



Council Business Meeting

April 16, 2024

Agenda Item	Resolution 2024-12 Approving a Jackson County Order to Initiate Formation of a Jackson County Animal Control Service District and Consenting To The Inclusion of City Territory Within the Boundaries of the District	
From	Sabrina Cotta	Interim/Deputy City Manager
Contact	Sabrina.cotta@ashland.or.us	
Item Type	Requested by Council <input type="checkbox"/> Update <input type="checkbox"/> Request for Direction <input type="checkbox"/> Presentation <input type="checkbox"/> Consent <input type="checkbox"/> Public Hearing <input type="checkbox"/> New Business <input checked="" type="checkbox"/> Unfinished Business <input type="checkbox"/>	

SUMMARY

The Jackson County, Oregon, Board of Commissioners intends to form a county service district for animal control services under the authority of Oregon Revised Statute (ORS) 451.010(1)(q). The proposed district would have the authority to construct, maintain, and operate an animal control service facility, specifically a new Animal Shelter for the housing and care of dogs and other animals including cats.

POLICIES, PLANS & GOALS SUPPORTED

Regional Cooperation, including support for public safety and homelessness

BACKGROUND AND ADDITIONAL INFORMATION

The Jackson County, Oregon, Board of Commissioners need the support of jurisdictions to put a question on the November ballot regarding the creation of an Animal Control Service District. If the Board of Commissioners has the support from local jurisdictions, the Jackson County Board of Commissioners may initiate the formation of the district by adopting an order under authority of ORS 198.835. The Board proposes to include all county territory within the boundaries of the proposed districts. The voters of Jackson County would be asked to establish a permanent property tax rate limit of \$0.1500 per \$1,000 of assessed value for the district as authorized by ORS 451.547. To be included in the territory the City must adopt a resolution approving the proposed Jackson County Order Initiating formation of a Jackson County Animal Control Service District. Animal Control has traditionally been a county function funded through the general fund of the County.

FINANCIAL CONSIDERATIONS

The voters of Jackson County would be asked to establish a permanent property tax rate limit of \$0.1500 per \$1,000 of assessed value for the district as authorized by ORS 451.547. This will add another taxing district to the tax bill of Ashland residents.

SUGGESTED ACTIONS, MOTIONS and/or OPTIONS

I move to approve Resolution No. 2024- 12 consenting to the inclusion of all the territory of the City within the boundaries of the proposed Jackson County Animal Control Service District and approve the Jackson County





Council Business Meeting

Board of Commissioners proposed order initiating the formation of a Jackson County Animal Control Service District.

REFERENCES & ATTACHMENTS

Resolution No. 2024-12

Jackson County Animal Control Service District Economic Feasibility Statement

Jackson County Animal Shelter Design

Animal Shelter Pro Forma

Draft Order Initiating the Formation of a Jackson County Animal Control Service District

RESOLUTION NO. 2024-12

A Resolution Approving a Jackson County Order to Initiate Formation of a Jackson County Animal Control Service District and Consenting To The Inclusion of City Territory Within the Boundaries of the District

The City Council of the City of Ashland, Oregon (City), finds:

- a. The Jackson County, Oregon, Board of Commissioners intends to form a county service district for animal control services under the authority of Oregon Revised Statute (ORS) 451.010(1)(q). The name of the proposed district is the Jackson County Animal Control Service District (hereinafter "District"). The proposed District would have authority to construct, maintain, and operate an animal control service facility, specifically a new Animal Shelter for the housing and care of dogs and other animals including cats.
- b. The Jackson County Board of Commissioners may initiate the formation of the District by adopting an order under authority of ORS 198.835. The Board proposes to include all county territory within the boundaries of the proposed District.
- c. Jackson County voters will be asked to establish a permanent property tax rate limit of \$0.1500 per \$1,000 of assessed value for the District as authorized by ORS 451.547.
- d. The territory of the City may only be included within the boundaries of the District if the City Council adopts a resolution approving the proposed Jackson County Order Initiating Formation of a Jackson County Animal Control Service District. The proposed Order is attached hereto.
- e. The City Council believes that an animal control service district for the construction, operation, and maintenance of an animal control service facility, specifically a new Animal Shelter for the housing and care of animals including dogs and other animals including cats in Jackson County is in the best interests of the citizens of the City.

The City Council of the City of Ashland Resolves:

SECTION 1.

1. The City of Ashland, Oregon, hereby consents to the inclusion of all the territory of the City within the boundaries of the proposed Jackson County Animal Control Service District, and approves the Jackson County Board of Commissioners' proposed Order Initiating the Formation of a Jackson County Animal Control Service District in substantially the form attached hereto.
2. A certified copy of this Resolution shall be forwarded to the Jackson County Board of Commissioners.

SECTION 2. This resolution is effective upon adoption.

This resolution was duly PASSED and ADOPTED this _____ day of _____, 2024, and takes effect upon signing by the Mayor.

Alissa Kolodzinski, City Recorder

SIGNED and APPROVED this _____ day of _____, 2024.

Tonya Graham, Mayor

Reviewed as to form:

Douglas M. McGeary, Acting City Attorney

Jackson County Animal Control Service District

Economic Feasibility Statement

Oregon Revised Statutes (ORS) Chapters 198 and 451 provide the framework for the creation of new districts. Per ORS 198.749, one of the requirements for a new district is the completion of an Economic Feasibility Statement before the circulation of a petition for formation of a district. The Statement shall form the basis for the proposed permanent rate limit for property taxes. Oregon statute requires the Economic Feasibility Statement to contain certain minimum analytic requirements. The Economic Feasibility Statement is to assure the proposed district has an appropriate financial and economic foundation and the basis for the proposed permanent property tax rate limit for the district.

Compliance with the minimum requirements for Economic Feasibility Statement under ORS 198.749 are provided herein as set forth below:

1. A description of the services and functions to be performed or provided by the proposed district.

The proposed district will provide animal control services and facilities, including the construction, maintenance, and operation of a new Animal Shelter for Jackson County and its residents. The proposed new Animal Shelter will provide for housing and care for dogs and other animals, including cats.

2. An analysis of the relationships between those services and functions and other existing or needed government services.

Currently, Jackson County operates an existing Animal Shelter as part of its Animal Services Program. The current Jackson County Animal Shelter (current Animal Shelter) was built prior to 1975 with an original capacity of 14 kennels for dogs. In 1975, the current Animal Shelter was expanded to include office space for the Animal Shelter and Animal Control staff, and an additional 16 kennels for dogs were added. In 1991, the current Animal Shelter was expanded again and an additional 25 kennels for dogs were added. Today, the current Animal Shelter has 86 kennels to house 103 dogs; however, the number of dogs housed at the current Animal Shelter frequently exceeds the number of available kennels and requires that dogs be housed in dog crates. The current Animal Shelter has minimal resources to house and provide care for animals other than dogs, including cats. Thus, the current Animal Shelter no longer meets the needs of Jackson County and the public for the care and custody of dogs and other animals, including cats. The current Animal Shelter has reached the end of its life, as design and operating standards for animal shelters has evolved since the Animal Shelter was built, and the current Animal Shelter has reached its capacity to be renovated, remodeled, and expanded to accommodate the need for the housing and care of dogs and other animals, including cats.

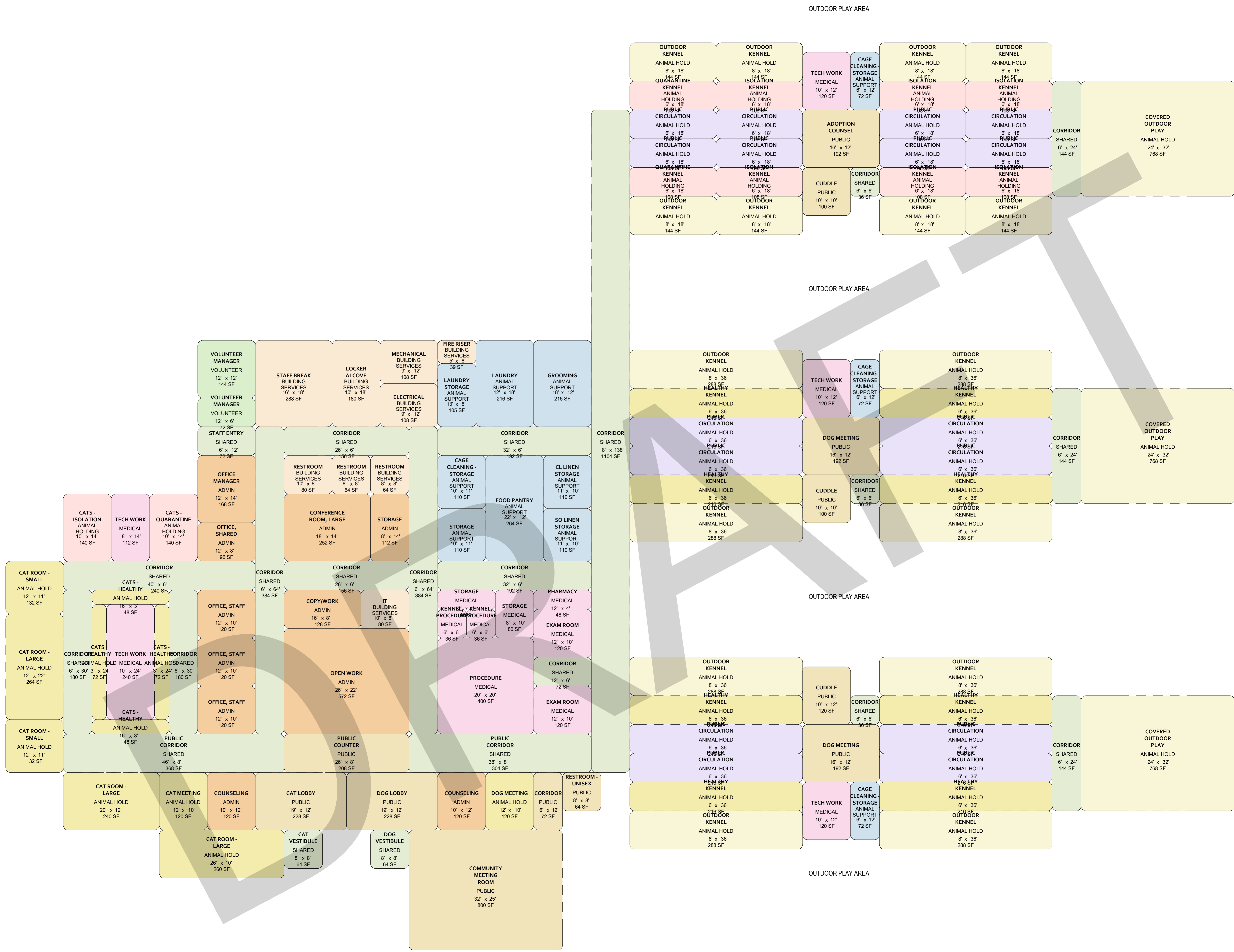
Jackson County operates the only publicly operated Animal Shelter in Jackson County. Animal control for dogs is a function of Jackson County pursuant to Chapter 609 of the Oregon Revised Statutes. As part of the functions of dog control, Jackson County may, at times, be authorized to impound a dog. Impounding a dog requires an animal shelter which meets the needs of the community and the animals in the care of the county at the animal shelter. The current Animal Shelter is insufficient for the needs of the community as it relates to dog control. Further, the current Animal Shelter lacks the resources and capacity to provide care and housing for animals, other than dogs, as part of the County's Animal Services Program.

The revenue Jackson County receives from performing dog control functions is insufficient to properly construct, maintain, and operate animal control services, including an animal shelter, that meets the needs of the County and the community. Jackson County had expenses of \$2,193,218.78 per year, as of fiscal year 2022-2023, for its Animal Services Program. Revenue from performing the animal services control function generates \$636,255 per year, as of fiscal year 2022-2023. Additional revenue is received from

other sources, including the general property tax levied by the County. These existing sources of revenue are insufficient to construct, maintain, and operate an animal shelter which meets the needs of the County and its residents. The revenue from the general property tax levied by the County is needed to support all mandatory and discretionary functions of the County, not otherwise supported by other sources of revenue. The expenditure of the revenue from general property tax is such that no additional funds from the general property tax are available for the animal control services proposed to be provided by the proposed district. The other sources of revenue are outside the control of the County and cannot be relied upon to construct, maintain, and operate the service facilities proposed to be provided by the proposed district on an ongoing basis.

3. A proposed first year line item operating budget and a projected third year line item operating budget for the new district that demonstrates its economic feasibility.

A first-year line item operating budget and a projected third year line item operating budget for the new district are attached as Exhibit 1 to this Economic Feasibility Study, and sets forth a 11-year projection of revenue and expense for operations of the proposed district, exceeding the statutory requirements for a first-year line item operating budget and a projected third year line item operating budget. The additional projections are provided because the nature of the proposed district is such that significant capital expenditures are contemplated to occur. These capital outlays will affect economic feasibility of the district going forward and it is prudent to complete those projections beyond the major capital expenditure to demonstrate economic feasibility of the district going forward.



GROSS AREA: 22,640SF

Jackson County
Animal Shelter Pro-Forma With Cats 10 Year Bond

~PRELIMINARY DRAFT~

	OLD FACILITY/ CONSTRUCTION YEAR 1 FY25-26	OLD FACILITY/ CONSTRUCTION YEAR 2 FY26-27	Open Q3 2027 YEAR 3 FY27-28	YEAR 4 FY28-29	YEAR 5 FY29-30	YEAR 6 FY30-31	YEAR 7 FY31-32	YEAR 8 FY32-33	YEAR 9 FY33-34	YEAR 10 FY34-35	YEAR 11 FY35-36	TOTAL
SHELTER REVENUES												
Kennel Fees			6,440	26,016	26,276	26,539	26,805	27,074	27,345	27,619	27,896	222,010
Animal Control Citations/Fines			5,409	21,852	22,071	22,292	22,515	22,741	22,969	23,199	23,431	186,479
Dog Licenses			112,721	455,393	459,947	464,547	469,193	473,885	478,624	483,411	488,246	3,885,967
Dog Redemption & Board Fees			15,455	62,436	63,060	63,691	64,328	64,972	65,622	66,279	66,942	532,785
Dog Adoption Fees			10,303	41,624	42,040	42,461	42,886	43,315	43,749	44,187	44,629	355,194
Cat Adoption Fees			10,000	10,100	10,201	10,304	10,408	10,513	10,619	10,726	10,834	93,705
Dog Surrender Fees			644	2,602	2,628	2,655	2,682	2,709	2,737	2,765	2,793	22,215
Rabies Deposits			2,576	10,406	10,510	10,616	10,723	10,831	10,940	11,050	11,161	88,813
Subtotal Facility Fees	-	-	163,548	630,429	636,733	643,105	649,540	656,040	662,605	669,236	675,932	5,387,168
Solid Waste			32,540	131,464	132,779	134,107	135,449	136,804	138,173	139,555	140,951	1,121,822
General Fund						784,311	1,343,692	1,293,707	1,242,839	1,191,098		5,855,647
TOTAL REVENUE	-	-	196,088	761,893	769,512	1,561,523	2,128,681	2,086,551	2,043,617	1,999,889	816,883	12,364,637
Personnel												
Current Staffing Level add cats			499,419	1,988,300	2,057,891	2,129,918	2,204,466	2,281,623	2,361,480	2,444,132	2,529,677	18,496,906
Current Enforcement Staff			123,222	481,231	498,075	515,508	533,551	552,226	571,554	591,559	612,264	4,479,190
Add a Vet and CVT			85,644	340,966	352,900	365,252	378,036	391,268	404,963	419,137	433,807	3,171,973
Volunteer Coordinator			22,071	91,374	94,573	97,884	101,310	104,856	108,526	112,325	116,257	849,176
Personnel	-	-	730,356	2,901,871	3,003,439	3,108,562	3,217,363	3,329,973	3,446,523	3,567,153	3,692,005	26,997,245
Materials & Services												
Laboratory Services			568	2,295	2,364	2,483	2,608	2,739	2,876	3,020	3,171	22,124
Animal Food & Feeding Supplies			17,034	68,843	70,909	74,455	78,178	82,087	86,192	90,502	95,028	663,228
Animal Kennel Cleaning			2,839	11,475	11,820	12,411	13,032	13,684	14,369	15,088	15,843	110,561
Animal Medicine			14,195	57,369	59,091	62,046	65,149	68,407	71,828	75,420	79,191	552,696
Other Animal Supplies/Expenses			6,246	25,243	26,001	27,302	28,668	30,102	31,608	33,189	34,849	243,208
Subtotal Animal Expenses	-	-	40,882	165,225	170,185	178,697	187,635	197,019	206,873	217,219	228,082	1,591,817
Professional Services			7,098	28,686	29,547	31,025	32,577	34,206	35,917	37,713	39,599	276,368
Employment Expenses			1,420	5,739	5,912	6,208	6,519	6,845	7,188	7,548	7,926	55,305
Laundry Expense			2,839	11,475	11,820	12,411	13,032	13,684	14,369	15,088	15,843	110,561
Printing			5,678	22,948	23,637	24,819	26,060	27,363	28,732	30,169	31,678	221,084
Postage			8,517	34,422	35,455	37,228	39,090	41,045	43,098	45,253	47,516	331,624
Telecom			2,839	11,475	11,820	12,411	13,032	13,684	14,369	15,088	15,843	110,561
Credit Card Fees			2,272	9,180	9,456	9,929	10,426	10,948	11,496	12,071	12,675	88,453
Software/Web Licensing			9,369	37,864	39,000	40,950	42,998	45,148	47,406	49,777	52,266	364,778
Motor Pool			2,130	8,607	8,866	9,310	9,776	10,265	10,779	11,318	11,884	82,935
Minor Equipment			568	2,295	2,364	2,483	2,608	2,739	2,876	3,020	3,171	22,124
Other Supplies/Expenses			2,698	10,902	11,230	11,792	12,382	13,002	13,653	14,336	15,053	105,048
Subtotal Operation Expenses	-	-	45,428	183,593	189,107	198,566	208,500	218,929	229,883	241,381	253,454	1,768,841
Enforcement Staff Expenses												
Facility Maintenance			26,756	108,132	111,376	116,945	122,793	128,933	135,380	142,149	149,257	1,041,721
Electricity			4,259	17,212	17,729	18,616	19,547	20,525	21,552	22,630	23,762	165,832
Natural Gas			4,259	17,212	17,729	18,616	19,547	20,525	21,552	22,630	23,762	165,832
Garbage Service			1,136	4,590	4,728	4,965	5,214	5,475	5,749	6,037	6,339	44,233
Water & Sewer Service			4,259	17,212	17,729	18,616	19,547	20,525	21,552	22,630	23,762	165,832
Custodial Supplies			2,839	11,475	11,820	12,411	13,032	13,684	14,369	15,088	15,843	110,561
Landscape Services			1,136	4,590	4,728	4,965	5,214	5,475	5,749	6,037	6,339	44,233
Subtotal Building Expenses	-	-	44,644	180,423	185,839	195,134	204,894	215,142	225,903	237,201	249,064	1,738,244
Overhead Expenses	-	-	-	556,391	584,211	613,422	644,094	676,299	710,114	745,620	782,901	5,313,052
TOTAL FACILITY EXPENSES	-	-	883,986	4,082,741	4,232,781	4,399,381	4,572,736	4,753,125	4,940,848	5,136,204	5,339,518	41,701,978

Jackson County
Animal Shelter Pro-Forma With Cats 10 Year Bond

~PRELIMINARY DRAFT~

	OLD FACILITY/ CONSTRUCTION YEAR 1 FY25-26	OLD FACILITY/ CONSTRUCTION YEAR 2 FY26-27	Open Q3 2027 YEAR 3 FY27-28	YEAR 4 FY28-29	YEAR 5 FY29-30	YEAR 6 FY30-31	YEAR 7 FY31-32	YEAR 8 FY32-33	YEAR 9 FY33-34	YEAR 10 FY34-35	YEAR 11 FY35-36	TOTAL
Architect	479,080	332,920										812,000
Soft Costs	140,000	-										140,000
Project Costs	-	14,000,000										14,000,000
Total Construction Costs	619,080	14,332,920	-	-	-							14,952,000
SUBTOTAL FACILITY & CONSTRUCTION	619,080	14,332,920	883,986	4,082,741	4,232,781	4,399,381	4,572,736	4,753,125	4,940,848	5,136,204	5,339,518	53,293,320
DEBT SERVICE - 10 YEAR BOND	2,422,452	2,372,070	2,319,648	2,265,108	2,208,366	2,149,332	2,087,916	2,024,016	1,957,530	1,888,362		21,694,800
TOTAL EXPENSES WITH DEBT	3,041,532	16,704,990	3,203,634	6,347,849	6,441,147	6,548,713	6,660,652	6,777,141	6,898,378	7,024,566	5,339,518	74,988,120
NET SHELTER	(3,041,532)	(16,704,990)	(3,007,546)	(5,585,956)	(5,671,635)	(4,987,190)	(4,531,971)	(4,690,590)	(4,854,761)	(5,024,677)	(4,522,635)	(62,623,483)
REVENUE												
BOND PROCEEDS (\$15M - \$150k costs)	14,850,000											14,850,000
LEVY	3.50%	3.50%	3.50%	3.50%	3.50%	3.50%	3.50%	3.50%	3.50%	3.50%	3.50%	
Taxable Value	26,147,244,578	27,062,398,138	28,009,582,073	28,989,917,446	30,004,564,557	31,054,724,316	32,141,639,667	33,266,597,055	34,430,927,952	35,636,010,430	36,883,270,795	
1000's	26,147,245	27,062,398	28,009,582	28,989,917	30,004,565	31,054,724	32,141,640	33,266,597	34,430,928	35,636,010	36,883,271	
Tax Rate	0.15	0.15	0.15	0.15	0.15	0.15	0.15	0.15	0.15	0.15	0.15	
Amount levied	3,922,087	4,059,360	4,201,437	4,348,488	4,500,685	4,658,209	4,821,246	4,989,990	5,164,639	5,345,402	5,532,491	
Collection Percentage	94%	94%	94%	94%	94%	94%	94%	94%	94%	94%	94%	
Net Collection	3,686,762	3,815,798	3,949,351	4,087,578	4,230,644	4,378,716	4,531,971	4,690,590	4,854,761	5,024,677	5,200,541	48,451,389
CASH FLOW	15,495,230	(12,889,192)	941,805	(1,498,378)	(1,440,991)	(608,474)	-	-	-	-	677,906	677,906
CUMMULATIVE	15,495,230	2,606,038	3,547,843	2,049,465	608,474	-	-	-	-	-	677,906	677,906

BEFORE THE BOARD OF COUNTY COMMISSIONERS

STATE OF OREGON, COUNTY OF JACKSON

IN THE MATTER OF INITIATING THE) ORDER NO. _____
FORMATION OF A JACKSON COUNTY)
ANIMAL CONTROL SERVICE DISTRICT)

WHEREAS, the current Jackson County Animal Shelter (current Animal Shelter) was built prior to 1975 with an original capacity of 14 kennels for dogs; and

WHEREAS, in 1975, the current Animal Shelter was expanded to include office space for the Animal Shelter and Animal Control staff, and an additional 16 kennels for dogs were added; and

WHEREAS, in 1991, the current Animal Shelter was expanded again and an additional 25 kennels for dogs were added; and

WHEREAS, today, the current Animal Shelter has 86 kennels to house dogs; and

WHEREAS, the number of dogs housed at the current Animal Shelter frequently exceeds the number of available kennels and requires that dogs be housed in dog crates; and

WHEREAS, the current Animal Shelter has minimal resources to house and provide care for animals other than dogs, including cats; and

WHEREAS, the current Animal Shelter no longer meets the needs of Jackson County and the public for the care and custody of dogs and other animals, including cats; and

WHEREAS, the current Animal Shelter has reached the end of its life, as design and operating standards for animal shelters has evolved since the current Animal Shelter was built, and the current Animal Shelter has reached its capacity to be renovated, remodeled, and expanded to accommodate the need for the housing and care of dogs and other animals, including cats; and

WHEREAS, Chapter 451 of the Oregon Revised Statutes (ORS) provides for the establishment of a county service district for animal control services which includes authority for the construction, maintenance, and operation of installations, works, or services provided for the purpose of animal control services; and

WHEREAS, without the establishment of a county service district for animal control services, Jackson County will not be able to construct, maintain, and operate a new animal control facility (New Animal

Shelter) which adequately meets the needs of the County and the community to house and care for dogs and other animals, including cats; and

WHEREAS, ORS 451.435 provides that all county service districts shall be initiated, conducted, and completed as provided by ORS 198.705 to 198.955; and

WHEREAS, ORS 198.835 authorizes the county board of commissioners to initiate the formation of a district by an order and sets forth the requirements of that order including setting the date, time, and place of a public hearing on the proposal to form the district; and

WHEREAS, ORS 198.840 requires that notice of the public hearing on the proposal be given in the manner set forth in ORS 198.800, except that the notice shall state that the County Board has entered an Order declaring its intention to initiate the formation of a county service district.

Now, therefore,

The Board of County Commissioners of Jackson County ORDERS:

1. The Board intends to initiate formation of a county service district for animal control services in Jackson County as authorized pursuant to ORS 451.010(1)(q) and ORS Chapter 451, which is the principal Act governing the formation of such a district, for the purpose of constructing, operating, and maintaining animal control services, including animal control service facilities for the housing and care of dogs and other animals, including cats, in Jackson County.
2. The name of the proposed district is the Jackson County Animal Control Service District (District).
3. The boundaries of the District shall include all territory within Jackson County as described in ORS 201.150, including the territories of the incorporated cities within Jackson County.
4. As required by ORS 198.835(3), certified copies of City Council Resolutions of each city approving this Initiation Order and formation of the District are attached.
5. The Jackson County Board of Commissioners will serve as the governing body of the District as required pursuant to ORS 451.485.
6. The District will have all of the general powers granted by ORS Chapter 451 (the principal Act) necessary and convenient for providing animal control services as permitted by ORS 451.010(1)(q).
7. Specifically, as part of the general powers granted by the principal Act, the District will be authorized to construct, maintain, and operate animal control service facilities, including a New Animal Shelter for the housing and care of animals including dogs and other animals, and including cats, pursuant to ORS 451.420. The proposed conceptual design for the new Animal Shelter is attached hereto as Exhibit A, at a current estimated cost of \$14,954,000.
8. Further, as part of the general powers granted by the principle Act, the District will be authorized to finance the construction, operation, and maintenance of the animal control service facilities, including a New Animal Shelter, pursuant to any of the methods authorized pursuant to ORS 451.490 including use of funds from a fund established under ORS 280.055 or 451.540 to be repaid by the District without interest; assessments against the property in the District with or without issuance of bonds authorized under ORS 223.205, 223.210 to 223.295 and 223.770; service or user charges in the District; connection charges;

District ad valorem taxes; sale of bonds; and funds obtained under ORS 280.040, 280.050, 280.060, 280.070, 280.080 and 280.090.

9. Jackson County voters will be asked to establish a permanent property tax rate limit of \$.1500 per \$1,000 of assessed value for the District as authorized by ORS 451.547. The proposed economic feasibility statement forming the basis for the proposed permanent property tax rate limit is attached hereto as Exhibit B. The District will have authority to levy and collect general property taxes up to the approved rate limit.

10. Pursuant to ORS 198.800 and 198.835, a public hearing on the formation of the Jackson County Animal Control Service District shall be held at the Board's regular meeting on _____, 2024, beginning at 9:30 a.m., in the Auditorium of the Jackson County Courthouse, 10 South Oakdale, Medford, and by audio/videoconference. All interested persons may appear and be heard. During this hearing, the Board will hear testimony and receive written comment on the proposed formation of this District, including information about the services to be provided by the District, the economic feasibility of the District, and the permanent tax rate limit. At the conclusion of the hearing, the Board shall determine, in accordance with criteria described in ORS 198.805, whether Jackson County could be benefited by the formation of the county service district and whether the County should continue with the formation process.

11. Notice of the hearing shall be provided to interested persons in accordance with ORS 198.800.

DATED this __ day of _____, 2024, at Medford, Oregon.

JACKSON COUNTY BOARD OF COMMISSIONERS

Rick Dyer, Chair

Dave Dotterrer, Commissioner

Colleen Roberts, Commissioner