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CITY OF ALBUQUERQUE CITY COUNCIL

INTEROFFICE MEMORANDUM

TO:

Richard J. Berry, Mayor

FROM:

Jon K. Zaman, Director of Council Services

SUBJECT: Transmittal of Legislation

Transmitted herewith is Bill No. F/S O-16-10 Amending Section 9-17-1 et seq. Of The City Of Albuquerque Code Of Ordinances, Angel's Law (Jones, by request), which was passed at the Council meeting of May 16, 2016 by a vote of 9 FOR AND **0 AGAINST.**

In accordance with the provisions of the City Charter, your action is respectfully requested.

JKZ:mh **Attachment**

CITY of ALBUQUERQUE TWENTY-SECOND COUNCIL

COUNCIL BILL NO. ____F/S O-16-10 SPONSORED BY: Trudy E. Jones, by request 1 ORDINANCE AMENDING SECTION 9-17-1 ET SEQ OF THE CITY OF ALBUQUERQUE CODE 2 OF ORDINANCES, ANGEL'S LAW. 3 4 BE IT ORDAINED BY THE COUNCIL, THE GOVERNING BODY OF THE CITY 5 OF ALBUQUERQUE: Section 1. Section 9-17-1, FINDINGS AND INTENT, is hereby amended to read 6 7 as follows: 8 City Council finds that dangerous dogs threaten the health and safety of 9 inhabitants of the city, especially young children and others unable to protect 10 themselves from vicious attacks. City Council finds that owners who allow their 11 dangerous dogs to run loose in the city or fail to safely and humanely restrain those 12 dogs on their property are criminally and civilly liable for the harm those dogs cause. 13 City Council finds that dogs that have mortally wounded either a person or a 14 companion animal without provocation or that have attacked again after previously 15 being deemed as dangerous dogs pose an immediate danger to the health and 16 safety of the inhabitants of the City and should be subject to permanent removal. 17 City Council further finds that owners who allow their dangerous dogs to run loose 18 in the city or fail to safely and humanely restrain those dogs on their property create 19 a nuisance that must be abated pursuant to the city's civil remedial powers under 20 state law. City Council finds that it is reasonable to prevent the worst offenders 21 from being able to own dogs in the City of Albuquerque.

and modify the following definitions:

Section 2. Section 9-17-3, DEFINITIONS, is hereby amended to remove, add,

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ANIMAL SERVICE OFFICER or ASO. Any person employed by the city and assigned to the Department and charged with enforcement of this article and other animal laws or with any other task assigned by the Mayor from time to time.

COMPANION ANIMAL. A dog or cat including a Hybrid.

DANGEROUS DOG. A dog that has, without provocation, caused serious injury, great bodily harm, or mortal injury to a person or companion animal; or was previously designated as a potentially dangerous dog and subsequently: (1) causes injury to a person or companion animal that is less severe than a serious injury; or (2) is observed by any person chasing or menacing a person or companion animal in an aggressive manner and without provocation. Police dogs are excepted from the definition.

DEPARTMENT. The City of Albuquerque Animal Welfare Department, its animal service officers and agents.

DEPARTMENT WEBSITE. An internet site maintained by the Department and accessible by the public and containing among other things a database pertaining to dangerous dogs.

GREAT BODILY HARM. An injury to a person or companion animal which (1) creates a high probability of death; (2) results in serious disfigurement; (3) results in loss of any member or organ of the body; or (4) results in permanent or prolonged impairment of the use of any member or organ of the body.

HYBRID. An animal created by breeding animals of different species. Dogs, wolves and coyotes are different species for purposes of this definition. If a dog is a hybrid, the owner and dog shall not be exempt from any of the provisions of Angel's Law.

IMPOUND. Delivery and arrival of a dog to the Department for processing as under the Humane and Ethical Animal Rules and Treatment Ordinance.

IRRESPONSIBLE OWNER. An animal owner deemed incapable or unable to safely or humanely own an animal.

MICROCHIP. A passive transponder which can be implanted in an animal by injection and which is a component of a radio frequency identification (RFID) system. A system not compatible with the scanner used by the Department is not a MICROCHIP.

OWNER. A person who possesses, harbors, keeps or has control or custody of a dog or, if that person is under the age of eighteen, that person's parent or guardian.

POTENTIALLY DANGEROUS DOG. A dog that may reasonably be assumed to pose a threat to public safety as demonstrated by the following behaviors:

- Causing an injury to a person or companion animal that is less severe than a serious injury;
- 2) Chasing or menacing a person or companion animal in an aggressive manner and without provocation; or
- 3) Acting in an aggressive manner within a fenced yard or enclosure and appearing able to jump out of the yard or enclosure.

SERIOUS INJURY. Any physical injury, that does not rise to the level of great bodily harm, that results in broken bones or lacerations that require medical attention involving multiple sutures or comparable methods for wound closure or cosmetic surgery.

STERILIZED. Humanely and professionally rendered incapable of procreation.

Section 3. Section § 9-17-4, POTENTIALLY DANGEROUS DOG, is hereby amended as follows:

(A) **Designation as potentially dangerous dog.** Any person may report a potentially dangerous dog to the Department. Persons may make anonymous reports and the Department shall respond to anonymous reports under this article. Pursuant to any such report or otherwise, the Department shall seize and impound any at large dog in the ordinary manner or, if the dog is known to be found on a particular property, initiate an investigation and inspection of the property. After the inspection and investigation, the Department shall determine whether the dog is in fact a potentially dangerous dog. Police dogs are excepted from the designation. If the Department determines that the dog is a potentially dangerous dog, the Department shall so apprise the owner of the dog by written notice sent by certified mail, hand delivered, or conspicuously posted on the property, which notice shall constitute actual and constructive notice. The owner may request an administrative hearing concerning the Department's determination that the dog is a potentially dangerous dog. The Department may impose remedial measures or require the

owner to submit to any counseling or classes approved by the Department on the topic of owning a potentially dangerous dog. Without regard to whether the dog has been designated a potentially dangerous dog, no person shall chain, tie, or otherwise affix a dog to any stationary object for more than one hour in any twenty-four hour period. Any person may apply to the Department for a tethering permit.

(B) Potentially dangerous dog response.

- (1) Seizure for immediate danger. Following notice of the determination of a potentially dangerous dog to the owner, if the Department has probable cause to believe that the dog may pose an immediate danger to public safety, the Department may obtain a search warrant and impound the dog or impound the dog at the owner's request or with the owner's consent. If the owner requests a hearing, the dog shall remain in protective custody at the Department pending adjudication. The Department shall impose remedial measures or deliver a Warning and Notice of Reinspection while the matter is pending a hearing. No private contract or covenant is a defense to Angel's Law. If the dog is impounded more than ten days with no response from the owner, the dog becomes the city's property and shall be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance. The dog shall not be placed for adoption if the Department determines that the dog poses a danger to any potential adopter or the public.
- (2) No immediate danger. If the potentially dangerous dog does not pose an immediate danger to public safety and remedial measures or owner education may reasonably provide public safety, the Department may allow the dog to remain on the property pending adjudication and issue a Warning and Notice of Reinspection. If the inadequate conditions stated in the Warning and Notice of Reinspection are not cured by the time of the follow-up inspection, the Department shall seek a warrant for seizure of the dog, and if so obtained the Department shall seize the dog. The owner may file an appeal as provided by this article. If the dog is not on the property at the time of a failed reinspection and not surrendered at that time but subsequently located on the property or at large, the owner is in violation of § 1-1-99 ROA 1994 and the dog may be seized when discovered by the Department. The Department may impose reasonable remedial measures pertaining to any potentially dangerous dog or the property and shall seize the dog upon any breach of a

remedial measure imposed. If the Department does not impose remedial measures or seize a dog at a point in time, the Department is not precluded from those actions or other remedies in the future if conditions change or the Department receives a subsequent citizen report.

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Section 4. Section § 9-17-5, DANGEROUS DOG, is hereby amended as follows:

Dangerous dog designation. The Department may determine that a dog is a dangerous dog in accord with this article. If the determination is upheld by a Hearing Officer or the determination is not appealed by the owner, then the dog shall be immediately sterilized and microchipped (if not already microchipped) and the microchip number supplied to the Department. The Department shall document and register the microchip number, a description of the dangerous dog, the address of the property owner and the name and date of birth of the owner and maintain the foregoing in a database available to the public ten years from the date of first registration. The Department may convert a potentially dangerous dog to dangerous dog status upon a breach of any condition pertaining to the potentially dangerous dog. A dog does not have to bite a person or animal to be deemed a dangerous dog under Angel's Law. If a dangerous dog causes harm, the owner is civilly liable as a matter of law and further shows that the owner knew or should have known about the propensity for harm. If the Department determines that the dog is a dangerous dog, the Department shall so apprise the owner of the dog by written notice sent by certified mail, hand delivered or conspicuously posted on the property. The owner may request an administrative hearing. This article does not abrogate the Department's duty and authority to humanely destroy dogs as required under other laws. The owners of dangerous dogs must comply with all other legal requirements pertaining to dogs including but not limited to licensing and vaccinations. The Department shall implement policies, regulations, or procedures establishing criteria to evaluate the adoptability of dogs that are in the custody and control of the Department, which shall define when dogs shall not be considered suitable for adoption. If a dog is determined to be unadoptable, the Department shall not place it in the general population or for adoption. The Department may transfer ownership and custody of such dogs to third party organizations specializing in the long-term care of unadoptable dogs only when such organizations retain sole

permanent custody and ownership over unadoptable dogs and whose policies prohibit the adoption, fostering, or transferring of unadoptable dogs. No private contract or covenant is a defense to Angel's Law.

(B) Dangerous Dog Response.

- (1) Seizure for attacks resulting in mortal injury. If the Department determines that a dog has mortally wounded a person or companion animal without provocation, the Department shall immediately seek to obtain a warrant from a court of competent jurisdiction to seize the dog or seize the dog with the consent of the owner. Such dog shall remain in the custody of the Department pending adjudication and shall be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance. If the owner does not request a hearing within ten calendar days, or if the Hearing Officer upholds the Department's determination that the dog has mortally wounded a person or companion animal without provocation, such dog shall become the property of the Department and shall be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance.
- (2) Seizure for attacks which result in great bodily harm. If the Department determines that a dog has caused great bodily harm as defined herein, to either a person or companion animal without provocation, the Department shall immediately seek to obtain a warrant from a court of competent jurisdiction to seize the dog, or seize the dog with the consent of the owner. Such dog shall remain the custody of the Department pending adjudication and shall be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance. If the owner does not request a hearing within ten calendar days, or if the Hearing Officer upholds the Department's determination that the dog has caused great bodily harm to a person or companion animal without provocation, then the Hearing Officer shall make a determination under the specific circumstances as to the disposition of the dog. The Hearing Officer shall rule that the dog will either, (1) become the property of the Department to be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance, or (2) that the dog be returned to its owner subject to, but not limited by, the restrictions for dangerous dogs contained herein.

(3) Potential seizure for attacks resulting in serious injury. If the Department determines that a dog has caused a serious injury, as defined herein, to a person or companion animal without provocation, then the Department may immediately seek to obtain a warrant from a court of competent jurisdiction to seize the dog or seize the dog with the consent of the owner. If seized, such dog shall remain in the custody of the Department pending adjudication and shall be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance. If the dog is seized by the Department and the owner does not request a hearing within ten calendar days, such dog shall become the property of the Department and shall be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance. If the Hearing Officer upholds the Department's determination that the dog caused a serious injury upon a person or companion animal without provocation, the dog shall be deemed dangerous, and shall be subject to the terms and restrictions pertaining to a dangerous dog as contained herein.

- (4) Subsequent attack by dangerous dogs. If a dog previously determined to be a dangerous dog commits a subsequent unprovoked attack on a person or companion animal, the Department shall immediately seek to obtain a warrant from a court of competent jurisdiction to seize the dog or seize the dog with the consent of the owner. Such dog shall remain in the custody of the Department pending adjudication and shall be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance. If the owner does not request a hearing within ten calendar days, or if the Hearing Officer upholds the Department's determination that the dog committed a subsequent unprovoked attack after having previously been deemed dangerous, such dog shall become the property of the Department and shall be handled in the ordinary manner under the Humane and Ethical Animal Rules and Treatment Ordinance.
- (5) Notice. Notice of the dangerous dog designation (if not previously so designated) and any seizure shall be hand-delivered to the owner of the dog, or if not available, posted at the property and mailed to the owner by certified mail. If the dog is seized, the notice shall state that the dog shall remain in the custody of the

Department pending adjudication. If the Department will be seeking to take permanent possession of a dog, the notice shall also so apprise the owner.

- (C) Requirements for dangerous dogs. All dangerous dogs must be sterilized without regard to any previously issued permits. The Department shall list dangerous dogs, including the address of the property where located, on the Department Website. Dangerous dog owners must allow inspections of the property by the Department at any reasonable time of day. The Department may charge reasonable fees for inspections and assess fines for failures of compliance on a list of fees and fines promulgated from the Department from time to time. If the owner refuses an inspection, the Department shall seize the dog under law and may humanely destroy the dog. The Department may impose remedial measures pertaining to dangerous dogs on one or more occasions. The Department may require the owner to submit to educational requirements for owners of dangerous dogs or socialization or other classes for the dog from time to time. Without limitation on the foregoing, the following requirements pertain to dangerous dogs:
- (1) Dangerous dogs are not allowed in dog exercise parks and may not be taken off the property except on an adequate leash.
- (2) When off the property, dangerous dogs shall be on an adequate leash and under the constant control of a responsible person. Dangerous dogs shall not be transported in a vehicle that might allow the dangerous dog to escape or gain access to any person or animal outside the vehicle.
- (3) A dangerous dog shall not be chained, restrained or otherwise affixed to any stationary object at any time unless under the immediate and constant observation, care and control of a responsible person. Tethering permits shall not be issued for dangerous dogs.
- (4) Dangerous dogs must be confined on the property by a secure fence or secure facility. Neither verbal commands nor electronic fences are sufficient.
- (5) No person convicted of animal cruelty or animal fighting in any jurisdiction at any time is allowed to own a dangerous dog or function as the responsible person pertaining to a dangerous dog. The Department shall seize a dangerous dog whenever any evidence of animal fighting is present on the

dangerous dog, on any other animal on the property, or on the property. Any person who is registered with the Department and conceals or fails to inform the Department that they have been convicted of animal cruelty or animal fighting is subject to the criminal penalties in §1-1-99 ROA 1994 for each day of possession of a dangerous dog in violation of this paragraph. The owner may request a hearing if the Department takes action under this paragraph.

- (6) An owner of a dangerous dog shall at all times have an insurance policy with coverage of a minimum of \$500,000 pertaining to injury to any person or property caused by the dangerous dog. The Department may increase the minimum coverage amount from time to time by regulation.
- (7) The owner of a dangerous dog shall not sell, loan, transfer, give, devise, board or otherwise convey ownership or custody and control of a dangerous dog to any other person without notifying the recipient in writing that the dog is a dangerous dog and notifying the Department ten days prior to any change in the location of the property upon which the dangerous dog is or should be kept.
- (8) Dangerous dogs shall never be allowed access to, or allowed within the proximity of, a young child unless the child lives in the same household as the dog and the dog is under the immediate and constant control of a responsible person.
- (9) No lessee shall own or possess a dangerous dog on a leasehold without the written consent of the lessor.

Section 5. Section § 9-17-6 IRRESPONSIBLE OWNERS, is hereby amended to read as follows:

An Animal Service Officer may determine under Angel's Law or other laws that a person is an irresponsible owner. A violation of Angel's Law, or a violation of any City Ordinance or State Law prohibiting cruelty to animals and/or animal fighting, or a violation of any City Ordinance or State Law governing animal possession limits, is a basis for the Animal Service Officer's determination that a person is an irresponsible owner. If an Animal Service Officer determines that a person is an irresponsible owner, the Animal Service Officer shall so apprise such person by written notice sent by certified mail, hand delivered or conspicuously posted on the property. Any person determined to be an irresponsible owner has a right to appeal

the determination by requesting a hearing. If the determination is upheld by the Hearing Officer, or the person fails to appeal the determination within the applicable time from the date of notice, then the Hearing Officer shall order that such person is barred from the ownership, custody or control of dogs or hybrids in the City of Albuquerque for so long as the Hearing Officer deems necessary. The order shall be in writing delivered by certified mail, hand delivered or conspicuously posted on the property. Transient irresponsible owners may be served by publication. The order may be appealed but shall remain in force unless overturned by the Hearing Officer or a court of competent jurisdiction. An owner may petition the Hearing Officer for removal of the irresponsible owner order two years after the date served but bears the burden of clear and convincing evidence. Any person who owns a dog after the date of designation as an irresponsible owner is subject to a continuing violation of §1-1-99 ROA 1994. The City Council and the Mayor want Angel's Law to be strictly enforced by the courts.

Section 6. Section § 9-17-7 HEARINGS, is hereby amended to read as follows: § 9-17-7 HEARINGS.

- (A) Any person aggrieved by this article may file a Notice of Appeal on a form obtained from the Department or the City Clerk. The Notice of Appeal shall be filed with the City Clerk ten calendar days including weekends and holidays from the date of the action appealed from. The Hearing Officer shall schedule and hold a hearing within fifteen days from the date of the Notice of Appeal unless a continuance is sought and obtained from the Hearing Officer in which case the fifteen-day period shall be tolled. Exhaustion of administrative remedies is a predicate to any court action. No administrative remedy, remedial measure, seizure or other action by the Department is stayed on appeal except that any decision by the Department to humanely destroy a dog that is subject of an appeal under this article shall be stayed pending the outcome of the appeal.
- (B) The Hearing Officer is in charge of the proceedings and may exclude any person for inappropriate conduct. The rules of evidence are relaxed. The appeal is administrative in nature. The Hearing Officer may consider and give appropriate weight to hearsay or any competent extraneous evidence relied upon by an ASO to take action under Angel's Law. The appellant dog owner must prove by a

preponderance of the evidence that the state action is unreasonable or arbitrary and capricious. The Hearing Officer shall render a written decision served upon all interested parties within fifteen days from the date the hearing is completed.

- (C) Any owner appealing a notice of potentially dangerous dog or dangerous dog determination shall be entitled to request a hearing as described by this subsection. Such hearings shall be administrative in nature. The owner shall have the right to orally argue his or her case and to call witnesses and present evidence on his or her behalf. The owner is not entitled to confront any private person who reported the matter to the Department. The owner may appear with licensed attorney representation or may appear *pro se*. Within fifteen calendar days of the conclusion of the hearing, the neutral hearing officer shall render a written decision supported by findings of fact and conclusions of law which shall be served upon all interested parties. In any hearing where the Department is seeking permanent possession of a dog, the owner shall also have the right to cross-examine any witness called to testify by the Department or City at the hearing.
- (D) Any person appealing the Department's determination that the person is an irresponsible owner shall be entitled to request a hearing as described by this section. Such persons must prove by clear and convincing evidence that they were in fact responsible at the time of the Department's order or that circumstances have changed such that the person is now able to humanely and responsibly own a dog in the city. The Hearing Officer shall render a written decision supported by findings of fact and conclusions of law served upon all interested parties within fifteen days from the date the hearing is completed. The Hearing Officer may affirm, reverse or remand to the Department with written instructions.

Section 7. Severability Clause.

If any section, paragraph, sentence, clause, word or phrase of this Ordinance is for any reason held to be invalid or unenforceable by any court of competent jurisdiction, such decision shall not affect the validity of the remaining provisions of this Ordinance. The Council hereby declares that it would have passed this Ordinance and each section, paragraph, sentence, clause, word or phrase thereof irrespective of any provision being declared unconstitutional or otherwise invalid.

Section 8. Compilation.

Sections 1 through 6 shall be incorporated in and complied as part of the Revised Ordinances of Albuquerque, New Mexico, 1994. Section 9. Effective Date. This ordinance shall take effect five days after publication by title and general summary. 32 X:\CITY COUNCIL\SHARE\CL-Staff_Legislative Staff\Legislation\22 Council\O-10FSfinal.docx

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CITY OF ALBUQUERQUE

Albuquerque, New Mexico Office of the Mayor

Mayor Richard J. Berry

INTER-OFFICE MEMORANDUM

DATE: January 27, 2016

TO:

Dan Lewis, President, City Council

FROM:

Richard J. Berry, Mayor

SUBJECT: Mayor's Recommendation of Certain Amendments to Angel's Law.

In order to better protect the citizens of Albuquerque from the hazards posed by dangerous dogs in our community, this administration recommends that City Ordinance § 9-17-1 et seq. ROA 1994 "Angel's Law" be amended to strengthen the ability of the City's Animal Welfare Department to seize and possibly permanently remove dangerous dogs from the community when those dogs cause unprovoked egregious harm to people or pets. This administration believes that the attached amendment will achieve this goal. Additionally, the attached amendment will create the requirement that the Animal Welfare Department follow procedures for identifying dangerous dogs in its custody, ensuring that those animals are not adopted out to individuals in the public.

Approved:

Robert J. Perry

Chief Administrative Officer

Approved as to Legal Form:

Jessica M. Hernandez

City Attorney

Cover Analysis

1. What is it?

This is a proposed amendment to the existing City Ordinance 9-17-1 et seq. "Angel's Law."

2. What will this piece of legislation do?

This amendment will allow the City of Albuquerque Animal Welfare Department to seize, and in some cases permanently take dogs which have killed, caused serious injury to, or repeatedly attacked people or companion animals without provocation.

3. Why is this project needed?

This amendment is needed to promote public health and safety and confidence in local government to provide necessary protection from unprovoked dog attacks.

4. How much will it cost and what is the funding source?

The estimated annual cost of these changes to the Animal Welfare Department is estimated at \$49,144. This does not account for any other City departments (legal, APD, etc.).

5. <u>Is there a revenue source associated with this Plan? If so, what level of income is projected?</u>

There is no projected revenue source to offset the costs associated with these amendments.

FISCAL IMPACT ANALYSIS

TITLE: Implementation of Proposed Angel's Law Amendments Business Legislation Type O Improvement District FUND: 110

Animal Welfare Department

[] No measurable fiscal impact is anticipated, i.e., no impact on fund balance over and above existing appropriations.

[X] (If Applicable) The estimated fiscal impact (defined as impact over and above existing appropriations) of this legislation is as follows:

		Fiscal Years							
			2016			2017		2018	Total
Overtime Salary				22,170		44,340		44,340	110,850
FICA	7.650%			1,696		3,392		3,392	8,480
Subtotal Personnel				23,866		47,732		47,732	119,330
Operating Expenses Property				706		1,412		1,412 -	3,529
Indirect Costs									
Total Expenses		\$	-,.	24,572	\$	49,144	\$	49,144 \$	122.859
[X] Estimated revenues not affected [] Estimated revenue impact							- ia		
	Amount of Grant City Cash Match								
	City In-kind Match City IDOH								
Total Revenue		\$			\$		\$	- s	-

Number of Positions created

COMMENTS: Ordinance change will result in an estimated 18 additional animals that stay an average of 180 days. Additional costs will be incurred for overtime, FICA, and supplies. Department does not have capacity to absorb these costs in the current budget. Additional funding will be needed should this legislation pass. Cost for Legal and APD efforts are NOT included. No adjusments for inflation or cost increases for medical due to animal injuries, vehicles, and vehicle operating expenses are included. Costs associated with after-hours animal care (VCA Animal Emergency are not included. If warrants are required to enforce these changes the costs for ACO salary (longer observation of animals prior to confiscation) will increase.

COMMENTS ON NON-MONETARY IMPACTS TO COMMUNITY/CITY GOVERNMENT:

Public Safety will be improved by removing potentially dangerous animals from owners and/or the streets of Albuquerque. Our ability to quickly obtain warrants when owners are not willing to surrender their animals on the spot will be critical to enforce these changes. Depending upon the media releases, we should be able to make the public feel safer on our streets.

PREPARED BY:

FISCAL ANALYST

REVIEWED BY:

YESHING TANKING

APPROVED

ALCOUR !

(date)

1-29-14