

Sullivan County/Kingsport

ANIMAL SERVICES STUDY

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Introduction and Overview

Introduction

In late 2008 Kingsport City Manager John Campbell requested that MTAS and CTAS jointly study animal shelter and animal control services in Kingsport, Sullivan County and the other two cities in the County. The issue came to the forefront of the City's agenda when the Kingsport Humane Society notified the City of its intent to cease operations in Kingsport - due primarily to a lack of adequate funding. Public reaction to this notification resulted in additional donations to the Humane Society and operations were resumed; however, City and County leaders indicated a desire to continue with this study.

Through discussions with these leaders it quickly became apparent that they were interested in examining the possibility of jointly providing animal control and animal shelter services. The hope was that together they could provide a higher level of service, at a lower cost, than could be provided by individual agencies. This study focuses on those goals.

The consultants assigned to the study were CTAS Consultant Rick Hall and MTAS Management Consultant Pat Hardy.

We would like to thank the personnel of the various agencies who helped with this study. Each was open to improving their services and to allowing us easy access to information.

Overview of Animal Services

Controlling (aka "collection" or "enforcement") and sheltering animals in Sullivan County is a responsibility of the Sullivan County Animal Control Program, the Kingsport Humane Society, the County Sheriff's Department, the police departments of Kingsport and Bristol, as well as the public works department of Bluff City.

The scope of animal control and animal shelter services can best be highlighted by noting that in 2007 approximately 8,224 animals came into the two shelters in Sullivan County (one of which is located in the Blountville area and operated by Sullivan County and the other of which is located in Kingsport and operated by the Kingsport Humane Society). Of the 8,224 animals, 5008 (60%) of these were euthanized by lethal injection.

In addition to these shelter-related services, animal control services provided by the various jurisdictions in the county responded to nearly 6,000 calls for service in 2007.

One can only imagine how quickly problems related to animal control and animal shelters would affect the quality of life for residents were it not for the services currently provided. It goes without saying that animal control services, including shelter-related services, are an essential function of government.

The current animal control programs collect animals that are strays or that are otherwise allowed to roam, and/or that constitute a nuisance to people in the County and its cities. The Kingsport Humane Society operates the City animal shelter and has worked feverishly to increase public awareness about the responsibility of pet owners to have their pets spayed and/or neutered. Both the Humane Society and County have encouraged adoption and have made tremendous efforts to reduce the number of animals that are unwanted and that have to be euthanized.

It should be noted at the outset of this report that all agencies involved in animal control and shelter services have done an excellent job in meeting these challenges, even though the agencies have slightly differing missions.

Activity and Performance Data

Activity and Performance Data

Below are a number of statistics which serve to provide additional insight into the operations of the two shelters. In addition we have added data from two other communities who provide joint (i.e. county and city) animal control and shelter services. The Washington County/Johnson City/Jonesborough program is operated as an independent organization, while the Cleveland/Bradley County program is jointly funded but operated from within the City of Cleveland Police Department.

Performance/Activity Data (2007)						
Indicator	Sullivan County	Kingsport \$ K.H.S.	Bristol	Combined Sull. County Entities	Washington County/JC/Jonesborough	Cleveland/Bradley County
Population	82,708	44,905	25,435	153,048	107,198	87,965
Square Miles	338	44	31	413	326	338
Total # Animals	4,313	3,911	436	8,224	8,211	7,271
Total # Adoptions	466 (11%)	1,356 (35%)	n/a	1,822 (22%)	3,505 (43%)	1,613 (22%)
Complaint Responses	2,946	3,002	n/a	5,948	9,187	7,398
# Kennels	72	81	n/a	153	82	
# FT Employees	4.3	5.5	2	9.8	5	7
# PT Employees	1	3	0	4	13	4
# Hours Open To Public	20	30.5	n/a		35	27
# Hours of Operation	40		n/a			
Shots/Euthanasia Method	Contract	In-house	n/a		In-house	
Fees	\$25 "Security" fee - reimbursed if animal spayed or neutered	\$90 adoption fee includes all shots, worming, spay/neuter	n/a		\$75 female dogs & \$65 males - includes spay or neuter. \$20 if already spayed or neutered.	Fees vary but start at \$25 for young pets and \$35 for older. This includes rabies vaccine only. Partial refund when spayed or neutered.

Notes to this data:

- The .3 for FT employees in Sullivan County represents the 1/3 time of Major Earl Smith.
- 2 City of Kingsport personnel spend 75% of their time as Animal Control Officers. This time has been added to the FT figures for Kingsport and KHS.
- The 436 animals from Bristol are included in the Sullivan County figures as well, because these animals are held until the County picks them up.

- The number of animals picked up each year by the Bluff City Public Works Department is not known and is therefore not included in this data. When such animals are confiscated they are delivered to the Sullivan County facility (later in this study we use an estimate of 62 animals as the annual rate of collection from Bluff City. This is based on an educated guess from the City Recorder).

Other notable points from this data:

- The Washington County/Johnson City and Cleveland/Bradley County operations have greater rates of animal collection than do the combined entities in Sullivan County (76 animals per 1K population and 82 animals per 1K population respectively versus 53 animals per 1K population).
- The Kingsport Humane Society and Washington County/Johnson City programs have the highest rates of animal adoption. This in part stems from their mission, which can generally be described as a more "shelter" oriented approach as opposed to a more animal "control" orientation.
- The Washington County/Johnson City facility relies on part time employees to a greater extent than do the other facilities.
- Fees vary quite a bit. Some of the programs focus on spay/neutering (Kingsport KHS and Washington County/Johnson City) while the others focus on rabies prevention and utilize a reimbursement program for spaying or neutering.

Finances

Finances

The table below depicts the current finances of the three (Sullivan County, Kingsport, and Bristol) animal control programs in Sullivan County.

Financial Comparison

	Sullivan County Animal Control FY 08-09 Budget	City of Kingsport FY 08-09 Budget	Kingsport Humane Society Animal Shelter FY 07-08 Audit	City of Bristol FY 08 Exp.	Bluff City	TOTALS
<u>EXPENDITURES</u>						
Personnel	\$ 154,013	\$ 48,668	\$ 150,206			\$ 352,887
Benefits	\$ 74,495	\$ 25,597	\$ -			\$ 100,092
Contracted Services	\$ 35,000		\$ 74,047			\$ 109,047
Supplies/Materials	\$ 47,500	\$ 13,941	\$ 13,521			\$ 74,962
Other	\$ 6,000		\$ 23,106			\$ 29,106
Capital Outlay	\$ 20,000					\$ 20,000
Charitable Contribution		\$ 34,000				\$ 34,000
City of Bristol Expenditures*				\$ 123,500		
TOTAL	\$ 337,008	\$ 122,206	\$ 260,880	\$ 123,500		\$ 843,594
<u>REVENUES</u>						
Animal Registration Fees	\$ 890		\$ 107,421			\$ 108,311
County Local Revenue	\$ 336,118					\$ 336,118
City of Kingsport			\$ 34,000			\$ 34,000
Donations			\$ 54,247			\$ 54,247
City of Kingsport Revenue		\$ 122,206				\$ 122,206
Retail Sales			\$ 1,142			\$ 1,142
Other			\$ 12,549			\$ 12,549
City of Bristol Local Revenue				\$ 123,500		\$ 123,500
TOTAL	\$ 337,008	\$ 122,206	\$ 209,359	\$ 123,500		\$ 792,073

*City of Bristol expenditures include 95% of the time of 2 Animal Control Officers, who also operate a holding facility.

Total cost of animal control in Sullivan County:

Sullivan County	\$337,008
KHS	260,880
Additional City of Kingsport	122,206
City of Bristol	123,500
<hr/> Total	<hr/> \$843,594
(less Kingsport KHS contribution)	\$ 34,000
NET TOTAL*	\$809,594

*(this excludes the Kingsport \$34,000 expenditure from the KHS expenditure line item so that this amount is only considered as a single expenditure).

Below is the breakdown of expenditures based on jurisdiction and public financing (in other words it does not include the Kingsport Humane Society's non-governmental funding). This breakdown distributes Sullivan County expenditures across all jurisdictions based on population. This is being calculated because all residents, including those in the three cities, are county residents as well, and therefore contribute to this funding.

<u>Jurisdiction</u>	<u>Expenditure</u>	<u>%Total Exp.</u>	<u>% of Pop.</u>
Kingsport citizens	\$219,938	38%	29%
Bristol citizens	\$180,791	31%	17%
Bluff City citizens	\$ 3,370	.6%	1%
Sullivan Co. non-city	\$178,614	31%	53%
TOTAL*	\$582,713		

*does not include Kingsport Humane Society expenditures in excess of the City of Kingsport contribution

Please note, these figures show the citizens of Kingsport and Bristol contribute a disproportionate share (when compared to their populations) of these costs due to the fact that they provide an additional and/or a higher level of service. That is, Kingsport contributes to the Humane Society and provides its own control, and Bristol provides its own control, as well as a holding facility.

Equity of Cost Distribution

An additional breakdown of cost examines the contribution city residents make for services they don't receive (described above as their "disproportionate share"), which include control services for each city as well as shelter services for Kingsport (provided by the Humane Society). Below are calculations related to this relationship.

It is estimated that the cost of control services for Sullivan County is \$148,004. This includes ½ of the salaries and benefits of the Sullivan County operation, ½ of supplies, and ½ of capital outlay. The remaining portion of the Sullivan County expenditures (\$189,004) represents the cost of shelter services. This being the case, the residents of each city in Sullivan County are paying for control services they don't receive - because they provide those services themselves. Based on a per capita calculation, here is the distribution of the \$148,004 control program:

Kingsport share -	\$42,921
Bristol share -	\$25,161
Bluff City share -	\$ 1,480
Sullivan Co. share -	\$78,442

The share of the remaining \$189,004 shelter cost for Sullivan County should be apportioned among the 3 jurisdictions that use the County shelter. That is, Bristol, Bluff City, and Sullivan County itself. We recommend a formula based on both population and the number of animals brought to the shelter. This will help account for varying numbers of animals brought to the shelter by each jurisdiction and for variations in each jurisdiction's animal control policies (leash laws, leash law enforcement, etc.). For example, Sullivan County's contribution to the shelter is about 47 animals per 1,000 population while Bristol's is 17 per 1,000.

The per-animal cost to provide shelter services is \$43.80. About ½ of that cost is \$20, and is the figure we propose to use to distribute some of the shelter costs between the three jurisdictions. Below is the distribution of costs based on both population and number of animals (using calendar year 2007 data). This is for the three jurisdictions using the County shelter:

Bristol	\$20 X	436 animals	= \$ 8,720
Bluff City	\$20 X	62 animals	= \$ 1,240
Sullivan Co.	\$20 X	3,815 animals	= \$76,300
<u>TOTAL generated by \$20 per animal</u>			<u>= \$86,260</u>

The amount remaining to be generated by the populations utilizing the County shelter (Sullivan County, Bristol, and Bluff City) is \$102,744 (which is the \$189,004 total cost of the County shelter minus the \$86,260 generated by the per animal charge of \$20).

Because citizens of the cities are also citizens of the county they are contributing to the shelter twice if a straight per capita calculation were used. In order to account for this a "gross per capita" calculation must be used. In order to do this the total population of the county (not including Kingsport, as they have their own shelter) must be added to the populations of each city using the shelter. This is as follows:

<u>Jurisdiction</u>	<u>Population</u>	<u>% of Gross Population</u>
County population:	108,143	80%
Bristol population:	25,435	19%
Bluff City population:	1,559	1%
<u>Total Gross Population:</u>	<u>135,137</u>	<u>100%</u>

Bristol	19% of pop. X \$102,744	= \$19,521
Bluff City	1% of pop. X \$102,744	= \$ 1,028
Sullivan Co.	80% of pop. X \$102,744	= \$82,195
<u>TOTAL generated by population =</u>		<u>\$102,744</u>

Summary of County shelter cost distribution:

Bristol	\$8,720 plus \$19,521	= \$ 28,241
Bluff City	\$1,240 plus \$1,028	= \$ 2,268
Sullivan Co.	\$76,300 plus \$82,195	= \$158,495
<u>TOTAL</u>		<u>\$189,004</u>

Finally, we need to determine the additional amount Bristol and Bluff City should contribute to the County for services. To do this we must subtract the share of County control services these cities pay (described above) from the amount they should contribute based on the shelter formula. Here's what these calculations show:

Bristol:	
Amount based on shelter formula:	\$28,241
Extra their citizens pay for Co. control services:	\$25,161
Difference	\$ 3,080

Bluff City:	
Amount based on shelter formula:	\$ 2,268
Extra their citizens pay for Co. control services:	\$ 1,480
Difference	\$ 788

Efficiency of Operations

The table on the next page shows the per capita cost of providing services. Also included are the calculations for Cleveland/Bradley County and Washington County/Johnson City.

It should be noted that there are a number of variations in service levels provided by these organizations. This variation is probably responsible for some of the per capita differences in cost; however, these figures give a good overview of the efficiency of operations.

Per Capita Expenditure Data

	<i>KHS/ Kingsport shelter & control</i>	<i>Sull. Co. shelter & control</i>	<i>Sull. Co. + All cities shelter & control</i>	<i>Sullivan Co. shelter only</i>	<i>Sullivan Co. control only</i>	<i>Kingsport control only</i>	<i>KHS shelter only</i>	<i>Cleveland/ Bradley Co. shelter & control</i>	<i>Washington Co./ Johnson City shelter & control</i>
Population served	44,905	Varies*	153,048	108,143	81,149	44,905	44,905	87,965	107,198
Budget	\$383,086	\$337,008	\$809,594	\$189,004	\$148,004	\$88,206	\$260,880	\$470,050	\$448,260
Per Capita Exp.	\$8.53	\$3.57	\$5.29	\$1.75	\$1.82	\$1.96	\$5.81	\$5.34	\$4.18

Notes to this data:

*Shelter services are provided in Sullivan County as well as Bristol and Bluff City. Control services are only provided to Sullivan County.

Service Delivery Alternatives

Service Delivery Alternatives

Presented on the following pages are three service delivery alternatives. Each have both positive and negative points, but each are viable options. The goal is which underlies each of these alternatives is the equitable distribution of cost for the best service meeting the needs of each community. It should be noted that these needs no doubt differ, as each community may have distinct animal services goals or challenges.

Option 1: Continue Under the Existing Arrangement

This option provides for separate jurisdictional service levels and responsibilities, including:

Sullivan County - responsible for control services in Sullivan County (areas outside all city limits) and operation of the animal shelter in Blountville.

Bristol - responsible for control services in the city limits and operation of a holding facility.

Bluff City - responsible for control services.

Kingsport - responsible for control services and support for the operation of the Humane Society Shelter.

For this option to be viable a few key alterations to the existing approach should be made. These recommendations are as follows:

- Based on the formula above, Bristol should annually contribute \$3,080 to the County for shelter services, and Bluff City should contribute \$788 . These figures could be recalculated annually based on the "population and number of animals" formula.
- The operations of the *Kingsport Humane Society* (KHS) should probably undergo a number of changes. Among these are:
 - o The annual audit should be presented to the Kingsport Board of Mayor and Aldermen on a timely basis.
 - o The KHS must produce a budget, adopted by their Board, which should also be presented the Kingsport Board of Mayor and Aldermen, and which should closely guide their operations each year. We found it difficult to come up with good numbers which accurately reflect the revenues and expenditures of the KHS. An adequate budget, adopted by the Board, representing services and service levels, was not in place.
 - o The KHS should implement a professional system of accounting with a series of checks and balances.
 - o The KHS should examine the amount of overtime being paid to personnel.
 - o When studying the "Per Capita Expenditures" data on page 12, it becomes clear that the KHS operation is more costly on a per capita basis than other operations. The per capita cost to operate the shelter is \$5.81 and this is substantially more than the \$3.57

per capita cost for the County to operate both their shelter and control operations. It is also more than the \$4.18 cost to operate both the shelter and control services of the Washington County/Johnson City/Jonesborough operation. Clearly a number of efficiencies have yet to be found. These should be corrected if the operation is to enjoy the continued support of the City of Kingsport and its citizens. We cannot make specific recommendations regarding efficiencies, but believe that adoption and use of a budget, as well as improved coordination of personnel services, will help control costs.

- o The City may want to consider appointing a representative to serve on the Humane Society Board.

- Once efforts to control costs have been made, the City of Kingsport will likely have to increase their contribution to KHS by approximately \$30,000 - \$40,000 in order for the facility to continue at its present level.

For comparative purposes please note, all expenditures under this option, for the County and all cities, for both shelter and control services, result in a per capita expenditure of \$5.29 (this is the current expenditure level).

Option 2: Establish a County-wide multi-jurisdictional program.

This option provides for a single entity operating shelter and control functions on a county-wide basis, including in all three cities. This entity would be quasi-independent (as is the case with the Washington County/Johnson City/Jonesborough model) or could operate within either the County or one of the cities (e.g. the Cleveland/Bradley County model, which is operated within the City of Cleveland Police Department).

This analysis assumes the continued operation of the Blountville and Kingsport shelters and the occasional use of the Bristol holding facility by personnel of the new agency. It also assumes an integration of service levels. That is, the current operations of the County and Humane Society shelters are somewhat different. The focus at the County level seems to be more on control, while at the Humane Society level it seems to be more on shelter-related services. These functions will be integrated, and the management challenge will be to continue adequate control functions while expanding the Humane Society style of sheltering to both facilities.

Based on a review of current expenditures from each jurisdiction and an examination of the expenditures of the Washington County/Johnson City/Jonesborough and Cleveland/Bradley County operations, here is our best estimate of a County-wide, multi-jurisdictional beginning budget:

Annual Expenditures	
Personnel	\$315,000
Benefits	\$ 94,500
Contracted Services	\$110,000
Supplies & Services	\$ 75,000
Other Charges	\$ 30,000
Capital Outlay	\$ 20,000
Total	\$644,500

The above budget is based on the following personnel estimates:

Position	Number Employees	Annual Wages These Positions
Director	1 @ \$40k	\$ 40,000
Animal Control	5 @ \$25k	\$125,000
Other Full time	2 @ \$25k	\$ 50,000
Part Time	10 @ \$10k	\$100,000
Total	18	\$315,000

Annual Revenues	
Animal Registration/Adoption Fees	\$ 97,950
Donations	\$ 50,000
Retail Sales	\$ 4,000
Other	\$ 20,000
Total	\$171,950

Based on these estimates, an additional \$472,550 is needed from the four jurisdictions in order to operate the program (\$644,500 expenditures minus \$171,950 revenue). Below are calculations which combine both a per capita and a per animal approach to distribution of costs. But first, an explanation of the per capita funding calculation is necessary.

Because citizens of the cities are also citizens of the county, they would be contributing to the multi-jurisdictional agency twice if a straight per capita calculation were used. In order to account for this a "gross per capita" calculation must be used. In order to do this the total population of the county must be added to the populations of each city. This is as follows:

<u>Jurisdiction</u>	<u>Population</u>	<u>% of Gross Population</u>
County population:	153,048	68%
Kingsport population:	44,905	20%
Bristol population:	25,435	11%
Bluff City population:	1,559	1%
Total Gross Population:	224,947	100%

Gross per capita funding would require the following:

<u>Jurisdiction</u>	<u>Population</u>	<u>Percent</u>	<u>Contribution</u>
Bluff City	1,559	1%	\$ 4,726
Bristol	25,435	11%	\$ 51,980
Kingsport	44,905	20%	\$ 94,510
County	153,048	68%	\$321,334
Totals	224,947	100%	\$472,550

A per animal funding basis would look like this:

<u>Jurisdiction</u>	<u># Animals</u>	<u>Percent</u>	<u>Contribution</u>
Bluff City	62	1%	\$ 4,726
Bristol	436	5%	\$ 23,627
Kingsport	3,911	48%	\$226,824
Balance of County	3,815	46%	\$217,373
Totals	8,224	100%	\$472,550

A combination of these approaches is probably most fair. As before, we will use a formula allocating a portion of the cost on a per animal basis (\$20) with the remainder based on gross population. Based on this formula the funding would look like this:

<u>Jurisdiction</u>	<u>Animals x \$20</u>	<u>Gross Pop. \$</u>	<u>Total</u>	<u>% of Total</u>
Bluff City	\$ 1,240	\$ 2,135	\$ 3,375	1%
Bristol	\$ 8,720	\$ 34,834	\$ 43,554	9%
Kingsport	\$ 78,220	\$ 61,498	\$139,718	30%
Balance of Co	\$ 76,300	\$209,603	\$285,903	60%
Totals	\$164,480	\$308,070	\$472,550	100%

<u>Jurisdiction</u>	<u>Cost Now</u>	<u>Option 2 Cost</u>	<u>Difference</u>
Bluff City	\$ 1,125*	\$ 3,375	\$ 2,250
Bristol	\$123,500	\$ 43,554	\$ (79,946)
Kingsport	\$122,206	\$139,718	\$ 17,512
Balance of Co	\$336,118	\$285,903	\$ (50,215)
Totals	\$582,949	\$472,550	\$ (110,399)

*Based on 1.5 hours per week spent on animal control and a \$14.42/hr personnel cost.

This \$110,399 cost savings represents nearly a 20% savings of public expenditures over the current fragmented approach to animal control/shelter services. In addition, Option 2 expenditures are more in line with those of the other multi-jurisdictional programs we examined. Here are comparative per capita expenditures for both shelter and control services:

Washington County/Johnson City/Jonesborough:	\$4.18
Cleveland/Bradley County:	\$5.34
Sullivan/Kingsport/Bristol/Bluff City Option 2:	\$4.21

A County-wide, multi-jurisdictional approach would require an interlocal agreement between agencies - if the program is operated within a department of one agency. Such is the case with the Cleveland/Bradley County program, which is operated from within the Cleveland Police Department.

Another approach may be one similar to that utilized by the Washington County/Johnson City/Jonesborough program. In this case an independent agency was created, operated by a Board of Directors comprised of representatives of the funding agencies as well as the local Humane Society. An example of the By-Laws of this agency is attached as an Appendix to this Report.

Option 3: Establish a two-jurisdiction program between Sullivan County and Kingsport.

This option provides for a single entity operating both shelter and control functions in Sullivan County and Kingsport, not including Bristol or Bluff City (note: an additional option could include Bluff City or Bristol). As discussed earlier, this entity could be independent or could operate from within a department of either Sullivan County or Kingsport.

Leaving Bristol and Bluff City as independent providers of partial services makes sense because neither have a shelter facility in their city. This results in a distinctly different level of service, and yet Option 2 largely assumes an equivalent level of service - and the "cost distributions" described in Option 2 reflect such an assumption.

Under this Option 3 Bristol would continue to contribute by providing control services within their city limits, operation of a holding facility, and a financial contribution of \$3,080 as calculated under the "Equity of Cost Distribution" discussion earlier.

Bluff City would continue providing control services within their city limits and provide a financial contribution of \$788, also as calculated under the "Equity of Cost Distribution" discussion earlier.

Under this option, here is our best estimate of a beginning budget:

Annual Expenditures	
Personnel	\$260,000
Benefits	\$ 78,000
Contracted Services	\$ 90,200*
Supplies & Services	\$ 75,000
Other Charges	\$ 30,000
Capital Outlay	\$ 20,000
Total	\$553,200

*reduced by 18% (populations of Bristol and Bluff City)

The above budget is based on the following personnel:

Position	Number Employees	Annual Wages These Positions
Director	1	\$ 40,000
Animal Control	4	\$100,000
Other Full time	2	\$ 50,000
Part Time	7	\$ 70,000
Total	14	\$260,000

Annual Revenues	
Animal Registration/Fees	\$ 97,950
Donations	\$ 50,000
Retail Sales	\$ 4,000
Other	\$ 20,000
Bristol contribution	\$ 3,080
Bluff City contribution	\$ 788
Total	\$175,818

Based on these estimates then, an additional \$377,382 is needed from the two jurisdictions in order to operate the program (\$553,200 expenditures minus \$175,818 revenue). Below are calculations which again combine both a gross per capita and a per animal approach to distribution of costs. In this case the gross per capita figures use populations from Kingsport and the area in the County outside of Bristol and Bluff City.

Gross per capita funding would require the following:

<u>Jurisdiction</u>	<u>Population</u>	<u>Percent</u>	<u>Contribution</u>
Kingsport	44,905	26%	\$ 98,119
County gross pop	126,054	74%	\$279,263
Totals	170,959	100%	\$377,382

A per animal funding basis would look like this:

<u>Jurisdiction</u>	<u># Animals</u>	<u>Percent</u>	<u>Contribution</u>
Kingsport	3,911	51%	\$192,465
County outside cities	3,815	49%	\$184,917
Totals	7,726	100%	\$377,382

A combination of these approaches is probably most fair. As before, we will use a formula allocating a portion of the cost on a per animal basis (\$20) with the remainder based on gross population. Based on this formula the funding would look like this:

<u>Jurisdiction</u>	<u>Animals x \$20</u>	<u>Gross Pop. \$</u>	<u>Total</u>	<u>% of Total</u>
Kingsport	\$ 78,220	\$ 57,944	\$136,164	36%
Balance of Co	\$ 76,300	\$164,918	\$241,218	64%
Totals	\$154,520	\$222,862	\$377,382	100%

<u>Jurisdiction</u>	<u>Cost Now</u>	<u>Option 3 Cost</u>	<u>Difference</u>
Kingsport	\$122,206	\$136,164	\$ 13,958
Balance of Co	\$336,118	\$241,218	\$(94,900)
Totals	\$458,324	\$372,246	\$(80,942)

This \$80,942 cost savings represents a nearly 18% savings of public expenditures over the current fragmented approach to animal control/shelter services. In addition, Option 3 expenditures are also more in line with those of the other multi-jurisdictional programs we examined.

Here are comparative per capita expenditures for both shelter and control services under Option 3:

Washington County/Johnson City/Jonesborough:	\$4.18
Cleveland/Bradley County:	\$5.34
Sullivan/Kingsport Option 3:	\$4.38

For comparative purposes please note, all expenditures under this option, for the County and all cities, for both shelter and control services, would result in a per capita expenditure of \$4.42.

The Sullivan County/Kingsport, two-jurisdiction approach would also require an interlocal agreement between agencies, or the establishment of an independent agency.

Conclusion

Conclusion

In conclusion we believe either Option 2 or Option 3 should be strongly considered for implementation by the various jurisdictions. Together a number of efficiencies can be realized and a higher level of service provided to all citizens. Though there may be concerns regarding the establishment of an additional agency, that is, the governing body of the new program, we believe these will be outweighed by the quality and scope of services provided.

Here is a comparison of the per capita expenditures for all shelter and control services for all jurisdictions under each option:

<u>Option</u>	<u>Per Capita Cost</u>
Current arrangement & Option 1	\$5.29
Option 2	\$4.21
Option 3	\$4.42

It should be apparent from this Report that if a new agency is established it will have to be actively managed. The merger of existing employees will not be easy, and the realization of the new budget, which requires the solicitation of donations, retail sales, and management of registrations and fees, will likewise not be easy. It will take a period of time for the communities to understand and utilize the new agency, but soon enough we believe the quality and efficiency of services will be greatly appreciated.

Appendix

**Washington County/Johnson City/Jonesborough
By-Laws**

