelters and rescue groups that participated in KCACC's last Adoptathon, as well as additional groups that contacted the Subcommittee seeking to provide comment. In all, 21 rescue group surveys were returned.

Separately, on August 15, 2007, the Outreach Subcommittee submitted a request for information to the KCACC leadership, covering a wide variety of outreach issues. The questionnaire was returned to the Subcommittee partially completed on 8/31/2007, with the answers to some questions still being researched as of the date of this report, and some

documents still to be furnished. KCACC has posted to the fileshare site numerous documents referenced by this committee, such as the KCACC Adoption Policy, 2006 Annual Report, Animal Shelter Operations Plan, and many additional documents that are also attached in the appendix to the committee's final report.

Finally, on behalf of the entire Citizen's Advisory Committee, the members of the Outreach Subcommittee conducted lengthy interviews with representatives of each of the Model Jurisdictions listed in Motion 12521, based on preset questions determined by the Outreach Subcommittee, and questions submitted by members of the other subcommittees. Inga Gibson conducted the survey of the Tompkins County SPCA based on an interview with Tompkins County Executive Director Abigail Smith, and Claire Davis also supplied additional information on Tompkins County from former Executive Director Nathan Winograd. Brenda Barnette answered the survey on behalf of the San Francisco SPCA, since she was development director at the SPCA when it achieved its landmark lifesaving successes. Claire Davis completed the survey for the Richmond SPCA based on an interview with Executive Director Robin Starr; the survey for the Philadelphia Animal Care & Control Association based on an interview with Executive Director Tara Derby, and the survey for the Charlottesville/Albemarle SPCA based on an interview with Executive Director Susanne Kogut. Executive Director Bonney Brown completed the survey on behalf of her organization, the Nevada Humane Society. For each jurisdiction, there are also a number of supplementary documents attached in the appendix.

All of the documents referenced above informed the subcommittee's recommendations, and we cite to them routinely in our final report. However, given the compressed time period in which the subcommittee was required to prepare this report, we are unable to specifically cite to all of the invaluable information found within these resources. We urge those who are going to be making the final decisions about the implementation of a model animal care program to carefully read the comments of the KCACC stakeholders – the volunteers and the rescue groups whose input is essential to achieving lifesaving success in King County.   We also urge careful study of the information and advice given to us by the representatives of the model jurisdictions, who spent many hours on the phone with us in the hopes that we would be able to help King County replicate their success. It is important to compare the answers given by these model jurisdiction representatives to the answers provided in the survey completed by KCACC, as it helps to illuminate the path toward turning KCACC into a model program.

Executive Summary

Dramatic changes are necessary to create a model program for KCACC in the area of community outreach. KCACC now makes minimal efforts at community outreach, despite a volunteer force that has expressed its willingness to assist in these efforts. Programs to move animals out of the KCACC shelters into good homes need to be increased exponentially; KCACC needs to launch an aggressive campaign of media promotion for the shelter, its programs, and the animals; an overhaul must be performed on the volunteer and foster programs; and the approach toward marketing, adoptions and customer service needs to be revamped. The most important ingredient for success with these programs is a determination to succeed, as most of the programs suggested below have little or no budgetary impact. However, KCACC needs to put some resources into efforts to get resources, through a proactive volunteer recruitment and management program and the aggressive pursuit of donation dollars, grants, and corporate sponsorships. Investment in community outreach is essential, and a relatively small investment will more than pay for itself --- in increased numbers and efficiency of volunteers; in the creation of an army of foster homes who effectively expand the capacity of the shelter without physical alteration to the facility; in the cooperation in KCACC's lifesaving effort from local rescue groups; and in the goodwill and donation dollars that will come from the King County community if only it is asked.

 Once a determination is made to build a model program and increase lifesaving, KCACC needs to proclaim to the people of King County that things are changing; and communicate regularly with community members to tell them how they can help participate in this change. In every model jurisdiction that this subcommittee studied, the community responded overwhelmingly when it was told of the changes that the shelter was making, and the new commitment to saving lives. And in every jurisdiction, the positive community response was vital to lifesaving success.

Successful and well-managed outreach programs are the linchpin of an effort to increase community lifesaving. Without these programs, a policy of lowering euthanasia rates will ultimately fail, leading to more and more crowded shelters, and a decline in the overall welfare and condition of the animals – a situation we are currently seeing at KCACC. The current state of the KCACC shelters demonstrates that a commitment to save more animals is meaningless,

without an equal commitment to moving the animals out of the shelter and into permanent homes. It is essential to remember that the goal of reducing euthanasia rates is not to save an animal's life so that he or she can sit indefinitely in a shelter cage or kennel; it is to ultimately place that animal in a loving home. To achieve this ultimate result, KCACC needs to change its philosophy so that community outreach becomes a priority, rather than an afterthought.

Program/policy Recommendation #1: **Hire a Community Outreach/Volunteer Coordinator**

Approved by Subcommittee by: 4 -0-1 (Yoshinaka abstained from all subcommittee votes because he did not have sufficient time to review the final recommendations. He voted "Yes" on all Committee votes).

Approved by Committee by: 10-0.

Analysis of the current program and policies used by KCACC

KCACC had a full-time volunteer coordinator years ago. It appears that the responsibilities of that position were absorbed into the position of Assistant Manager.   In the last few weeks, a volunteer approached KCACC and offered her services to act as a volunteer coordinator in an unpaid capacity. KCACC indicates that it has 300 volunteers, although a comprehensive volunteer list was not available. Information was requested from KCACC about the number of active volunteers, the number of volunteer hours worked each month, and the breakdown of how volunteer hours are spent, but that information is still in the process of being researched. Because the duties of the Volunteer Coordinator have been merged into other job roles at the shelter, those duties have become a low priority. As a result, much of the requested information regarding volunteers may not be available.

KCACC's foster program is managed by its veterinarian and veterinary technician, who by many accounts work extremely long hours in order to fulfill these responsibilities, in addition to the work they do in providing medical treatment and evaluation for shelter animals, and performing spay/neuter surgeries for shelter animals. Although these staff members get rave reviews from the foster volunteers who work with them, it appears that they carry a very heavy burden in managing this program on their own.

Analysis of other programs/policies

Each of the jurisdictions named in Motion 12521 has a community outreach or volunteer coordinator position, and each lists the position as extremely important to its success. In addition, the need for a volunteer coordinator was raised numerous times by volunteers in the volunteer surveys, and in comments made to the committee during the public meeting on

September 5. It ranks as one of the top recommendations among both volunteers and committee members.

The Nevada Humane Society (NHS) has a Community Programs Director with a staff of two people, who assist a volunteer serving specifically as volunteer coordinator. NHS characterizes the Community Programs Director as "vital" to its program. The Richmond SPCA has a Volunteer Coordinator that Executive Director Robin Starr characterizes as "essential," in order to manage volunteers so they show up at established times to do set tasks, and to manage staff-volunteer interactions. The Tompkins County SPCA is currently searching for a new volunteer coordinator, but deems the position as extremely important. Nathan Winograd, the director who initially brought Tompkins County to a 93% save rate, calls volunteers an "army of compassion" who are essential to a successful effort to raise the save rate. Winograd used a volunteer coordinator to help recruit and manage approximately 200 volunteers who were active at least twice a week. At the time that it achieved its "No Kill" objective, the San Francisco SPCA had a volunteer coordinator to manage an army of more than 1,200 volunteers. The Charlottesville SPCA also has a volunteer coordinator, noting that it is essential to retaining volunteers, making them effective by arranging proper training, organizing their duties and activities, providing proper communication between staff and volunteers, and keeping track of them to make sure they are kept safe. Although short on staff positions, the Philadelphia Animal Care and Control Association (PACCA) has a Community Programs Coordinator whose first responsibility is the foster care program, but who also organizes volunteers for offsite adoption events.

Description of a model program/policy

A full-time Community Outreach/Volunteer Coordinator must be hired. As explained in more detail by the other recommendations made by this subcommittee, this person would be responsible for a massive recruiting campaign for volunteers, including recruiting volunteers for particular positions, recruiting specialized volunteers, and developing relationships with community groups that may yield volunteers. This person would also be responsible for arranging more frequent volunteer training, including specialized training for specialized volunteer positions. In addition, he or she would be responsible for maintaining open communication between volunteers and KCACC staff and management, making an initial

response to volunteer complaints, managing volunteer schedules so that they are used efficiently, and tracking volunteer hours. In particular, Community Outreach/Volunteer Coordinator should work closely with the veterinary staff to focus on building the foster program, helping to recruit, manage and train the foster volunteers to take some of the burden of this program off the current veterinary staff. The Community Outreach/Volunteer Coordinator would also help to coordinate offsite adoption events, in conjunction with the Adoption Services Counselor. (See separate recommendation for this position.) As time permits, the Community Relations Manager would also work with the Development Director in attending public events, as well as working with other humane organizations in the region to coordinate outreach events.

Implementation Plan:

- Sufficient money needs to be allocated to fund this position.
- A volunteer coordinator should be recruited using a job description that closely matches the responsibilities described above, with attention paid to recruiting a person who is skilled at working with people, and who has a commitment to working to save and improve the lives of animals.

Program/policy Recommendation #2:   **Hire a Development Director to Develop Fundraising Program**

Approved by Subcommittee by vote of: 4-0-1   Approved by Committee by vote of: 10- 0.

Analysis of the current program and policies used by KCACC

KCACC currently does not have a development director. It does not do any active fundraising, and does not seek out grant opportunities. Its media contacts are not tracked, but personal observations, as well as responses to surveys, indicate that KCACC has a very low media profile in the community. Volunteer surveys and comments, rescue group surveys and committee member observations all indicate a large need for increased fundraising, increased media efforts, and an effort to develop relationships with community businesses.

Friends of KCAC is a non-profit, 501(c)(3) corporation that operates independently of KCACC to raise money to support adoptions, spay/neuter, and to fund the unmet needs of the animals in the KCACC shelter. However, Friends of KCACC is completely operated by volunteers, and does not have the capacity to mount large-scale fundraising and grant-writing efforts.

Analysis of other programs/policies

All of the model jurisdictions listed in Motion 12521 have a development director, and describe this position as vital to their successes.   Although short of staff and funding, PACCA has a development director who works closely with the non-profit arm of the organization, the Philadelphia Animal Welfare Society (PAWS), and Executive Director Tara Derby describes this position as "huge in terms of creating the grassroots swell of support for lifesaving efforts." Tompkins County also indicates that a development director is extremely important. When Tompkins County first made the reduction in its euthanasia rates, its development director built on this success by helping to raise money to build a new shelter, putting more than $1 million in surplus funds in the bank. The Charlottesville SPCA has a development director and a supporting clerical staff member, and Executive Director Susanne Kogut says these positions are essential to get private donations, properly account for them, and do proper follow-up, because money "doesn't just walk in the door." The San Francisco SPCA's development director was responsible for raising all the funds for its No Kill effort, since it did not receive any

public funding. The Richmond SPCA has a four person development staff, about which Starr says: "I don't know how you can raise any money to speak of in the community unless you have dedicated staff." The development director position at the Nevada Humane Society is vacant, but they are working to fill it immediately.

Description of a model program/policy

Hire a Development Director who will work both with KCACC directly, and with a non-profit organization developed to partner with KCACC. This Development Director would coordinate an enhanced media effort in conjunction with the Manager of KCACC (See separate recommendation.) The Development Director would also focus on local fundraising efforts, including increasing individual donations, setting up bequests and deferred giving plans, organizing fundraising events, and soliciting local businesses for assistance with funds and supplies. The Development Director would also be responsible for researching grant opportunities and applying for grants on behalf of KCACC and its partner 501c3 organization. The Development Director would develop a donor mail and email list, and be responsible for tracking donations, thanking donors, and making follow-up requests for donations. The Development Director should develop fundraising plans with stated goals and objectives.

In order to facilitate the work of the development director, a partner organization should either be started, or work should be done to coordinate with the existing Friends of KCAC organization so that the development director and other staff and volunteers can work to raise tax-exempt funds for lifesaving activities. This partner organization should focus on raising dedicated funds for additional lifesaving programs, as opposed to funding animal control, basic care, or licensing programs, which should continue to receive full funding from the county. For example, the partner organization should focus on grants and fundraising for increased public spay/neuter, increased adoption services, funds for the medical and behavior rehabilitation of treatable animals, and for increased community outreach functions.

Implementation Plan:

- A Development Director should be hired under a job description that closely matches the responsibilities described above. In addition, someone should be hired who has

excellent verbal and written communication skills, a commitment to saving and improving the lives of animals, and ideally, some experience in development and fundraising.

- This is probably a new position that will need to be funded under the budget. However, a careful analysis of current staff positions, including any vacant funded positions, should be performed before an additional budget outlay is made.

- A non-profit arm of KCACC should be formed, or negotiations should be undertaken to see if Friends of KCACC is interested in serving in that capacity.

Program/policy Recommendation #3:   **Add an Adoption Services Coordinator and Adoptions Staff to Provide Adequate Adoption Counseling.**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10 -0.

Analysis of the current program and policies used by KCACC

There is currently no Adoption Services Coordinator, and no staff that specializes in adoptions. KCAC reports that staff members work with adopters to match people with appropriate pets when time permits, but that this is not always possible. Often, KCACC reports that adoption "counseling" does not take place until after a potential adopter has selected an animal, and then it mainly consists of informing the adopter whether or not the animal is appropriate for them. Volunteers report that potential adopters often wander through the kennels and cages unassisted, and leave without making an adoption because they don't receive any service, and they are overwhelmed and unable to make a choice.[67]

Multiple volunteers and rescue groups report difficulties with the reliability and coordination of offsite adoption events.[68] Just this summer, these difficulties included one off-site adoption location being cancelled two months in a row, as well as situations where appropriate animals were not made available to volunteers to take to mobile adoption sites.[69] Some rescue groups report difficulty with finding a person who will return their calls and answer their questions about specific animals, as well as someone who will help coordinate the logistics for transferring animals. Others report that they currently receive superb service from staff, but only because they have created a relationship with particular individuals and they fear what will happen if those individuals leave or change duties within the shelter. Some volunteers and rescue groups also report that this year's Super Adoptathon seemed to be organized as a last-minute affair, and that there is difficulty in getting KCACC's cooperation in participating in adoption events hosted by other groups.[70]

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[67] *See, e.g.,* Volunteer Surveys #1, 14, #18, #34, #26, #29.

[68] *See, e.g.,* Volunteer Surveys #7, #10, #14, Volunteer Statement #7.

[69] *Id.*

[70] *See, e.g.,* Rescue Group Surveys by Pawsitive Alliance, Bullseye Dog Rescue, Volunteer Surveys #14, #18.

Analysis of other programs/policies

Most of the model jurisdictions listed in Motion 12521 have adoption coordinator positions that they list as vital to their operations,[71] including the Tompkins County SPCA, the San Francisco SPCA, Richmond SPCA, and the Nevada Humane Society. Starr reports that "an adoption center director is an absolutely crucial position. That person is dealing with the guts of the organization." [72] All have adoptions staff members that provide adoption counseling, which is more developed in the model programs that have sufficient funding.

Description of a model program/policy

An Adoption Services Coordinator should head up the adoption and rescue program, including acting as an on-site adoption counselor and supervising other adoption counselors in working to implement the adoption match program. The Coordinator will also work with the Community Outreach/Volunteer Coordinator to arrange mobile adoption events, and to coordinate special adoption events such as the Adoptathon. The Adoption Services Coordinator would also serve as the point of contact for rescue organizations, coordinating the transfer of animals from rescue groups, cultivating relationships with rescue groups, ensuring that they are contacted when pets in whom they might be interested enter the shelter, arranging meetings and training sessions with rescue groups, serving as a conduit for complaints from rescue groups, and maintaining an active list of contact information for rescue organizations. The adoption counselor will also provide necessary follow-up on adoptions, including coordinating a program to answer questions and concerns from adopters to prevent the return of pets.

In addition to the Adoption Services Coordinator, specific staff should be trained to assist with adoptions, according to the standards of the adoption counseling program set forth elsewhere in this report. These staff members should be dedicated adoption counselors, performing other shelter work, such as socializing animals, only when potential adopters are not in need of assistance. An evaluation of public adoption demand should be done to determine how many adoption counselors need to be trained, and how many should work on each shift.

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[71] Charlottesville SPCA has a front desk manager and an animal care manager, but not an adoption manager. PACCA is thinly staffed, but has a community programs coordinator who helps to coordinate offsite adoptions.
[72] Less information is available about the adoption coordinator position for the model jurisdictions, because that information was not specifically sought by the committee. However, the model jurisdiction representatives volunteered information about the importance of that position.

On no account should the adoption counselor positions be understaffed, so that the public does not receive adequate assistance in adopting animals.

KCACC should implement a standard adoption counseling protocol that focuses on matching the right pets with the right families, provides education about responsible pet ownership during the adoption process, and focuses on a counseling approach to adoption screening. One excellent program that could be implemented is the "Meet Your Match" program developed by the ASPCA, which also connects to the "Canine-ality" and "Feline-ality" methods of temperament evaluation. The ASPCA offers free training for the implementation of this program, and additional training and supervision should also be provided to make sure the program is being implemented appropriately. The focus of the adoption program should be on creating responsible homes for pets, and should turn away potential adopters as a last resort, only when the adoption counsel determines that it would not be possible to turn the potential adopter into a responsible owner through education. The KCACC adoption application should be revamped in accordance with this new program. As a part of the adoption counseling process, full information should be provided to potential adopters about the animals they are interested in adopting, including information from behavior evaluations, medical evaluations, and information from former owners (not including owners' name or confidential information). Educational packets on responsible pet ownership should be provided to new owners, and they should be encouraged to contact the shelter help line with questions and concerns about their adopted animals.

Implementation Plan:

- A position for an Adoption Counselor is already classified at KCACC, but there are no staff members within this classification. An evaluation of current staffing would be necessary to determine whether a new staff position needs to be added, or if this available position just needs to be filled.

- This position should be filled under a job description that describes the duties noted above. In addition, the successful candidate should have excellent customer service skills and a commitment to working to save and improve the lives of animals.

- Perform an evaluation of existing staffing to determine how many existing staff positions would need to be designated as adoption counselors, and then provide adequate training

to these counselors. If and when a shelter consultant is hired, he or she would be able to assist with the evaluation of adequate staffing levels.

- If current staffing is found to be inadequate to meet this need, a budget expenditure may be necessary to fund a full adoptions staff.
- Make use of free training available to implement adoption counseling program, or fund adequate training if a program is not chosen that supplies free training.

Program/policy Recommendation #4: **Revamp Volunteer Programs.**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

The Subcommittee was not able to ascertain the actual number of current active volunteers. KCACC indicated in its annual report that there were approximately 300 volunteers, including an estimated 100 foster homes, but it is unknown how many of these volunteers are active. It appears that KCACC has a relatively small but extremely dedicated contingent of volunteers, who are dedicated to improving the lives of animals. (Despite only a week's notice, the turnout at the volunteer meeting was quite high, and volunteers have responded enthusiastically when asked to give the committee their input through surveys and comments.) As the volunteer surveys show, they are a valuable resource to learn about the shelter and its policies, and their comments should be examined with attention.

KCACC puts a minimal amount of effort into volunteer recruitment. There is little, if any, recruitment of volunteers through the media. Although some type of volunteer training is scheduled every month, a volunteer may need to wait several months to get the type of training needed to do the work he or she wishes to do. For example, the KCACC website shows that the next dog orientation training is not being offered until January, and one volunteer who expressed interest in working with dogs expressed frustration that he was told he would have to wait until then to begin. Volunteer training sessions are held at times that make it very difficult for working people to attend. Volunteer training is divided up into foster care training, working with dogs, and working with cats, but there is no specialized volunteer training available after a volunteer has attended these general sessions. Volunteers have reported problems with volunteer training sessions being cancelled.[73] The current KCACC volunteers appear to be self-starters who take tasks on themselves, but there seems to be little guidance for the volunteers as to how they could be most valuable to the shelter. Although there appear to be issues with staff having enough time to perform a number of functions, there does not seem to have been an effort to recruit and train volunteers to assist in these functions. Some potential volunteer "jobs," such as assisting with spot cleaning, are not allowed under the contract with the shelter's

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[73] *See, e.g,* Volunteer Survey #1, Volunteer Statement #7.

Guild. There does not seem to be any effort to recruit specialized volunteers who could help to fill the gaps in the shelter's services on an ongoing basis, such as volunteer veterinarians,[74] volunteer groomers, and volunteer trainers.

The Subcommittee requested information about the number of volunteer hours worked and how they break down as far as time worked at each shelter, and time spent with cats and dogs. No responses were provided to these questions as of the date of this report, and volunteer responses indicate that there has been no one at KCACC who tracks, manages, or schedules their time. Aside from the volunteer log book, there appears to be no official attempt to coordinate volunteers on behalf of staff, and volunteers are not informed of basic shelter events, programs, and policy changes. The volunteer who has only recently stepped into the role of Volunteer Coordinator is just now beginning to take on some of those duties. Some volunteers report that they have filed complaints about various aspects of shelter operations, including the volunteer program, and although their complaints are considered, they are largely unsatisfied with the responses they receive.[75]   A group of volunteers at the Crossroads shelter has refused to continue to staff offsite adoption events until their concerns are addressed, because these events were cancelled two months in a row without any notice, so that the volunteers showed up to the events and were told to go home.[76] KCACC reports that volunteer appreciation events have occurred in the past, however, it does not appear that those events have taken place within the past three years. Volunteers report a desperate need for a volunteer coordinator who can manage volunteer programs, provide training and guidance, and help to re-invigorate the KCACC volunteer program.

Analysis of other programs/policies

Every model jurisdiction reports that volunteers are essential to their lifesaving success, as is effective volunteer management. Most of the model jurisdictions recruit for specific job functions, and the Nevada Humane Society has provided the Subcommittee with a number of

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[74] The relationship between the local veterinarian community and the shelter goes a long way in determining the shelter's reputation. The veterinarian community can help not only with addressing the condition of adopted shelter animals that they see but also in supporting initiatives and promotions for spay/neuter. For more information see, Working with Veterinarians – A Shelter Guide to Success – No Kill Sheltering November/December 2006
[75] *See, e.g.*, Volunteer Survey #2, Volunteer Statement #7, Previous Volunteer Statement #8,
[76] *Id.*

job descriptions as examples.[77] The jurisdictions report that they depend on a large number of volunteers in their day-to-day operations, including operating mobile events and providing supplemental shelter care. PACCA also works with an employee union, but the union does not restrict the use of volunteers in the shelter. Instead, there is an understanding with the union that volunteers are not there to replace the work that staff does, but instead are there to provide services the staff doesn't have time to perform. As a result, volunteers assist with a variety of tasks, including keeping the shelter clean, socializing the animals, and transporting them to mobile adoption events.

The model jurisdictions indicate that proper volunteer supervision and management is essential to maintaining a successful volunteer program, as is a policy of openness and responsiveness to volunteer complaints, even when they seem unreasonable. In order to have an efficient volunteer program, Starr with the Richmond SPCA reports that "At a most basic level, you need volunteers who will show up at established times to do set tasks, not just volunteers who show up whenever they want to." The model jurisdictions also emphasize that it is important to communicate effectively with volunteers, and to give volunteers a sense of greater responsibility and ownership of the shelter's ultimate success. Says Starr: "The most important factor to keeping volunteers is getting them involved, and giving them responsibilities, so they know what they do is important. . . .You have to be able to share information with them and give them a sense of ownership with what you are trying to accomplish."

Description of a model program/policy

Efforts must be made to increase the number of volunteers and to increase the number of hours spent by volunteers. Under the guidance of the Community Outreach Coordinator, an aggressive program should be started to recruit additional volunteers from the community, using local media outlets and creating partnerships with community volunteer groups and business associations. In addition, an effort should be launched to recruit specialized volunteers, who could help expand and enrich county programs. These specialist volunteers should include volunteer veterinarians and veterinary students, veterinary technicians and vet tech students, dog trainers, and animal groomers. Efforts should be made to recruit these volunteers through local professional organizations, such as the Seattle/King County Veterinary Medical

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[77] See Appendix at . . .

Association, and the Puget Sound Positive Trainer association, as well as local schools, such as PIMA technical college.

Job descriptions should be established for specific volunteers, who will be recruited to fill these specific positions, make the commitment of time necessary to fulfill these duties, and receive appropriate training so that they can fulfill these duties. These volunteer jobs should include: foster volunteers, volunteer greeters, volunteers who work specifically to socialize and train dogs, volunteers to coordinate each of the offsite adoption venues, volunteers to transport animals to adoption events, volunteers to bathe and groom animals, volunteers to take photographs and maintain Website animal listings, volunteers to supervise cat socialization, volunteers to assist in the clinic, volunteers to assist with fundraising and outreach efforts, and volunteers who can assist with shelter tasks such as providing spot cleaning of cages and kennels and doing laundry. Some of these job descriptions may be combined, as appropriate. In conjunction with this effort to recruit volunteers for specified jobs, the tasks that volunteers can perform, and the responsibilities and limitations of volunteers, should be specified in the volunteer manual, and specifically communicated to each volunteer.

Initial volunteer training and orientation sessions should be expanded to accommodate the increased demand created by the volunteer recruitment campaign, should be held frequently enough so that interested volunteers can get started immediately, and should be held on a variety of days and at a variety of times, so that prospective volunteers will be able to attend. These trainings can be provided in individual sessions on the day a volunteer starts at the shelter. A standard curriculum should be developed for these standard training sessions, to familiarize new volunteers with shelter programs and protocols, explain volunteer expectations, and provide information on the variety of volunteer jobs that are available. This orientation should be designed to motivate volunteers and help them to feel part of creating positive changes in King County shelters. In addition to these orientation sessions, advanced training sessions should be created for volunteers who are undertaking jobs with specific job descriptions. These advanced training sessions should be coordinated by the outreach coordinator, in conjunction with staff members experienced in each area, and/or other experienced and specialized volunteers.

The Community Outreach/Volunteer Coordinator should establish a program to track volunteer hours, and to manage volunteer schedules so that they are providing

services to the shelter on a consistent basis, and so that their time is efficiently used. The Community Outreach Director should also establish an effective means of regularly communicating with volunteers, such as an e-newsletter and volunteer meetings, and should establish a system to recognize volunteer contributions and promote volunteer retention. A volunteer suggestion box should be provided at each shelter. Retention efforts may include scheduling volunteer social events, including social events that include volunteering, (such as a "noon dog walking club") as well as formal recognition of volunteer efforts.

Implementation Plan:

- A Community Outreach/Volunteer coordinator must be hired.
- The Community Outreach/Volunteer coordinator should work with the Shelter Director to develop a plan for volunteer recruitment, management, training, and retention. This plan should include specific deliverables for which the coordinator is held responsible.
- While KCACC is waiting to hire a Community Outreach/Volunteer Coordinator, the director should seek to implement as many of the programs described above as possible.

Program/policy Recommendation #5:   **Expand and Develop Foster Network.**

Approved by Subcommittee by Vote of: 4-0-1 Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

As of the date of the questionnaire, KCACC reported that it had 418 animals in foster care (90% of whom were cats) and about 100 foster homes. Many KCACC foster volunteers are very enthusiastic, to the point that some seem to be overburdened with foster animals, caring for dozens at a time. The foster program is run by the KCACC veterinarian and veterinary technician, in addition to their normal duties. Although foster parents report enormous satisfaction with the response they get from the KCACC veterinary department, it also appears that these staff members are working extremely long hours to coordinate the foster program, and are unable to provide sufficient tracking of animals in foster care, and individualized training for foster volunteers. Some foster volunteers who spoke at the Sept. 5 meeting also appeared to be overwhelmed by the level of illness in the animals they were asked to foster, and reported that a lot of foster animals in their care had died.[78]   The training session required of foster homes is scheduled at a time that makes it difficult for prospective foster volunteers to attend, and such training is typically scheduled only every other month, even during the height of "kitten season"[79] when the need for increased foster homes is desperate. At one recent training attended by committee member Cheryl Bell, potential fosters were not provided with any written information on fostering or volunteering at KCACC. Friends of KCAC offered to supply foster parent "starter kits" for the foster program, but withdrew this offer after KCACC was unable to implement a program to track the kits so that they came back with the foster animals and could be checked out again. Foster volunteers are not regularly informed of mobile adoption events in which they can participate in order to help place their foster animals directly out of foster care, although during the volunteer meeting they expressed great interest in attending such events.

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[78] *See also* Volunteer Surveys #27, #32.
[79] "Kitten season" extends from early spring into the fall, and is a difficult time for shelters everywhere, as their intake numbers rise substantially due to the number of litters entering shelter doors. The ready availability of kittens also makes this a difficult time to adopt adult cats.

Analysis of other programs/policies

Every model jurisdiction relies heavily on a foster care network for its lifesaving success, particularly in times such as kitten season when the shelter is typically overburdened. Each depends on their foster program to provide special care for underage animals, and those in need of lengthy periods of medical or behavioral rehabilitation. Every jurisdiction also has a staff member who is assigned to coordinate the foster program – this is a priority position in Philadelphia even given very tight resources.

Description of a model program/policy

Particular efforts should be made by the Community Outreach/Volunteer Coordinator to expand the foster care network, as a specific subset of KCACC volunteers. More frequent foster care orientations should be held, on days and at times that are accessible to the public, with additional orientations scheduled as necessary to accommodate demand. Specific efforts should be made to use the media and other community outlets to recruit fosters during times of particular need, such as during the spring and summer kitten season. Specialized foster homes should be specifically recruited to care for orphaned puppies and kittens who require bottle feeding, animals receiving treatment for illnesses, and animals in need of socialization and behavior rehabilitation. Screening of foster homes should take place to make sure that the foster homes are able to meet the special needs of these animals. Foster parents should receive additional training on the care needed for particular animals, as well as written materials that specify care protocols for animals with special needs. All of these training materials should be developed by the Community Outreach Coordinator, in conjunction with the clinic staff, and with reference to materials used by the model jurisdictions, and by successful foster programs in the King County area. In addition to the general foster program, the "weekend retreat" program should be reinstated, recruiting foster homes to take animals out of the shelter on weekends, to give animals a break from the shelter environment, and to give them exposure within the community.

Implementation Plan:

- A Community Outreach/Volunteer coordinator must be hired to help take part of the burden of managing the foster program off of the veterinary staff.

- The Community Outreach/Volunteer coordinator should work with the shelter director and the veterinary staff to develop a plan for foster recruitment, training, tracking, and support This plan should include specific deliverables for which the coordinator is held responsible.

- While KCACC is waiting to hire a Community Outreach/Volunteer Coordinator, the director should seek to implement as many of the programs described above as possible.

Program/policy Recommendation #6:   **Coordinate Messaging and Programming with Other County Services and Departments.**

Approved by Subcommittee by Vote of: 4-0-1 Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

There does not seem to be any attempt by KCACC to coordinate with other county departments, or to use county resources to promote KCACC program. KCACC reported in response to its survey that it has used internal county email in the past to promote fosters and adoption when the shelter is full, but that this method has not been used within the past year – even though the shelter has been consistently full throughout kitten season. Recently, the Feral Cat Spay/Neuter Project has a large advertising display in a tunnel between county buildings in Seattle, showing that the opportunity to use county facilities for promotion of humane groups is there, but that KCACC is not taking advantage of it.

Analysis of other programs/policies

In only one of the model jurisdictions, Philadelphia, was the primary lifesaving effort promoted by a municipal agency. The other agencies that were responsible for lifesaving success were all private organizations. Philadelphia had not been given the opportunity to promote its programs through municipal resources. However, in other jurisdictions, such as New York City, the municipal shelter promotes its programs through advertisements on municipal transportation, billboards and newsletters.[80] Several model jurisdictions run programs that involve local youth or at-risk populations, and there are examples of several so-called "prison dog" programs that have experienced success.[81]

Description of a model program/policy

Through the KCACC Director and the Community Outreach Coordinator, KCACC should seek to build relationships with other departments within the county, and take advantage of

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[80] See *Pets' 'Wanted' Mugshots to Appear on NYC Kiosks and Buses,* Animal Care and Control of New York City, Summer 2007 Newsletter.
[81] See, for example, Prison Pet Partnership Program in Gig Harbor, WA (http://www.prisonpetpartnership.org/) and Safe Harbor Prison Dogs (http://www.safeharborprisondogs.com).

avenues for promotion and communication that are offered through the county. This should include exploration of the possibility of advertising KCACC animals and outreach programs through venues such as advertisement in county buildings, on county buses, and through email and other devices used to communicate to the more than 12,000 county employees. County employees should be informed of the exciting changes taking place at KCACC, and encouraged to take part in these changes as volunteers, foster homes, and adopters, as well as to help communicate information about KCACC programs to their personal circles. Exploration should also be made into the possibility of partnering with other county agencies to provide programs for prison populations, and troubled youth populations (including children in foster care), to work with animals in need of socialization in a program designed to benefit both the animals and the people involved (for example, through a program with dogs to get them to obtain their Canine Good Citizen award, etc.)

Implementation Plan:

Implementation of this program should be a responsibility of the Shelter Director and the Community Outreach/Volunteer Coordinator, and should start immediately. It should be easy to investigate what promotional opportunities are available within the county, and to immediately start sending out promotional materials about the shelter through intra-county email.

Program/policy Recommendation #7:   **Revamp KCACC's Public Image, Develop Special Pet Promotions, and Cultivate Media Contacts so that KCACC has Constant Media Exposure.**

Approved by Subcommittee by Vote of: 4-0-1   Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

KCACC reports having an estimated 10 media hits per month. Personal observation, and surveys returned by volunteers and rescue groups, indicate that KCACC has an extremely low public profile, especially when compared to other local humane groups that are featured regularly in the media. Volunteers and rescue groups note that KCACC seems to do a minimum of promotion and advertising for its events, such as the Super Pet Adoptathon, and that such advertisement seems to be done at the last minute. KCACC has a regular discount on cats during kitten season, and on animals who have been at the shelter for a certain period of time, but there does not appear to be any effort to promote these animals, or to engage in any creative pet promotion events. KCACC reports that it does not have any regular "Pet of the Week" features, which are normally offered up for free by local media outlets, except for a pet of the Week show on KLSY that was cancelled almost two years ago. The only efforts KCACC reports to promote pets on a regular basis are flyers at offsite adoption locations, but volunteers report that they frequently prepare these flyers of their own initiative, without guidance from KCACC. KCACC does not seem to have a presence at major community events and festivals.

Analysis of other programs/policies

Every model jurisdiction reports that media efforts are central to their success. Shelter directors report that they are in the media on a constant basis, and that they are continually coming up with new, catchy pet promotions to attract the public. For example, in recent months, the Charlottesville SPCA has hosted a "Kitten Shower," where the shelter was decorated with pink and blue, and the shelter had a "kitten registry" at local pet stores to provide supplies for the shelter; a late-night "Cats Pajama Party" with people arriving in their pajamas, a karaoke machine, and hairstylists available; as well as "Big Dogs Rule" and "Seniors for Seniors" events. One of Charlottesville's most popular programs is a Christmas pet delivery service, where for a

fee, staff and volunteers dress up as Santa and deliver pets to homes on Christmas Eve and Christmas Day. The Richmond SPCA is currently running a "Back to School" special that gives students a discount on a pet if they bring in a test where they scored an "A" or a "B." One of Richmond's most successful recent promotions was the "Adopt a Fat Cat," promotions, for which they produced clever advertising with a cartoon of a hugely obese cat.

Most of the model jurisdictions have some sort of special, advertised promotion running all the time, and they are constantly looking for new avenues to receive free media. They are also constantly running events in the community, and are a presence at community festivals and fairs. Most have multiple spots running in the local media every week – the Richmond SPCA, for example, has a regular spot in the local newspaper twice a week, spots in two other newspapers once a week, a TV show that is taped monthly and aired throughout the month on public access, two TV spots a week, and an additional TV spot every other week, and one weekly radio spot, as well as another that is taped monthly and aired throughout the month. In addition to all these regular promotions, the Richmond SPCA gets free media from its ongoing special pet promotions, and the executive director is frequently contacted by the media to comment on humane issues in the news.

Every jurisdiction made an announcement to the public when it embarked on its new lifesaving strategy, and in return received an overwhelmingly positive and supportive public response. They emphasize the importance of telling the public that the shelter is providing solutions, and asking the public to become involved in helping to solve the problem and to save animals. However, they also emphasize honesty and transparency in order to build a relationship of trust with the public, and to encourage the public to take responsibility in solving the problem. Says Brown at the Nevada Humane Society: "You must ask the public to help, and keep asking."

Description of a model program/policy

After the King County Council and the Executive Branch agree on the new programs to be implemented to turn King County into a model animal care jurisdiction and reduce euthanasia rates, these changes should be widely publicized and promoted throughout the community. The community should be made aware of what KCACC is trying to achieve and asked specifically for help, in the form of volunteering, donating, and adopting. It should be made clear to the

community that KCACC is leaving behind any problems of the past, and is heading in a new and exciting direction, and that the community will play a vital role in helping KCACC to achieve its goals. (It should be noted that the committee tabled discussion of the terminology to be used in this public announcement, so that it could focus first on making substantive recommendations.) If possible, involve an advertising firm in doing pro bono work to design an effective marketing campaign.

KCACC should significantly ramp up its efforts to communicate to the public through the media, through the cooperation of the Community Outreach Coordinator, the Development Director, and the KCACC Director. Efforts should be made to cultivate ongoing relationships with every major media outlet in the area, including television, radio, and print media. KCACC should make pitches to each of these outlets for regular free publicity, such as "Pet of the Week" spots, as well as regular public service announcements to talk about volunteer recruitment, adoptions, spay/neuter, responsible pet ownership, and any special promotions or events. KCACC should also take advantage of inexpensive advertising venues, such as the use of flyers, and volunteer "tabling"[82] efforts throughout the community and at special events. Meanwhile, an increased budget allocation should be made for paid advertising, including display advertising for events and promotions, and classified advertising to promote the adoption of special animals.

The KCACC Director, Community Outreach Coordinator, Adoption Coordinator, and Development Director should work together to create a constant stream of special adoption promotions designed to attract media attention, increase public awareness of and involvement in the shelter, and to promote adoptions to the community. These promotions should be developed with an eye toward creativity, and designed to promote a fun and attractive image of the shelter to the public. They should be revamped frequently so that they do not become stale. They should be developed with reference to adoption promotions that have worked in other jurisdictions, including the model jurisdictions, and other organizations around the country that are known for their adoption successes.

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[82] "Tabling" refers to appearances at events and in public venues, at which representatives of an organization provide information about the organization, hand out public education materials, and seek donations.

<u>Implementation Plan:</u>

- The effort to revamp KCACC's public image and to establish a presence in the local media can start right away, and is the responsibility of the shelter director. All that is required is someone to start making media contacts, and to solicit free advertising opportunities.

- Special pet promotions can be developed with few resources other than a little creativity. It is common to find community partners to sponsor such events, and they often produce free media. Inexpensive means of advertising such as flyers can be used to promote such events, in addition to paid advertisement and promotion events.

- A Development Director and a Community Outreach/Volunteer Coordinator should be hired to build on the initial development and media effort.

- A budget allocation should be made to support paid advertising efforts in addition to free media.

Program/policy Recommendation #8:   Overhaul Community Adoption Programs.

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

KCACC reported in its 2006 annual report that it had seven mobile adoption locations. However, in response to the questionnaire, KCACC listed only six such locations, two of which are actually operated by independent groups – Friends of KCAC operates the Reber Ranch effort, and the Feral Cat Spay/Neuter Project operates the mobile adoption at the Petsmart in Issaquah. (The Feral Cat Spay/Neuter Project rescues cats from KCACC, and then adopts them out under the FCSNP umbrella.) Cats are housed permanently at KCACC's four mobile adoption locations, while dogs are taken to the Crossroads Petco one day a month. Friends of KCAC also takes KCACC dogs to Reber Ranch one day a month. Numbers provided by KCACC indicate that KCACC is active in just two mobile adoption sites – the Crossroads Petco, from which it adopted 56 animals between July 31, 2006 and July 31, 2007, and the Federal Way Petsmart, from which it adopted 46 animals. At two additional locations, the Covington Petco and the Federal Way Petco, KCACC only adopted three and two animals, respectively, during that 12-month time period.   The total number of animals adopted out by KCACC from mobile adoption sites from July 31, 2006 to July 31, 2007 was 107.

The mobile adoption event for dogs scheduled for the Crossroads Petco was cancelled at the last minute during July and August, because staff was unavailable to attend.[83] KCACC did not provide dogs last month for the mobile adoption event run by Friends of KCAC.[84] According to Friends of KCAC, the Petsmart store in Tukwila, the one closest to the Kent shelter, discontinued its mobile adoption program with KCACC and started working with another group, because KCACC was not dependable enough in delivering animals for adoption.

Some volunteers have reported that they have lots of ideas about how to expand the presence in the community, but that they don't believe their ideas are taken seriously, and they never hear back on some of their suggestions. Volunteers have urged KCACC to allow them to run mobile adoption events on their own, without the requirement that KCACC staff attend.

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[83] *See, e.g.,* Volunteer Statement #7.
[84] *See* Addendum to Friends of KCAC Rescue Group Survey.

Since the cancellation of mobile adoption events two months in a row, some volunteers have started to work on mobile adoptions with other local humane groups, by pulling animals from KCACC shelters.

KCACC holds an annual "Super Pet Adoptathon" on shelter grounds, inviting other rescue groups in the area to join. The last Adoptathon resulted in the adoption of 125 cats and dogs from 17 shelters. KCACC indicates that it advertised the Adoptathon on four radio stations and in the Seattle Times, and started to recruit rescue groups months before the event, and volunteers weeks before the event. However, some volunteers and rescue groups have indicated that they did not know about the event until just a few days before it happened, and comment that they would have liked to see more publicity. Groups that host KCACC at their adoption events indicate that participation is inconsistent, with one group noting that KCACC fails to meet the basic requirements for participation, like putting the event on its Website and doing basic marketing and promotion.

Although the Crossroads shelter location is billed as an "Adoption Center," it does not function as such. It is not in a high-traffic area, there is poor signage indicating that it is there, and it is not welcoming to the public. Crossroads volunteers indicated at the volunteer meeting that there are often very few adoptable animals available at the Crossroads facility, which often houses mainly animals who are still on stray hold. According to Crossroads volunteers who spoke at the volunteer meeting, very few people in the local community even know that the Crossroads shelter exists.

Analysis of other programs/policies

Community adoption events are another key element to a successful effort to lower euthanasia rates and place animals in permanent homes. Every model jurisdiction has an active mobile adoption program. When the San Francisco SPCA started its lifesaving programs, it had three mobile adoptions located throughout the city at least five days per week, with holiday windows at major department stores, and a street fair that drew a crowd of 50,000 people. In addition to increasing adoptions, Barnette reports that the mobile adoptions and volunteers were a "walking billboard" for the SPCA, creating great publicity. The Charlottesville SPCA offers dogs at Petsmart every weekend, in addition to cats at Petsmart throughout the week. Charlottesville received donated retail space in a shopping center and opened a cat and

kitten adoption center that houses about 60 to 70 cats. More than 700 Charlottesville animals were placed as a result of mobile adoptions last year, and that number is expected to be much higher this year, with about 25% of the SPCA's cat adoptions going through mobile adoption and the retail adoption center. In addition to regular mobile adoptions, Tompkins County takes animals to 75 special events per year. The Richmond SPCA has a mobile adoption unit that goes to different locations around town 3-4 times per week, as well as to all the significant community events. Although seriously strapped for cash,[85] PACCA makes community adoption events a first priority: PACCA has cats in two Petsmarts all the time, and dogs there every weekend, all weekend long; cats are showcased at a number of small boutique locations around town; shelter pets are brought to community events several times a month; and PACCA is opening a new offsite retail adoption location in October, through which they expect to place up to 4,000 animals a year. Even without this facility, PACCA adopts up to 80 animals a week from its community adoption locations. Under a model pioneered by Best Friends Animal Society and No More Homeless Pets Utah, rescue groups and shelters come together to run a large retail store featuring adoptable pets.[86]

Super Pet Adoption events, also designed by Best Friends Animal Society, operate on the theory that adoption events should be fun events for the public, and should bring thousands of people out for a weekend adoption event to adopt hundreds of animals from a variety of rescue groups and shelters.[87] Hosted in Salt Lake City and Los Angeles, these events have drawn crowds of up to 13,000 people to see 1,000 pets available for adoption, and have resulted in as many as 600 animals being adopted during a single weekend. These events are very different from the Super Pet Adoptathon held by KCACC. The key to these events is that they are held off of shelter grounds, so that they can appeal to people who would not normally come to a shelter, and that they are made into community festivals, with food, children's activities, vendors, celebrity guests, and events like agility demonstrations. These adoption events can also be scaled down into smaller community events held frequently throughout the year, but the principle remains that they must be turned into fun community events.

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[85] Philadelphia Animal Care and Control operates with about 60% of the public funding as does KCACC, but takes in more than twice the number of animals each year.
[86] See *Taking the Animals to the People: The Furburbia Story*, published by Best Friends Animal Society.
[87] See *Super Adoption: Finding Homes for Hundreds at a Time*, published by Best Friends Animal Society.

Description of a model program/policy

The Development Director should make it a priority to seek donated space for an adoption center for KCACC animals in a high-traffic retail area, such as a shopping mall. If donated space cannot be found, KCACC should explore the costs and feasibility of opening such an adoption center in leased space, including a corporate sponsorship for such an endeavor. The adoption center should have permanent space available for adoptable cats, and either permanent space available for dogs, or appropriate accommodations for dogs brought on a regular basis by volunteers. It should include a kiosk featuring pictures and information about all of KCACC's adoptable animals, including those in foster care, and educational, promotional, and fundraising material. The adoption center should be staffed primarily with volunteers who are specifically trained to operate the adoption center. If KCACC cannot adequately staff the adoption center through its regular staff and volunteer program, it should explore the feasibility of cooperating with other area shelters and rescues to properly staff the adoption center. Animals should not be housed at the adoption center until after they have cleared the stray hold period and their temperament evaluation, and efforts should be made whenever possible to spay/neuter animals before they are transferred to the adoption center.

KCACC should aim at having a constant presence in the community through its mobile adoption efforts. Mobile adoption efforts should be expanded exponentially and made a top priority of KCACC, so that mobile adoption appointments should never be cancelled. The number of mobile adoption sites should be increased, and if animals are not permanently housed at these sites, they should be taken to these locations more often. Volunteers should be trained to help coordinate and staff mobile adoption events, and to help transport animals to mobile adoption sites. If staff is not available to go to mobile adoptions, then volunteer team leaders should be trained to coordinate them on their own. Mobile adoption efforts should be promoted through local media, the shelter website, and intra-county advertising venues. A standard protocol should be developed for the operation of mobile adoption sites, so that all mobile adoption sites operated by KCACC are conducted in a similar manner (to the extent that is possible within the operating guidelines of the particular sites.) KCACC should also conduct mobile adoptions at major community events, such as local street fairs and festivals. Standard educational, promotional, and fundraising materials should be offered at each mobile adoption site.

Special adoption events should be held twice a year off of shelter grounds. These events should be coordinated with area rescues and shelters far in advance, and promotion for these events should be arranged far in advance, utilizing both paid and free media outlets. Efforts should be made to find special ways to promote these events and to make these events a fun outlet for the community, by providing food, entertainment, and vendors of pet-related products. The Development Director should seek corporate sponsors for these events, and area businesses that are willing to supply products and equipment.

Implementation Plan:

- Once a Community Outreach/Volunteer Director is hired, he or she should come up with a plan to increase KCACC's involvement in community events and mobile adoptions, and to make KCACC animals a constant presence in the community. This plan should include specific goals of adoption locations and adoption goals, and the Community Outreach/Volunteer Director should be held responsible for achieving these goals.

- However, the effort to expand KCACC's community presence should begin immediately, with an immediate shift in philosophy so that adoptions and adoption events are considered a priority. Volunteers should be recruited and empowered to organize and staff these events, and encouraged to use their creativity to think of new venues for KCACC animals.

Program/policy Recommendation #9:   **Build Relationships with Community Partners.**

Approved by Subcommittee by Vote of: 4-0-1.   Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

KCACC reports that it currently has a partnership with Mud Bay to give donations to the shelter when adopting families use vouchers in adoption packets. There is also an arrangement through which Microsoft employees can make donations on behalf of KCACC through the Microsoft Giving program. Some opportunities for community partnerships are passed over – for example, Friends of KCACC obtained approval from a local Petsmart to donate time from the store's dog trainer, to work with volunteers and staff on how to properly train dogs and address basic behavioral issues. KCACC was unable to take advantage of this opportunity.

Analysis of other programs/policies

Part of the success of the model jurisdictions is due to assistance from the community, and this includes community businesses, civic groups, and professional groups. The Richmond SPCA launches flashy and catchy advertising campaigns with pro bono assistance from a leading advertising firm. Businesses around Philadelphia open their doors to PACCA events, and offer up space for PACCA animals to be displayed for adoptions. The Charlottesville SPCA is opening up a retail adoption "store" in donated retail space, and businesses consistently donate supplies for special adoption events.

Description of a model program/policy

KCACC should work immediately to start building relationships with community partners, including businesses and business and professional organizations, as well as national businesses based in the King County area. Aggressive efforts should be made to solicit grants, corporate sponsorships, pro bono work, and donated supplies from these organizations, as well as to engage their employees in fundraising drives and volunteer days. King County has a vibrant and generous business community, and KCACC needs to begin making an effort to tap into this generosity.

<u>Implementation Plan:</u>

- Efforts to start cultivating business partners in the community may begin immediately.
- Eventually, building such contacts may become the responsibility of the Development Director.

Program/policy Recommendation #10:   **Revitalize Relationships with Rescue Groups**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

Rescue groups that take animals from KCACC report that they receive inconsistent responses to offers to take animals, and cannot depend on KCACC to return phone calls and cooperate in setting up transfer logistics. With the right officers, rescue groups report that the response is very good, but there is no single point of contact so that they can depend on a consistent relationship, and in general, the response is disorganized.   Rescues indicate that KCACC should attempt to contact rescue groups sooner when breed-specific animals come into the shelter, keep an active list of rescue groups to contact, and work proactively to get animals out to rescue as soon as possible. They report frustration that the animals they rescue often do not get out of the shelter until they have developed medical and behavioral problems, and say that a majority of the animals they take from the shelter are unhealthy. Groups report that they receive a minimum of paperwork on the animals they rescue, that sometimes the animals have not been properly vaccinated, or it is difficult to tell from the paperwork whether or not they have been vaccinated. Information about behavior assessments is only included some of the time. Some rescue groups also report that they would like to have the opportunity to educate KCACC specifically about the breed or species of animals they rescue, so that they can receive species and breed-appropriate care and evaluation while they are waiting for transfer.

Analysis of other programs/policies

Most of the model jurisdictions report having a very close relationship with rescue groups, and attribute to them a portion of their success in lowering euthanasia rates. At PACCA, the philosophy is that each animal should leave the shelter at the first opportunity, so it allows qualified rescues to take any animal at any time, and will make arrangements after hours for the rescues to pick up the animal. Similarly, the Charlottesville SPCA indicates that it doesn't hold any animals back from rescue – "If they want them, they can take them." Nevada Humane Society hosts a monthly meeting to work with local rescues, and is working to further cultivate those relationships.

Description of a model program/policy

KCACC must work to revamp and improve KCACC's relationship with area rescue groups. These changes should include:

(a) Making sure that rescues are provided with full paperwork on each animal, indicating vaccinations received, medical care provided, behavior evaluations performed, and all information gained about an animal upon intake.

(b) Revamp rescue procedures and provide them to all rescue groups in written format. These procedures should specifically address which animals rescue groups are allowed to take. Given current problems with disease and isolation, animals should be allowed to go out to rescue at the first opportunity. Procedures should be established for allowing rescue groups with specific rehabilitative expertise to immediately take animals who might have difficulty in a shelter environment, including, but not limited to, breed rescue groups. Staff should be provided specific instruction on these guidelines so that they convey a consistent message.

(c) Provide a single point of contact for rescue groups in the Adoption Services Coordinator, as well as an alternate point of contact at times when the coordinator is not available. This contact will be responsible for calling rescue groups if they have asked to be notified when specific types of animals enter the shelter, returning rescue group phone calls, providing specific information about animals about whom the groups inquire, and coordinating logistics for the transfer of animals to rescue groups.

(d) A list of rescue groups should be maintained and constantly revised, with contact information for each group, a specific list of the animals the group is interested in taking, and the names of the individuals who are authorized to pull animals from the shelter on behalf of those groups. KCACC should conduct outreach efforts to recruit additional rescue groups to be a part of this list. This list should be used to create a quick-reference call list for the Adoption Services Coordinator to use to alert rescue groups immediately when the animals in which they have expressed interest enter the shelter. An email list of these groups should be created to keep all rescues informed of changes in policy, of special KCACC events and promotions, and of emergency events that may require KCACC to ask for special assistance from the rescue community.

(e) Rescue groups should be invited to provide training to KCACC volunteer and staff about the types/breeds of animals they deal with, and any special handling or care requirements for these animals. This training should be a priority to provide instruction on the care of animals other than dogs or cats, and instruction on handling and performing temperament evaluations for dog breeds that are at elevated risk of euthanasia in a shelter environment.

(f) KCACC should hold a "summit" for rescue groups and area sheltering agencies. The Community Outreach Coordinator and Adoptions Services Coordinator should work together to take the lead in coordinating regular meetings with rescue groups and other area shelters (quarterly or bi-annually). The focus should be to improve communication between the agencies and rescues, discuss the concerns of the rescue community, share best practices for animal care and ideas for successful programs, and discuss coordination of joint efforts such as adoption events, community education efforts, and the provision of spay/neuter services.

Implementation Plan:

- The rescue process can be improved immediately by establishing a single point of contact for rescue requests, as well as a person responsible for contacting rescue groups. The expansion of relationships with rescue groups can also begin right away, as can providing them with a consistent response and reliable paperwork.
- Eventually, these responsibilities should be turned over to the Adoption Coordinator.

Program/policy Recommendation #11: **Reduce/Eliminate Adoption Delays Due to Lack of Availability of Spay/Neuter**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

Volunteers report that there are sometimes significant delays between the time an animal is adopted, and the time it is available to go to its new home. The clinic staff consists of one veterinarian and one vet tech, who work four days a week. As a result, an animal selected for adoption on Thursday may often have to stay into the shelter through Monday before it can be taken home. This delay is exacerbated during high-volume periods, and when clinic staff members are taking time off, so that a backlog of animals awaiting spay/neuter surgery may build up.

Analysis of other programs/policies

The Richmond SPCA spays or neuters every animal within a day or two of arrival if they are medically fit, and they are not offered for adoption until this has been done. All animals are available to go home on the same day of adoption. In Philadelphia, animals are usually not spayed/neutered until they are offered for adoption, and when the clinic gets backed up, PACCA brings in volunteer vets to provide additional spay/neuter services. One of PACCA's goals as it develops its program is to get ahead of the spay/neuter demand, so that animals will be spayed/neutered before they go to the adoption floor and there will be no adoption delay. The Charlottesville SPCA usually spays or neuters animals as soon as they are approved for adoption, so that they are immediately available for people to take home. Recently, Charlottesville has been getting backed up on spay/neuter surgeries, and is looking to hire an additional vet. The Nevada Humane Society also spays or neuters animals as soon as they are selected for adoption, unless an adopter pulls the animal directly from the animal control facility next door, in which case there is a delay of a day before the animal can go to its new home.

Description of a model program/policy

In conjunction with the recommendations made by the spay/neuter subcommittee, efforts should be made to reduce or eliminate adoption delays that come as a result of animals not yet

being spayed or neutered. Ideally, these efforts should include offering spay/neuter for shelter animals seven days a week, and attempting to spay/neuter animals when they are approved for adoption, rather than after they are adopted. This change could start with providing spay/neuter for those animals deemed likely to be adopted most quickly. As shelter euthanasia rates are decreased and disease rates are brought under control, efforts should be made to spay/neuter all animals before they are put up for adoption. In any case, all efforts should be made to prevent any significant delay between when an animal is adopted, and when it can be taken home by its new owner.

Implementation Plan:

- See recommendations from the spay/neuter subcommittee.

Program/policy Recommendation #12: **Review and Modify Procedures for Accepting Owner Surrenders.**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

As part of its request for information, the Subcommittee asked KCACC to provide the documents that an owner must sign when surrendering a pet; as of the date of this report, those documents had not been made available. At the full committee meeting on Monday, September 17, Acting Manager Al Dams indicated that KCACC no longer gets a hard signature for owner surrenders or has them fill out a form, but just inputs the data straight into the computer. On a previous tour of the shelter with committee member Claire Davis, Dams indicated that KCACC didn't like to ask too many questions of owners surrendering their pets, because of the fear that they would change their minds and dump their pets rather than surrendering them. However, in response to the request for information, KCACC indicated that they ask the following questions:

Is the pet an owner release or a stray? If stray, what city is it from?

If owner, how long owned? Any behavior problems?

Any medical treatment and/or concerns? Any behavior issues? Pet's name?

KCACC further indicated that ACOs will help owners to work out behavior issues with a short training session at the point of surrender, and that KCACC has information in the lobby to provide tips on training and local trainers. KCACC reported that it doesn't have any additional pet retention programs. KCACC indicated that upon surrender, owners are told that "if the animal has a good temperament and [is] of good medical condition that we will do everything we can [to] adopt it. However, it may be euthanized if it is deemed unadoptable or becomes unadoptable." KCACC does not require appointments for owner surrenders.

Analysis of other programs/policies

Most of the model jurisdictions either require or encourage appointments for owner-surrendered animals, although that policy is usually waivable on a case-by-case basis. All of the model jurisdictions tell the owners that their relinquished animal may be euthanized. (The exception is Richmond, which has less than a 1% euthanasia rate, and only takes animals it believes it can place.)

The Richmond SPCA is limited-admission, and owners must make an appointment to have their animals examined, and if they are accepted into the program, they are put on a waiting list. Executive Director Robin Starr says most people are willing to wait, because they know if they do that their animals will not be euthanized. Richmond also engages in a substantial dialogue with people who are attempting to relinquish their pets, which Starr believes is essential to teach them to behave responsibly toward animals. If owners are having behavioral problems with their animals, they are asked to work with the SPCA's trainers for free before the animal will be accepted, and they frequently end up keeping the pet in the home. If people come in to drop off underage kittens, they are given free formula and bottles and told to bring the animals back when they are old enough to be adopted, and Starr says most of them accept this. Says Starr: "We've really pushed our community hard to be responsible and step up to the plate, and not just 'drop the animal off' at the SPCA and feel that it has been taken care of."

On the other hand, PACCA takes animals on demand around the clock, seven days a week, but is totally honest with the owner who is surrendering the animal about what might happen to the animal, telling them that the animal might get sick and that it might be euthanized. PACCA provides a limited amount of pet retention advise, although it is moving in that direction. Currently, PACCA always offers to spay or neuter the animal if the owner is willing to keep it. Nevada Humane Society offers to spay the mothers of litters for free if the owners will keep them. They encourage appointments for surrenders, but do not require them, and provide potentially extensive counseling if the owner seems to be willing to work through the problem with the animal.

Description of a model program/policy

The process for accepting owner-surrendered animals should be revamped, so that the surrendering owners are asked to answer a questionnaire providing extensive information about the surrendered animal, and counseling is provided to determine if there are any services that might be provided to keep the animal in the home. For legal reasons, KCACC must get a hard signature from every owner surrendering an animal, on a form releasing all legal rights to that animal, acknowledging that it might be euthanized, and certifying that the person signing the form has legal control over the animal. KCACC should also check identification of people

surrendering animals. Adoption counselors should be trained to provide counseling for potential owner surrenders, which may be extensive if the owner surrendering the animal indicates a willingness to reconsider. The shelter should offer educational materials, and either in-house training advice or referrals to appropriate trainers, as well as spay/neuter services for qualifying owners if they decide to keep their pets. Owners bringing in underage animals should be asked if they are willing to keep them until they are old enough to be adopted, and offered shelter supplies and services to help them to do so. The supervisor on duty shall be given the authority to waive normal procedures for accepting owner surrenders, if he or she has reason to believe that harm will come to the animal if protocols are followed.   Adoption counselors accepting owner-surrendered animals should also be trained to provide full information to owners about what will happen to their animals if surrendered, including the possibility of euthanasia due to health and temperament issues. Animals should never be accepted under a contract requiring that they be euthanized. At each such request, KCACC shall provide an independent evaluation of the animal to determine if it should be euthanized for medical or temperament reasons, following the protocols established by the shelter operations committee, and no promises should be made to euthanize the animal upon acceptance.

Implementation Plan:

- This is a policy change that may be implemented immediately. Forms used by the model jurisdictions or local humane organizations may be used as models.

Program/policy Recommendation #13:   **Develop Animal Behavior and Education Help Line.**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

KCACC currently has a call center that receives thousands of animal control calls a year,[88] reporting a variety of animal-related problems, including animal nuisance complaints such as barking dogs, requesting stray pickup, and reporting incidents of cruelty and neglect. This call center is staffed by four full-time employees. Although the call center certainly receives calls from people looking for help with their animals, it is not marketed as an animal help line, and the call center is not designed to provide advice aimed at pet retention.

Analysis of other programs/policies

The Richmond SPCA has an animal help line staffed by a full-time employee, with a qualified trainer who responds to questions. Executive Director Robin Starr believes it is an essential service needed to go No Kill. The Charlottesville SPCA does not technically have an animal help line, although if people call the shelter with a problem with their animals, they will be referred to the trainer to talk through the problems they are having. The Tompkins County SPCA also provides answers to animal help questions if people contact the shelter.   PACCA does not have the resources for an animal help line. The Nevada Humane Society just started an animal help line staffed by one employee and few volunteers, and reports that so far it seems to be very effective in heading off potential problems before they result in an animal being surrendered.

Description of a model program/policy

In coordination with the changes proposed by the animal cruelty subcommittee, the call center should be revamped so that it can also serve as an animal help line to address animal behavior issues, and concerns about animals in the community that do not rise to the level of cruelty or neglect. Current call center employees should be trained about basic pet retention and pet care issues, and given fact sheets to respond to questions about these issues. This

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[88] In 2005, the call center handled 15,307 calls, 1002 of which were coded as animal cruelty or neglect calls.

training should prepare them to provide resources for people who are seeking to help animals in situations that fall short of criminal cruelty or neglect, information to help people who are experiencing problems with their own pets, education for people who are reporting problems with feral or free-roaming cats, and information about volunteer opportunities for people expressing a concern about animal welfare. This service should be developed with reliance on volunteers who have specialized expertise, the shelter animal behaviorist, and the shelter clinic staff. Call center operators should be trained to provide appropriate referrals for problems and questions that they are not able to answer, including referrals to the staff animal behaviorist recommended by the shelter operations committee. Attempts should be made to coordinate this service, and perhaps provide joint staffing, with other area rescues and humane organizations. The goal should be that no person calling the call center should be sent away without an attempt being made to educate them, as appropriate, about responsible pet ownership, as well as how they can become involved in the community to improve the humane treatment of animals.

Implementation Plan:

- The implementation of this plan may start right away, by providing the necessary resources and training to call center employees so they can perform this service.
- This program then may be developed as the volunteer base is expanded, and an animal behaviorist is hired.
- There should be immediate attempts to coordinate this service with other local humane organizations.
- When it is up and running, the service should be advertised to the community.

Program/policy Recommendation #14:   **Update KCACC Websites and**
                                                   Expand Educational Materials Available

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

The current KCACC website (http://www.kingcounty.gov/animals/) is based on a standard county template. It provides basic information about animal services, as well as basic information about adoption, licensing, volunteering, and animal complaints. It is not designed to highlight particular pets or events, and often contains outdated information. Special KCACC events, such as mobile adoptions, are not always posted on the Website. KCACC also maintains a site on Petfinder.com (http://www.petfinder.com/shelters/WA63.html) which features adoptable animals. KCACC reports that this Website is updated about three times a week by volunteers, but that it often contains "a representative sampling of animals," rather than an up-to-date list. KCACC also posts animal listings on PetHarbor.com, which provides a way for people to search immediately for pets they have lost. However, at the meeting between volunteers and this committee, not a single volunteer indicated that he or she was aware that the county provides this service, and it does not seem to be commonly known by the public. A variety of educational materials are offered in the lobby of the KCACC shelters and at some mobile adoption locations.

Analysis of other programs/policies

Each of the model jurisdictions has dynamic, professionally designed Websites that offer a wealth of information about the organization, its goals, and special programs and promotions.[89]

Description of a model program/policy

The central KCACC website should be revamped so that it is more user-friendly, and so that it provides updated information about services, programs, volunteer opportunities, and special events and promotions. When the county begins to implement its model animal care

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[89] See http://www.richmondspca.org/, http://www.spcaonline.com/. http://www.phillypaws.org/, http://www.nevadahumanesociety.org/, http://www.caspca.org/and www.**sfspca**.org.

program, changes should be made to the website to tell the public about the program, and convey the new mission of KCACC. The website should be made more appealing, and include on the front features such as pet of the week, and advertisements for events and promotions. Specifically, these improvements should include downloadable forms, such as volunteer, foster, and adoption applications; descriptions of volunteer opportunities with "job" descriptions; up-to-date information about events and promotions; links to information about responsible pet ownership; links to resources that address basic reasons why people surrender their pets, including training issues; information on how people can work to re-home their pets on their own; information on TNR for feral cats; a special webpage for current volunteers that they can check for event and policy updates; a link to the PetHarbor.com web page to help people searching for lost animals; information on animal cruelty; and information on how to address situations that may fall short of criminal animal neglect and cruelty. Core website materials should be provided in Spanish as well as English, as well as other predominate languages spoken in King County. Volunteers should continue to be scheduled so that they can provide continual updates to the KCACC animal listings on Petfinder.com and Petharbor.com, along with photographs, so that pictures of actual shelter animals are constantly available to the public.

The educational materials provided in the lobby of the shelters, and at mobile adoptions and adoption events, should be examined and standardized. An effort should be made to provide comprehensive educational materials of the type provided on the Website. Educational handouts should also be made available in trucks for field officers, and should include materials that will help these officers to communicate with non-English speaking residents.

Implementation Plan:

- These changes may be implemented immediately.
- Volunteers should be used to help update the website and add current information.
- Once hired, the Community Outreach/Volunteer Coordinator may help to organize and coordinate educational materials.

- Pictures should be taken of pets during the intake exam and posted immediately on KCACC websites. Updated and more appealing pictures should be taken by volunteers and added to the pet's listings whenever possible.

Program/policy Recommendation #15: **Revise Shelter Hours to be Open on Some Evenings and the Weekends.**

Approved by Subcommittee by Vote of: 4-0-1.   Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

Every model jurisdiction is open both days on the weekends, and most offer some evening hours. The Charlottesville SPCA is open seven days a week from noon to 6 p.m., and its retail adoption center is also open seven days a week. The Tompkins County SPCA is open six days a week, including evenings, but closed Wednesday for administration. The Richmond SPCA is closed Mondays and open until 7 p.m. Tuesday-Saturday, and until 5 p.m. on Sundays. PACCA is open seven days a week for adoptions, and is open 24 hours a day/ seven days a week for owner surrenders. Nevada Humane Society is open seven days a week, and every evening but Sunday.

Analysis of other programs/policies

The Kent shelter is currently open M,T,W, F, S from 10 a.m. to 6 p.m., and Thursday noon to 6 p.m. It is closed on Sundays. The Crossroads shelter is open Tuesday through Friday, 2 to 6 p.m., and Saturday noon to 6 p.m. It is closed Sundays and Mondays. Volunteers report difficulty in finding adequate time to volunteer, and Crossroads volunteers report logistical problems with providing services to the animals when the shelter is closed.

Description of a model program/policy

Shelter hours should be adjusted so that the shelter is open on several evenings a week until at least 7 p.m., as well as both days on weekends. This may be accomplished through a schedule change that closes the shelter to adoptions on a low-traffic day, such as Monday or Tuesday. Even when the shelter is closed to the public, when it is staffed it should be open to rescue groups seeking to transfer animals out, and to volunteers who are scheduled to provide basic animal care services, including dog walking and socialization, so that animals receive a consistent level of care all week long.   Volunteer orientations and training, as well as foster resources, should be provided during the extended evening and weekend hours to increase the number of working people who can become involved in volunteer and foster programs.

Implementation Plan:

- This change may be implemented immediately with an adjustment of staff time and shelter resources.

Program/policy Recommendation #16:   **Accept Credit/Debit Cards for Shelter Services.**

Approved by Subcommittee by Vote of: 4-0-1.   Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

KCACC currently does not accept credit or debit cards at its shelters for payment of services such as adoptions, owner redemptions, and licensing. In a world where almost everything, including even fast food, can now be purchased with credit cards, this causes an unreasonable inconvenience to people seeking to do business with KCACC.

Analysis of other programs/policies

N/A

Description of a model program/policy

Adjustments should be made so that members of the public can pay for adoption, licensing, redemption, and any other service fees with credit and debit cards.

Implementation Plan:

N/A

Program/policy Recommendation #17: **Renovate Shelter to Become More Customer-Friendly and Inviting**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

As the shelter operations committee makes clear, major renovations are necessary to improve animal care areas at the Kent shelter. Renovations are also necessary for the public spaces at the shelter, which are cramped, badly lit, and uninviting. Some volunteers commented that the shelter environment was depressing, and discourages the public from coming to the shelter to adopt animals. The lobby is too small to accommodate customers on a reasonably busy day, and the adoption areas give the impression of being old and run down.

Analysis of other programs/policies

An examination was not done of the shelter facilities in any of the model jurisdictions.

Description of a model program/policy

In conjunction with the shelter renovations proposed by the shelter operations committee, renovations should be made to both shelters so that they are more accessible, attractive, and welcoming to the public. Attention should be made to providing appropriate signage for both facilities, expanding lobby space, and redecorating so that the shelters have a welcoming and cheerful feel to the public. In addition to making adjustments to provide for the comfort of animals, attention should be paid to making the holding areas for adoptable animals bright, fresh, and inviting.

Program/policy Recommendation #18:   **Provide Training, Support and Oversight to Improve Customer Service**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

KCACC indicates that customer service questionnaires are distributed to shelter customers, and that sergeants monitor customer service.

Analysis of other programs/policies

The Richmond SPCA uses secret shoppers who pretend to be adopters, and has found it be "very . . .enlightening." Says executive director Robin Starr: "I would encourage other shelters to do it. I think the mere fact that the staff knows it happens from time to time helps with quality control." At PACCA, management monitors customer service and shelter care through a closed circuit TV system, and monitors phone calls. Nevada Humane Society does not use any method of quality control beyond careful management. The Charlottesville SPCA does not include any quality control systems for monitoring customer service, although executive director Susanne Kogut says she's thought about implementing such a system, and believes it is a good idea.

Description of a model program/policy

KCACC should expand the level of quality control over its customer services, so that these services are standardized and KCACC is able to ensure that new protocols are being followed. All shelter staff and field officers should receiving initial and ongoing customer service training. A particularly helpful method of instituting quality controls for customer services is to arrange for secret shoppers, who will visit the shelter as potential adopters, owners seeking information about surrender, and who will call the shelter help line with basic questions. These secret shoppers should be given a standard checklist and report sheet telling them what they should look for. Incentives can be provided to employees who perform well on secret shopper evaluations, so that it becomes as a program to reward excellent customer service. These

evaluations should be seen as an ongoing educational opportunity to improve customer service, and provide increased training in problem areas.

Implementation Plan:

- A system of quality control including secret shoppers is relatively easy to add. Companies exist that will provide these services at a minimal cost.
- All shelter staff and field officers should receiving initial and ongoing customer service training.

Program/policy Recommendation #19: **Evaluate Title 11 of the King County Code for Clarity and Conformance with Proposed Model Animal Care Program Objectives.**

Approved by Subcommittee by Vote of: 4-0-1. Approved by Committee by Vote of: 10-0.

Analysis of the current program and policies used by KCACC

The current laws regulating pet ownership in King County are extensive and confusing. The county has requirements for both dog and cat licensing, as well as a pet limit law. A citizen must make reference to two different codes to determine the pet limit that is applicable to them, and limits on cats versus dogs are not clear. It can be very difficult for King County citizens to determine whether they are in compliance with the law. The code details an extensive system requiring special permits for foster homes, and humane organizations that use foster homes, although this system does not seem to be followed within the county.

Analysis of other programs/policies

Information was not particularly sought on this subject, except that none of the model jurisdictions has a cat licensing law.

Description of a model program/policy

An evaluation should be done of current laws and ordinances regulating the public and their animals under Title 11. The evaluation of these laws should include consideration of current pet limits, requirements for foster homes, current licensing laws, requirements for foster homes, and whether the law needs to be simplified so that it is easer for people to determine whether they are in compliance. Once the laws are evaluated and simplified, information should be posted on the KCACC website that makes it easy for citizens to determine if they are in compliance.

**King County Animal Care & Control
Citizens' Advisory Committee**

List of Supporting Documents

I.   **KCACC Documents**

   A. KCACC Responses to Committee Requests for Information.
       1. Community Outreach Subcommittee Questionnaire.
       2. Feral Cat Subcommittee Questionnaire.
       3. Spay/Neuter Subcommittee Questionnaire.
   B. KCACC Reports.
       1. Animal Care and Control 2006 Annual Report.
       2. King County Animal Control – A Brief History. (Undated)
       3. King County Council Staff Report dated 5/7/2007, including
           Executive Response to Motion 12297 regarding Animal
           Cruelty.
   C. KCACC & Regional Statistics.
       1. Animals Euthanized by Year by Reason, 2003-2006
       2. Animals Euthanized for All Reasons, 1/1/05-12/31/05
       3. Kennel Statistics Report, Outcomes from 7/31/06-7/31/07
       4. Animals Transferred to Non-Profits, 7/1/06-12/31/06
       5. WA Federation of Animal Care and Control Agencies 2006
           Survey Results.
       6. Statewide Shelter Staffing: Calendar Year 2005.
   D. KCACC 2007 Budget Materials.
       1. 2007 Budget Expenditures.
   E. KCACC Policies and Protocols.
       1. General Policies.
           a) Policy re: Animal Shelter Operations (9/01/05)
           b) Policy re: Animal Control Field Operations. (9/01/05)
       2. Adoptions.
           a) Policy re: Adoptions. ("Current process" – no date)
           b) Policy re: Adoptions. (9/01/05)
           c) Adoption Application.
       3. Cleaning Protocols.
           a) Memo Re: Cleaning/Disinfecting Cat Cages and
               Areas. (03/11/06)
           b) Memo Re: Cleaning/Disinfecting Dog Kennels and
               Areas. (03/11/06)
       4. Euthanasia.
           a) Policy re: Euthanasia. (09/0105)
       5. Rescue group documents.
           a) Reminder – Policy for Rescue. (08/17/07)
           b) Rescue Organizations List.
       6. Staffing.

a) Animals Services and Programs Organization Chart.
b) KCACC Staff Breakdown.
c) KCAS Manager Job Posting. (1/17/07)
d) Contract between Animal Control Officers' Guild and King County. (Jan. 1, 2004—Dec. 31, 2006)
e) Email describing verbal Memorandums of Understanding between Guild and County. (9/14/07)
f) MOU with Guild re: Volunteers doing laundry. (1/7/05)
g) Letter from Animal Control Officers' Guild to Citizens' Advisory Committee (9/5/07).
7. Temperament Testing.
   a) KCACC Cat Behavior Assessment Form.
   b) KCACC Dog Behavior Assessment Form.
8. Volunteer Materials.
   a) Volunteer Training Schedule. (Downloaded 8/15/2007)

II. **Model Jurisdictions Surveys and Supporting Documents**.

   A. **Charlottesville-Albemarle SPCA.**
      1. Model Jurisdiction Survey.
      2. Annual reports.
         a) 2006 Annual Report.
         b) 2005 Annual Report.
      3. Shelter protocols and policies.
         a) Adoption Fees and Policy.
         b) Behavior Evaluation Program.
         c) Cleaning Protocols.
            1. Cat cleaning protocol.
            2. Isolation cleaning protocol.
            3. Kennel cleaning protocol.
         d) Dog Euthanasia Recommendation Form.
      4. Statistics.
         a) Second Quarter 2007 Statistics.
         b) Statistics 2000-2005.
         c) Year End 2006 Statistics.
         d) Cat Adoption, Euthanasia, and Transfer Rates 2005.
         e) Dog Adoption, Euthanasia, and Transfer Rates 2005.

   B. **Philadelphia Animal Care and Control Association.**
      1. Model Jurisdiction Survey.
      2. Statistics.
         a) Euthanasia rates, 2004-2007.
         b) 2007 Statistics.
      3. News Articles/Blogs.

a) *More Inhumane Treatment of Animals: After One Tale of Doom, Other PACCA Perils*, Oct. 28, 2004.
b) *Proper Cleaning Protocols*, No More Homeless Pets Forum, Susan Crosby (Aug. 30, 2007).
c) *Less Stress = Healthier Cats,* No More Homeless Pets Forum, Susan Crosby (Aug. 27, 2007).
d) *Honesty and Transparency in Animal Control: A Formula for Lifesaving Success,* (Tara Derby), Maddie's Fund newsletter (Aug. 2006).

C. Nevada Humane Society (Reno, NV).
1. Model Jurisdiction Survey.
2. Shelter Documents.
    a) Policies/Forms.
        1. Animal Release Agreement.
        2. Barn Cat Adoption Contract.
        3. Cat Care Log.
        4. Cat Cleaning Protocols.
        5. Cat Colony Checklist.
        6. Cat Room Checklist.
        7. Events Calendar 2007-2008.
        8. Kennel Cleaning Protocol.
        9. Surrender Form for Cats.
        10. Surrender Form for Dogs.
        11. Surrender From for Other Animals.
    b) News Releases.
        1. $10 Cat News Release.
        2. Adoptathon 07 News Release.
        3. Adult Cats in Need of Homes, June 18, 2007.
        4. Animal Help Desk News Release.
        5. August Adoption Goal of 800.
        6. Back to School News Release.
        7. Barn Cats Available Release.
        8. Big Love News Release.
        9. Cats Meow and Bow Wow Luau News Release.
        10. New Adoption Hours Press Release.
        11. Pit Bull News Release.
    c) Statement of Qualifications and Duties for Executive Director.
    d) Volunteer Policies/Programs
        1. Volunteer Application.
        2. Volunteer Policies
        3. Volunteer Request Form.
        4. Volunteering to Help Cats.
        5. Volunteering to Help Dogs.

6. Volunteer Job Description: Foster Home Caregiver.
7. Volunteer Job Description: Greeter.
8. Volunteer Job Description: Special Events Assistant
9. Volunteer Job Description: Team Lead PetSmart.
   3. News Reports.
      a) *King of Redemptions*, No Kill Advocacy Center, Sept. 21, 2007.

D. Richmond SPCA.
   1. Model Jurisdiction Survey.
   2. Shelter documents.
      a) Adoption Information Form.
      b) Asilomar Assessment Criteria.
      c) Daily Kennel Checklist.
      d) Kennel Staff Training Checklists.
      e) Temperament Testing Sheet.
      f) Proposed 2007 Richmond SPCA Strategic Plan.
      g) Richmond SPCA: FAQ's.
      h) Richmond SPCA: Offsite Adoption Events.
   3. Statistics.
      a) Statistics on Spay/Neuter and Offsite Adoptions.
      b) Richmond Maddie's Fund Table Statistics.

E. San Francisco SPCA.
   1. Model Jurisdiction Survey.
      a) Summary submitted by Brenda Barnette.
   2. Shelter Documents.
      a) *Adoption Pact: Year Five*, by the San Francisco SPCA.
      b) *Building a No-Kill City,* SF/SPCA Our Animals magazine, Winter 1996-1997.
      c) *Feral Cat Assistance Program*, The San Francisco SPCA
      d) *September Activities at the SF/SPCA* (Email newsletter Sept. 7, 2007).

F. Tompkins County SPCA
   1. Model Jurisdiction Survey (amended).
      a) Supplement to Model Jurisdiction Survey, Nathan Winograd.
      b) Letter from Abigail Smith re: Model Jurisdiction Survey, Sept. 23, 2007.
   2. Shelter Documents.

a) *Diary of a No Kill Shelter Director*, Best Friends magazine, March/April 2002.
b) Guidestar reports, 2002.
c) *It Takes a Community: Starting a Foster Program*, Tompkins County SPCA.
   1. Notes to Supplement Foster Care Information, Nathan Winograd.
d) *No Kill Equation,* No Kill Sheltering magazine, July/Aug. 2006.
e) *Saving Dogs in Shelters*, Tompkins County SPCA.

3. News reports/Blogs.
   a) *What 'No Kill" Really Means*, The Ithaca Journal, June 7, 2007 (Letter to the editor by Abigail Smith, executive director of Tompkins SPCA).
   b) *SPCA Halves Dog Adoption Fee for Weekend: Stray Population Up by 30 Percent,* The Ithaca Journal, Aug. 11, 2007.
   c) *'No-kill' May Not Help,* The Ithaca Journal, Sept. 15, 2007 (Letter to the editor from People for the Ethical Treatment of Animals).
   d) *PETA Wants Tompkins County to Kill*, (Nathan Winograd), http://nathanwinograd.blogspot.com, Sept. 17, 2007.

III. KCACC Volunteer Surveys and Comments.

A. Volunteer Surveys. (*Please note: The advisory committee voted to redact most names from the volunteer surveys, including names of the volunteer completing the survey, and names of any staff or volunteers mentioned therein.*)
   1. Volunteer Survey #1
   2. Volunteer Survey #2
   3. Volunteer Survey #3
   4. Volunteer Survey #4
   5. Volunteer Survey #5
   6. Volunteer Survey #6
   7. Volunteer Survey #7
   8. Volunteer Survey #8
   9. Volunteer Survey #9
   10. Volunteer Survey #10
   11. Volunteer Survey #11
   12. Volunteer Survey #12
   13. Volunteer Survey #13
   14. Volunteer Survey #14
   15. Volunteer Survey #15
   16. Volunteer Survey #16
   17. Volunteer Survey #17

D. Border Collie Rescue of the Pacific Northwest
E. BullsEye Dog Rescue
F. Cavy Companions
G. English Springer Rescue America, Inc.
H. Feral Care
I. Feral Cat Spay/Neuter Project
J. Foggy Creek Cavy Rescue
K. Friends of KCAC Survey
    1. Friends of KCAC Addendum
L. Furbaby Rescue
M. Great Dane Outreach
N. Humane Society of Tacoma/Pierce County
O. MEOW Cat Rescue
P. Pasado's Safe Haven
Q. Pawsitive Alliance
R. Progressive Animal Welfare Society
S. Seattle Animal Shelter
T. Seattle Humane Society
U. Seattle Pug Rescue
V. Seattle Purebred Dog Rescue
W. Vashon Island Pet Protectors
X. Washington Alaskan Malamute Adoption League
Y. Washington Bassett Rescue (Comments in place of survey)
Z. Washington German Shepherd Rescue
AA.   Whisker City

V.   **KCACC Staff Member Survey.**

VI.   **Subcommittee Attachments.**

    A. Shelter Operations Subcommittee Materials
        1. Kate Hurley/U.C. Davis Materials.
            a) *Cleaning and Disinfecting in Shelters,* U.C. Davis Information Sheet
            b) *Tools for Shelter Health,* Dr. Kate F. Hurley
            c) *Wellness for the Shelter Animal*, Dr. Kate F. Hurley
        2. Humane Society of the United States materials.
            a) Guidelines for the Operation of an Animal Shelter.
            b) Housing Guidelines for Dogs
            c) *Number of Kennels and Cages*, presented at Animal Care Expo 2005
            d) Template for Standard Operating Procedures for Animal Care and Control Agencies
        3. No Kill Advocacy Center materials
            a) Cleaning Protocols.
            b) A Lifesaving Matrix

c) *Socializing Animals in Shelters*, No Kill Sheltering magazine, March/April 2006.
d) *Temperament Testing in the Age of No-Kill*, Best Friends Animal Society, www.bestfriends.org
e) Vaccine Protocols
f) *Working with Veterinarians: A Shelter Guide to Success*, No Kill Sheltering magazine, Nov./Dec. 2006.

4. PAWS materials.
   a) Kennel Enrichment for Companion Animal Shelters, by the Progressive Animal Welfare Society.

5. Other materials.
   a) *Creating a Pet Evaluation Matrix for the Asilomar Definitions*, Maddie's Fund.
   b) Asilomar Accords, Guiding Principals.

B. Spay/Neuter Subcommittee Materials.

1. *Nine Model Programs for Highly Successful Spay/Neuter,* Best Friends Animal Society.
2. *Public Funding for Spay/Neuter*, Best Friends Animal Society.

C. Feral Cat Subcommittee Materials.

1. Alley Cat Allies Materials.
   a) *Reduce Your Euthanasia Rates: How to Adopt Non-lethal Control for Stray and Feral Cats at Your Shelter or Animal Services Facility*, Alley Cat Allies.
   b) *Feral Cats on the Firing Line: For All the Talk of Cat Predation, Science Exonerates our Feral Friends*, Alley Cat Allies (Reprinted from the SF SPCA).
   c) *TNR for Animal Control Agencies,* Alley Cat Allies.
   d) *U.S. Public Opinion on Humane Treatment of Stray Cats*, Alley Cat Allies.
   e) Letter from Wendy Anderson, Legal Director of Alley Cat Allies (Sept. 19, 2007).

2. Scientific Studies
   a) *Humane Strategies for Controlling Feral Cat Populations,* JAVMA, Nov. 1, 2004.
   b) *Characteristics of Free-Roaming Cats Evaluated in a Trap-Neuter-Return Program,* JAVMA, Oct. 15, 2002.
   c) *Population Characteristics of Feral Cats Admitted to Seven Trap-Neuter-Return Programs in the United States,* Journal of Feline Medicine and Surgery, 2006.

3. No Kill Advocacy Center.
   a) *A Model Feral Cat Policy*, No Kill Sheltering magazine, Nov./Dec. 2006.

b) *TNR: An ACO's Perspective,* No Kill Sheltering magazine, Nov./Dec. 2005.
4. Other materials.
   a) *Feral Cats: Bringing the Numbers Down*, NACA News, May/June 2004.
   b) *Plight of the vanishing songbirds,* Defenders of Wildlife.
   c) *Does Cat Licensing Work?*, Cat Fancy magazine, Feb. 2000.
   d) *Against Mandatory Cat Licensing,* San Francisco SPCA Position Statement, Jan. 3, 1995.

D. Animal Cruelty Subcommittee Materials
1. PAO and shelter express concerns with KCAC Cruelty and Non-Cruelty Response.
   a) Email from Brenda Barnette – CEO of Seattle Humane Society for Seattle/King County. (9/23/07)
   b) Emails from Ellen O'Neill-Stephens, King County Senior Deputy Prosecutor. (7/30/07 & 9/24/07)
2. Email Correspondence from KCSO Sheriff Deputy, Nancy Spadoni .
   a) Two Model Concepts for Animal Cruelty Investigation & Issues as Described by KCSO. (8/31/07)
   b) Third Model Concept for Animal Cruelty Investigation & Issues as addressed by KCSO. (9/12-9/14/07)
   c) Current state between KCAC and Fully Commissioned Officers. (9/16/07)
   d) Subcommittee concerns about funding Animal Cruelty Investigation Plan. (9/18-9/19/07)
   e) Why Animal Cruelty Investigations should be taken over by fully commissioned officers. (9/19-9/24/07)
   f) Response to concerns about moving cruelty investigations. (9/19/07)
3. Seattle Times Articles:
   a) *Pit bulls bite Mount Baker man, kill dog he was shielding,* Sept. 13, 2007.
   b) *Guilty Verdict in Neglect Horses*, Sept. 8, 2007.
4. Dr. Dana Bridges' Statements
   a) On Neglected Horse Case
   b) On working with KCAC regarding neglected horse case. (9/20/07)
5. Meetings and Interviews.
   a) Documented Interview with KCAC Sergeant Morris, Aug. 10, 2007.
   b) Documented Meeting - KCACC (Al Dams), KCSO (Nancy Spadoni), KCPAO (Mark Larson) and

KCACCCAC Animal Cruelty Subcommittee (Derek Yoshinaka, Celeste Walsen, Kim Sgro), Aug. 29, 2007.

c) KCACC 2005 Cruelty and Non-Cruelty Call Statistic Clarification – Documented Conversation between KCACC Acting Animal Services Manager, Al Dams and KCACCCAC Animal Cruelty Subcommittee Member, Derek Yoshinaka, Sept. 19, 2007.

d) Documented Conversation between KCACC Sergeant John Diel and KCACCCAC Animal Cruelty Subcommittee Member Derek Yoshinaka, Sept. 19, 2007.

6. Statistics.
   a) KCACC 2005 Cruelty and Non-Cruelty Calls Received Records (Executive Response to Metropolitan King County Council Motion 12297, pg. 8).
   b) KCSO 2005 Animal Cruelty Calls Received Records.

7. Study.
   a) *The Abuse of Animals and Human Interpersonal Violence*, (Frank Ascione), Purdue University Press, 1999.

E. Community Outreach Subcommittee Materials.

1. Humane Society of United States materials.
   a) HSUS Adoption Policies
   b) *Developing Good Staff-Volunteer Relationships,* Animal Sheltering magazine, May/June 2004
   c) *In Pursuit of Lifelong Homes,* Animal Sheltering magazine, Nov./Dec. 2002.
   d) *Put It in Writing: Creating a Volunteer Manual.* (Undated)

2. Seattle Animal Shelter materials.
   a) Adoption Application.
   b) Foster Application.
   c) Foster Cat Manual.
   d) Foster Dog Manual.
   e) Volunteer Manual.

3. Other materials.
   a) *Pets' 'Wanted' Mugshots to Appear on NYC Kiosks and Buses,* Animal Care and Control of New York City newsletter, Summer 2007.
   b) *Secrets of the Adoption Master*, Best Friends magazine, Sept./Oct. 2002.
   c) *Taking the Animals to the People: The Furburbia Story*, Best Friends Animal Society, March 2003.

d) *Volunteers: Getting Ready for Them, Finding Them, Keeping Them*, Alley Cat Allies.

VII. **Other Materials (Not related to specific subcommittee subject area.)**

    A. Humane Society of the United States materials.

        1. *What Would It Take?*, Animal Sheltering magazine, Jan./Feb. 2002.

    B. No Kill Advocacy Center materials.

        1. Companion Animal Protection Act.

        2. Companion Animal Protection Act Recommended Fee Schedule.

        3. *Declaration of the No Kill Movement in the United States*, No Kill Advocacy Center, Sept. 2005.

        4. *No Kill in the Crosshairs: The Animal Hoarding Myth*, No Kill Sheltering magazine, Sept./Oct. 2005.