

## **TOWN OF WINDSOR AGENDA REPORT**

**Joint Windsor Town Council, Windsor Redevelopment Successor Agency and Windsor Water District Meeting Date:** March 18, 2026

**To:** Mayor and Town Council  
**From:** Kristina Owens, Government Operations Manager  
**Subject:** Animal Care, Sheltering, and Animal Control Services

### **Recommendation to Council:**

By motion:

1. Approve termination of the Professional Services Agreement with North Bay Animal Services (NBAS) effective March 31, 2026.
2. Authorize the Town Manager to negotiate and enter into an interim agreement with a provider for Animal Care and Sheltering services with a total not to exceed \$68,000, for the period April 1 through June 30, 2026, and execute on behalf of the Town.
3. Authorize the Town Manager to negotiate and enter into an interim agreement(s) with a provider(s) for Animal Control Services with a total not to exceed \$60,000, for the period April 1 through June 30, 2026, and execute on behalf of the Town.
4. Authorize a General Fund budget amendment of \$60,000 to the adopted appropriations in the FY 25/26 budget.

### **Strategic Plan Element:**

The recommended action supports the goals of Fiscal Health and Livability. Goal Statement: Ensure the economic health and long-term financial viability of the Town. Goal Statement: Preserve community character by maximizing the use of existing amenities and creating future opportunities that enhance quality of life for all.

### **Background:**

The Town contracted with the County of Sonoma for Animal Care, Control, and Shelter Services from 1992 to 2020. In 2020, the Town contracted with North Bay Animal Services (NBAS), and again in 2024, after two successful competitive bidding processes. The Professional Services Agreement (PSA) between the Town and NBAS is scheduled to expire on June 30, 2027.

On June 12, 2025, the Sonoma County Civil Grand Jury released a Grand Jury Report: Animal Services in Sonoma County: Separate and Not Equal, identifying several Sonoma County jurisdictions as respondents to the Grand Jury's Findings and Recommendations. A citizen complaint prompted the 2024-2025 Civil Grand Jury to investigate the Petaluma-based NBAS on alleged inadequacies of shelter conditions and failure to comply with state laws surrounding humane care, vaccination, and licensing of dogs, quarantine and the tracking of dangerous animals, and spay/neuter surgery of animals before placement in foster or adoptive homes. This investigation led to a broader study of county-wide animal services, resulting in 13 findings and 8 recommendations. Of the jurisdictions identified as a respondent, Cloverdale, Petaluma, Sebastopol, and Windsor contract with NBAS. Following the Grand Jury report, the Town adhered to the recommendations, conducting site visits and receiving quarterly reports while awaiting the County of Sonoma to establish a county-wide Animal Task Force.

On February 23, 2026, the Press Democrat reported on the Clearlake Animal Shelter and the related conditions during the February 7 transition from NBAS to Clearlake Animal Association. The outcome of this article, social media posts, and numerous professionals and animal care volunteers who voiced their concerns led the respondent jurisdictions served by NBAS to seek potential alternatives.

On March 2, 2026, the Petaluma City Council received a presentation from staff regarding “Potential Changes to Animal Services within the City of Petaluma”. During this meeting, Council received 3 options and selected to terminate the contract between the City and NBAS by March 31, 2026. NBAS is the operator of the Petaluma Animal Shelter (PAS), providing animal care, sheltering, and control for Petaluma and Windsor, and provides animal control to Sebastopol and Cloverdale. Furthermore, the Council approved staff to contract with the Marin Humane (MH) until a Request for Proposal is completed. The transition is multifaceted, requiring MH to close the PAS temporarily to evaluate the property, obtain records related to regulated animal care and licensing, and accurately assess the viability of the PAS operations. Therefore, all animals on site at PAS, including 40 Windsor animals, will be part of the transition, as the city takes sole ownership on April 1, 2026.

### **Discussion:**

Anticipating potential change at PAS and the viability of NBAS’s daily operations, the Town began evaluating other options. Town staff met with the Director of Sonoma County Animal Services (SCAS) and the Executive Director of Humane Society of Sonoma County (HSSC) to tour facilities, view operations, and discuss potential services to Windsor. Staff then contacted and visited the only animal shelter owned and operated by a city, Rohnert Park Animal Shelter (RFAS), to determine if capacity was available on an interim and emergency basis should neither SCAS nor HSSC accept Windsor animals. Discussions are ongoing to ensure the Town has a transition plan that provides clear direction for interim and long-term provider(s).

Acknowledging PAS will change operators effective April 1, and the findings identified in the Sonoma County Civil Grand Jury report, it is not expected that NBAS will have the ability to perform the scope of services per the Town’s executed PSA, at the service level the Town desires. Therefore, it is the recommendation for the Council to exercise the Town’s authority to terminate the PSA between the Town and NBAS. If approved by Council, the termination date will be March 31, 2026, allowing for a clean transition to an interim provider effective April 1. It is anticipated that any transition to the interim provider will be temporary, providing the Town sufficient time to prepare and issue a Request for Proposal (RFP). This will allow the new providers to submit a long-term proposal based on annual costs and services.

### ***Interim Animal Care & Sheltering Services***

Town staff’s evaluation of interim options has resulted in 1 proposal and 1 acknowledgment for interim Animal Care and Sheltering Services. Both submittals used Windsor’s population and the estimate of the number of animals potentially generated. Neither proposal provides the administrative services component for animal licensing. Animal licensing is typically handled by the provider to offset program expenses; however, neither proposal identified the service.

- Humane Society of Sonoma County (HSSC) proposed interim services of 3 months ending June 30, 2026, for shelter and medical services not to exceed \$68,000.
  - The HSSC will utilize both locations, the Healdsburg and Santa Rosa campuses, for the Town of Windsor. The hours of operation for Healdsburg are Monday – Sunday from 9 am to 5:30 pm, and the Santa Rosa campus is Tuesday – Sunday from 10 am to 5 pm. Both locations will have after-hours emergency access for animal control services.

- The City of Rohnert Park acknowledged interim services for 3 months ending June 30, 2026, for sheltering and care not to exceed \$54,000.
  - The Rohnert Park City Council will need to consider and approve the interim services at a regularly scheduled Council meeting to be determined.
  - The Rohnert Park Animal Shelter is in the City of Rohnert Park, approximately 15.8 miles south of Windsor. The RPAS is open Wednesday – Sunday, 1 pm to 5:30 pm, and by appointment only on Monday and Tuesday. Emergency access for animal control services will be available.

Staff continues to discuss potential services with HSSC and the City of Rohnert Park. Those negotiations are not expected to be completed by the time of the Council meeting, therefore, the Town Manager is requesting authority to negotiate and execute an interim agreement(s) with provider(s) for a total amount not to exceed \$68,000, for the period April 1 through June 30, 2026.

***Interim Animal Control Services***

The Town has not yet received a proposal for animal control that includes animal licensing. Discussions are ongoing with the staff’s intention to identify a potential provider for continuity of operations for a period of 3 months. Therefore, the Town Manager will need authorization to negotiate and execute an interim agreement(s) with provider(s) for a total amount not to exceed \$60,000, based on Windsor's population and estimate of animal calls and services with a new provider(s), for the period April 1 through June 30, 2026.

As the County of Sonoma begins to navigate the creation of a county-wide Animal Task Force and the option for a Joint Powers Authority, the County will determine if interim Animal Control Services could be available to those jurisdictions impacted. In the meantime, to guarantee continuity, protection of our animals, and public welfare, staff will release a new RFP no later than May 2026 to transition to a provider(s) effective July 1, 2026.

**Fiscal Impact:**

Adopted appropriations in the FY 25/26 budget are not sufficient to cover the full cost of the proposed action item. A budget amendment of \$60,000 is required. A detailed breakdown of costs, the adopted budget, and the proposed amendment is provided in the table below:

<b>Fund Name</b>	<b>Cost</b>	<b>Adopted Budget</b>	<b>Amendment Requested</b>
General Fund	\$288,042	\$228,042	\$60,000

The proposed budget amendment will reduce available fund balances as presented below, but sufficient reserves are available in the fund to support the action.

<b>General Fund</b>	<b>Balance</b>
Beginning Estimated Fund Balance	\$12,459,048
Less: Budget Amendment Requested	(\$60,000)
Estimated Ending Fund Balance	\$12,399,048

**Environmental Review:**

The recommended action does not constitute a “project” within the meaning of California

Environmental Quality Act (CEQA) Guidelines Section 15378 and requires no environmental review.

**Attachment(s):**

1. [Humane Society of Sonoma County Proposal March 2026](#)
2. [Sonoma County Civil Grand Jury Report 2025](#)

**Prepared by:**

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**Reviewed by:**

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Administrative Services Director

**Approved by:**

Jon Davis  
Town Manager