



AGENDA

CITY COUNCIL - SPECIAL MEETING (WORKSHOP)

CITY OF BANNING, CALIFORNIA

May 26, 2026
4:00 p.m.
In Chambers

Council Chambers
99 E. Ramsey Street
Banning, CA 92220

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1. CALL TO ORDER

2. WORKSHOP

2.1 Banning Animal Shelter Feasibility Analysis Report

Recommendation: Receive and file the Banning Animal Shelter Feasibility Analysis Report prepared by IDS Group, Inc. and provide feedback.

3. PUBLIC COMMENTS - Agenda Items Only

4. ADJOURNMENT

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Vickie Sellers, Elected City Clerk
Secretaria Municipal Electa

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CITY OF BANNING STAFF REPORT

TO: CITY COUNCIL

FROM: Elizabeth Gibbs, City Manager

PREPARED BY: Art Vela, Director of Public Works

MEETING DATE: May 26, 2026

SUBJECT: Banning Animal Shelter Feasibility Analysis Report

RECOMMENDATION:

Receive and file the Banning Animal Shelter Feasibility Analysis Report prepared by IDS Group, Inc. and provide feedback.

BACKGROUND:

On December 9, 2025, the City Council awarded a professional services agreement to IDS Group, Inc. for the purpose of evaluating the short- and long-term viability of the City's existing animal shelter facility and exploring opportunities for future improvements or expansion to support in-house animal shelter operations.

The scope of work included:

1. A full facility condition assessment of the existing shelter;
2. A feasibility analysis for interim and long-term use;
3. Conceptual site planning for expansion onto adjacent parcels; and
4. Preparation of a final report including operational and capital cost estimates, recommendations, and conceptual designs.

The Feasibility Analysis Report represents the City's ongoing effort to evaluate short-term and long-term animal care and control service needs and identify potential capital investment strategies.

IDS Group, Inc. has completed the Banning Animal Shelter Feasibility Analysis Report. The report evaluates the existing facility, operational performance, and site conditions to determine the suitability of the facility for continued use, renovation, and potential expansion.

A key finding of the report is that the existing facility is significantly constrained in its ability to meet current service demands. Based on 2022–2023 intake data and capacity modeling, the shelter's existing 28 kennel compartments represent only a fraction of the capacity required under typical operating conditions. When accounting for seasonal intake variability and peak demand conditions, the facility is estimated to operate at approximately 20% to 25% of the required capacity, resulting in an estimated capacity shortfall of approximately 75% to 85%.

The report identifies that these limitations impact operational efficiency, animal welfare, and the City's ability to consistently meet current and future service demands.

To address these deficiencies, the report evaluates multiple development scenarios, including:

- Continued operation of the existing facility at its current scale;
- Expansion and modernization of the existing facility to improve operational efficiency and increase capacity; and
- Participation in a larger regional or multi-jurisdictional animal shelter model.

The analysis further identifies deficiencies related to building systems, site infrastructure, spatial organization, and animal housing capacity, while also evaluating opportunities for expansion onto adjacent undeveloped parcels.

To assist with implementation planning, the report organizes recommendations into two improvement categories:

Tier I – Immediate Repairs

Tier I improvements include critical repairs and system upgrades necessary to maintain safe and functional operations. These improvements focus on life-safety concerns, essential building systems, deferred maintenance items, and minimum operational requirements necessary for continued occupancy and use of the facility.

Tier II – Long-Term Solutions and Site Expansion

Tier II improvements include comprehensive facility modernization and expansion intended to improve capacity, operational functionality, and overall efficiency. This tier incorporates conceptual expansion onto adjacent parcels, modernization of animal housing and medical areas, improvements to public and staff spaces, and upgrades to utility and site infrastructure.

The report also contemplates the facility's potential role as either an interim solution or a long-term facility capable of supporting expanded or regionalized animal shelter operations.

Cost estimates were prepared, providing the City with a planning-level understanding of anticipated capital investment needs and associated operational considerations. The recommendations are structured within a ten-year capital improvement framework to allow phased implementation while maintaining ongoing shelter operations.

JUSTIFICATION:

The purpose of this workshop is to provide the City Council and the public with the findings and recommendations contained in the report and to obtain feedback and policy direction regarding future animal shelter services and facility planning.

FISCAL IMPACT:

There is no immediate fiscal impact associated with receiving and filing the report or conducting the workshop.

Future fiscal impacts will depend on City Council direction regarding potential facility repairs, expansion, operational modifications, or participation in regional animal shelter partnerships. The report includes planning-level capital and operational cost estimates intended to assist the City in evaluating future funding strategies and implementation options.

ATTACHMENTS:

1. [12.9.25 Staff Report Feasibility Report.pdf](#)
2. [2026-05-11 Draft Banning Animal Shelter_Feasibility Analysis.pdf](#)



CITY OF BANNING STAFF REPORT

TO: CITY COUNCIL

FROM: Arturo Vela, Interim City Manager

PREPARED BY: Holly Stuart, Public Works Program Manager

MEETING DATE: December 9, 2025

SUBJECT: Consideration of Resolution 2025-173, Awarding a Professional Services Agreement for the Animal Shelter Facility Assessment and Feasibility Study to IDS Group, Inc. in the Amount of \$144,487 and Rejecting All Other Bids

RECOMMENDATION:

Approve Resolution 2025-173.

BACKGROUND:

Historically, the City contracted with Riverside County Department of Animal Services to provide general animal control services. In April 2021, the City entered into an agreement with ARE Animal Rescue, Inc. to operate animal care and shelter services at the City-owned facility located at 2423 Charles Street. The intent of this transition was to establish a locally operated, no-kill model designed to enhance service responsiveness and community involvement in animal welfare. The initial agreement between the City and ARE Animal Rescue, Inc. commenced on July 1, 2021 and was set to remain in effect through June 30, 2026. In the summer of 2024, the agreement was terminated early and since then the City has not provided animal shelter services, which has created challenges in providing animal control services to the community.

To assess the short- and long-term viability of the existing animal shelter facility and explore opportunities for future improvements or potential expansion to support in-house animal shelter operations, the City issued Request for Proposals (RFP) No. 25-111, "Animal Shelter Facility Assessment and Feasibility Analysis" through the OpenGov ProcureNow system. The purpose of the RFP is to secure a qualified consultant to evaluate the condition and capacity of the City's existing shelter that was originally constructed in the 1960s, and to develop recommendations for rehabilitation, interim use or expansion.

The scope of work includes: 1) a full facility condition assessment of the existing shelter; 2) a feasibility analysis for interim or long term use; 3) conceptual site planning for expansion onto adjacent parcels; and 4) a final report with cost estimates (operations and capital), recommendations and conceptual designs.

The RFP was advertised in the local newspaper officially released through ProcureNow on August 21, 2025. In response, the City received 6 proposals by the submission deadline of October 9, 2025 summarized below:

<u>Consultant</u>	<u>Score</u>
1) IDS Group Inc.	84.67
2) COAR Design Group	83.0
3) Dimension Architecture and Design, Inc.	78.33
4) Rania Alomar Architect Inc.	73.33
5) Miller Architectural Corp	71.67
6) Ware Malcomb	67.67

JUSTIFICATION:

After a comprehensive evaluation of qualifications, methodology, experience, references, value-added services and pricing, staff recommends awarding the Professional Services Agreement in the amount of \$144,487 to IDS Group, Inc. the firm that demonstrated the best overall value and alignment with the City's objectives.

IDS Group, Inc. brings extensive experience in animal shelter design and feasibility studies. Their proposal includes a detailed work plan and a proven track record of delivering similar projects on time and within budget. Their team will provide a comprehensive assessment of the existing facility, explore interim and long-term shelter options and develop conceptual site plans for future expansion.

This project will provide the City with a firm strategy on how (and if) to move forward with the next phase, which would include the preparation of a construction bid package (plans, specifications and estimates) for selected improvements.

FISCAL IMPACT:

The Professional Services Agreement in the amount of \$144,487 will be funded through Account 001-2300-424.33-11 (Animal Control/Professional Services). An appropriation from the General Fund in the full amount is required to fund the project.

There may be an opportunity for a cost share with the Morongo Band of Mission Indians (MBMI), who have shown interest in the improvement of the City's animal shelter. Staff is currently waiting for a decision from MBMI on the potential cost share.

ALTERNATIVES:

Do not approve Resolution 2025-173 and provide alternative direction to staff.

BUDGETED?:

No

CONTRACT/AGREEMENT:

Yes

ATTACHMENTS:

1. [Resolution 2025-173.docx](#)
2. [IDS Proposal.pdf](#)

**DRAFT FEASIBILITY ANALYSIS REPORT
THE BANNING ANIMAL SHELTER FACILITY
CITY OF BANNING
2242 E CHARLES ST. 92220**



Prepared for:

**CITY OF BANNING
99 E. Ramsey Street
Banning, CA 92220**

By:



**1 Peters Canyon Rd., Suite 130
Irvine, CA 92606**

IDS Project Number 25X106.00

May 11, 2026

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DRAFT

SEALS PAGE

Design Professional of Record at IDS Group, Inc.

Mechanical/Plumbing Engineer: Darren Smith, PE, BEAP M30841	
Electrical Engineer: Steven Collins, PE, LEED AP E22808	
Civil Engineer: Adrian Anderson, PE C60955	
Structural Engineer: Rami Elhassan, PE, SE S-3930	
Landscape Architect Jill Van Sickle, PLA, ASLA 5804	
Architect John Silber, AIA C-34131	

End of Seals Page

EXECUTIVE SUMMARY

IDS Group, Inc. (IDS) has completed a feasibility analysis for the existing Animal Shelter facility in Banning. This report evaluates the site and existing structures to determine their suitability for continued use, renovation, and potential expansion to meet current and future animal care and control service demands.

The City of Banning owns all land and buildings associated with the facility. As part of the City's ongoing efforts to assess long-term service needs and capital investment strategies, this report represents the second phase in the development of a comprehensive cost and feasibility analysis. The study provides a detailed assessment of existing conditions, operational performance, and spatial limitations, and establishes a framework for evaluating the facility's role as both an interim solution and a potential component of a broader regional animal services strategy.

A key finding of this analysis is that the existing facility is significantly constrained in its ability to meet current demand. Based on 2022–2023 intake data and capacity modeling, the shelter's existing 28 kennel compartments represent only a fraction of the capacity required under typical operating conditions. When accounting for seasonal intake variability and peak demand, the facility is estimated to operate at approximately 20% to 25% of required capacity, resulting in a capacity shortfall of approximately 75% to 85%. This limitation affects operational efficiency, animal welfare, and the City's ability to consistently meet service demands.

This report evaluates multiple development scenarios, including continued operation at the current scale, expansion of the existing facility to support increased capacity and improved functionality, and participation in a larger regional shelter model. Each scenario is analyzed based on projected intake, Length of Stay (LOS), and peak demand conditions to establish realistic and data-driven facility requirements.

The feasibility analysis identifies key constraints and required improvements necessary to support expanded use, including deficiencies in building systems, spatial organization, animal housing capacity, and site infrastructure. The study also explores opportunities for expansion onto adjacent undeveloped parcels, allowing for improved site planning, increased capacity, and enhanced operational efficiency.

To guide implementation, recommendations for site and building improvements are organized into a tiered framework:

- **Tier I – Immediate Repairs**

Includes critical repairs and system upgrades necessary to maintain safe and functional operations. These improvements address life-safety concerns, essential building systems, and minimum operational requirements for continued occupancy.

- **Tier II – Long-Term Solutions (Including Site Expansion)**

Includes comprehensive upgrades and reconfiguration of the facility to improve capacity, functionality, and efficiency. This tier incorporates expansion onto adjacent parcels, modernization of animal housing and medical areas, improvements to public and staff spaces, and upgrades to building systems and site infrastructure. Tier II improvements are intended to support the facility as an interim or potentially long-term solution, including the ability to accommodate expanded or multi-jurisdictional service demands.

Cost estimates have been developed for each improvement tier and development scenario, providing the City with a clear understanding of capital investment requirements and associated operational implications.

These recommendations are structured within a ten-year capital improvement framework, allowing for phased implementation that maintains ongoing operations while advancing toward long-term facility goals. The findings of this report, including conceptual site planning and program development, provide a comprehensive basis for decision-making regarding the future of animal shelter services in the City of Banning.

SECTION I. PROJECT BACKGROUND

I.1 Program & Services

Animal shelter facilities serve a wide range of functions that extend beyond basic animal housing. A comprehensive program must address the full lifecycle of animal care—from intake through outcome—while also supporting staff operations and public interaction.

Based on current operations and anticipated future needs, the program for the Banning animal shelter generally includes the following core components:

- **Administrative Functions**

Office space for staff, records management, licensing, and coordination of animal control services.

- **Animal Intake and Processing**

Areas for receiving animals, conducting initial health and behavioral assessments, and completing intake documentation.

- **Animal Housing**

Separate and appropriately designed spaces for dogs, cats, and other animals, including general population housing and specialized enclosures.

- **Isolation and Quarantine**

Dedicated areas for animals that are sick, injured, or require observation, designed to limit disease transmission.

- **Medical and Treatment Areas**

Space to support basic veterinary care, including examinations, minor procedures, and ongoing treatment.

- **Adoption and Public Interface Areas**

Facilities that support public access, including reception, adoption viewing, and meet-and-greet spaces.

- **Support Functions**

Laundry, food preparation, storage, waste management, and maintenance areas necessary for daily operations.

- **Staff Support Spaces**

Offices, break rooms, restrooms, and other facilities required to support staff health, safety, and productivity.

Services Provided

The existing facility supports a range of municipal animal services, which may include:

- Animal intake and impoundment
- Stray animal holding and reunification
- Owner surrender processing
- Adoption services
- Basic medical care and disease management
- Animal control support services
- Licensing and public assistance

As part of this feasibility analysis, consideration is being given to expanding or enhancing these services to better meet community needs and align with current best practices in animal care.

Future Program Considerations

In evaluating potential renovation or expansion of the facility, the City is also considering the incorporation of additional or enhanced services, such as:

- Expanded veterinary and medical capabilities
- Spay/neuter and preventative care programs
- Behavioral assessment and training areas
- Increased adoption and community engagement spaces
- Volunteer and foster program support areas
- Enhanced animal control and field services support

The inclusion of these elements would represent a shift toward a more comprehensive, service-oriented model of animal care.

Regional Service Potential

In addition to serving the City of Banning, the feasibility study explores the potential for the facility to accommodate a broader service area. This may include partnerships with neighboring jurisdictions to create a more efficient, regionalized approach to animal sheltering.

Such a model would require careful evaluation of program size, operational capacity, governance structure, and facility infrastructure to ensure that expanded services can be delivered effectively.

Summary

The existing animal shelter facility provides a foundational level of service but was not originally designed to support the full range of functions expected of modern animal care facilities. As the City evaluates options for renovation, expansion, or long-term replacement, the definition of an appropriate program and service model is a critical step in determining space needs, operational requirements, and overall feasibility.

The program elements and service considerations outlined above establish the framework for subsequent analysis, including capacity calculations, facility deficiencies, and evaluation of development alternatives.

I.2 Community Relations

Overview

Animal shelter facilities play a vital role in fostering positive relationships between local government and the community. Beyond their core function of animal care and control, shelters serve as highly visible public-facing institutions that reflect community values related to animal welfare, public health, and responsible pet ownership.

This section evaluates the role of the existing animal shelter in supporting community engagement and identifies opportunities to strengthen public interaction, accessibility, and trust through facility improvements and program enhancements.

Role of the Shelter in the Community

The City of Banning animal shelter serves as a key point of contact between residents and municipal services. Core community-facing functions include:

- Reuniting lost pets with their owners
- Facilitating adoptions
- Providing licensing and animal-related information
- Supporting animal control services
- Responding to public concerns regarding animal welfare and safety

As such, the shelter represents not only an operational facility but also a civic resource that contributes to quality of life within the community.

Existing Challenges

Based on typical conditions associated with older and constrained facilities, the current shelter may present several challenges that affect community engagement:

- **Limited Public Access and Visibility**

Inadequate or unclear entry points, limited signage, and constrained lobby areas may reduce accessibility and discourage visitation.

- **Insufficient Adoption and Interaction Spaces**

A lack of dedicated meet-and-greet areas or comfortable viewing environments can negatively impact the adoption experience.

- **Perception of Facility Condition**

Aging infrastructure and outdated facilities may influence public perception, potentially affecting trust and willingness to engage with shelter services.

- **Separation Between Public and Operations**

Inefficient layout may create confusion or limit the ability to provide a welcoming and organized public interface.

Community Engagement Opportunities

Enhancing community relations should be a key objective of any renovation or expansion effort. Opportunities include:

1. Improved Public Interface

- Clearly defined and welcoming entry sequence
- Adequate lobby and reception areas
- Intuitive way finding and signage
- Separation of public and operational zones to improve safety and experience

2. Adoption-Focused Design

- Dedicated adoption areas designed to be inviting and accessible
- Meet-and-greet rooms that allow positive interaction between animals and potential adopters
- Increased visibility of animals in a low-stress environment

A well-designed adoption experience can significantly improve placement rates and reduce length of stay.

3. Education and Outreach

- Space for community education programs and workshops
- Opportunities to promote responsible pet ownership, licensing, and animal care
- Partnerships with schools and community organizations

4. Volunteer and Foster Program Support

- Facilities to support volunteer activities
- Coordination space for foster programs
- Storage and resources for community-based initiatives

Strong volunteer engagement can enhance operations and build community investment in the shelter.

5. Transparency and Trust

Facility design and operations should support transparency by:

- Allowing appropriate visibility into shelter operations
- Providing clear information to the public
- Creating an environment that reflects humane care and professionalism

Transparency helps build trust and reinforces the City's commitment to animal welfare.

Equity and Accessibility Considerations

The shelter should be accessible to all members of the community. Considerations include:

- Compliance with accessibility standards (ADA)
- Multilingual signage and communication materials where appropriate
- Convenient location and access via major roadways
- Adequate parking and safe pedestrian access

Ensuring equitable access supports broader community participation and service delivery.

Implications for Renovation and Expansion

To strengthen community relations, future improvements to the facility should prioritize:

- Enhancing the public-facing components of the shelter
- Creating a welcoming and humane environment
- Improving functionality and clarity of public access
- Supporting programs that encourage community involvement

These improvements not only enhance user experience but also contribute to improved operational outcomes, including higher adoption rates and increased public support.

Conclusion

The animal shelter serves as a critical interface between the City and its residents, shaping public perception of municipal services and animal welfare practices. While the existing facility provides essential services, there are opportunities to significantly enhance community engagement through thoughtful design, improved amenities, and expanded programming.

Investments in community-oriented features should be considered alongside operational and capacity improvements, as they play a key role in achieving the City's broader goals for service delivery, public trust, and animal welfare.

I.3 Staffing

Overview

Staffing levels and organization are fundamental to the successful operation of an animal shelter facility. The number of personnel, their roles and responsibilities, and the efficiency of daily workflows directly influence animal care outcomes, staff safety, and overall operational effectiveness.

This section evaluates staffing considerations associated with the existing facility and identifies factors that will influence staffing needs under potential renovation, expansion, or regional service scenarios.

Existing Staffing Context

The current animal shelter operated by the City of Banning is assumed to function with a staffing model scaled to a relatively small facility and service population. Typical staffing roles may include:

- Animal control officers
- Shelter technicians/animal care attendants
- Administrative personnel
- Supervisory or management staff

Given the size and configuration of the existing facility, staffing efficiency may be impacted by:

- Dispersed buildings requiring increased staff movement
- Limited visibility into animal housing areas
- Constrained workspace and support areas
- Overlap of roles due to limited personnel

These factors can result in increased labor demands and reduced operational efficiency.

Staffing Drivers

Staffing requirements for an animal shelter are influenced by several key variables:

1. Animal Intake and Population

Higher intake and average daily population require increased staffing for:

- Feeding and cleaning
- Intake processing
- Monitoring animal health and behavior

2. Length of Stay (LOS)

Longer LOS increases workload due to:

- Extended daily care requirements
- Increased medical and behavioral interventions
- Greater need for cleaning and maintenance

3. Level of Services Provided

Facilities offering expanded services require additional specialized staff, such as:

- Veterinary professionals
- Behavioral specialists
- Adoption coordinators
- Volunteer coordinators

4. Hours of Operation

Extended public hours or 24/7 animal control services increase staffing needs and may require shift-based coverage.

Operational Efficiency and Facility Design

Facility design has a direct impact on staffing efficiency. Inefficient layouts can increase staffing requirements, while well-designed facilities can reduce labor demands.

Key Design Factors Affecting Staffing:

- Centralized vs. Dispersed Layout
Consolidated facilities reduce travel time and improve supervision

- **Visibility and Line of Sight**
Improved visibility allows fewer staff to monitor more animals effectively
- **Proximity of Support Spaces**
Locating storage, laundry, and food prep areas near points of use reduces time spent on routine tasks
- **Circulation and Workflow**
Clear and efficient movement paths support streamlined operations

Investments in improved layout and infrastructure can result in long-term operational savings through reduced staffing inefficiencies.

Staffing Implications for Expansion

Under expansion or regional service scenarios, staffing needs are expected to increase proportionally with:

- Increased animal intake and capacity
- Expanded service offerings
- Larger facility footprint
- Extended hours of operation

Additional roles that may be required include:

- Veterinary and medical staff
- Dedicated intake personnel
- Adoption and customer service staff
- Facility maintenance personnel
- Program coordinators (volunteer, foster, outreach)

The transition to a regional facility model may also require a more formalized organizational structure, including management, supervision, and inter-agency coordination.

Staff Support and Workplace Environment

Providing adequate staff support spaces is essential for maintaining productivity, safety, and morale. Facility improvements should consider:

- Office and administrative workspaces
- Break rooms and rest areas
- Locker and changing facilities
- Training and meeting rooms

A well-designed work environment contributes to staff retention and overall operational effectiveness.

Use of Volunteers and Partnerships

Many animal shelters rely on volunteers and partnerships to supplement staffing:

- Volunteers can assist with animal care, socialization, and adoption support
- Foster programs can reduce on-site population and workload
- Partnerships with rescue organizations can improve outcomes and reduce LOS

Facilities should include spaces and infrastructure to support these programs where feasible.

Implications for the Existing Facility

The current facility configuration may limit staffing efficiency due to its size, layout, and infrastructure constraints. As a result:

- Staffing demands may be higher than necessary for the level of service provided
- Opportunities for operational optimization may be limited without physical improvements
- Expansion of services may not be feasible without corresponding increases in staff and facility upgrades

Targeted improvements to layout, support spaces, and building systems can help mitigate these challenges in the short term.

Conclusion

Staffing requirements are a critical component of overall facility feasibility and must be considered alongside physical capacity and operational goals. While staffing levels are driven by intake, LOS, and service scope, facility design plays a significant role in determining how efficiently staff can perform their duties.

For the City of Banning, future planning efforts should integrate staffing projections with facility improvements to ensure that both short-term and long-term solutions are operationally sustainable. A balanced approach that aligns staffing, facility design, and service objectives will be essential to achieving efficient and effective animal shelter operations.

1.4 Calls for Service

To be determined

SECTION 2. BRIEF ASSESSMENT OF EXISTING BUILDING

2.1 Staff Safety

Staff safety is a critical component in evaluating the feasibility of continued use, renovation, and expansion of the existing facility. Animal shelters present inherently complex working environments where staff are exposed to a range of occupational hazards, including animal handling risks, zoonotic disease transmission, ergonomic strain, and operational inefficiencies related to facility layout.

This analysis evaluates existing conditions and identifies improvements necessary to provide a safe, functional, and compliant working environment that supports both current operations and potential future expansion.

Based on the current facility configuration—which includes a small administration building, multiple kennel structures of varying age, isolation areas, and dispersed support functions—several constraints may impact staff safety:

Fragmented Building Layout

The separation of functions across multiple small structures can result in increased staff travel distances, reduced visibility, and limited ability to monitor animals effectively.

Aging Infrastructure

Older kennel buildings may not meet current standards for ventilation, drainage, sanitation, and safe animal handling, increasing risk of injury and disease exposure.

Limited Separation of Functions

Inadequate distinction between public areas, animal intake, isolation, and staff-only zones can create safety conflicts and increase stress for both staff and animals.

Constrained Support Spaces

Limited space for staff work areas, storage, and break facilities may contribute to operational inefficiencies and fatigue.

Key Safety Considerations

1. Animal Handling and Control

Safe animal handling is fundamental to staff safety. Facility design should:

- Provide secure and direct animal transfer paths from intake to housing
- Minimize cross-traffic between animals, staff, and the public
- Include appropriately sized and designed kennels with safe access points
- Incorporate double-door (sally port) systems in high-risk area

2. Zoning and Circulation

Clear separation of functions is essential to reduce risk:

- Public Areas (lobby, adoption) should be isolated from operational zones
- Intake and quarantine areas should be separated from general population
- Staff-only circulation paths should allow safe movement without animal conflict

Well-defined zoning reduces:

- Animal stress and aggression
- Risk of escape
- Staff exposure to unpredictable conditions

3. Infection Control and Biosecurity

Staff are at risk of exposure to zoonotic diseases. Design strategies should include:

- Dedicated isolation and quarantine areas with controlled access
- Proper ventilation systems to limit airborne transmission
- Easily cleanable, non-porous materials
- Clearly defined clean/dirty pathways

4. Ergonomics and Physical Strain

Daily shelter operations involve repetitive and physically demanding tasks:

- Lifting animals, food, and supplies
- Cleaning kennels and handling waste

Improvements should include:

- Efficient layout to reduce unnecessary movement
- Properly designed wash and cleaning stations
- Storage located near points of use
- Adequate space for equipment and maneuvering

5. Visibility and Supervision

Maintaining visual control of animals is key to preventing incidents:

- Open sightlines into kennel areas
- Centralized staff workstations where feasible
- Elimination of blind corners and hidden areas

Improved visibility enhances:

- Early identification of animal distress or aggression
- Faster response times
- Overall operational control

6. Security and Access Control

To protect both staff and animals:

- Controlled access points for staff-only areas
- Secure perimeter fencing and gated service entries
- Separation between public and animal intake zones
- After-hours security considerations

7. Staff Support Spaces

Adequate staff facilities contribute directly to safety and well-being:

- Break rooms separated from animal areas
- Restrooms and locker facilities
- Administrative and reporting spaces
- Areas for training and safety briefings

Providing appropriate support spaces reduces fatigue, improves morale, and enhances overall job performance.

Implications for Renovation and Expansion

To support safe operations, any renovation or expansion of the existing facility should prioritize:

- Reconfiguration of site circulation to improve separation of uses
- Modernization or replacement of outdated kennel structures
- Expansion of isolation and medical areas
- Consolidation of functions where feasible to improve efficiency and oversight

- Integration of current best practices in animal shelter design

Where constraints of the existing site limit full implementation, the facility may function more effectively as an interim solution, with targeted upgrades focused on mitigating the most critical safety risks

Conclusion

Staff safety considerations play a central role in determining the feasibility of continued use and expansion of the existing animal shelter facility. While the current configuration presents several challenges, strategic improvements to layout, building systems, and operational flow can significantly enhance safety and functionality.

These findings should be integrated into the evaluation of development alternatives, balancing the cost of improvements against the operational benefits and long-term goals of the City and participating agencies.

2.2 Animal Health & Behavioral Deterioration

Overview

Animal health and behavioral well-being are fundamental considerations in evaluating the feasibility of continued use, renovation, and expansion of the existing animal shelter facility. The physical environment, operational practices, and duration of stay within a shelter setting directly influence disease transmission, stress levels, and behavioral outcomes for housed animals.

This section assesses how existing conditions may contribute to adverse health and behavioral impacts and identifies design and operational strategies necessary to support improved animal welfare in both interim and long-term facility scenarios

Relationship Between Length of Stay and Outcomes

Length of Stay (LOS) is a primary factor affecting both animal health and behavior. Extended stays in a shelter environment are associated with:

- Increased exposure to infectious disease
- Heightened stress and anxiety
- Development or escalation of negative behaviors (e.g., aggression, withdrawal)
- Reduced likelihood of adoption

As LOS increases, the risk of deterioration grows, placing additional strain on staff, resources, and facility capacity. Therefore, both facility design and operational efficiency must support minimizing LOS wherever possible.

Existing Conditions and Constraints

The current configuration—comprised of multiple small, aging kennel structures and limited support space—may contribute to the following concerns:

- **Inadequate Ventilation and Environmental Control**

Older kennel buildings may lack modern HVAC systems, contributing to poor air quality, temperature fluctuations, and increased airborne disease transmission.

- **Limited Isolation and Quarantine Capacity**

Insufficient or undersized isolation areas can hinder the ability to separate sick or high-risk animals, increasing the potential for disease spread.

- **Noise and Stress Factors**

Close proximity of kennels, particularly in confined or acoustically reflective spaces, can elevate noise levels and stress, especially for dogs.

- **Restricted Space and Enrichment Opportunities**

Small or outdated enclosures may not provide adequate space for movement, exercise, or behavioral enrichment.

- **Inefficient Layout and Circulation**

Fragmented site organization can lead to increased animal movement and handling, which may elevate stress and risk of exposure.

Key Health Considerations

1. Disease Prevention and Control

Animal shelters must function as controlled environments to limit the spread of infectious diseases. Critical design elements include:

- Properly designed and balanced ventilation systems
- Dedicated intake, quarantine, and isolation areas
- Clear separation between healthy, at-risk, and sick populations
- Durable, non-porous materials that support effective cleaning and disinfection

Without these features, disease outbreaks can significantly impact capacity and operational effectiveness

2. Sanitation and Hygiene

Effective sanitation is essential for maintaining animal health:

- Adequate drainage and wash-down capabilities in kennel areas

- Convenient access to cleaning supplies and equipment
- Separation of clean and contaminated zones
- Design that minimizes cross-contamination during routine operations

Older facilities often present challenges in achieving modern sanitation standards.

3. Environmental Quality

Environmental conditions directly influence immune health and recovery:

- Temperature and humidity control
- Air exchange rates and filtration
- Access to natural light where feasible
- Reduction of drafts and stagnant air zones

Improved environmental quality supports both physical health and behavioral stability.

Behavioral Health Considerations

1. Stress Reduction

Shelter environments can be inherently stressful. Design strategies should aim to:

- Reduce noise through materials and spatial separation
- Provide visual barriers between animals where appropriate
- Minimize overcrowding
- Limit unnecessary handling and movement

Lower stress levels contribute to improved health outcomes and adoptability.

2. Enrichment and Socialization

Animals require stimulation and interaction to maintain behavioral health:

- Opportunities for exercise and play
- Access to enrichment elements (toys, varied environments)
- Spaces for human interaction and training
- Separation of high-stress and low-stress animals

Facilities that support enrichment can reduce behavioral deterioration over time.

3. Species-Specific Needs

Dogs and cats have distinct environmental requirements:

- Dogs: Benefit from exercise areas, controlled noise environments, and structured interaction
- Cats: Require quieter spaces, vertical territory, and separation from dogs

Design must account for these differences to support overall well-being.

Implications for Renovation and Expansion

To mitigate health and behavioral deterioration, improvements to the existing facility should prioritize:

- Expansion and modernization of isolation and medical areas
- Upgraded ventilation and environmental control systems
- Replacement or renovation of outdated kennel structures
- Improved spatial organization to support proper animal flow and separation
- Integration of enrichment and exercise spaces

Where limitations of the existing site or structures restrict these improvements, the facility may be more appropriate as an interim solution, with targeted upgrades focused on critical deficiencies.

Operational Considerations

Facility improvements should be paired with operational strategies to reduce LOS and improve outcomes:

- Enhanced adoption and foster programs
- Efficient intake and processing procedures
- Behavioral assessment and intervention programs
- Partnerships with rescue organizations

Operational efficiency can significantly reduce the negative impacts associated with extended shelter stays.

Conclusion

Animal health and behavioral outcomes are directly influenced by both the physical environment and operational practices of a shelter facility. The existing conditions present several challenges that may contribute to increased disease risk and behavioral deterioration, particularly under expanded or regional use scenarios.

Strategic investments in facility upgrades, combined with improved operational practices, can significantly enhance animal welfare, increase adoption success, and reduce overall system strain. These considerations should play a central role in evaluating renovation, expansion, and long-term development alternatives.

2.3 Insufficient Facility Amenities & Infrastructure

Overview

Adequate facility amenities and supporting infrastructure are essential to the effective, safe, and humane operation of an animal shelter. Modern animal care facilities require a balance of operational, medical, and public-facing spaces, supported by reliable building systems and site infrastructure.

This assessment evaluates the extent to which the existing animal shelter facilities meet current standards and identifies deficiencies that may limit the City's ability to provide efficient services, support staff, and maintain appropriate levels of animal care—particularly under scenarios involving expanded or regional use.

Existing Conditions and Limitations

The current facility consists of a small administration building, multiple kennel structures of varying age and condition, isolation pens, and limited accessory structures. While functional for basic operations, the facility appears to lack several key amenities and infrastructure components typical of contemporary animal shelters.

Primary limitations may include:

- **Undersized and Dispersed Facilities**

The overall building area is limited and distributed across multiple detached structures, reducing operational efficiency and limiting opportunities for functional adjacencies.

- **Aging and Obsolete Structures**

Older kennel buildings and support spaces may not meet current standards for durability, sanitation, or environmental control.

- **Limited Dedicated Program Space**

The facility may lack sufficient areas for medical treatment, animal intake processing, behavioral evaluation, and public interaction.

- **Inadequate Site Infrastructure**

Site systems—including utilities, drainage, and circulation—may not be designed to support increased capacity or modern operational demands.

Deficiencies in Core Functional Areas

1. Intake and Processing Areas

Efficient intake is critical to shelter operations. Deficiencies may include:

- Lack of a dedicated intake and examination space
- Inadequate separation between incoming and existing animal populations
- Limited space for documentation, assessment, and initial care

These constraints can result in operational bottlenecks and increased risk of disease transmission.

2. Medical and Isolation Facilities

Modern shelters require robust veterinary and isolation capabilities. Potential gaps include:

- Insufficient or undersized medical treatment areas
- Limited quarantine/isolation capacity
- Lack of proper environmental controls in these critical spaces

Without adequate facilities, the shelter's ability to manage illness and injury is significantly constrained.

3. Animal Housing and Support Spaces

Existing kennel areas may not meet current standards for:

- Space per animal
- Environmental enrichment
- Noise control
- Cleaning and sanitation efficiency

Additionally, there may be limited support spaces such as food preparation areas, laundry, and storage, all of which are essential for daily operations.

4. Public Interface and Adoption Areas

Public engagement is a key component of successful shelter operations. Deficiencies may include:

- Limited or inadequate lobby and reception areas

- Lack of dedicated adoption or meet-and-greet spaces
- Poor separation between public and operational zones

These limitations can negatively impact adoption rates and overall user experience.

5. Staff Facilities

Adequate staff support spaces are essential for efficient and safe operations. Potential deficiencies include:

- Insufficient office and administrative space
- Lack of break rooms, lockers, and restrooms
- Limited space for training, meetings, and reporting

Inadequate staff facilities can contribute to fatigue, reduced productivity, and staff retention challenges.

Building Systems and Infrastructure

1. Mechanical, Electrical, and Plumbing Systems

Existing systems may be outdated or undersized, resulting in:

- Inadequate ventilation and air exchange
- Limited capacity for temperature and humidity control
- Insufficient electrical service for modern equipment
- Plumbing systems not optimized for high-volume cleaning and sanitation

Upgrading these systems is often necessary to meet current codes and operational requirements.

2. Site Circulation and Access

Effective site planning supports both operational efficiency and public access. Issues may include:

- Conflicts between public, staff, and service vehicle circulation
- Limited parking capacity
- Inadequate access for animal control vehicles
- Lack of secure intake/drop-off areas

3. Utility Capacity and Expansion Constraints

Expansion of the facility may be limited by:

- Available utility capacity (water, sewer, electrical)
- Site grading and drainage conditions
- Configuration of existing structures and setbacks

These factors must be evaluated when considering future development scenarios.

Implications for Renovation and Expansion

Addressing deficiencies in amenities and infrastructure will be essential to support any continued or expanded use of the facility. Key considerations include:

- Whether existing structures can be feasibly upgraded to meet current standards
- The extent to which new construction is required to provide critical program elements
- Opportunities to consolidate functions to improve efficiency
- Phasing strategies to allow continued operation during improvements

In some cases, the cost of upgrading infrastructure to meet modern requirements may approach or exceed the cost of new construction, particularly when considering long-term operational efficiency and lifecycle costs.

Role as an Interim Facility

Given existing limitations, the facility may be best suited for interim use, with targeted improvements focused on:

- Critical life-safety and system upgrades
- Enhancements to intake, isolation, and housing areas
- Basic improvements to staff and public spaces

This approach allows the City to maintain operations while planning and developing a larger, purpose-built regional facility.

Conclusion

The existing animal shelter facility provides a foundational level of service but lacks several key amenities and infrastructure components necessary to meet current standards and future demands. These deficiencies affect operational efficiency, staff effectiveness, and animal care outcomes.

A comprehensive approach to renovation and expansion—supported by targeted infrastructure upgrades and strategic planning—will be necessary to address these limitations. These findings

should be carefully weighed in the evaluation of alternatives, including continued use, expansion, or development of a new regional facility.

3. STAKEHOLDER MEETING NOTES

3.1 Program Wants & Needs

To be determined

3.2 Problems to Address for Future Operations

To be determined

3.3 Considerations for the Future

To be determined

SECTION 4. CALCULATING ANIMAL CAPACITY REQUIREMENTS

4.1 Influence of Length of Stay

Influence of Length of Stay (LOS)

At its core, required capacity is driven by a simple relationship:

$$\text{Capacity} = \frac{\text{Annual Intake} \times \text{Average Length of Stay}}{365}$$

I. Key Variables

Annual Intake

Total number of animals entering the shelter per year (by type if possible: dogs, cats, etc.)

Average Length of Stay (LOS)

Average number of days an animal remains in the shelter from intake to outcome (adoption, transfer, return-to-owner, etc.)

Capacity (Kennels/Cages Needed)

The **average daily population (ADP)**—this translates directly to the number of enclosures required.

2. Why LOS Matters So Much

LOS has a **linear impact** on capacity:

- If LOS **doubles**, required capacity **doubles**
- If LOS is reduced by 25%, capacity is reduced by 25%

This is why operational strategies (adoptions, transfers, foster programs) are just as important as physical expansion.

3. Example Scenarios

Scenario A – Higher LOS

- Annual Intake: 2,000 animals
- LOS: 20 days

Capacity: $(2,000 \times 20)/365 \approx 110$ kennels

Scenario B – Reduced LOS

- Annual Intake: 2,000 animals
- LOS: 10 days

Capacity: $(2,000 \times 10)/365 \approx 55$ kennels

- Cutting LOS in half reduces facility size needs by half.

4. Planning for Peak Demand

The formula gives **average daily population**, but shelters must plan for **peak loads**.

Typical planning factor:

- **Add 20%–30% buffer** for peak intake periods

$$\text{Adjusted Capacity} = \text{Base Capacity} \times 1.2 \text{ to } 1.3$$

5. Species-Specific Considerations

You should calculate separately for:

- Dogs (typically longer LOS, larger space needs)
- Cats (higher intake, shorter LOS)
- Isolation/medical (longer LOS, limited turnover)

Each category needs its own capacity calculation.

6. Functional Implications for Design

LOS directly affects:

- Number of kennels/cages
- Size of housing areas
- Cleaning and circulation efficiency
- Staffing needs

Long LOS also increases:

- Disease risk
- Stress on animals
- Operational costs

7. Benchmark LOS Targets (Typical Industry Ranges)

- Dogs: 7–20 days
- Cats: 5–15 days
- Stray hold (legal): 3–10 days (jurisdiction dependent)
- Isolation/medical: often significantly longer

4.2 Capacity Charts

The following information is from the *City of Banning Statistics Report_2022-2023*:

1. Key Observations: What the data is currently showing

- Intake varies significantly month-to-month
- There are major seasonal spikes, especially:
 - Cats in spring/summer (kitten season)
 - Dogs more stable but still variable
- Example:

- Cats reached 300 intakes in May 2022
- Typical months range closer to 50–130 intakes

Note: You **cannot size the shelter based on averages alone**—you must account for peaks.

2. Normalized Annual Intake (Derived)

Based on aggregation of the monthly data, the estimated annual intake (rounded for planning use) is as follows:

<u>Year</u>	<u>Cats</u>	<u>Dogs</u>	<u>Total</u>
2021 (partial)	~400–600	~500–700	~1,000–1,300
2022	~1,400–1,800	~800–1,000	~2,200–2,800
2023 (partial)	trending slightly lower but still high variability		

Key takeaway:

- 2022 represents a stress-test year (use for planning)
- Intake is not stable enough to rely on a single-year average

3. Capacity Chart (Core Planning Model)

A. Average Daily Population (ADP)

Use standard formula:

$$\text{ADP} = (\text{Annual Intake} \times \text{LOS}) \div 365$$

Scenario Chart (Total Animals)

<u>Scenario</u>	<u>Intake</u>	<u>LOS</u>	<u>ADP</u>
Low Demand	2,200	10 days	60
Moderate	2,500	14 days	96
High (Stress Year)	2,800	18 days	138

B. Peak Capacity (Required Kennels/Cages)

Apply 25–30% surge factor:

Scenario	ADP	Peak Factor	Required Capacity
Low	60	1.25	75
Moderate	96	1.30	125
High	138	1.30	180

4. Species-Based Capacity (Critical for Design)

From data collected:

- Cats = ~60–70% of intake
- Dogs = ~30–40%

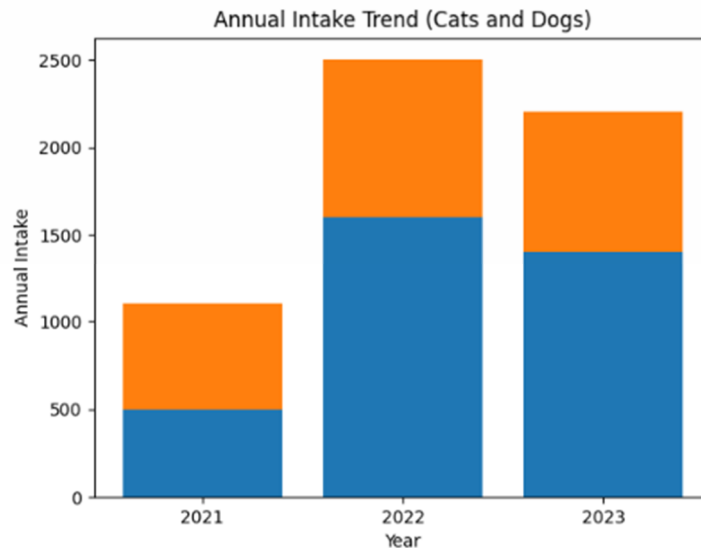
Moderate Scenario Breakdown

Species	%	Capacity Needed
Cats	65%	~80 spaces
Dogs	35%	~45 spaces

- This aligns with what your data shows:
- Large seasonal cat surges (kitten season)
- More stable dog intake

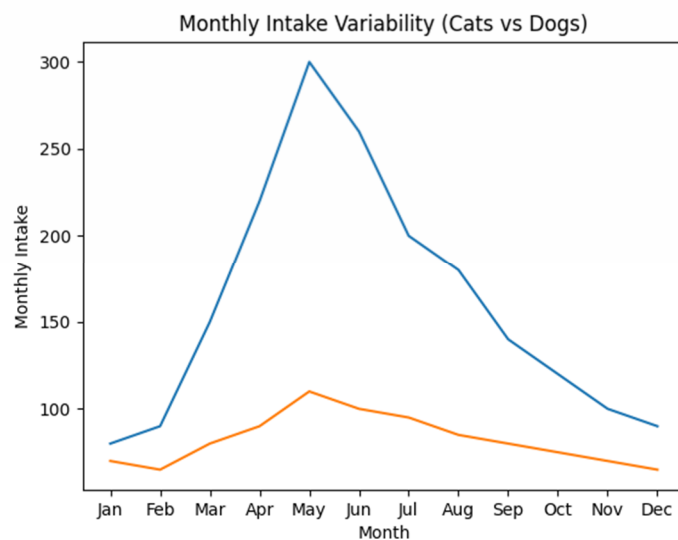
5. Graphs

Chart 1 – Annual Intake Trend (2021–2023)



- Separate bars for Dogs vs Cats
 - Note: Shows growth + volatility

Chart 2 – Monthly Intake Variability



- Separate lines for Dogs and Cats
 - This is critical—it visually proves:

- Seasonal spikes
- Why peak capacity matters

Chart 3 – Capacity vs LOS (Most Important)

(To be inserted in next iteration)

- Shows City how operations affect building size
- Justifies program assumptions

6. Key Planning Conclusions

Based on the data:

1. The Facility Is Peak-Driven, Not Average-Driven

- Extreme monthly spikes (especially cats)
- Capacity must accommodate surge conditions

2. LOS Is the Single Biggest Lever

Example:

- LOS 10 days → ~75 capacity
- LOS 18 days → ~180 capacity
- Note: That's more than 2x facility size difference

3. Existing Facility Is Likely Undersized

Given:

- Current building SF
- Required capacity range (125–180 animals)
- Note: Strong justification for:
 - Expansion (Tier 2)
 - Or regional facility (Tier 3)

7. Regional and Stakeholder Service Demand Considerations

In addition to the historical intake data collected from the City of Banning, stakeholder outreach conducted with neighboring agencies and jurisdictions identified several regional trends and operational considerations that directly influence future shelter capacity requirements.

Responses from Riverside County Animal Control indicate that Riverside County currently processes approximately 30,000 animals annually across its shelter system, serving a countywide population exceeding 2.5 million residents, with continued long-term growth anticipated. Although Riverside County indicated that it would not routinely utilize a City-operated Banning shelter under the current model, the County acknowledged that a future regionalized system could involve limited emergency or overflow use for unincorporated areas within the Pass region. The County further emphasized that animal service demand is expected to continue increasing as regional population growth continues.

Similarly, the Morongo Band of Mission Indians indicated an anticipated need for continuous participation in a Banning-area shelter facility, with current dog intake estimated at approximately 80–100 animals annually and expectations for ongoing growth associated with increasing regional population and pet ownership trends. The Tribe identified capacity limitations, response times, and facility condition as major operational challenges and emphasized the need for improved intake, holding, veterinary care, and animal control support services.

Collectively, the stakeholder responses reinforce that the City of Banning shelter system does not operate in isolation, but rather within a broader regional animal services environment characterized by:

- Continued population growth,
- Increasing demand for animal services,
- Seasonal intake surges,
- Limited regional shelter capacity,
- and increasing operational complexity.

These findings suggest that future shelter planning should consider not only current local demand, but also the facility's potential role within a larger regional response network.

Seasonal and Operational Demand Pressures

The stakeholder questionnaires further validate several operational trends already observed within the City's intake statistics.

Riverside County identified spring through summer as the period of highest intake activity, particularly associated with neonatal kitten populations occurring between March and October. This directly aligns with the significant cat intake spikes observed in the City of Banning statistical data and reinforces the conclusion that seasonal surge capacity is a critical planning factor.

The responses also emphasized that shelters must accommodate a wide range of animal housing and operational conditions, including:

- Stray hold and quarantine,
- Isolation housing,
- Aggressive or dangerous animals,
- Evidence and investigative holds,
- Rabies quarantine,
- Livestock or large-animal holding,
- and medical treatment and recovery spaces.

These requirements indicate that future facility planning cannot focus solely on the number of kennels provided, but must also account for specialized housing types, operational separation requirements, and medical support infrastructure.

Implications for Capacity Modeling

The stakeholder input substantially reinforces the importance of using a scenario-based capacity model rather than relying solely on average intake assumptions.

Several operational themes consistently emerged:

- The importance of reducing Length of Stay (LOS),
- The need for robust adoption and lifesaving programs,
- The necessity of veterinary and spay/neuter services,
- and the importance of community-based support programs to reduce shelter intake pressure.

Riverside County specifically emphasized that simply expanding holding space without corresponding operational programs would not represent best practices in modern sheltering. Instead, effective shelter systems must integrate:

- Adoption and reunification programs,
- Foster and volunteer networks,
- Medical and spay/neuter services,
- Community outreach,
- and intake diversion strategies.

This reinforces the earlier conclusion that LOS remains one of the most significant determinants of required facility size. Operational efficiency and programmatic capacity are therefore directly tied to physical space requirements.

At the same time, stakeholder responses also indicate that even with optimized operational practices, the current Banning facility remains substantially below functional capacity requirements. Both Riverside

County and the Morongo Band of Mission Indians identified the need for expanded housing, improved intake processing, veterinary facilities, and modernized shelter infrastructure.

Regional Facility Planning Considerations

The stakeholder questionnaires also provide important guidance regarding long-term facility planning strategies.

Riverside County expressed concerns regarding the visibility, accessibility, and functionality of the existing shelter location, indicating that a modern shelter facility should be highly visible, publicly accessible, and designed to support volunteerism and lifesaving-focused operations. The County further suggested that complete replacement of the existing facility may ultimately be preferable to renovation of aging kennel infrastructure.

Conversely, the Morongo Band of Mission Indians expressed support for both phased expansion and continued use of existing facilities, emphasizing the urgent need for additional animal holding and care space regardless of implementation strategy.

These differing perspectives illustrate that while phased improvements may provide interim operational benefits, long-term planning should evaluate whether the existing site can realistically support the scale, visibility, circulation, parking, medical services, and operational flexibility required for a modern animal shelter system.

4.3 Conclusion

The analysis of animal capacity requirements, informed by the 2022–2023 statistical reports and supplemented by stakeholder outreach conducted with Riverside County Animal Control and the Morongo Band of Mission Indians, indicates that the animal shelter serving the City of Banning operates within a demand environment that is both consistently elevated and highly variable. Intake data from this period reflects sustained volumes, with 2022 representing a peak year and 2023 maintaining similar trends, particularly with pronounced seasonal surges in cat intake during spring and early summer months. Regional stakeholder responses further validated these trends, specifically identifying increased spring-through-summer intake activity and significant neonatal kitten surges occurring between March and October.

When these intake levels are evaluated in conjunction with Length of Stay (LOS), the resulting Average Daily Population (ADP) significantly exceeds the capacity of the existing facility under most realistic operating conditions. Even under relatively efficient LOS assumptions, projected daily populations suggest a need for animal housing well beyond baseline levels, with additional capacity required to accommodate peak intake periods, emergency overflow conditions, and specialized housing functions.

This condition is particularly critical when compared to the existing facility's physical limitations. The current kennel provides only 28 animal compartments, which represents a fixed and inflexible capacity that is substantially below the range indicated by capacity modeling. Based on observed intake patterns, stakeholder input, and reasonable LOS scenarios, required capacity during average operating conditions is likely to exceed this number, while peak conditions may demand several times the available compartments.

Regional stakeholder outreach additionally demonstrated that future shelter planning must account not only for local intake demand, but also for broader regional service pressures and operational expectations. Riverside County Animal Control identified continued regional population growth and increasing animal service demand as long-term trends likely to impact shelter systems throughout the region. Although Riverside County indicated that it would not routinely utilize a City-operated Banning shelter under the current operating model, the County acknowledged that future regionalized or emergency overflow coordination may become necessary. Similarly, the Morongo Band of Mission Indians indicated an anticipated need for continuous participation in a Banning-area shelter facility and emphasized the need for expanded holding, intake, and veterinary care capacity.

As a result, the facility is effectively operating in a constrained capacity environment, where intake fluctuations cannot be fully absorbed within existing infrastructure. This limitation can contribute to operational challenges, including:

- Increased Length of Stay due to bottlenecks in processing and housing
- Reduced flexibility to separate animals by species, health status, behavior, or quarantine status
- - Elevated risk of disease transmission and stress-related deterioration
- Limited ability to accommodate specialized housing needs such as aggressive animals, evidence holds, rabies quarantine, and medical isolation
- Greater reliance on external measures such as transfers, foster placement, or intake restrictions

The disparity between required capacity and available kennel space underscores that the current facility is not sized to support existing demand, particularly when accounting for seasonal variability, specialized housing needs, and peak intake conditions. While operational strategies aimed at reducing LOS can partially mitigate capacity pressures, they are unlikely to fully offset the magnitude of the shortfall created by such a limited number of compartments.

Stakeholder responses further reinforced that modern shelter operations require more than basic animal holding capacity. Both Riverside County and the Morongo Band of Mission Indians identified the importance of integrated veterinary services, intake processing, quarantine and isolation areas, spay/neuter capabilities, volunteer and foster support programs, and community-focused lifesaving

operations. Riverside County additionally emphasized that simply increasing holding capacity without implementing adoption, reunification, medical, and operational support programs would not reflect current best practices in animal sheltering.

Accordingly, the development of a Program of Spaces must be based on a scenario-driven capacity model that incorporates:

- Recent intake trends,
- Realistic LOS assumptions,
- Seasonal surge conditions,
- Specialized housing requirements,
- Regional growth trends,
- and appropriate peak demand factors.

This model clearly indicates that meaningful improvements to service levels, animal welfare, operational efficiency, and regional resiliency will require a substantial increase in available housing capacity beyond the current 28-compartment constraint.

The stakeholder responses also provide important insight regarding long-term facility planning. Riverside County expressed concerns regarding the visibility, accessibility, and operational limitations of the existing site and suggested that full redevelopment may ultimately be preferable to incremental renovation of outdated kennel infrastructure. Conversely, the Morongo Band of Mission Indians expressed support for phased expansion efforts, emphasizing the immediate need for additional animal holding and care space regardless of implementation strategy.

In conclusion, the existing facility's limited kennel capacity represents a fundamental constraint on its ability to meet current and projected service demands. The combined findings from historical intake analysis, LOS-based modeling, seasonal variability, and regional stakeholder outreach collectively demonstrate that the current facility is substantially undersized relative to both present and future operational needs. Addressing this gap—whether through reconfiguration, expansion, redevelopment, or development of a new regional facility—will be essential to providing a sustainable, modern, and effective animal shelter system for the City of Banning and surrounding service areas.

SECTION 5. PROGRAM OF SPACES

5.1 Summary

The Program of Spaces for the proposed improvements to the animal shelter facility is developed using a data-driven and scenario-based methodology that aligns operational needs with spatial requirements. This approach ensures that the resulting program is responsive to current service demands, adaptable to future growth, and grounded in measurable and defensible criteria.

For the City of Banning, this methodology is particularly important given the dual objectives of evaluating the existing facility for continued use and assessing its potential role as an interim or expanded regional resource.

5.2 Methodology

Operational Data as the Foundation

The development of the space program begins with an evaluation of operational data rather than predefined building sizes. Key inputs include historical animal intake, species distribution, and average Length of Stay (LOS). These metrics establish a clear understanding of how the shelter currently functions and provide a baseline for projecting future needs.

By grounding the analysis in actual operational performance, the program reflects the realities of shelter use and avoids reliance on generalized assumptions that may not be applicable to the specific context.

Scenario-Based Capacity Modeling

To account for uncertainty and support informed decision-making, multiple operational scenarios are evaluated. These typically include:

- A baseline scenario reflecting current intake levels and LOS
- An optimized scenario incorporating improved operational practices and reduced LOS
- An expanded or regional scenario reflecting increased intake from a broader service area

Each scenario is used to calculate the Average Daily Population (ADP), which represents the number of animals that must be accommodated on a typical day. A peak demand factor is applied to account for seasonal fluctuations and unexpected surges, ensuring that the facility is adequately sized to maintain functionality under varying conditions.

Translation of Capacity into Functional Requirements

The calculated capacity forms the basis for defining the functional components of the facility. These components reflect the full range of activities required to support animal care and shelter operations, including intake, housing, medical treatment, adoption, and administrative functions.

Each functional area is defined in terms of its purpose, operational requirements, and relationship to other spaces. This step ensures that the program supports efficient workflow, appropriate separation of uses, and safe interaction between staff, animals, and the public.

Application of Space Standards

Industry-informed planning metrics are applied to convert functional requirements into spatial needs. These include space allowances for animal housing, medical and isolation areas, staff workspaces, and support functions.

Rather than relying on a single standard, a range of space allowances is considered to reflect varying levels of service, from basic interim improvements to more comprehensive, modern shelter models. This flexibility allows the program to be adjusted based on project goals, budget considerations, and long-term planning objectives.

Quantification of Space Requirements

The number of required functional units—such as kennels, cages, and exam rooms—is multiplied by applicable space standards to generate the total area required for each program component. Additional allowances are included for circulation, building systems, and structural elements to determine overall building area.

The result is a comprehensive program expressed in both assignable and gross square footage, providing a clear basis for design and cost evaluation.

Evaluation of Existing Facilities

A key component of the methodology is the comparison of the proposed program against the existing facility. The current buildings—including the administration structure, kennel areas, and support spaces—are evaluated to determine their ability to accommodate program requirements.

This assessment identifies which elements of the existing facility can be retained and upgraded, which require significant modification, and which may need to be replaced. It also highlights constraints related to building configuration, site layout, and infrastructure capacity.

Integration of Operational Efficiency

Operational efficiency is incorporated into the methodology as a critical factor influencing space requirements. In particular, LOS is recognized as a primary driver of capacity. Reductions in LOS through improved operational practices can significantly decrease required facility size, while longer LOS increases spatial demands.

By evaluating multiple LOS scenarios, the methodology allows for a balanced assessment of capital investment versus operational improvements.

Phasing and Expansion Considerations

Given the potential need to maintain ongoing operations during improvements, the program is developed with consideration for phased implementation. This includes identifying short-term upgrades, intermediate expansions, and long-term buildout options.

The methodology also accounts for the potential expansion of the facility onto adjacent parcels, allowing for future growth and adaptation to changing service demands.

Integration with Feasibility Analysis

The final Program of Spaces serves as a foundational element of the overall feasibility analysis. It informs conceptual site planning, supports cost estimating, and provides a consistent basis for comparing development alternatives, including maintaining the existing facility, expanding onsite, or developing a new regional facility.

5.4 Recommendations

Tier I (Immediate Repair):

Tier 1 improvements represent the most critical and time-sensitive interventions necessary to maintain safe, functional, and compliant operations at the existing animal shelter facility. These measures are intended to address deficiencies that pose immediate risks to staff safety, animal health, and continuity of operations.

For the City of Banning, Tier 1 actions are focused on stabilizing existing facilities and infrastructure to ensure that the shelter can continue to operate effectively in the near term, regardless of long-term decisions regarding expansion or replacement.

Purpose of Tier 1 Improvements

The primary objective of Tier 1 improvements is to correct critical deficiencies rather than expand capacity or introduce new program elements. These repairs are essential to:

- Maintain minimum operational standards
- Reduce risk to staff and animals
- Address code, health, and safety concerns
- Prevent further deterioration of existing structures and systems

These measures are considered necessary under all future scenarios, including continued use, interim operation, or phased redevelopment.

Critical Building and System Repairs

Immediate attention should be given to the repair or replacement of failing building systems and structural components. These may include:

- Mechanical Systems (HVAC)

Repair or replacement of inadequate or non-functioning ventilation systems, particularly within kennel and isolation areas, to improve air quality and reduce disease transmission.

- Plumbing Systems

Correction of drainage deficiencies, repair of fixtures, and improvements to support effective cleaning and sanitation.

- Electrical Systems

Upgrades to ensure reliable power, safe operation of equipment, and compliance with current standards.

- Building Envelope

Repair of roofs, walls, doors, and windows to prevent water intrusion, improve security, mitigate rodent control, and maintain environmental control.

These upgrades are essential to stabilize the facility and support basic operational needs.

Animal Housing and Safety Improvements

Targeted improvements to existing animal housing areas should focus on safety, sanitation, and functionality:

- Repair or replacement of damaged kennel components, including doors, latches, and partitions
- Improvements to surfaces to ensure they are durable and easily cleanable
- Correction of drainage and slope issues within kennel runs
- Installation or repair of barriers to reduce animal-to-animal contact where appropriate

These measures help reduce injury risk, improve hygiene, and support more effective daily operations.

Isolation and Biosecurity Enhancements

Given the importance of disease control, immediate improvements should be made to isolation areas:

- Repair and secure existing isolation enclosures
- Improve separation between isolation and general population areas
- Implement basic measures to support controlled access and reduce cross-contamination

While full modernization may require larger capital investment, these interim steps are critical to mitigating health risks.

Site and Operational Safety

Site-related improvements should address immediate operational and safety concerns:

- Repair of fencing and gates to ensure secure containment
- Improvements to lighting for safety and visibility
- Correction of trip hazards and uneven surfaces
- Basic enhancements to circulation areas to reduce conflicts between vehicles, staff, and the public

These upgrades are necessary to maintain a safe working environment and secure facility.

Staff and Operational Support

Limited but essential improvements to staff support areas should be considered, including:

- Minor upgrades to existing administrative and workspaces to improve functionality
- Provision of basic storage solutions to reduce clutter and improve organization
- Repairs to restrooms and break areas to maintain usability

These enhancements support staff efficiency and well-being without requiring major expansion.

Limitations of Tier 1 Improvements

It is important to note that Tier 1 improvements are not intended to address long-term capacity limitations or fully modernize the facility. Due to the age, size, and configuration of existing structures, these repairs will not resolve:

- Insufficient overall building area
- Inefficient site layout and building separation
- Limited ability to expand services or accommodate regional demand

As such, Tier 1 actions should be viewed as stabilization measures that enable continued operation while more comprehensive improvements are planned.

Role in Phased Implementation

Tier 1 improvements form the foundation of a phased approach to facility development. By addressing the most urgent deficiencies first, the City can:

- Maintain uninterrupted operations
- Reduce immediate risks
- Extend the useful life of existing facilities
- Provide time for planning and funding of larger capital improvements

These actions are expected to be implemented in the short term and are considered a prerequisite for any subsequent phases of renovation or expansion.

Conclusion

Tier 1 – Immediate Repairs are essential to ensuring the continued functionality and safety of the existing animal shelter facility. While limited in scope, these improvements address the most critical deficiencies affecting daily operations and provide a necessary baseline for future investment.

For the City of Banning, timely implementation of these measures will help stabilize the facility and support ongoing service delivery as longer-term solutions are evaluated and advanced.

Tier II (Long-Term Solutions)

Tier 2 improvements represent a comprehensive strategy for modernizing and expanding the existing animal shelter facility to better meet current standards and projected future demands. In addition to reconfiguring and upgrading existing structures, this tier considers the strategic expansion of the facility onto adjacent undeveloped parcels, where available, to address space limitations and improve overall functionality.

For the City of Banning, this approach provides an opportunity to significantly enhance operational efficiency, increase capacity, and improve animal care outcomes while leveraging existing site assets and infrastructure.

Purpose of Tier 2 Improvements

The objective of Tier 2 improvements is to move beyond basic repairs and implement meaningful, long-term enhancements that:

- Increase animal housing capacity to meet projected demand
- Improve operational flow and efficiency
- Provide modern, purpose-designed spaces for staff and public interaction
- Enhance animal health, safety, and behavioral outcomes
- Utilize available land to overcome limitations of the existing facility footprint

This tier represents a balanced approach between maintaining the current facility and pursuing a fully new regional development.

Reconfiguration and Consolidation of Existing Facilities

A primary component of this approach is the reorganization of existing buildings to improve functional relationships and workflow. Improvements may include:

- Consolidation of fragmented program elements into more cohesive operational zones
- Reconfiguration of kennel areas to improve visibility, supervision, and sanitation
- Creation of a clearly defined intake and processing area with appropriate separation from general population housing

Where feasible, existing structures may be renovated and repurposed to support administrative functions, support services, or lower-intensity uses.

Expansion of Animal Housing Capacity

To address current and projected capacity needs, Tier 2 includes the expansion of animal housing through a combination of renovation and new construction:

- Replacement of outdated kennel structures with modern, efficient housing
- Addition of new kennel and cage areas on adjacent parcels
- Improved housing configurations that support sanitation, durability, and enrichment

Expansion areas should be planned to allow for:

- Separation of species (dogs, cats, others)

- Flexible housing arrangements to accommodate varying intake levels
- Improved environmental conditions, including ventilation and noise control

Development of New Program Elements

Expansion of the site provides the opportunity to introduce program elements that may not be feasible within the existing footprint, including:

- Dedicated medical and treatment areas, including exam and procedure rooms
- Expanded isolation and quarantine facilities with appropriate environmental controls
- Adoption and community engagement spaces, including meet-and-greet rooms and public viewing areas
- Volunteer and foster program support areas

These additions support a more comprehensive and service-oriented shelter model.

Improved Public Interface

As part of site expansion, the public-facing components of the facility can be significantly enhanced:

- Development of a clearly identifiable and accessible entry and reception area
- Separation of public access from operational and service zones
- Creation of welcoming and functional adoption spaces

These improvements contribute to a more positive user experience and can improve adoption rates and community engagement.

Staff Support and Operational Efficiency

Expansion and reconfiguration efforts should include improved staff facilities and operational infrastructure:

- Adequate office and administrative space
- Dedicated break rooms, lockers, and restrooms
- Improved proximity of support spaces to operational areas
- Enhanced circulation paths to reduce travel time and increase efficiency

A more efficient layout can reduce staffing strain and improve overall performance.

Building Systems and Infrastructure Enhancements

Tier 2 improvements include comprehensive upgrades to building systems to support expanded operations:

- Modern HVAC systems designed for animal care environments
- Upgraded plumbing systems to support sanitation and drainage
- Electrical system improvements to accommodate expanded facilities and equipment

Site infrastructure upgrades may include:

- Expanded utility capacity to support new construction
- Improved drainage and grading
- Enhanced lighting and security systems

Site Planning and Circulation

Expansion onto adjacent parcels allows for a more effective and organized site layout:

- Separation of public, staff, and service vehicle circulation
- Designated intake and animal control vehicle areas
- Expanded parking capacity
- Improved internal circulation between buildings

A well-planned site layout enhances safety, efficiency, and user experience.

Phasing and Implementation

Tier 2 improvements can be implemented in phases to allow continued operation of the facility during construction. Phasing strategies may include:

- Construction of new buildings on adjacent parcels prior to renovation of existing structures
- Relocation of functions to minimize disruption
- Sequenced demolition and replacement of outdated facilities

This approach supports operational continuity while enabling significant upgrades over time.

Capacity and Operational Implications

Through a combination of reconfiguration and expansion, Tier 2 improvements can:

- Substantially increase animal housing capacity
- Improve operational efficiency and workflow
- Enhance ability to manage intake fluctuations and peak demand

However, while expansion improves capacity, the site may still face long-term limitations related to overall size, configuration, and ability to fully support a large-scale regional model.

Role in Long-Term Planning

Tier 2 improvements with site expansion provide a viable long-term solution for enhancing local service delivery and may support limited regional participation. This approach allows the City to:

- Maximize the value of existing land and infrastructure
- Defer or reduce the need for immediate large-scale capital investment
- Implement improvements incrementally based on funding availability

At the same time, this strategy should be evaluated alongside the potential development of a purpose-built regional facility to ensure alignment with long-term goals.

Conclusion

Tier 2 – Long-Term Solutions, including expansion of the existing site, offer a comprehensive approach to improving the functionality, capacity, and quality of the animal shelter facility. By combining targeted renovation with strategic new construction, the City can significantly enhance service delivery while maintaining operational continuity.

For the City of Banning, this approach represents a practical and flexible pathway forward, balancing immediate needs with long-term planning considerations. While not without limitations, Tier 2 improvements provide a meaningful opportunity to modernize the facility and better serve the community in the years ahead.

Additional Considerations

To be determined

SECTION 6. SITE & FLOOR PLAN DIAGRAMS

6.1 Summary

The Tier I site and floor plan diagrams depict the minimum, essential improvements required to safely and lawfully return the existing City of Banning Animal Shelter to operational status. These diagrams are intended to support City Council deliberation and external funding review by clearly demonstrating how targeted, cost-conscious investments can address critical deficiencies without expanding program scope or capacity.

Tier I improvements focus exclusively on stabilization and risk mitigation. The diagrams illustrate how existing buildings and site features can be reactivated to meet basic operational, health, and safety requirements, while deferring major capital expansion or modernization decisions to future phases.

Specifically, the diagrams show:

- Immediate corrections to conditions that pose risks to animal welfare, staff safety, and public access
- Minimal reconfiguration necessary to support essential intake, housing, care, and administration functions
- Operational layouts that comply with fundamental biosecurity and sanitation principles
- Improvements that preserve the City's ability to pursue long-term facility solutions without incurring stranded costs

For funding and policy purposes, Tier I improvements are considered necessary under all future scenarios, including continued operation, interim use, phased redevelopment, or eventual replacement of the facility.

6.2 Methodology

Purpose-Driven, Minimum-Scope Planning

The Tier I diagrams were developed using a “minimum required improvement” methodology, intentionally limited to actions needed to restore safe, functional operations. This approach aligns with City Council and grant-review priorities by:

- Controlling costs
- Addressing immediate liabilities
- Avoiding investment in features not required for near-term service delivery

No capacity expansion, new program elements, or discretionary enhancements are assumed or depicted.

Existing Conditions as the Governing Constraint

All planning decisions reflected in the diagrams are anchored in the current physical condition of the facility and site. Existing building footprints, structural systems, utilities, and circulation patterns were treated as fixed constraints, with interventions limited to:

- Repairs and replacements necessary to correct failures
- Minor reassignments of space to resolve operational conflicts
- Selective improvements to surfaces, barriers, and access control

This ensures the diagrams reflect implementable actions that can be undertaken quickly and realistically.

Tier I Assumptions

The diagrams assume completion of core Tier I measures, including:

- Restoration of essential mechanical, plumbing, and electrical systems sufficient for occupancy and animal care
- Repair of kennel components, doors, partitions, and enclosures to ensure secure containment
- Improvements to sanitation through durable, cleanable surfaces and corrected drainage
- Basic isolation functionality to reduce disease transmission risk
- Immediate site safety upgrades such as fencing, gates, and lighting

The diagrams do not assume full compliance with modern shelter best practices where those standards would require substantial expansion or reconstruction.

Functional Zoning for Safety and Risk Reduction

Within existing space limitations, the diagrams prioritize functional separation necessary to reduce risk, including:

- Distinction between intake, general population, and limited isolation areas
- Controlled access to animal housing and support spaces
- Separation of staff work areas from public circulation where feasible

These measures are shown using minimal physical intervention—primarily through reorganization, access control, and selective separation—rather than major renovation.

Site Considerations Focused on Immediate Operational Safety

The Tier I site diagrams address only those site elements that directly affect daily operations and safety, including:

- Secure perimeter containment
- Clear and safe circulation paths for staff, animals, and service vehicles
- Improved visibility and lighting for security
- Correction of trip hazards and unsafe surfaces

No additional parking, public amenity features, or site expansion is included at the Tier I level.

Fiscal Responsibility and Grant Readiness

By clearly limiting scope and illustrating only what is required to restore baseline operations, the Tier I diagrams:

- Support transparent cost estimation
- Reduce uncertainty for funding agencies
- Demonstrate prudent stewardship of public resources
- Establish a defensible baseline for evaluating future capital investments

The diagrams provide visual confirmation that the City's immediate funding requests are tied directly to health, safety, and continuity of service, rather than long-term growth objectives.

Role in City Decision-Making

For City Council and funding partners, the Tier I site and floor plan diagrams serve as:

- Documentation of existing operational deficiencies
- Evidence of a disciplined, phased approach to facility investment
- A clear distinction between immediate obligations and discretionary future improvements

Tier I improvements, as illustrated, represent the minimum actions required to keep the facility viable, protect public and animal health, and buy time for informed long-term planning.

to CHARLES STREET

WASTEWATER
FACILITY

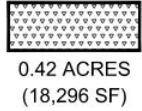


SMITH CREEK

DEFENSIBLE SPACE ZONE LEGEND



ZONE 0 (0'-5' FROM STRUCTURE) -
"EMBER-RESISTANT ZONE" REQUIRES REMOVING ALL FLAMMABLE VEGETATION AND MULCH FROM THE BUILDING'S WALLS AND UNDER DECKS



ZONE 1 (5'-30' FROM STRUCTURES) -
"LEAN, CLEAN, AND GREEN ZONE" REQUIRES REMOVING ALL DEAD PLANTS, GRASS, AND WEEDS, AND TRIMMING TEES TO KEEP BRANCHES AT LEAST 10 FEET FROM ROOFS AND CHIMNEYS



ZONE 2 (30'-100' FROM STRUCTURES) -
"REDUCED FUEL ZONE REQUIRES MOWING ANNUAL GRASS TO 4 INCHES AND CREATING HORIZONTAL AND VERTICAL SPACE BETWEEN SHRUBS AND TREES TO ELIMINATE LADDER FUELS

FEASIBILITY ANALYSIS - SITE / LANDSCAPE
BANNING ANIMAL SHELTER FACILITY

SCALE: 1"=100'
0 100 200



 IDS GROUP 1 PETERS CANYON RD, STE 130 IRVINE, CA 92606 TEL: 949-367-8500	PROJECT: BANNING ANIMAL SHELTER FACILITY		PROJECT #: 25X106.00	SKETCH #: 1
	TITLE: FEASIBILITY ANALYSIS - LANDSCAPE		DATE: 5/11/26	
	DESIGN: KG	CHECK BY: JL	SCALE: 1"=100'	
			REV: REV	

Figure 2: Landscape Architecture

Architecture

- Selective replacement of any walls or ceilings that are damaged, due to rodent infestation, water damage, general wear and tear (All Buildings)
- Extensive cleaning inside the wall and ceiling cavities for both the Admin. and Clinic buildings would be justified due to extensive rodent infestation
- The existing building's roofing has reached the end of its lifespan and will require replacement in the short-term (All Buildings)
- For exterior walls and hollow metal tube columns, sanding, priming and repainting (All Buildings)
- For the current kennels to be operational, mechanical doors levers – for animal movement to indoor/outdoor pens – require replacement (Both Kennels)

ADA Access Compliance

- Parking lot asphalt repaving and re-striping, path of travel curb-cuts and concrete walkways from the parking lot to the buildings' entrance and from the Admin. building connecting the other buildings on site
- An accessible entrance; An accessible route to the altered area
- At least one accessible restroom for each sex or one accessible unisex (single-user or family) restroom (Admin. Building)
- Accessible drinking fountains (Admin. Building)
- Upgrades to the parking is required including additional parking stall and the addition of one ADA-compliant van parking stall. Concrete pavement is recommended for accessible parking.



Structural Engineering

- Roof, Framing & Roofing: Damaged plywood roof sheathing at each building should be removed and replaced in areas exhibiting deterioration due to prolonged water intrusion as well as any mold remediation. Any associated framing members found to be compromised during repair should be further evaluated and replaced as necessary. Damaged fascia boards and deteriorated roof overhang components should also be replaced to prevent continued moisture intrusion and material degradation. Given the widespread brittleness, breakage, and exposed underlayment observed across the roofing systems, full replacement of the existing roof tiles is recommended. Replacement should include installation of new underlayment and proper flashing at all penetrations to restore a continuous and weather-resistant roofing assembly. Code-compliant flashing details and wildfire prevention design techniques such as 1/16 to 1/8-inch metal mesh screens on all vents to block embers and sealing gaps in roof coverings and under eaves should be implemented
- It is recommended that exterior masonry walls anchorage of the Old Kennel, Isolation Pens, Kennel and Clinic buildings be implemented at the time of the roof replacement since the roof plywood will be exposed, thus avoiding future tear-out and patch of the new roofing to install the retrofit components
- Cracked and settled areas of the slab-on-grade floor, particularly at the clinic building, should be evaluated and replaced as appropriate to restore serviceability and prevent further differential movement
- Water heater bracing and MEP equipment should be anchored to provide proper seismic anchorage

FEASIBILITY ANALYSIS - EXISTING BUILDINGS BANNING ANIMAL SHELTER FACILITY

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	TITLE: FEASIBILITY ANALYSIS - (E) BUILDINGS	DATE: 5/11/26	
	DESIGN: QM	CHECK BY: JS	SCALE: 1"=100'
			REV: REV

6.4 Floor Plans

Figure 3: Architecture & Structural Engineering

Mechanical Engineering

- 1.Immediate inspection and testing — Engage an HVAC contractor to perform a safe, documented inspection of the 2018 fan coil and rooftop unit. Recover refrigerant per EPA rules if equipment is to be removed. Verify compressor, coil, controls, and refrigerant charge before any reuse decision
- 2.Assume replacement of ductwork — Design the remodel assuming all new ductwork for the main building. Rodent-chewed ducts and contaminated insulation should be removed and replaced to restore IAQ and thermal performance
- 3.Replace rooftop packaged unit with a heat-pump packaged rooftop unit — Specify a modern electric heat-pump packaged rooftop unit sized for the kennel load with appropriate SEER2/IEER and heating capacity for winter conditions. Ensure roof curb compatibility and structural review for new unit weight
- 4.Replace evaporative coolers with new units provided with propane fed gas burners. These can be recirculating evaporate coolers like the Greenheck IGX series
- 5.Pest remediation and equipment sanitation — Complete professional rodent abatement and sanitize or replace contaminated coils, plenums, and controls. Seal all penetrations and install rodent-proofing at equipment and duct entries

Electrical Engineering

- 1.Immediate inspection and testing — Electrical Contractor to perform documented inspection of main electrical feeders to each main building where load centers are located. Verify conduits are fit to remain in place and for reuse
- 2.Assume replacement of conductors — Design the remodel assuming all new conductors for electrical devices, lighting devices, and light fixtures. Conductors and cabling damaged by rodents should be removed and replaced to ensure proper function of devices



Electrical Eng. (Cont.)

- 3.Replace missing electrical devices, lighting devices, and light fixtures — LED type fixtures to replace missing fixtures and existing fixtures where visibility is extremely low. Replace missing receptacles if necessary to provide power to the area. Replace lighting control devices to meet title 24 lighting control requirements

Plumbing Engineering

- 1.Sewer cleaning and CCTV inspection — Jet the entire underground sanitary main and perform a full camera inspection from building cleanouts to the public sewer to confirm pipe size, condition, root/rodent damage, sags, offsets, and any infiltration/exfiltration. Record and deliver video log for design and permitting
- 2.Flow test and service evaluation — Perform a domestic water flow and pressure test at the 3/4-inch service to determine available peak flow and residual pressure
- 3.Rodent damage remediation and sanitary repairs —replace all chewed/damaged potable and waste piping, valves, and fixture connections. Replace damaged insulation and seal all pipe penetrations to prevent re-infestation
- 4.Backflow prevention and meter verification — Verify existing backflow device and water meter; install or replace backflow prevention assembly to meet local code and protect the public water system
- 5.propane tank — Leak test the existing underground propane distribution piping and check regulators prior to reuse
- 6.Test operations of existing water heater once propane system is tested and the tank filled
- 7.Replace missing fixtures and restore restrooms — Reinstall code-compliant fixtures in the main building restrooms and replace fixtures in kennel areas where rough-ins remain. Provide accessible fixtures where required by ADA
- 8.Locate and document cleanouts and access — Add or relocate cleanouts to provide easy access for maintenance and CCTV entry points for each building served

FEASIBILITY ANALYSIS - EXISTING BUILDINGS
BANNING ANIMAL SHELTER FACILITY

 IDS GROUP 1 PETERS CANYON RD, STE 130 IRVINE, CA 92606 TEL: 949-367-8500	PROJECT: BANNING ANIMAL SHELTER FACILITY		PROJECT #: 25X106.00	SKETCH #: 1
	TITLE: FEASIBILITY ANALYSIS - (E) BUILDINGS		DATE: 5/11/26	
	DESIGN: QM	CHECK BY: JS	SCALE: 1"=100'	REV: REV

Figure 4: Mechanical, Electrical & Plumbing Engineering

SECTION 7. BUDGET RECOMMENDATIONS

7.1 Summary

Recommended Action for Tier I (immediate Repairs)

Adopt a resolution authorizing funding for Tier I (Immediate Repair) improvements to the existing City of Banning Animal Shelter in order to restore safe, functional, and compliant operations, and direct staff to proceed with design, procurement, and implementation of the identified Tier I scope.

Summary

The existing City of Banning Animal Shelter is currently mothballed due to facility deficiencies that affect public safety, animal welfare, and staff working conditions. Tier I (Immediate Repair) improvements represent the minimum level of investment required to safely return the facility to operational status.

These improvements are limited to essential repairs and upgrades necessary to stabilize existing buildings and site infrastructure. Tier I improvements do not expand capacity, add new program elements, or preclude future decisions regarding expansion, redevelopment, or replacement of the facility.

Approval of Tier I funding will allow the City to reduce operational risk, address deferred maintenance, and maintain continuity of animal control and shelter services while longer-term solutions are evaluated.

Background

A feasibility analysis of the existing animal shelter facility identified multiple critical deficiencies related to:

- Building systems (HVAC, plumbing, electrical)
- Animal housing safety and sanitation
- Isolation and biosecurity
- Site security and circulation
- Staff support spaces

These deficiencies prevent safe and effective operation of the facility in its current condition. Tier I improvements were developed to address only those issues that pose immediate risk or prevent basic shelter operations.

Discussion

Purpose of Tier I Improvements

Tier I improvements are intended to:

- Restore basic operational functionality
- Address immediate health and safety concerns
- Reduce City liability and operational risk
- Stabilize existing assets pending long-term planning decisions

These actions are considered necessary under all future scenarios, including continued use, interim operation, phased redevelopment, or eventual replacement of the shelter.

Scope of Tier I Improvements

The Tier I budget is limited to the following categories:

1. Critical Building Systems

Repair or replacement of essential mechanical, plumbing, and electrical systems required for occupancy and animal care.

2. Building Envelope and Structural Repairs

Roof, wall, door, and window repairs necessary to prevent water intrusion, maintain security, and limit further deterioration.

3. Animal Housing and Interior Repairs

Repair of kennels, enclosures, doors, finishes, and drainage to support safe containment and sanitation.

4. Isolation and Biosecurity Measures

Restoration of basic isolation functionality to reduce disease transmission risk.

5. Site Safety and Security Improvements

Repairs to fencing, gates, lighting, and walking surfaces to ensure safe circulation and containment.

6. Staff and Operational Support Areas

Limited repairs to administrative, storage, restroom, and break areas to maintain basic functionality.

No expansion of capacity, modernization beyond minimum standards, or new program elements are included in this scope.

Fiscal Impact

Tier I improvements represent a capital maintenance investment focused on asset stabilization and risk mitigation. While detailed cost estimates are provided elsewhere in the feasibility analysis, the Tier I budget is structured to:

- Minimize expenditures
- Prioritize repair over replacement where feasible
- Maintain eligibility for external grant funding focused on health, safety, and infrastructure

Funding sources may include existing capital maintenance funds, deferred maintenance programs, or grant opportunities. Tier I costs are independent of any future Tier II or replacement facility decisions.

Policy and Strategic Alignment

Approval of Tier I improvements supports the City's goals to:

- Protect public health and safety
- Ensure humane animal care
- Demonstrate responsible stewardship of City-owned facilities
- Maintain flexibility in long-term capital planning

Tier I improvements do not commit the City to continued long-term use of the facility, nor do they limit future policy choices.

Conclusion

Tier I (Immediate Repair) improvements represent the minimum necessary investment to return the City of Banning Animal Shelter to safe, functional operation. These repairs address critical deficiencies, reduce liability, and allow the City to continue providing essential services while evaluating long-term facility options.

Staff recommends City Council approval of Tier I funding and authorization to proceed with implementation.

7.2 Budget Cost Estimate

BANNING ANIMAL SHELTER ROUGH ORDER OF MAGNITUDE (ROM) ASSESSMENT MATRIX

Assessment	Tier	CSI Division	Scope Item	Unit	Qty/Area	User Unit Cost	Extended Cost Formula Notes
Architectural	Tier I	07	Full roofing replacement	SF	5,157	42	\$216,594
Architectural	Tier I	09	Selective drywall/coiling replacement	SF	2,584	26	\$67,184
Architectural	Tier I	09	Rodent remediation and deep cleaning	SF	5,716	15	\$85,740
Architectural	Tier I	09	Interior painting	SF	2,584	9	\$23,256
Architectural	Tier I	08	Exterior door/frame replacement	EA	11	3800	\$41,800
Architectural	Tier I	05	Kennel hardware replacement	EA	28	1600	\$44,800
Architectural	Tier I	32	ADA parking stall additions	EA	2	3800	\$7,600
Architectural Tier I Estimated ROM Total							\$203,196
ADA	Tier I	32	Cold patch and parking striping	LS	1	20000	\$20,000
ADA Tier I Estimated ROM Total							\$20,000
Landscape	Tier I	31	Defensible Space - Ember-Resistant Zone (within 5' of structures)	AC	0.1	\$ 8,500.00	\$850
Landscape	Tier I	31	Defensible Space - Lean, Clean, & Green Zone (5'-30' from structures)	AC	0.42	\$ 8,500.00	\$3,570
Landscape	Tier I	31	Defensible Space - Reduced Fuel Zone (30'-100' from structures)	AC	1	\$ 8,500.00	\$8,500
Landscape Tier I Estimated ROM Total							\$12,920
Civil	Tier I	31	Site grading/drainage improvements	CY	1500	\$ 115.00	\$172,500
Civil	Tier I	33	Drain jetting and sewer camera inspection	LS	1	\$ 18,000.00	\$18,000
Civil Tier I Estimated ROM Total							\$190,500
Structural	Tier I	06	Roof sheathing replacement (damaged) 5/8" Thick Match Existing	SF	1200	12	\$14,400
Structural	Tier I	04	Masonry anchorage upgrades	SF	80	\$ 40.00	\$3,200
Structural	Tier I		Kennel and Isolation Pen A35 Clips @ 16" O.C. and Eppxy Anchors	LF	250	\$ 45.00	\$11,250
Structural	Tier I	03	Slab settlement repairs	SF	1000	\$ 62.00	\$62,000
Structural Tier I Estimated ROM Total							\$90,850
Electrical	Tier I	26	Lighting/electrical repairs	SF	5584	\$ 22.00	\$122,848
Electrical Tier I Estimated ROM Total							\$122,848
Mechanical	Tier I	23	HVAC repairs/service	SF	5584	\$ 18.00	\$100,512
Mechanical Tier I Estimated ROM Total							\$100,512
Plumbing	Tier I	22	Plumbing repairs	SF	5584	\$ 16.00	\$89,344
Plumbing Tier I Estimated ROM Total							\$89,344
GRAND TOTAL TIER I ASSESSMENT COST							\$830,170

7.3 Budget Considerations

Overall Tier I Cost Summary

Based on the Rough Order of Magnitude (ROM) construction cost estimate, the total estimated cost for Tier I (Immediate Repair) improvements to the City of Banning Animal Shelter is approximately:

Tier I Total Estimated Cost: \$830,000 (ROM)

This estimate reflects the minimum investment required to stabilize the facility and restore basic operational functionality. Costs are limited to essential repairs addressing health, safety, structural integrity, and operational readiness. No capacity expansion, modernization, or discretionary enhancements are included.

Primary Cost Drivers

Tier I costs are concentrated in a limited number of high-priority repair categories, reflecting the age and deferred maintenance condition of the facility.

Building Systems and Infrastructure

A significant portion of Tier I funding is allocated to mechanical, electrical, and plumbing repairs, which are required to support safe occupancy and animal care operations:

- Mechanical (HVAC) repairs: approximately \$100,500
- Electrical repairs and lighting: approximately \$122,800
- Plumbing repairs: approximately \$89,300

Together, these systems account for over one-third of the Tier I budget, underscoring the extent of infrastructure deterioration and the necessity of these investments to resume operations.

Architectural and Interior Stabilization

Architectural repairs focus on enclosure integrity, sanitation, and security, including:

- Full roof replacement and localized roof sheathing repair
- Interior drywall and ceiling replacement where damaged
- Rodent remediation and deep cleaning
- Interior painting
- Exterior door and frame replacement
- Kennel hardware replacement

Architectural Tier I improvements total approximately \$203,000 and are critical to preventing further deterioration and supporting safe animal housing.

Site, Civil, and Safety Improvements

Tier I site-related costs address drainage, circulation safety, and accessibility, including:

- Site grading and drainage improvements
- Sewer jetting and inspection
- ADA parking adjustments
- Cold patching and striping

Civil and ADA Tier I improvements total approximately \$210,000, reflecting the need to correct long-standing site deficiencies that affect daily operations and safety.

Structural Repairs

- Structural Tier I improvements address localized but critical issues, including:
- Slab settlement repairs
- Masonry anchorage upgrades
- Kennel and isolation pen anchoring improvements
- Limited roof sheathing replacement

Structural Tier I costs total approximately \$91,000 and are necessary to ensure safe use of existing buildings.

Budget Characteristics and Risk Considerations

- Non-Discretionary Nature

The majority of Tier I costs address conditions that must be corrected to legally and safely occupy the facility.

- Repair-Focused Scope

Costs emphasize repair and limited replacement rather than wholesale reconstruction, reflecting fiscal restraint and near-term operational goals.

- ROM Level of Certainty

As a ROM estimate, costs reflect planning-level accuracy. Actual construction costs may vary based on detailed investigation, market conditions, and contractor pricing.

- Limited Contingency Exposure

While some risk exists due to concealed conditions, the scope is narrowly defined to reduce exposure to cost escalation.

Relationship to Long-Term Capital Planning

Tier I expenditures should be viewed as stabilization investments, not sunk costs. These improvements:

- Extend the usable life of existing assets
- Reduce immediate operational and liability risks
- Enable interim or continued shelter operations
- Provide time for the City to evaluate Tier II expansion or replacement options

Importantly, Tier I investments do not commit the City to long-term use of the facility nor materially increase replacement costs should a new facility be pursued.

Summary

The Tier I budget of approximately \$830,000 represents the lowest reasonable cost threshold for restoring the City of Banning Animal Shelter to safe, functional operation. The cost distribution reflects necessary investment in building systems, structural stability, sanitation, and site safety rather than discretionary improvements.

Timely implementation of Tier I improvements will stabilize the facility, protect public and animal health, and support informed decision-making regarding future capital investments.

APPENDIX A: STAKEHOLDER MEETING PRESENTATION

forthcoming

End of Report

DRAFT