



City of Richmond

Report to Committee

To: Richmond City Council
From: Wayne Mercer
 Manager, Community Bylaws

Date: November 29, 2006
File: 03-1000-20-2941P/Vol 01

**Re: Shelter Operation and Animal Control Services Contract
 Request-for-Proposals Competition # 2941P**

Staff Recommendation

1. THAT Council endorse the Staff recommendation that the City enter into a contract with the Richmond Animal Protection Society for shelter operation and partial animal control services for a two year term at the amount of \$172,900 for the first year and \$176,350 for the second year.
2. THAT Mayor and Clerk ratify the final contract (upon completion, based on the budget above) with the Richmond Animal Protection Society.

Wayne G. Mercer
 Manager, Community Bylaws
 (604.247.4601)

FOR ORIGINATING DEPARTMENT USE ONLY			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Purchasing.....	Y <input type="checkbox"/> N <input checked="" type="checkbox"/>		
Facility Management.....	Y <input type="checkbox"/> N <input type="checkbox"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	REVIEWED BY CAO
			YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

Staff Report

Origin

In 2004 the City entered into a partnership model with the British Columbia Society for the Prevention of Cruelty to Animals (SPCA-BC) concerning animal control and welfare. Under this model, the SPCA-BC would manage operations of the City's animal shelter at 12071 No. 5 Road and provide limited animal control services. Community Bylaws staff would provide the remainder of the animal control services. This joint approach was in response to the SPCA-BC's stance that they no longer had the resources to provide shelter management and all required animal control services without a substantial increase in funding. A contract between the City and the SPCA-BC for a two-year term from September 1, 2004 until August 31, 2006 was executed on January 11, 2005; this contract outlined a collaborative approach, where the SPCA-BC would provide animal cruelty investigations, kennelling and a limited number of animal control services and the City would provide the balance of animal control services including public education, dog licencing, stray dogs, etc. Based on direction from Council, the agreement allowed for two options upon completion of the two-year term;

- an option to renew for a period of two years based on mutual agreement; or
- an option to conduct a Request-For-Proposals (RFP) process to identify and assess other potential contractors.

Upon completion of the two-year contract term and based on our experience with SPCA-BC, Staff decided, in conjunction with Purchasing Division, to conduct an RFP process to determine the best service and value possible for the City.

The RFP "Shelter Operation and Animal Control Services Contract 2941P" was published on September 1, 2006, and closed September 29, 2006. The RFP solicited proposals from various agencies in the Lower Mainland for animal control and shelter operation services based on the same partnership model for a period of two years. Within the RFP, Staff allotted a budget of \$300,000 for the two-year duration of the project.

The RFP was posted on BC Bid and the City Website and sent via facsimile or email to parties that had previously expressed interest in providing these services. In response to the RFP, the City received two proposals; one each from the Richmond Animal Protection Society (RAPS) and the British Columbia Society of Prevention to Cruelty to Animals (SPCA-BC).

Analysis

The City has various options relating to the RFP “Shelter Operation and Animal Control Services Contract 2941P”:

- Option 1. Negotiate and award the subsequent contract to the SPCA-BC.
- Option 2. Negotiate and award the subsequent contract to the RAPS.
Recommended

Option 1:

The British Columbia Society for the Prevention of Cruelty to Animals (SPCA-BC) has submitted a very professional proposal to operate the Animal Shelter only. They specifically indicated that, under the terms of their proposal, they would not provide any Animal Control services at all. They would continue to fulfill their legislated obligation to investigate and prosecute cases within Richmond involving cruelty to animals.

The cost of a two-year proposal from SPCA-BC under Option 1 would amount to:

• their proposal to only operate the Animal Shelter	\$ 396,000
• payment of property taxes & utilities	\$ 40,000
• additional City staffing/animal control services (1.4 FTE + benefits over two years)	\$ 143,884
Total	<u>\$ 579,884</u>

The SPCA-BC has traditionally been the operator of the animal shelter and provided animal control services for the City of Richmond. They are the current shelter operator and provide all animal cruelty investigations and some animal control duties. As per the terms of the last contract, the SPCA-BC covers animal control complaints that are reported between 10am and 6pm, Monday to Friday and 9:00am to 5:00pm on Saturday and Sunday.

Through the terms of their latest proposal, the SPCA-BC is committed to reducing their current level of services so that they no longer provide any Animal Control but limit their service to operation of the Animal Shelter and cruelty complaints only. This means that all Animal Control issues would have to be done by City Staff; whereas the current contract only has City Staff responding to issues during the non-SPCA hours from 7am until 9pm, 7 days a week. The added coverage hours of 10am until 6pm, 7 days a week would require the creation of additional shifts for Animal Control Officers.

Advantages

- **Familiarity:** The SPCA-BC is the current contractor with established processes and procedures and granting them this new agreement would provide minimal disruption to staff at the City and the SPCA-BC; as well as facilitate a seamless transition to a new agreement.
- **Provincial Authority:** The SPCA-BC is the only agency with the legislated obligation and authority to enforce the Provincial Prevention of Cruelty to Animals Act.
- **Multiple Shelters:** The ability to transfer animals to SPCA-BC shelters throughout the province may assist with the adoptions success rates; for example, transferring a pit bull to a shelter in a municipality with no dangerous dog legislation may allow for a quicker adoption of the animal.
- **Variety of Experience:** The SPCA-BC has housed, rescued, rehabilitated, treated or assessed a variety of animal types; including domestic, farm and wild animals.
- **Value Added Services:** Community education programs and extensive web presence; effective lobbying for animal welfare and stronger anti-cruelty legislation.

Disadvantages

- **Cost.** The SPCA-BC proposal would cost the City approximately \$289,942 per year to provide less service than they currently provide for \$168,715 per year. Their annual rate is approximately \$119,942 more than the amount proposed by RAPS, and \$139,942 more than the annual budget provided by the City in the RFP documents.
- **Service.** There have been on-going issues with the level of service provided by the SPCA-BC in fulfilling the terms of the existing agreement. The agreement dictates that the SPCA-BC is to provide animal control services for the City totalling 56 hours per week but internal issues within the SPCA-BC has on numerous occasions forced our City Staff to respond to calls. This has resulted in resources being diverted from Bylaw Enforcement Staff assigned to Parking Patrols and potential revenue loss from parking tickets that could have been issued.
- **Increased Staff commitment from the City.** The proposal from the SPCA-BC to no longer handle animal control issues would require the creation of 1.4 FTE Animal Control Officers at an approximate total 2 year salary cost of \$143,884.
- **Services to animals outside The City of Richmond.** The Richmond SPCA-BC currently houses animals from municipalities throughout the Province; utilising SPCA-BC staff time and City facility space to service animals from other jurisdictions.

Option 2:

The Richmond Animal Protection Society (RAPS) has submitted a very professional proposal to operate the Animal Shelter and provide Animal Control services as outlined in the RFP documents.

The cost of a two-year proposal from RAPS under Option 2 would amount to:

• their proposal to operate the Animal Shelter and provide Animal Control services	\$ 300,000
• payment of property taxes & utilities	\$ 40,000
Total	<u>\$ 340,000</u>

The RAPS has existed in Richmond for over 17 years as a non-profit organisation providing rescue, rehabilitation and shelter services for animals. The organisation currently houses 700 cats at their rented facility on No. 6 Road and also arranges for foster care and adoption of stray, abandoned or otherwise homeless dogs. In addition, they have experience with both wild and farm animals.

Advantages

- Price. The proposal from RAPS will cost approximately \$237,332 less than the adjusted cost of the SPCA-BC proposal over the two-year term.
- Experience. The RAPS operation has grown for the welfare of animals in Richmond without benefit of any City funds for over 17 years and is home to over 800 sheltered and fostered animals. In fact, the existing shelter operated by RAPS is larger than the City's Animal Shelter.
- Independence. No ties to other shelters or municipalities means the animals in their care will only be those from within the City, i.e. staff and shelter resources will be funded by and for the City of Richmond.
- Resources: Established network through an advisory committee with similar organizations in other jurisdictions which allows for shared expertise and resources.
- Compliance with Terms of the RFP. The RAPS proposal has acknowledged and addressed all aspects of Section 5 (Contractor Duties) in the RFP documents including Shelter Operations and Animal Control Services.
- Quality of Care. Allowing the RAPS to focus on their area of expertise - animal care - will ensure that the stray, abandoned or injured animals of Richmond are cared for to a high standard.

- Value Added Services: Community outreach programs and satisfactory web presence; effective lobbying for animal welfare and very strong sponsorship and volunteer support.

Disadvantages

- Transition. There will be inevitable customer service disruptions during the switch in operations from an existing contractor to a new one. There may be some additional City Staff involvement during the transition period and we would expect the SPCA-BC to take a constructive approach to any transition period.
- Experience. The RAPS has operated independent of any public bureaucracy such as City Hall and there will be a learning curve as it adjusts to Municipal Government operations and imposed levels of service.
- No authority to enforce The Provincial Prevention of Cruelty to Animals Act. The Act specifically names the SPCA-BC as the agency responsible for animal cruelty issues. The SPCA-BC would still be called to investigate and prosecute in the case of cruelty.

Divisional staff from Community Bylaws and Purchasing conducted a comprehensive tour of existing facilities and standard interview of each proponent.

Financial Impact

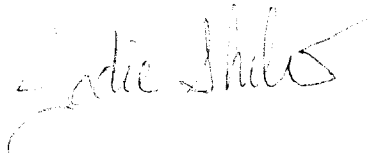
A quick comparison of the operational budget impact of both proposals for the full two-year term of an agreement is as follows:

	RAPS	SPCA-BC
Request-for-Proposals Quotation	\$ 300,000	\$ 396,000
Allowance for Taxes and Utilities	\$ 40,000	\$ 40,000
Adjustments: City Staffing for Animal Control	-	\$ 143,884
Total City Obligation	\$ 340,000	\$ 579,884
Stated Budget in RFP Documents	\$ 300,000	\$ 300,000
Actual Community Bylaws Budget	\$ 349,250	\$ 349,250
Deviance From Community Bylaws Budget	- \$9,250	+ \$230,634

Conclusion

Upon review of the two submissions, the financial impact and the related issues, Staff recommends:

- entering into negotiations with the Richmond Animal Protection Society (RAPS) to provide designated Shelter Operation and Animal Control Services to the City for a two-year term; and
- based on successful negotiations with the Richmond Animal Protection Society (RAPS) for Shelter Operation and Animal Control Services, Council authorize Staff to enter into a two-year contract within existing budget limits of \$172,900 for the first year and \$176,350 for the second year.



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**CORRESPONDENCE
RELATING TO THIS
MATTER WILL BE
AVAILABLE AT THE
COMMUNITY SAFETY
COMMITTEE MEETING IN
A 'CORRESPONDENCE
BINDER' TO BE LOCATED
ON THE TABLE IN THE
ANDERSON ROOM**