



City of Charles Sturt
City of West Torrens
City of Port Adelaide-Enfield

ADL19-0437
26 February 2020

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FEASIBILITY STUDY ANIMAL DETENTION FACILITY



Feasibility Study Animal Detention Facility

26 February 2020

Lead consultant	URPS
In association with	Balancing Act Adelaide
Prepared for	City of Charles Sturt, City of West Torrens and City of Port Adelaide-Enfield
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1.0 Introduction

URPS and Balancing Act Adelaide were engaged by the Cities of Charles Sturt, Port Adelaide Enfield and West Torrens (the three Cities) to explore models and opportunities to provide arrangements for the detention of dogs and cats seized under the Dog and Cat Management Act 1995 (the Act).

The project was funded through the Research and Development Fund of the Local Government Association of South Australia. As such, the project was conducted so that its outcomes are, at least partially, relevant to South Australia beyond the specific situation of the three nominated councils.

Overall, the project found that it can be beneficial for councils to work with animal welfare organisations on a partnership basis to fulfil their responsibilities under the Act. It can also be beneficial for two or more councils to work together towards the development of short-term animal detention facilities that are easily accessible to the community. This includes leveraging the expertise of specialist organisations or/and other councils to achieve positive animal service and welfare outcomes, and cost savings associated with sharing services and facilities.

It must be noted, however, that working in partnership with animal welfare organisations may mean that pounds, shelters and/or other facilities may not be near all the communities that they serve. This implies that in order to fulfil community expectations (e.g. short trips to and from animal facilities) councils may wish to consider other options, including making available local or regional pounds.

1.1 Background

With the forthcoming demolition of the Animal Welfare League's Wingfield impound facility, the three Cities recognise that there is a need to investigate alternative models to meet their statutory requirements to provide arrangements for the detention of dogs seized under the Act from 01 July 2020.

Following several months of negotiation with the Animal Welfare League (AWL) to determine an appropriate funding model for a new detention centre on the AWL's Wingfield site, it is opportune to explore the merits of alternative models in Australia and/or internationally for potential implementation in South Australia.

1.1.1 Methodology

The methodology of this project involved a three-step approach, comprising:

- A review of current state, including policy context, existing facilities in South Australia, planned closure dates of existing detention facilities and current relevant animal detention statistics with relevance to the three Cities.
- An independent review of the AWL proposal to the three Cities for the construction of a new impound and reclaim centre at the AWL Wingfield site.
- A desktop review of alternative solutions building on interstate and/or international experiences.

Methods comprised:

- Desktop research of current legislation, council documents and national or international models of animal detention.
- Descriptive statistical analysis of current animal detention data relevant to, and provided by, the three Cities.
- A 1.5 hour-long focused conversation with key informants of the AWL.
- Informal conversations with representatives of local government areas (i.e. councils) in South Australia.

2.0 Policy Context

The key legislation that applies to the issues considered in this report is the Dog and Cat Management Act 1995.

As per the Act, impounded dogs are required to be held at a facility for 72 hours. After that, animals are generally transferred to a shelter for rehoming. At this point, it is up to the shelter management to re-sell/rehome or euthanise the animals.

An interview with AWL representatives including its former CEO conducted for this project revealed that there are no set timeframes for impounded cats. However, it is foreseen that the Act may be amended in the near future to include requirements for cats similar to the existing requirements for dogs¹.

When an animal is found, identification via registration disks and microchip numbers should be checked and owners should be contacted to arrange return to home as soon as possible. If the owner is unable to be identified or contacted, the animal is impounded by the council in an approved facility. A notice of detention has to be displayed at the council office, and the animal must be detained for 72 hours after such notice of detention is displayed.

Councils are responsible for making satisfactory arrangements for the detention of dogs and if they choose to detain cats, satisfactory arrangements for a facility for their detention.

Detention facilities used by councils may include:

- Council owned and operated facilities.
- Privately owned and operated facilities.
- A combination of these options.

2.1 Key Changes to the Act

Significant changes were made to the *Dog and Cat Management Act 1995* in 2017 and 2018. These changes are designed to achieve two main outcomes:

- a) Increasing the likelihood of lost or impounded dogs and cats being reunited with their owners in South Australia.
- b) Reducing the number of unwanted and/or abandoned litters euthanised in South Australian pounds and shelters.

A brief overview of key changes to the Act, in order to promote reunification of stray animals with their owners and to minimise euthanasia rates include:

- Compulsory microchipping of dogs and cats.
- Compulsory de-sexing of dogs and cats born on or after 1 July 2018 (with the exception of working dogs and registered breeders).

¹ Interview with AWL representatives on 26 November 2019

- A register of microchipped and de-sexed dogs and cats kept and maintained by The Dog and Cat Management Board (e.g. Dogs and Cats Online (DACO) website).
- A requirement for any commercial dog and/or cat breeder to be registered with the Dog and Cat Management Board.
- Jurisdiction of the South Australian Civil and Administrative Tribunal (SACAT) to review decisions made by local councils and the Dog and Cat Management Board.
- Assistance dogs' accreditation being done by a prescribed accreditation body (e.g. the Royal Society for the Blind, Guide Dogs or Lions Hearing Dogs).

2.2 Statutory Obligations under the Act

The Act requires the Dog and Cat Management Board (DCMB) to issue guidelines and provide advice to councils regarding the standard of facilities used for the detention of dogs and cats under the Act.

The Act also stipulates that following its seizure, a dog or cat must be detained in a facility approved by the DCMB if the animal cannot be returned to the owner or responsible person.

The relevant sections of the Act include:

2.2.1 Section 21 – Functions of the Board

Among its many functions, the DCMB is expected to “*oversee the administration and enforcement of the provisions of the Act relating to dogs and cats*”. This includes issuing guidelines and providing advice to councils, including about the standard of facilities used for the detention of dogs and cats under the Act.

2.2.2 Section 61 – Procedure following seizure of dog

If a dog is seized under this Division of the Act, it must either be “*returned to a person who owns or is responsible for the control of the dog*” or be “*detained in a facility approved by the Board*” for the purposes of detaining dogs.

2.2.3 Section 64 – Power to seize and detain cats

This section details the circumstances in which cats can be seized and detained. A person may seize and detain a cat in a number of circumstances set out in section 63 (1) of the Act and in any other circumstances set out in the regulations.

A person may seize and detain an unidentified cat for the purposes of “*delivering it within 12 hours*” to a “*facility nominated by a council*” and approved by the DCMB at which cats may be detained.

2.3 Policy and Guidelines

The relevant policy, guidelines and checklist relating to the detention of dogs and cats include:

1. *Dog and Cat Management Board: Approval of facilities used for the detention of dogs and cats under the Dog and Cat Management Act 1995* including the Detention Facility Compliance Checklist (July 2017)
2. *Dog and Cat Management Board: Guideline for Council facilities used for the detention of dogs and cats under the Dog and Cat Management Act 1995* (July 2017).

2.3.1 Approval of Facilities

This policy sets out the process for seeking the Dog and Cat Management Board’s approval of facilities used for the detention of dogs and cats and the requirements for approving facilities. The Board will approve facilities that satisfactorily meet the minimum requirements set out in the Board’s *Detention Facility Compliance Checklist*.

2.3.2 Guideline for Council Facilities

All facilities used by Council must be approved by the Board prior to use. If a council uses facilities owned or managed by a contractor, the council is responsible for ensuring that minimum requirements are met. The DCMB’s *Guideline for Council facilities used for the detention of dogs and cats* under the *Dog and Cat Management Act 1995* (2017:5) establishes that “arrangements with external providers should be formalized in a service agreement which stipulates the roles and daily operational requirements of the owner of the facility” and operator of the facility. The Guideline sets out the recommended minimum standards and management, accommodation, and care that should be applied in council dog and cat detention facilities. This includes planning, vehicles and operations. A summary is provided in the table below.

Table 1: Summary of items included in the guidelines for council facilities

BROAD AREAS	SPECIFIC ITEMS
Planning	<ul style="list-style-type: none"> Pens and cage sizes Isolation pens Sleeping quarters Materials and design Ventilation heating and cooling Lighting Water and sewerage Security
Vehicles	Fit for purpose vehicles and maintenance
Operations	<ul style="list-style-type: none"> OH&S Training Induction and impound register Food and water Health and wellbeing inspection Hygiene Temperature Environmental enrichment (physical and mental enrichment) Temporary housing Veterinary care

Source: Dog and Cat Management Board, *Guideline for Council facilities used for the detention of dogs and cats* under the *Dog and Cat Management Act 1995* (July 2017)

3.0 Improving Animal Welfare Outcomes

While this is not strictly connected with the fulfilment of Councils' obligations under the Act, it is still meaningful to discuss some of the key issues that inform the broader field of the relationship between animals and the communities in which they live. This section is mostly informed by a discussion paper from the NSW Companion Animals Taskforce and by the work of Emeritus Professor Jacquie Rand, one of the top animal welfare experts in Australia.

Rehoming animals from pounds is a critical strategy employed by councils to reduce the number of animals euthanised after impounding. This is very important, as euthanasia often implies significant moral, social and financial burdens and it is widely recognised that councils should do as much as they can to reduce euthanasia rates of healthy animals. For instance, it is thought that as high as 50% of people directly involved in euthanising animals develop a form of post-traumatic stress, leading to mental health problems, and an increased risk of suicide. This shows that there is also a very compelling human argument for changing the way we look at managing stray animals.

A NSW Companion Animals Taskforce Discussion Paper found that an important pathway to achieve better animal welfare outcomes – which often goes hand in hand with broad community expectations – is a sustained and greater collaboration between councils and animal welfare organisations on impounding and rehoming services².

There is also broad understanding that improved outcomes for impounded animals often occur when councils work in partnership with animal welfare organisations, which generally employ specialised staff and have established promotional, distribution and fundraising networks to support their efforts in rehoming animals.

3.1 Strategies to Reduce Euthanasia³

Communities often expect that councils take any necessary step to reduce euthanasia of healthy animals, while doing their best to increase reclaim and adoption of animals.

These aspects are in fact connected. Councils with low euthanasia rates also have high reclaim and adoption rates, and typically engage in more strategies to increase registration and micro-chipping rates in their community, and involve community groups in their rehoming efforts.

The primary strategies used by councils to reduce euthanasia of impounded dogs and cats can be divided into three major categories:

1. Reducing animal intake
2. Increasing animal reclaim rates
3. Increasing rehoming rates.

The sections below list some of the strategies commonly used by councils to reduce intake, increase reclaim and increase rehoming. It should be noted that it is plausible to think that all these strategies can

² NSW Companion Animals Taskforce Discussion Paper (2012)

³ Strategies to Reduce the Euthanasia of Impounded Dogs and Cats Used by Councils in Victoria, Australia (Rand et al. 2018)

be implemented at their best through partnerships with animal welfare organisations. It should also be recognised a number of these recommendations are above Local Government's role under the DCM act.

3.1.1 Reducing Animal Intake

Multiple strategies can contribute to reducing the intake of dogs and cats. These include:

- Promoting responsible pet ownership.
 - > Utilise local newspaper, social media, pet expositions, and school visits.
 - > Provide training programs and information seminars.
- Returning roaming animals directly to owners.
 - > Return roaming animals directly to their owner where possible, rather than impounding them.
- Escalating fines for owners of repeatedly wandering animals.
- Subsidized sterilisation programs.
 - > Provide vouchers for people on limited income.
 - > Offer free sterilisation clinics for cats once or twice a year (e.g. targeting disadvantaged areas with high cat intake).
- Offering alternatives to surrender.
 - > Develop strategies to encourage owners to keep their animals, including advice regarding behavioural issues and containment options.
 - > Offer free pound housing while the owners mend fences.
 - > Ask owners to consider their decision for another seven days before proceeding with surrender.
 - > Help owners with fees (i.e., impoundment or sterilisation fees) if this is the reason for surrender.
 - > Hold surrendered animals for extended time in case the owners change their mind.
- Slowing intake when at or near capacity.

3.1.2 Increasing Animal Reclaim Rates

Increasing animal reclaim rates can be achieved by:

- Increasing animal identification.
 - > Run micro-chipping events to increase the number of animals with microchips and the accuracy of the owner contact details (e.g. targeted to young and older pet owners).
 - > Conduct compliance monitoring to increase current registrations (e.g. door knocking targeted to people where registration for an animal has not been renewed).
 - > Contact owners via telephone, email, or SMS re: overdue renewal.
- Advertising stray animals.
 - > Via the council website, Facebook, the local newspaper, rescue group websites, and brochures at veterinary clinics and on a community app.
- Extended holding and reclaim rates.
 - > Extend pick up hours to weekends and in the evening on weekdays.

3.1.3 Increasing Rehoming Rates

Increasing animal rehoming rates can be achieved through:

- Vaccination protocols.
- Encourage finders of stray animals to adopt.
- Animals available for adoption advertised on social media, council websites, newspapers.
- Reduced adoption fees for older animals.
- Free registration for the remainder of the year or for a year for animals adopted from facility.
- Fostering programs through rescue groups or veterinary clinics.
- Special training program for adoption staff.
- Formal rehabilitation program to improve the adoptability of animals.
- Adoptions through local pet shops.
- Adoptions through local veterinary clinics.
- Special induction/education building with one room set up with couch in home-like setting for prospective adopters to bring children and other pets to meet animals.

4.0 Current State

This section provides a summary overview of the current situation of animal detention facilities in South Australia. It provides a summary of key animal statistics relevant to the three Cities within the broader Australian context. It also makes specific reference to the state of existing detention facilities and planned closures where relevant.

4.1 Quick Statistical Overview

This section aims to summarise key animal statistics of the three Cities and to place them in a broader context.

4.1.1 Reclaim and Rehoming National Trends

National RSPCA animal statistics⁴ show that, during 2017-18:

- RSPCA received 40,286 dogs with just over 75% of dogs being reclaimed or rehomed nationally.
- A higher proportion of cats and kittens have been adopted and reclaimed in this period than in any previous year, with just over 65% being reclaimed or rehomed.
- The difference between dogs that are reclaimed and rehomed is minimal (i.e. about 38% are reclaimed and about 37% are rehomed nationally).
- Only about 5% of cats are reclaimed, with as much as 60% needing rehoming.

When we look at the differences between states, it appears clear that:

- New South Wales and Western Australia experienced the lowest success rates for reclaimed and rehomed dogs in 2017-18.
- The highest rates of reclaimed and rehomed dogs in 2017-18 were achieved in Darwin, Victoria and the Australian Capital Territory.
- South Australia's rate of reclaim and rehoming both dogs and cats sits very close to the national averages (just below them in both categories).

The figures below summarise the proportions of dogs and cats being reclaimed and rehomed through RSPCA's services in the various Australian states between 2012 and 2018.

⁴ RSPCA report on animal outcomes from our shelters, care and adoption centres 2017-18, <https://www.rspca.org.au/sites/default/files/RSPCA%20Report%20on%20Animal%20Outcomes%202017-2018.pdf>

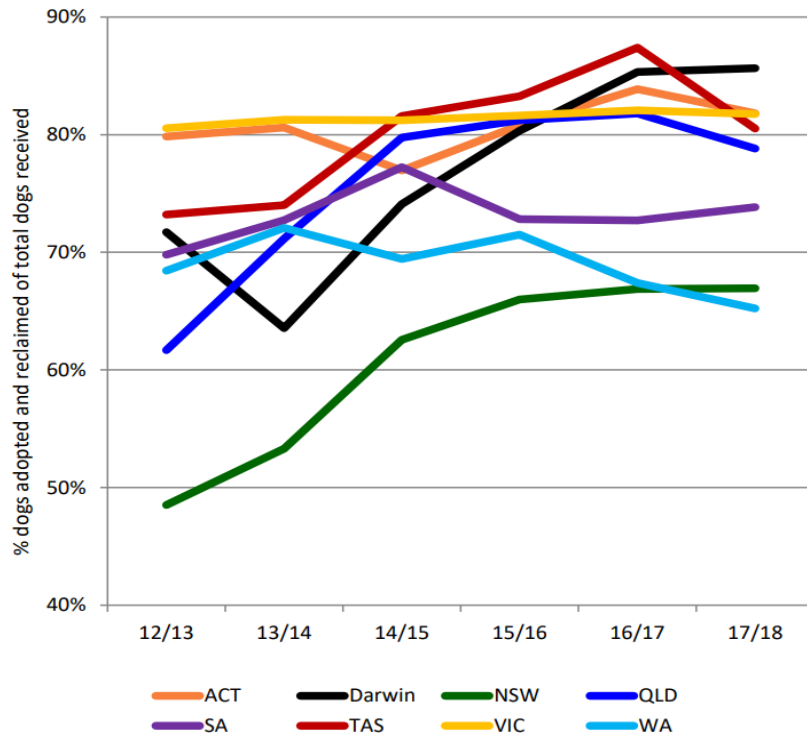


Figure 1: Combined percentages of dogs being reclaimed and rehomed by state, Australia, RSPCA 2012-2018

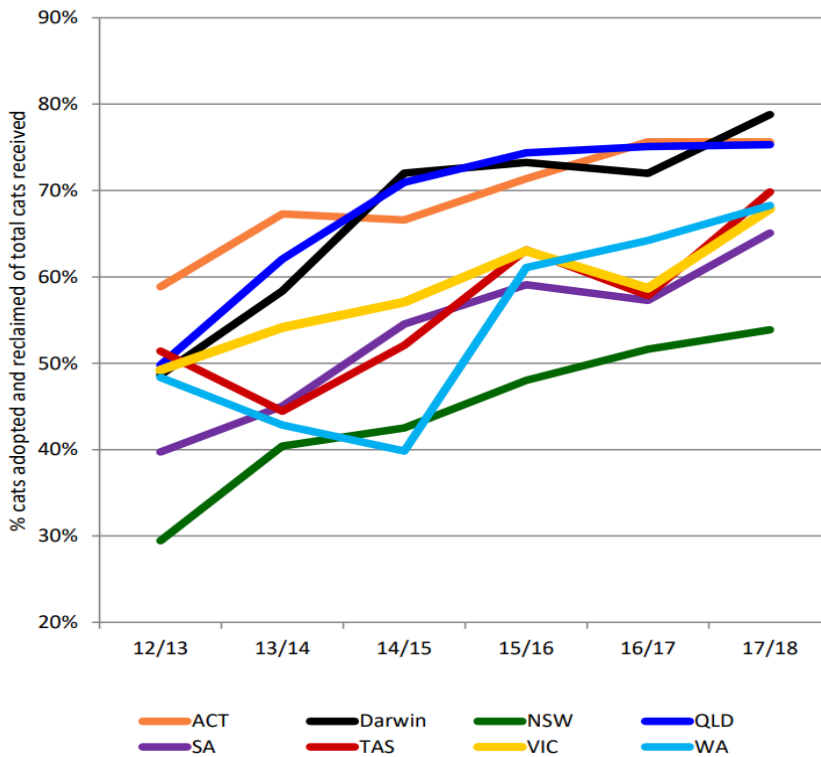


Figure 2: Combined percentages of cats being reclaimed and rehomed by state, Australia, RSPCA 2012-2018

4.1.2 Reclaim and Rehoming in the Cities of Charles Sturt, Port Adelaide-Enfield and West Torrens

In all three Cities, the combined rate of reclaimed and rehomed dogs is much higher than RSPCA’s average for both Australia and South Australia, with figures⁵ showing 91% in Charles Sturt and West Torrens, and 87% in Port Adelaide-Enfield in 2018 (see figure below).

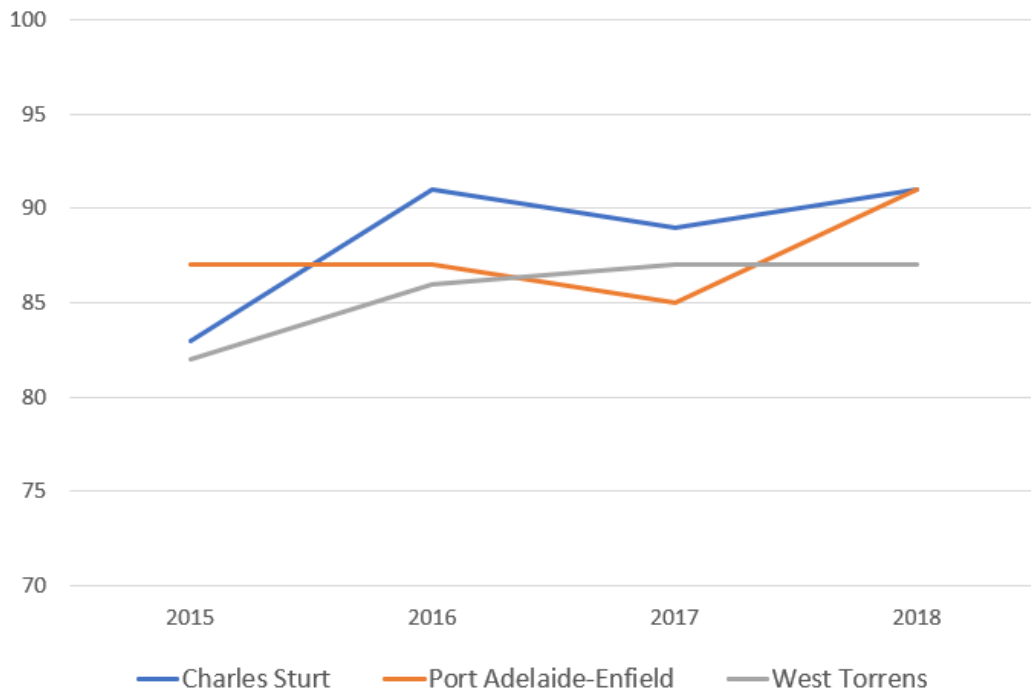


Figure 3: Combined percentages of dogs being reclaimed and rehomed by Local Government Area, Charles Sturt, Port Adelaide-Enfield and West Torrens, 2015-2018

The table below shows the proportion of dogs impounded in the three Cities and the period of hold. Across all three Cities, the majority of impounded dogs are held for less than the mandatory 72 hours. Respectively, this figure amounts to 60% of impounded dogs in West Torrens and Charles Sturt, and 73% in Port Adelaide-Enfield. More details are presented in the table below:

Table 2: Percentage of impounded dogs and hold time, Cities of Charles Sturt, West Torrens and Port Adelaide-Enfield, 2018

	City of Charles Sturt	City of West Torrens	City of PA-Enfield
Less than 24 hours	n/a	34%	42%
24-72 hours	n/a	26%	31%
Less than 72 hours (subtotal)	60%	60%	73%
More than 72 hours	40%	40%	27%
Total	100%	100%	100%

⁵ Council shelter statistics, Animal Welfare League SA 2018, provided by the three Cities

In terms of cats, instead, the rates of combined reclaim and rehoming are much lower in the three Cities than in SA and in Australia, with figures ranging between under 40% (West Torrens) and under 50% in (Charles Sturt and Port Adelaide-Enfield). The figure below shows the combined percentages of reclaimed and rehomed cats being by Local Government Area between 2015 and 2018.

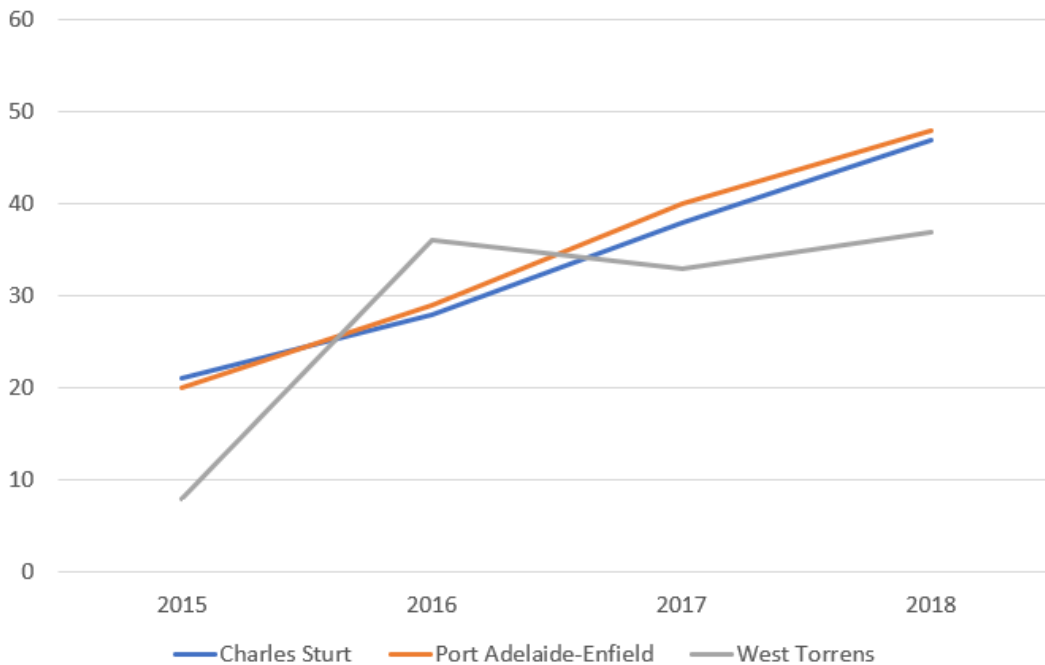


Figure 4: Combined percentages of cats being reclaimed and rehomed by Local Government Area, Charles Sturt, Port Adelaide-Enfield and West Torrens, 2015-2018

4.2 Schedule of Upcoming Facility Closures

The closure of existing shelters may pose significant challenges for councils that use them as a pound and will require alternative solutions for rehoming and animal welfare services.

4.2.1 Closure of AWL Wingfield

The current AWL Wingfield site is due to close for redevelopment at the end of June 2020 and it is not due to offer a pound facility upon reopening. All councils that use AWL Wingfield as a pound will have to develop alternative solutions.

While AWL had proposed to the Cities of West Torrens, Charles Sturt and Port Adelaide Enfield to develop a proposal for the inclusion of a pound in the new master-planned site, this opportunity is no longer available. This issue will be treated more in detail in section 5.0.

That said, an interview conducted with AWL staff for this project identified an opportunity to resume a conversation between the AWL and any council interested in developing a council pound on the Wingfield site in the future, once the current site redevelopment works are completed.



4.2.2 Closure of RSPCA Lonsdale

Further to the above, the operations of RSPCA Lonsdale are also set to undergo significant change in the near future.

The Lonsdale shelter is the most out-dated RSPCA facility in Australia and not suited for redevelopment, and RSPCA plans to develop a purpose-built animal care campus where new care, education and training programs and facilities can be introduced. The project is expected to require an investment of approximately \$20 million and a suitable location was identified in O'Halloran Hill⁶.

The implication of this is that, should councils and RSPCA fail to reach an agreement on the inclusion of a council pound in the new facility, the same situation that it is being experienced now with the Wingfield site could be replicated across the broader southern metropolitan Adelaide area.

The primary research undertaken for this project suggests that several conversations are currently occurring between RSPCA and southern councils to scope future opportunities. This may include the opportunity for councils to continue to use the existing facility as a pound.

⁶ <https://www.rspcasa.org.au/20-million-animal-care-campus-planned-adelaides-south/>

5.0 Review of AWL Proposal

The imminent redevelopment of AWL Wingfield site urges all affected councils to review their model to hold animals for 72 hours following impounding in an adequate facility to be approved by the DCMB.

Notably, the opportunity to build a pound for council use as part of the current Wingfield redevelopment project is no longer viable due to the timeframe of the redevelopment project.

5.1 Redevelopment of AWL Wingfield

AWL is redeveloping its Wingfield Shelter into a purpose-built Animal Care Centre on the site of the current shelter and vet clinic, which are deemed as sub-standard and not-fit-for-purpose. AWL expects to see the completion of the new Animal Care Centre by July 2020.

The new Wingfield site is expected to be an:

"[...] Australian-first, purpose-built Animal Care Centre that will provide the highest levels of care, education and human/animal interaction with companion animals. The current Wingfield shelter and vet clinic are sub-standard and not-fit-for-purpose and the Animal Care Centre will replace a rundown and inefficient shelter that was built more than 40 years ago".⁷

The new Animal Care Centre will feature:

- Modern state-of-the-art veterinary facilities to meet the needs of the animals in care
- Improved adoption opportunities due to better human-animal interactions
- Improved greenspaces for exercise, training and rehabilitation
- Greater flexibility of space in line with demand

5.2 Proposed Council Pound Collaboration

Assisting councils with their obligations under the Act is a strategic priority for AWL. This strategic priority is at the core of the proposal presented to councils in 2018 to include a council pound in the Master Plan of the AWL Wingfield Site Redevelopment.

However, the proposed integration of a council pound with the new AWL Animal Care Centre was subject to council financial contribution. Furthermore, since AWL did not have the financial reserves to facilitate repayment by councils over a prolonged contract period, it required full payment from each partner council for the capital outlay in line with the construction payment schedule.

The proposal was presented to councils on Wednesday 28th November 2018 and it included the following reasons for asking council for financial assistance:

⁷ AWL, Building the Future of Animal Care, available at: <https://awlredevelopment.org.au/about/>

- AWL is heavily reliant on community fundraising and commercial enterprises to support its charitable programs.
- AWL has a long history of prudent and sustainable financial management, but large capital outlays associated with generational renewal present unique short-term cash flow challenges.
- Bequest income is a critical component of AWL's ongoing funding, but it is an unpredictable and lumpy revenue stream from year to year. AWL needs \$3m per year to sustain its current operations.
- AWL's current redevelopment, whilst fully funded, will exhaust all current cash reserves.
- This development presents a high risk to AWL's lifesaving animal welfare and charitable programs, in the event of one or two 'down' years of bequests, particularly in the next 5 years after a major cash outlay.

On the 31st of January 2019, AWL advised the three Cities that it was:

"[...] important that AWL receive confirmation from each participating Council no later than 15th March 2019 of their ability to cover their share of estimated capital cost in full, on the assumption that all parties will later agree on the MoU, final design and project cost"⁸.

Confirmation from the three councils to proceed and execute agreements was set to be on the 31st of August 2019.

5.2.1 Benefit to Local Government

The AWL noted in their presentation that the recent amendments to the Act (v 1.7.2018: S26, S63, S64) resulted in higher public expectation for dog and cat management, especially for compliant facilities for cat management.

In the proposal presentation dated 28th November 2018, AWL outlined the following points as "benefits to councils":

- Opportunity to demonstrate support for a tangible application of the Act.
- Opportunity to demonstrate support for the work that AWL provides to community in caring for vulnerable pets.
 - > South Australia is the stand out State in terms of pet ownership, with 73% of households owning a pet (national average is 63%).
 - Almost half of all households have a dog.
 - 31% of households own a cat.
- Achievement of economies of scale and consequent reduced costs to community.
- Involvement in a capital project with significant community appeal and media opportunities.

⁸ AWL - Letter to councils (31 January 2019)

5.3 Meeting between AWL and Consulting Team

For the purpose of this project, a meeting between the consulting team and three key AWL staff members was conducted on 26 November 2019. The meeting was attended by the following AWL staff members:

- Chief Executive Officer⁹
- Rehoming Manager and Project Manager of Redevelopment
- Local Government and Community Coordinator

The main purpose of the meeting was to gain an independent understanding of the AWL proposal for the construction of a new pound and reclaim centre at AWL Wingfield.

In particular, the conversation sought to:

- Understand the value proposition of AWL to the three Cities in the light of potential alternatives.
- Understand what potential operational models the proposition may imply.
- Gauge the willingness of AWL to negotiate or review any aspect of the current proposal.
- Ascertain whether AWL would be open to continue to collaborate with the three Cities should these not decide to accept the current proposal.

5.3.1 Position of AWL

Information gained during this meeting highlighted four well-defined points that make up the framework of the position of AWL.

This can be synthesized as:

1. The opportunity to build a pound as part of the current Wingfield redevelopment project is now “*off the table*” due to the tight timeframe of the redevelopment project.
2. Should the councils wish to resume the conversation about building a pound on the site, AWL would be open to consider a proposal. However, it is likely that this would cost more than what was proposed so far, because the pound would need to be built as a stand-alone project.
3. AWL is only interested in providing a ‘full-service pound model’ (i.e. fully outsourced to AWL), integrated with rehoming, veterinary and customer services. There is broad understanding that good practice points towards maintaining pound functions and rehoming services in close proximity.
4. The capital costs of whatever pound facility that may be built on the Wingfield site will need to be recuperated through council capital contribution.

⁹ It should be noted that the AWL CEO, Mr Richard Mussell, has now concluded his role with AWL in South Australia and that, therefore, opportunities may exist to continue or re-initiate a conversation around the Wingfield site with the new CEO.

5.3.2 Contextual Aspects

Several other points emerged from the meeting, the most relevant of which are summarized below:

Table 3: Summary of contextual points from meeting between AWL and consultant team, 26 Nov 2019

TOPIC	KEY POINTS
The Act	<ul style="list-style-type: none"> • AWL is advocating for changes to the Act to include facility requirements for cats similar to the existing requirements for dogs and the Act may be updated in the foreseeable future • The implication of the above is that facilities for cats may be required in as little as 12 months, which means that planning should start very soon
Issues associated with running a pound	<ul style="list-style-type: none"> • These issues are usually associated with people, not with animals, and include challenging behaviour of dog owners creating concern for the safety and wellbeing of staff • These issues are at the core of AWL’s intention to have customer service and dog facility components built very close to one another
Interaction with councils in the planning process	<ul style="list-style-type: none"> • The opportunity to build a pound at the planned site as per the proposal presented on 28 November 2018 is now missed due to lack of commitment of the three Cities • In the early planning phases of the redevelopment project, there was an option to use AWL Edinburgh North as a regional hub, however AWL did not perceive council interest for this opportunity • AWL tried to collaborate with councils to include a pound as part of the redevelopment project (Wingfield), but was never able to engage staff who make decisions on capital expenditure and asset management • AWL had to cover all consulting and planning expenses associated with the redevelopment project (e.g. estimators), which resulted in the proposal presented to councils on 28 November 2018
Advantages of working with AWL	<ul style="list-style-type: none"> • Building a pound on an AWL site (and generally outsourcing the pound function to AWL) has the advantage of having animal welfare experts contributing from the beginning to design for animal services and welfare outcomes • Due to the requirements of the Guideline for Council facilities, which includes enrichment, councils may find it challenging to build new and adequate structures to hold dogs for 72 hours • When cat facilities will be required, councils will be able to use both AWL Wingfield and Edinburgh North

Potential financial benefits for councils to accept AWL’s proposal were not clarified nor quantified during the interview. However, current literature in best-practice points out that capital and operational cost savings can be made from the provision of facilities catering for multiple councils¹⁰.

¹⁰ City of Darebin and City of Moreland Animal Shelter Feasibility Study

5.4 Current Best Option(s) for Councils According to AWL

In the light of the information provided during the meeting with the consulting team and considering that the number of animals involved is relatively low, AWL is now offering the use of its Edinburgh North facility as an alternative pound facility.

AWL believes that the current best solution for councils is a 'maintain the current approach' option (i.e. not building any facility and continuing to work with AWL, but using its Edinburgh North facility instead of the Wingfield site).

This would imply maintaining an operational *status quo* with the difference that animals would be delivered to AWL Edinburgh North instead of AWL Wingfield for impounding.

This solution would imply the following:

- Councils not having to build any new holding facilities at this stage.
 - > This would avoid the potentially costly and challenging situation if councils were to build their own pound facilities to hold animals for 72 hours, especially when bringing the cats into the picture and considering, building and infrastructure, car parking, customer service, and animal welfare considerations.
- Councils delivering found animals to AWL Edinburgh North.
 - > Address: 4 Hewittson Rd, Edinburgh North.
- Delivery times will increase for all cities.
 - > Driving times will increase significantly for all cities.
 - > Travel times will decrease with the completion of the Northern Connector (expected for completion in mid-2020) – connecting the North-South Motorway (National Highway M2) at Wingfield to the Northern Expressway (M2) with three lanes in each direction.
- AWL's rehoming fee would probably increase slightly to allow for cost recovery.
- Councils may need to invest in new/extra delivery vans or consider engaging an alternative external provider for transport services.
- Should cats become an obligation, both Edinburgh North and the new Wingfield Animal Care Centre will be available to councils.

To further improve this model, AWL recommends that councils invest in action to minimise the number of animals required to be delivered to the pound. This may involve councils identifying new approaches to holding dogs for as long as possible before delivering them to the pound.

- This is thought to increase the likelihood of finding the animal owner before impounding and increase reclaiming rates.
- This requires the designation of an opportune holding space which is very accessible for the community (e.g. a depot), as well as appropriate operational models (e.g. human resources).

6.0 Main Animal Detention Models

There are two major animal welfare organisations (AWL and RSPCA) in South Australia and four main existing animal detention models for councils. These include:

- a. Councils working in partnerships with a major animal welfare organisation.
- b. Councils working in partnerships with a private pet boarding operator.
- c. Councils providing their own short-stay holding facilities.
- d. A combination of the above.

6.1 Partnerships Between Councils and Major Animal Welfare Organisations

This is the most prominent model and it relates to the three largest animal welfare facilities in metropolitan Adelaide. These are the AWL Wingfield facility, the AWL Edinburgh North facility and the RSPCA Lonsdale facility.

The table below provides a summary of the three examples of this model.

Table 4: Summary of examples of partnerships between councils and major animal welfare organisations

FACILITY	PARTNERSHIP DETAILS
AWL Wingfield	<ul style="list-style-type: none"> • AWL and multiple councils • Partner councils include the Cities of West Torrens, Charles Sturt and Port Adelaide-Enfield. • Other councils use the AWL pound (e.g. City of Prospect, City of Unley and Town of Walkerville) • The upcoming closure of this facility requires urgent attention to identify an alternative model for the affected councils
AWL Edinburgh North	<ul style="list-style-type: none"> • AWL and City of Playford • The City of Playford has a long-term (10 year) agreement with the AWL to use Edinburgh North as a pound facility • The City of Playford prepared a feasibility study 'Northern area pound facility study' in 2002 to determine future models. • Some other councils in the N/NE of metropolitan Adelaide also use the facility
RSPCA Lonsdale	<ul style="list-style-type: none"> • RSPCA and multiple councils • Partner councils include the Cities of Onkaparinga, Holdfast Bay and Marion • Other councils use the RSPCA shelter at Lonsdale as a pound facility

6.2 Partnerships Between Councils and Private Pet Boarding Operators

A few inner metropolitan councils such as the cities of Mitcham and Unley work in partnership with Glen Osmond-based All Pets Boarding Village to hold lost dogs for the mandatory 72 hours. Following the prescribed 72 hours, the animals are transported to one of the large AWL or RSPCA shelters.

Both these councils have high reclaim rates. For instance, approximately 95% of dogs in the City of Mitcham are reclaimed by the owners in the first day and only about 10-12 unclaimed dogs per year are taken to the RSPCA Lonsdale facility.¹¹ Similarly, in the City of Unley around six dogs per year are taken to the AWL for rehoming¹².

Despite this model working for the partner councils, All Pets Boarding Village is currently for sale and this may require review of this model in the future.

6.3 Councils Providing their own Holding Facilities: Local or Combined Pounds

There are a few metropolitan councils with their own local pounds. Council pounds are generally designated to hold dogs for the mandatory 72 hours. Following the prescribed 72 hours, the animals are transported to one of the large animal welfare organisations for rehoming, for example one of the AWL or RSPCA shelters.

The primary research undertaken for this project indicates that there are several country councils operating on this model. These may have their own 72-hour holding facilities and use either RSPCA or AWL facilities for rehoming purposes. For example, beyond its Lonsdale shelter, RSPCA has several facilities in regional South Australia, including two regional hubs in Port Lincoln and Whyalla.

Within this model, an alternative opportunity exists for neighbouring councils to develop joint pounds (e.g. combined model, refer to section 8.1).

This model offers the advantage of cost-sharing between two or more councils and the opportunity to negotiate beneficial agreements with AWL or RSPCA for the post-impounding services (e.g. transport, rehoming and other services).

This model becomes interesting if Councils have:

- Access to existing facilities approved by the Board to hold animals for 72 hours (e.g. pounds).
- Financial capacity to convert other existing facilities or develop new facilities approved by the Board if needed (including available land).
- Appropriate workforce capacity/capability, or the resources to develop it.

¹¹ Phone conversation with council representative on 28/11/2019

¹² Phone conversation with council representative on 29/11/2019

6.3.1 Cost Considerations

To understand more about the potential costs involved with councils developing a local/joint pound, we conducted conversations with Adelaide-based senior urban planners and consulted the most up-to-date figures published by Rider Levett Bucknall (Adelaide Edition), which is one of the world's foremost construction cost consultancies.

Given the many variables that would define different situations across the breadth of South Australian councils, the examples below are intended to give a preliminary indication of basic, initial *bare minimum* costs. As such, the examples below do not include:

- GST.
- Costs associated with land.
- Costs associated with legal and professional fees.
- Costs associated with loose furniture and fittings.
- Costs associated with site work.
- Costs associated with the provision of drainage, an exercise yard for animals and car parking.
- Costs associated with landscaping and other improvements.

Instead, the costs below include management, electrical, fire protection, hydraulic, mechanical, special equipment and vertical transport.

The table below summarises the initial minimum costs of two hypothetical facilities. The first is thought to measure 400 sqm (e.g. 20m x 20 m), while the second is thought to be a much smaller holding facility (i.e. 128 sqm). Both would have an attached air-conditioned office for staff and the public.

Table 5: Examples of costs involved with building a new facility

Building features/type	Indicative sqm cost per gross floor area (mid-range)	Example 1: 400 sqm building and 100 sqm office	Example 2: 128 sqm building and 40 sqm office
Industrial building (e.g. warehouse)	\$800	\$320,000	\$102,400
Attached airconditioned office	\$1,700	\$170,000	\$68,000
Services*: buildings	\$300	\$120,000	\$38,400
Services*: attached airconditioned office	\$550	\$55,000	\$22,000
TOTAL BASIC BUILDING		\$665,000	\$226,800

6.4 Councils Providing their Own Holding Facilities: Day-Hold Models

Conversations with representatives of metropolitan councils conducted for this project have also identified potential alternative opportunities, which deserve more investigation. In particular, it was identified that, within the current policy framework, animals may be kept at very-short-term holding facilities which do not need to be purpose-built.

While it remains critical that councils maintain animal welfare outcomes at the forefront of the thinking informing their operational framework, there is an opportunity for councils to develop day-hold models designed to delay the impounding of animals while at the same time keeping the animal as close as possible to the local community. These would involve the use of existing facilities or the addition of short-term holding pens in the proximity of other local community services/facilities (e.g. council depot) where animals can be held for up to 12 hours before impounding.

This model would have several advantages, including: minor or negligible costs, no need for land acquisition and the opportunity to keep animals within their local community for longer prior to impounding. This, in turn, is likely to increase the capacity of councils to facilitate reclaim and reduce the need for impounding.

6.5 Other Opportunities

Other potential alternative opportunities identified during conversations with council representatives during this project include:

- Partnership opportunities with Beau's Pet Hotel (Adelaide Airport), following loosely the model of developing partnerships with a private pet boarding operator.
- Seeking *ad hoc* funding from state government to develop feasible solutions. This may require a council or a group of councils to provide leadership to others and initiate the dialogue.

7.0 Developing New Facilities

One of the several options that councils have to fulfil their responsibilities under the Act, as noted in section 6.1.3, is to develop their own holding facilities.

For example, this may include councils operating their own pound or co-locating the pound with an animal shelter. It is also important to note that councils can develop both a comprehensive facility (e.g. an animal shelter with both pound and rehoming services) or simply a 72-hour holding pound.

A recent feasibility study for a large regional facility in Victoria highlighted some of the benefits that councils may experience in setting up their own facilities and operations. These include:

- Council gain animal management expertise.
- Council retains greater level of management control.

Conversations with council representatives in metropolitan Adelaide during this project identified also other potential benefits associated with developing own facilities/services, including:

- Ease of access for local community members (e.g. reclaim).
- Savings on transport costs (e.g. staff travel time to and from facilities).
- Shorter timeframes for reclaiming lost animals prior to impounding.
- Possible savings for pet owners on impounding fees.
- Council has full control on the quality of service.

Instead, some of the typical challenges noted in the literature (e.g. not referring to any council in particular) include the following:

- Increase in service provisions and associated costs to rate payers.
- Need to recruit additional staff.
- Need to purchase vehicles and specialist equipment.
- Loss of volunteer assistance that animal welfare organisations have (e.g. if they were previously using the facilities of a shelter)
- Lack of network of shelters to manage overflow periods.
- Council has greater exposure to animal activists lobby groups.

However, while there may be merit in at least considering this option, it is critical to keep in mind that this may be a challenging avenue for councils in terms of requirements and expectations about best practice of both facilities and operation models.

7.1 Evaluation Criteria

When evaluating options for the development of new animal facilities, it is important to determine a set of 'option evaluation criteria', including for example:

- a. Facility satisfies councils' operational/service requirements
- b. Economic impacts
- c. Social and community impacts and benefits

d. Regulatory/strategic policy compliance

7.2 Key Objectives

The development of a new animal welfare facility should have regard for some key objectives, including:

- Community needs and expectations
- Animal welfare
- Modernity of facilities
- Effective and efficient use of resources

More details are provided in the table below:

Table 6: Summary of key objectives to consider when planning a new facility

KEY OBJECTIVE	DETAILS
Alignment to community needs and expectations	<ul style="list-style-type: none"> • Provide services to the community in line with community expectations in relation to the care and management of animals. • Provide high-quality animal management services that are customer-focused and meet the needs of the community
High-quality care to impounded animals	<ul style="list-style-type: none"> • An environment that is safe, ensures effective disease management and provides enrichment for animals in care. • Ensure impounded animals are treated with compassion and respect.
Contemporary facilities	<ul style="list-style-type: none"> • Provide modern facilities that meet the requirements of the relevant Guideline. • Provide sufficient accommodation capacity to service the current and future demand for animal pound and shelter services. • Ensure the site and facilities provide an appropriate presence and identifiable entrance that is easily and safely accessible by all users.
Minimisation of euthanasia (no kill approach)	<ul style="list-style-type: none"> • Ensure healthy and treatable animals are saved and rehomed. • Increase reclaim rates.
Efficient use of resources	<ul style="list-style-type: none"> • Provide a facility that represents value-for-money and is a cost-effective use of Council resources in terms of capital cost, operating cost, and ongoing maintenance cost for the facility. • Increase rehoming rates for unclaimed animals.

7.3 Core and Value-Adding Components

When considering the development of new animal facilities, councils should keep in mind both core and value-adding components.

7.3.1 Core components

The scope of new facilities should include core service component as well as value-adding aspects.

Overall, the facility should be able to provide contemporary animal management services and, generally, provide high care for animals. This includes:

- Collection and intake of lost and stray animals (legislative obligation)
- Care for animals
- Return to owner services

The core components of new facilities are summarised in the following table. Some of these features apply in particular to comprehensive facilities (e.g. catering for animals beyond the initial 72 hours):

Table 7: Summary of core component of new facilities

Component	Details
Facility design	<ul style="list-style-type: none"> • Design features that minimise overcrowding and disease, and increase live release rates. <ul style="list-style-type: none"> > Adequate number of runs/cages (including future forecasting) > Separate housing areas for dogs and cats to minimise stress. > Separate housing areas for adult and juvenile animals, to minimise disease transmission. > Isolation areas for animals with infectious disease and/or dangerous dogs. > Compartmentalised housing for both cats and dogs (e.g. indoor/outdoor runs for dogs, cat ‘condos’) that facilitates cleaning without having to remove animals from cages.
Community interaction	<ul style="list-style-type: none"> • Adequate access for members of the public. <ul style="list-style-type: none"> > E.g. adoption centre and foster care office. • Animal Help Desk service to assist people in finding solutions to issues which may lead them to surrender their animal. • Opening times which suit working people and will assist in increasing reclaim rates (including weekends and public holidays).
Supporting programs	<ul style="list-style-type: none"> • Behavioural modification program for pets needing rehabilitation before rehoming. • Volunteer program that encourages the local community to become involved with their animal shelter. • Pet retention program that assists locals to keep their pets instead of surrendering them to the shelter.

7.3.2 Value-Adding Components

In addition to the above, it is good practice to consider a series of value-adding services and/or mechanisms for co-location at modern animal welfare facilities. This refers to the fact that 'clustering' of a number of services may provide benefits to the community as well as additional revenue streams to support the facility and reduce costs. This is particularly relevant to comprehensive facilities that care for animals beyond the mandatory 72 hours and include:

- A community vet clinic
- A small retail outlet
- A dog training/animal care education facility/program.

8.0 Review of Alternative Models

The key issues that pertain to developing animal detention and welfare facilities include:

- Defining the key objectives, core components and value-adding components of facilities and services
- Defining the geographical scope of facilities and services
- Defining the operational approach to run facilities and services.

These issues can be looked at individually, but it is important to acknowledge that they are in fact interconnected and likely to affect one another.

8.1 Key Models

The different approaches identified through the research underpinning this report are defined by:

- Geography
- Operations

Geography refers primarily to three different service models:

1. Local
 - > E.g. each council has its own local facility and service model
2. Combined
 - > E.g. a small number of adjacent councils share the services of a central common facility
3. Regional
 - > E.g. larger regional partnerships/facilities serving more councils and/or larger areas (e.g. Metro North, Central and South)

Operational models refer primarily to three approaches:

1. Full outsourcing
 - > E.g. councils outsource all services to an external provider.
2. Partial outsourcing
 - > E.g. councils outsource some services to an external provider
3. No outsourcing
 - > E.g. councils do not outsource any services

8.2 Key Trends/Implications

The key implications of current best practice models and current facility provision¹³ are summarised in the following table. This information draws on a feasibility study for an animal shelter conducted by the City of Darebin and City of Moreland (Victoria).

¹³ City of Darebin and City of Moreland Animal Shelter Feasibility Study

Table 8: Summary of key implications of current best practice

IMPLICATIONS	DESCRIPTION
Modernity of facilities	<ul style="list-style-type: none"> • There is a move for the construction of modern facilities and significant upgrades introduced to existing facilities. • Modern facilities imply a strong focus on animal welfare. <ul style="list-style-type: none"> > Animals are adequately housed; the spread of disease is minimised and euthanasia rates are minimal (e.g. less than 10%).
Outsourcing to external animal welfare services providers	<ul style="list-style-type: none"> • Most councils outsource their pound to external providers. • Providers tend to be well-known, publicly recognisable, not-for-profit organisations that specialise in providing Animal Welfare Services (e.g. RSPCA). • External provider organisations may provide access to extensive networks of facilities to manage peak periods of overflow at existing council facilities. • Councils that outsource pound, collection and shelter services to these providers generally received a high level of service at a relatively low cost.
Capital and operational efficiencies	<ul style="list-style-type: none"> • Significant capital and operational cost savings can be made from the provision of 'regional' facilities catering for multiple municipalities. <ul style="list-style-type: none"> > e.g. both combined and larger regional approaches.
Community support	<ul style="list-style-type: none"> • An increasing level of community awareness and support is noted for adopting animals from shelters and local animal rescue groups through programs and special initiatives.
Volunteers	<ul style="list-style-type: none"> • All animal welfare facilities rely on a significant level of volunteer labour under the supervision of council staff and/or external provider organisations

8.3 Geographical models

Planning for the provision of new animal welfare facilities may take a number of forms, including key geographical considerations. Three typical scenarios include:

- Local models: councils developing facilities/services to serve only their council area.
- Combined models: small groups of adjacent councils (e.g. two or three) forming partnerships to develop centralised facilities/services to serve all partner council areas.
- Regional models: larger groups of councils or councils serving larger areas forming partnerships to develop regional facilities/services.

8.3.1 Operational Considerations

Each of these geographical models may be operated in different ways (e.g. outsourcing all or part of the services). However, combined and regional models may incur in the issue of shared operational duties among council partners. Therefore, it is feasible to assume that in combined and regional models – especially if the various partners seek to avoid coordination duties – outsourcing approaches may prove particularly beneficial.

Importantly, in combined and regional models (and regardless of the operational approach), operational financial contributions of each council should be based on usage levels, management responsibilities and occupation of a regional facility.

8.3.2 Community Participation

When selecting the most appropriate model, the following points should be considered:

- A single council-run facility (e.g. local model) tends to foster a stronger sense of community:
 - > E.g.: sense of identity, responsibility and enthusiasm within the immediate local community for caring for its own homeless pets.
- The community is more likely to volunteer, foster, rescue, socialise animals and assist with adoptions if the facility is centrally-located within their community.
- In multi-council models, the number of councils involved should be kept to a minimum to ensure community accessibility to the facility for residents and volunteers of each participating council.

8.3.3 Accessibility of Facilities and Services

While it is acknowledged that securing the most appropriate location for an animal facility may be complex due to a variety of contingent reasons, this is a very important aspect when considering to develop a new animal welfare facility.

In particular, the following points are critical and should be given due consideration:

- The facility should be as accessible as possible to the community it serves, including those who are reliant on public transport. This includes:
 - > Location (i.e. centrality).
 - > Access and inclusion (e.g. all ages and abilities).
 - > Transport (e.g. road and public transport access and parking).
- Access to the facility is likely to increase community engagement.
 - > This may result in increased reclaim rates, adoptions and volunteerism.
 - > This includes operating hours.

8.4 Operational Models

The literature broadly shows that operational models may take a number of forms but generally revolve around the question “Should services be outsourced?” and involve three key approaches:

- ‘Full’ outsourcing
 - > Full outsourcing implies councils (or groups of councils) outsourcing all services to an external provider, which usually is a well-renowned, publicly recognisable, not-for-profit organisation that specialises in providing Animal Welfare Services (e.g. RSPCA).
- ‘Partial’ outsourcing
 - > Partial outsourcing refers to councils (or group of councils) that outsource some services to an external provider, but retain other services.
 - > This includes, for example, outsourcing only the shelter/rehoming function while keeping the council pound function in house (e.g. councils developing local or combined pounds to keep animals for the prescribed 72 hours).
- ‘No’ outsourcing
 - > No outsourcing refers to councils (or groups of councils) that do not outsource any services to any external provider.

The literature indicates that, generally, the options councils may have include the following:

1. Outsourcing everything to an animal welfare organisation (pound, shelter and collections)
2. Outsourcing pound and shelter only (in-house collections)
3. Outsourcing shelter only (in-house collections and pound) – this implies the development/use of a council pound to hold animals for the prescribed 72 hours (see section 6.1.3).
4. Outsourcing collections only (in-house pound and shelter)
5. Outsource nothing (in-house pound, shelter and collections)

Advantages and disadvantages of these options are summarised in the following table:

Table 9: Summary of advantages and disadvantages of key operational models

OPERATIONAL MODELS	ADVANTAGES	DISADVANTAGES
Outsourcing everything	<ul style="list-style-type: none"> • Animal welfare organisations traditionally provide high level of service for relatively low cost. • Low level of council staff involvement. • Operators are well renowned NFPs that specialise in animal services. • Operators have network of shelters to manage overflow periods. 	<ul style="list-style-type: none"> • Not-for-Profit operators rely on donations and volunteers. • No operational skills transfer to councils. • Limited market operators affect competitive pricing.

OPERATIONAL MODELS	ADVANTAGES	DISADVANTAGES
Outsourcing pound and shelter only	<ul style="list-style-type: none"> • Council staff gain some experience with collections. 	<ul style="list-style-type: none"> • Recruitment of additional staff. • Purchase of vehicles and specialist equipment.
Outsourcing shelter only	<ul style="list-style-type: none"> • Ease of access to pound for local community members (e.g. reclaim). • Savings on transport costs (e.g. staff travel time to and from facilities). • Shorter timeframes for reclaiming lost animals prior to impounding. • Possible savings for pet owners on impounding fees. • Council has full control on the quality of service. 	<ul style="list-style-type: none"> • Cost of developing council pound. • May need to recruit additional staff. • May need to purchase new vehicles and specialist equipment. • Council has greater exposure to animal activists lobby groups. • Potential lack of alignment of other council operational requirements.
Outsourcing collections only	<ul style="list-style-type: none"> • Council gain additional animal management expertise. 	<ul style="list-style-type: none"> • Loss of volunteer assistance that NFPs have. • Lack of network of shelters to manage overflow periods. • Council has greater exposure to animal activists lobby groups. • Potential lack of alignment of council operational requirements.
Outsource nothing	<ul style="list-style-type: none"> • Council staff gain experience with collections. • Council gain animal management expertise. • Council retains greater level of management control. 	<ul style="list-style-type: none"> • Cost of developing council facilities. • Recruitment of additional staff. • Purchase of vehicles and specialist equipment. • Loss of volunteer assistance that NFPs have. • Lack of network of shelters to manage overflow periods. • Council has greater exposure to animal activists lobby groups. • Potential lack of alignment of council operational requirements.

8.4.1 Council Benefits

The research undertaken to prepare this report highlighted several considerations with regard to benefits that councils may derive from the various operational approaches. These are summarised as follows:

- Outsourcing models are likely to provide the greatest benefits to councils in terms of service levels and cost.
- Shared services arrangements can provide significant cost savings to councils.
 - > In multi-council models, the number of councils involved should be kept to a minimum to ensure community accessibility to the facility for residents and volunteers of each council.
 - > Operational financial contributions of each council should be based on usage levels, management responsibilities and occupation of a regional facility.
- Single council-run facilities (e.g. local model) and centrally-located facilities (including facilities shared by more than one adjacent council) may foster a stronger sense of community and enhance community participation.

8.5 The Role of Animal Welfare Organisations

Whether councils decide to outsource any aspect of the animal facility to an animal welfare group, it is advisable that councils still operate in partnership with these groups, for example to supplement a shelter system:

- Animal welfare groups need to be permitted to assist at any point in the impound process where it is in the best interests of the animal.
- Animal welfare groups can focus on rehoming.
- Animal welfare groups could be used to assist in times of crisis (e.g. kitten season).
- Animal welfare groups have requested funding assistance to undertake the specialised work that they do.

Council could assist rescue groups by hosting and promoting adoption days for the rehoming of animals being accommodated at the shelter, as well as those being cared for by rescue groups.

8.6 Case Studies

This section includes a few examples of existing council detention models.

8.6.1 City of Burnside (South Australia)

Personal communications with a council staff member and a site visit (4th Feb. 2020) revealed that the City of Burnside is developing a short-term holding facility (12-hour) as part of a larger re-development project. The key information obtained from the council are summarized as follows:

- Facility type: short term holding facility - 12 hours.
- Age: new development, completed in 2020.

- Land: council land.
- Location: Conyngham St, Glenside. Co-located with other facilities including men's shed, nursery, public amenities and kitchen.
- Size: approx. 4x5=20m². Currently houses 4 dog pens (see photos).
- Budget: no details were provided on the pound construction costs, except that it is not a stand-alone project (i.e. it is part of larger development).
- Operations: operated by council.
- Rehoming strategy: unclaimed dogs are taken to the AWL. Approx. 98% reclaim rate from council pound (same day return).
- Additional information
 - > The pound features include: concrete floor with drainage, air conditioning, indoor tap, lighting, power points, natural light, swipe entry and undercover car parking near entry door.
 - > The area is inaccessible to the general public.
 - > This facility has the capacity to include fit-for-purpose dog pens and be used as a 72-hour holding facility.



Figure 5: Details of the City of Burnside's short-term holding facility, holding pens



Figure 6: Details of the City of Burnside’s short-term holding facility, holding room



Figure 7: Details of the City of Burnside’s short-term holding facility, air-conditioning system

8.6.2 City of Salisbury (South Australia)

The City of Salisbury uses a 30 years old local facility as a pound to keep animals for the mandatory 72 hours¹⁴. The key characteristics of this facilities are as follows:

- Facility type: short term holding facility - 72 hours.
- Age: existing facility, around 30 years old.
- Land: council land
- Location: Research Rd, Pooraka, adjacent to NAWMA managed transfer station
- Size: Contains 22 pens
- Operations: operated by council.
- Budget: not available
- Rehoming strategy: unclaimed dogs are transferred to the AWL at Wingfield.
- Additional information: 520 dogs held at Research Road Pound (last financial year) with an average stay of 2.3 days. Occupancy averages 6 dogs per day. At peak periods, such as New Year's Eve/Day, there can be capacity issues that require immediate transfer of to the AWL.

8.6.3 Tea Tree Gully (South Australia)

At the time of writing, the council provides detention arrangements for seized dogs. Dog are held at the council pound for 72 hours, after which they are surrendered to the AWL.

The council's dog pound is located at the council's Works Depot and has provisions for the housing of dogs and cats that have been impounded or seized by authorised officers. The pound is approximately 40 years old.

The pound:¹⁵

- Is climate controlled
- Can accommodate 19 dogs
- Has 10 inside pens, plus an isolation pen for sick dogs, and eight outside pens with non-slip floor coating. All have the ability to isolate unfriendly dogs
- Has four holding pens for other animals, such as cats, chickens, etc.
- Is fitted with smoke alarms and a fire exit door.
- Has a landline phone, computers, EFTPOS facilities, microchip readers and a secure access card reader for better security.
- Provides dogs with beds, food and environment enrichment toys to keep them happy during their stay.
- Is fitted with emergency lighting inside and outside.
- Has an isolated fenced area with automatic sliding gate that is used for delivering dangerous dogs and exercising dogs.
- Has an entry door at rear of pound that is accessible from the isolated area.

¹⁴ City of Salisbury Works and Services Committee Agenda, 16 Sept 2019.

¹⁵ City of Tea Tree Gully, Animal Management Plan 2018-2022

8.6.4 Proposed Combined Facility between the Cities of Salisbury and Tea Tree Gully (South Australia)

Council documents (e.g. meeting minutes) revealed that the Cities of Salisbury and Tea Tree Gully intend to work together to develop a combined pound (e.g. 72 hours).

The proposed partnership intends to bring together the Cities of Salisbury and Tea Tree Gully in Adelaide's North, and it involves the joint development of a new pound facility servicing both councils on the site of the existing Salisbury Pound at 56-61 Research Road, Pooraka.

The proposal talks about a:

"[...] joint development of a new dog pound facility servicing both Councils on the site of the existing City of Salisbury Pound at Research Rd, Pooraka or other identified suitable site with the MoU encompassing design development, construction management and costs and an on-going use and management agreement."

8.6.5 City of Mitcham (South Australia)

The City of Mitcham uses a private short-term holding facility to impound animals for 72 hours

- Facility: short term holding facility - 72 hours – All Pets Boarding Village
- Land: Private land
- Location: Mt Barker Rd, Mt Osmond
- Size: Not available
- Budget: Not available
- Operations: Outsourced to private provider
- Rehoming strategy: unclaimed animals are transferred to RSPCA in Lonsdale

Additional information:

- All Pets Boarding Village (private business) is up for sale.
- The City of Unley and City of Norwood, Payneham & St Peters also use this private operator as a short-term holding facility.

8.6.6 Blacktown City Council (New South Wales)

Currently, the City of Blacktown has a council pound located at 415 Flushcombe Road, Blacktown, NSW. This services nine councils in the Sydney region.

Following recommendations of the NSW Companion Animals Taskforce, Report to the Minister for Local Government and The Minister for Primary Industries (2012), it is now developing a new ambitious project.

The report contained recommendations to reduce the number of dogs and cats that are impounded and euthanized. In particular:

- Recommendation 19 - Better practice guidelines should be issued to councils with a view to standardising impounding practices. The guideline is to include the practice of:
 - > Focusing on regional approaches to impounding through partnerships with nearby councils and animal welfare organizations.
 - > Ensuring that pounds are accessible to members of the public, especially through appropriate opening hours

The City of Blacktown is developing a new animal centre in partnership with other councils on a 10.5-hectare site at Glendenning which is expected to open in mid-2020. The new facility will house approximately 200 dog kennels and 180 cat condos.¹⁶

The new integrated facility will act as a holding facility for nine councils in the Sydney region and will include:

- Collection and intake of lost and stray animals
- Care of animals
- Return to owner

The plan included the consideration of several value-adding opportunities such as a 24-hour veterinary hospital, dedicated greyhound rehoming program, and a boarding facility for the pets of people fleeing domestic violence (final details of value-adding services to be confirmed). The pictures below¹⁷ provide an idea of what the new facility is set to look like:



Figure 8: Details of the planned facility – whole area



Figure 9: Details of the planned facility – internal outdoor space

¹⁶ ABC News, 2017, available at: <https://www.abc.net.au/news/2017-08-27/sydney-council-reveals-plans-for-animal-rehousing-facility/8846510>

¹⁷ Sam Crawford Architects, available at: <https://samcrawfordarchitects.com.au/portfolio/blacktown-animal-rehoming-centre/>

8.6.7 Taren Point Animal Shelter (New South Wales)

Taren Point is in the Sutherland Shire (NSW), which covers an area of approximately 380 square kilometres and has one of the largest companion animal populations in New South Wales. It also has one of the lowest euthanasia rates in Australia (4.3%) and it is one of a few metropolitan councils to operate an animal shelter. The shelter has a rehoming rate of 76%.

The facility dates back over 30 years, but since the mid-2000s from a ‘pound’ it became an ‘animal shelter’, with a ‘no-kill’ policy, a desexing and an important volunteer program. The volunteer program is key to the success of the shelter, and it involves about 25 volunteers on a 7-day roster. Benefits of the volunteer program include¹⁸:

- Animals are exercised daily
- Animals are socialised and taught basic obedience – sit, stay, lay
- Animals are better adjusted and become more suitable for rehoming through constant human and animal contact
- Local community and businesses have adopted volunteers by placing seats shade and water out the front of their businesses.
- Promotes community spirit and health & wellbeing for retirees
- Attendance at community stall & raffles

Capacity figures are not available for this facility as they were not provided readily and are not available in the public domain.

8.6.8 Wagga Wagga (New South Wales)

With the completion of the dog holding facility at the Glenfield Road Animal Shelter, Wagga Wagga City Council has taken a significant step forward in the care and management of companion dogs in its region. The extract below is taken from an independent review dated May 2016¹⁹:

“In purely physical terms, the building is of a very high standard, well planned and constructed. It is compliant with current and draft legislation and is an excellent facility that can act as the corner stone for a humane and progressive approach to companion animal management over the next decade or more.

The cat holding area is less well appointed, with the use of caging to confine the cats but is currently adequate to meet the requirements of the shelter. [...]

The review highlighted the importance of staffing:

The physical infrastructure forms one pillar of a well-functioning animal shelter but without appropriate management, staff and protocols, no shelter will perform well. Currently the shelter is understaffed with shelter duties occasionally taking second place to customer call-outs. The reliance upon inexperienced fill-in staff to cover gaps is problematic and the staffing situation has not been helped by the breakdown of the volunteer program with only a partial reintroduction of volunteer support. An additional staff member and some administrative support will be required

¹⁸ Taren Point Animal Shelter, Sutherland Shire Council (n/d)

¹⁹ Glenfield Road Animal Shelter Independent Review (2016)

over the next 12 months or more, to address key areas of facility management and to allow additional staff training.

It goes on to stress the challenges that a council may experience when trying to run an animal facility:

The challenges to be addressed in the day-to-day running and management of the shelter include the creation of a comprehensive procedures and protocols manual to allow staff training, standardisation of animal care and quality assurance procedures. The task of writing the recommended protocols will require a substantial investment of time and some protocols are more urgently required than others. Staff and management should decide which are the most urgently required but I would suggest the following protocols as deserving of immediate attention; animal handling and housing, animal register/record keeping, disease control and hygiene, in-house staff training, euthanasia and deceased animal disposal.

The review found that the Council has the expertise and resources to manage the majority of the tasks required to run the Animal Shelter up to a best practice standard, but in certain areas may require outside expert assistance.

Capacity figures are not available for this facility as they were not provided readily and are not available in the public domain.

8.6.9 Epping Animal Welfare Facility, City of Darebin, City of Whittlesea and City of Moreland (Victoria)²⁰

This new animal facility opened in 2017 and is a current example of best practice in Australia. This is a partnership between the Cities of Whittlesea, Moreland and Darebin, and is managed and operated by RSPCA Victoria.

The \$11million state-of-the-art centre sets new standards for animal welfare, with a permanent onsite veterinary service that will care for injured or ill animals and provide vaccination and de-sexing services for unclaimed animals. Animals will be housed in larger enclosures and there is an outdoor exercise area.

The facility is located at 20 Companion Place, Epping (VIC) and provides shelter, accommodation and adoption services for lost and abandoned animals and a permanent onsite veterinary service. It accommodates the following areas:

- Dogs - quarantine, pre-adoption and adoption and seized dogs (dog pens)
- Cats – quarantine, pre-adoption, adoption (cat condos)

Capacity figures were provided as follows:

- Dog Quarantine - 40 pens
- Dog Pre Adoption- 32 pens
- Dog Adoption- 32 pens
- Seized dog- 12 pens
- Cat Quarantine- 70 condos
- Cat Pre Adoption- 20 condos

²⁰ City of Darebin and City of Moreland Animal Shelter Feasibility Study, Prepared by Essential Economics (2015); City of Darebin (2017), available at: <http://www.darebin.vic.gov.au/Your-Council/Talk-to-us/Media-Centre/2017-Media-Release?a=9E0A4ACD0F31486794B8D3F8666AF598#New-Animal-Welfare-Facility>

- Cat Adoptions- 60 condos
- Dog admission- 4 pens
- Cat admissions- 18 pens
- Small animal admissions -15 pens



Figure 10: Details of the Epping Animal Welfare Facility – veterinary services²¹

The Cities of Darebin, Whittlesea and Moreland received the Procurement Australia Award for Collaboration and Innovation for the Epping Animal Welfare Facility tender and contract.

8.6.10 City of Shepparton (Victoria)

In Victoria, most councils outsource their pound, animal collection and shelter services to external providers. These include The Lost Dogs' Home, Geelong Animal Welfare Society (GAWS), Save A Dog Scheme (SADS) and RSPCA.

The Shepparton Animal Shelter, instead, located at 125 Wanganui Road, Shepparton (VIC) is owned and operated by the council and cares for over 2,000 lost and surrendered animals per year, including cats, dogs, guinea pigs, rabbits, ferrets, and various livestock including sheep, pigs, horses, poultry and cattle.

Animals are cared for at the Shepparton Animal Shelter while council staff attempt to find their owners. If no owner can be found, animals are assessed for their health and temperament, and then made available for adoption.

In addition to housing animals, Council's shelter is also used for the storage of impounded goods under Council's Local Laws, which can include abandoned vehicles, A-frame signs and shopping trolleys.

8.6.11 Gold Coast (Queensland)

In the Gold Coast, the pound facility and rehoming services are located in close proximity.

The community expects that all necessary steps are taken to reduce euthanasia rates and collaboration between councils and animal welfare organisations on impounding and rehoming services is widely regarded as good practice to guarantee improved animal welfare outcomes.

²¹One Team Electrical, <https://oneteamelectrical.com.au/projects/epping-animal-welfare-facility/>

This approach forms the basis of a long-standing arrangement between Gold Coast City Council and the Animal Welfare League Queensland (AWLQ), and is reported to have significantly improved welfare outcomes for animals in that area²².

8.6.12 City of San Diego (CA), USA

The City of San Diego works in partnership with the San Diego Humane Society²³. The City coordinates animal services operations with San Diego Humane Society, which serves as its primary animal control agency. Services provided include:

- Dog licensing
- Lost and found
- Adoptions
- Microchipping
- Spay/neuter
- Vaccination clinics
- Educational programs
- Cruelty reports

The San Diego Humane Society provides also a great variety of community programs, including pet-assisted therapy and youth programs.

²² NSW Companion Animals Taskforce Discussion Paper (2012)

²³San Diego Humane Society, <https://www.sdhumane.org/programs/>

9.0 Recommendations, Cost Considerations and Conclusion

9.1 Key Issues

The research conducted for this project highlights several key issues that, in turn, inform the recommendations below. Some of the key issues are:

- a. The upcoming closure of AWL Wingfield pound facility requires urgent attention to identify an alternative model for the affected councils.
- b. There is no longer an opportunity to build a pound as part of the current Wingfield redevelopment project.
- c. As pointed out in the NSW Companion Animals Taskforce's Report to the Minister for Local Government and the Minister for Primary Industries, it is important to keep animal welfare outcomes at the forefront of planning as these often go hand in hand with broad community expectations.
- d. While it is difficult to provide specific examples of costs associated with outsourcing models, the literature indicates that outsourcing services to animal welfare organisations is likely to provide benefits to councils in terms of service levels and cost.
- e. Best practice models discussed in the literature indicate that community awareness and support tend to increase for adopting animals from shelters and local animal rescue groups through programs and special initiatives.
- f. Potential advantages for the three Cities in continuing to work with AWL include:
 - > Established relationships and effective historical service provision.
 - > The literature generally points towards animal welfare organisations providing quality service for relatively low cost.
 - > Low level of council staff involvement (e.g. outsourcing models).
 - > AWL employs specialised staff and has established promotional, distribution and fundraising networks for rehoming animals.
 - > Should cat facilities will be required, councils will be able to use both AWL Wingfield and Edinburgh North.
 - > Councils may prefer not having to build and/or run new and adequate structures to hold dogs for 72 hours. This was put forward by AWL representatives.
- g. Good practice points towards:
 - > Returning animals to owners prior to impounding wherever possible.
 - > Maintaining pound and rehoming services in close proximity.
 - > Collaborating with animal welfare organisations on impounding and rehoming services for better animal welfare outcomes.
 - > The importance of staffing and the challenges that a council may experience when trying to run an animal facility (e.g. Wagga Wagga – see section 7.6.3)
 - > The importance of quality animal care, reduced rates of euthanasia, effective disease management and meeting community expectations.

- > Reclaim and rehoming are enhanced by proximity to the community (e.g. good accessibility).

9.2 Options

There are several options for councils to deal with the closure of their pound. Generally, these may depend on, for example:

- The strategic priorities of councils.
- Their willingness, capacity and/or opportunity to collaborate with an animal welfare organisation or other organisations (including other councils).
- Their commitment and capacity for building new facilities.
- Their willingness/capacity to allocate a sizeable budget to the construction of facilities.

In the case considered in this project, some of the options include:

1. Maintaining the current approach using the Edinburgh North site from July 2020 (e.g. refer to section 5.0):
 - > Councils would continue their operational collaboration with AWL for impounding and rehoming services, but use the Edinburgh North site.
 - This means that animals would be transferred to AWL Edinburgh North from July 2020.
 - Transfer times would increase significantly from all three Cities, although this will be in part mitigated with the opening of the new Northern Connector motorway.
 - Councils may need to invest in new or more suitable vehicles.
 - > Councils do not need to build a new pound.
2. Considering and piloting alternative innovative models to delay impounding (for example, day-hold models – see sections 6.1.4 and 8.6.1):
 - > Councils would make available existing spaces for short-stay, local holding facilities to maximise opportunities for animal reclaim prior to impounding.
 - > After an extended waiting period in a location accessible to the community (e.g. 12 hours), animals would be transferred to AWL Edinburgh North for another 72 hours (i.e. impounding).
 - > After impounding, animals would be transferred to the AWL rehoming services on the same site.
 - > In metropolitan Adelaide, a partnership approach between Councils and local veterinary clinics to implement this kind of idea has been trialled. The results were mixed, but there is merit in continuing to explore this kind.
3. Developing a combined pound (refer to section 6.1.3 and 8.3):
 - > Multiple councils would develop a joint facility approved by the DCMB to impound animals for 72 hours.
 - > Councils may decide to self-operate the facility or to outsource its operations.
4. Developing a local pound (refer to sections 6.1.3 and 8.3):
 - > Councils would develop individual facilities approved by the DCMB to impound animals for 72 hours.
 - > Council may decide to self-operate the facility or to outsource its operations.

The table below summarises some of the options available to the Cities of Charles Sturt, West Torrens and Port Adelaide-Enfield.

Table 10: Summary of options available to the Cities of Charles Sturt, West Torrens and Port Adelaide-Enfield

OPTIONS	DESCRIPTION	CONSIDERATIONS	EXAMPLES
<p>Using AWL Edinburgh North from July 2020</p>	<p>Maintain operational collaboration with AWL for impounding and rehoming but using Edinburgh North instead of Wingfield</p>	<p>AWL Edinburgh North is far from the local communities of the three Cities</p> <p>Increase in driving times</p> <p>AWL may increase its service fees</p> <p>Consider need to invest in new/extra/different vehicles</p> <p>Consider engaging an alternative external transport</p> <p>Should cat facilities become an obligation, both Edinburgh North and the new Wingfield Animal Care Centre may be available to councils</p> <p>Opportunities may exist to re-initiate a conversation with the new AWL CEO</p> <p>Minor costs</p> <p>No need for land acquisition</p>	<p>AWL proposal (refer to section 5.0)</p>
<p>Trialling day-hold models (e.g. 12 hours)</p>	<p>Develop existing spaces for short-stay local holding facilities</p>	<p>Day-hold can occur in the local communities</p> <p>Facilities do not need to be purpose-built</p> <p>Reclaim rates are expected to increase, with subsequent reduced need to transfer animals to AWL Edinburgh North</p> <p>This would maximise opportunities for animal reclaim prior to impounding.</p> <p>After the day-hold period (e.g. 12 hours), unclaimed animals would still need be transferred to AWL Edinburgh North for impounding</p> <p>Minor costs</p> <p>No need for land acquisition</p>	<p>City of Burnside (refer to section 8.6.1)</p>

OPTIONS	DESCRIPTION	CONSIDERATIONS	EXAMPLES
Developing a combined pound (72 hours)	The three councils develop a joint facility approved by the DCMB to impound animals for 72 hours.	<p>Proximity with local communities</p> <p>Councils may decide to self-operate the facility or to outsource its operations (e.g. to AWL or private operator)</p> <p>Cost-sharing opportunities between councils</p> <p>Opportunity to negotiate beneficial agreements with AWL post-impounding (e.g. transport, rehoming and other services)</p> <p>There may be significant costs associated with developing appropriate facilities, including planning, building, land acquisition, and needs associated with workforce capacity/capability</p>	Cities of Tea Tree Gully and Salisbury (refer to section 8.6.4)
Developing a local pound (72 hours)	Councils develop individual facilities approved by the DCMB to impound animals for 72 hours	<p>Proximity with local communities</p> <p>Councils may decide to self-operate the facility or to outsource its operations (e.g. to AWL or private operator)</p> <p>Opportunity to negotiate beneficial agreements with AWL post-impounding (e.g. transport, rehoming and other services)</p> <p>There may be significant costs associated with developing appropriate facilities, including planning, building, land acquisition, and needs associated with workforce capacity/capability</p>	City of Salisbury (refer to section 8.6.2)

9.3 Recommendations

In the light of the options presented in section 9.2, the recommendations that the consultant team feels as being the most appropriate for the three Cities bring together elements of Option 1 (current approach), Option 2 (trailing alternative innovative models) and Option 3 (combined pound).

Specifically, we recommend that councils consider a stepped approach to:

- a. Deal with the most pressing issue of the upcoming closure of AWL Wingfield, which requires urgent attention to identify a feasible short-term alternative.
- b. Monitor the short-term solution in a framework of continuous improvement of services.
- c. Explore more in-depth innovative opportunities to keep animals as close as possible to the local community for short-stays prior to impounding, and therefore to maximise opportunities for early animal reclaim (refer to sections 6.1.4 and 8.6.1).
- d. Review and evaluate the short-term solution (e.g. AWL Edinburgh North) approximately 4-6 months after implementation.
- e. Champion a longer-term decision-making process with other stakeholders to explore regional model opportunities.

9.3.1 Next Steps

The table below summarises the recommended next steps for the three Cities, differentiating between the short and the longer terms.

Table 11: Next steps

TIMEFRAME	RECOMMENDED NEXT STEPS
Short term	<ol style="list-style-type: none"> 1. The three Cities continue the existing operational collaboration with AWL. 2. The three Cities use AWL Edinburgh North for impounding and rehoming services after July 2020. 3. Councils explore opportunities to make available existing spaces for an extended stay in the local community prior to impounding (e.g. 12-hour day-hold facilities). 4. Councils explore potential sites (council and private land) to develop new facilities, including concept plans and specific costs (e.g. local or combined 72-hour pounds).
Longer term	<ol style="list-style-type: none"> 5. Councils monitor closely the implementation of this option, including collecting quantitative and qualitative information to inform a review of this solution as well as continuous improvement of services. 6. The three Cities review and evaluate the implementation of the model approximately 4-6 months after July 2020, with emphasis on continuous improvement of services and on animal welfare outcomes. 7. The three Cities consider implementing the recommendations of the short-term solution review and evaluation, upon completion of an evaluation of the first 4-6 months after July 2020. 8. The three Cities champion a process of bringing councils’ decision makers together and to engage with animal welfare organisations to explore regional model opportunities, in line with DCMB guidelines and with best practice (e.g. keeping impounding and rehoming functions in close proximity). For this process, the three Cities may consider working through Greater Adelaide Regional Organisation of Councils.

9.3.2 Costs Considerations

This section aims to provide a brief overview of considerations into indicative costings and service delivery for the recommended options.

Step 2 implies longer transfers from the three Cities to AWL Edinburg North, although the opening of the Northern Connector will probably help reducing transfer times (the Northern Connector is due to be open by July 2020).

Steps 3, 4, 5 and 6 may imply some consultancy costs should the three Cities require external services. A precise indication of what it would cost to outsource tasks associated with these recommendations depends on a wide range of variables, including the availability of existing data. Costs associated with building new facilities are described in section 6.3.1.

Costs associated with step 7 will depend on the findings of the monitoring and evaluation process and opportunity-scoping exercises described above (i.e. steps 3 and 4).

9.4 Conclusion

This project discussed the current state of animal detention facilities in South Australia, including policy context, planned closures and current relevant animal detention statistics. It provided an independent review of the AWL proposal to the three Cities for the construction of a new impound and reclaim centre at the AWL Wingfield site, and reviewed alternative solutions building on interstate and/or international experiences.

The project discussed the implications for the three Cities in continuing to work with AWL and the guidance provided by good practice in Australia. It identified four key options and it provided eight recommendations for both the short and the longer periods.

The project found that developing their own detention facilities (e.g. 72 hours pounds, local or combined) may bring benefits to councils, but also be a challenging avenue in terms of costs involved and of operational considerations, including staffing. The project also found that significant benefits could be derived from the development of short-stay day-hold facilities (e.g. 12 hours).

The project also highlighted the centrality of the welfare of animals and the fact that councils should concern themselves with finding effective and efficient ways to reduce animal intake in pounds, increasing animal release and increasing rehoming rates. The project highlighted the important role of animal welfare organisations in contributing to animal welfare outcomes and how these can help councils to fulfil their obligations as well as responding to community expectations.

Overall, the project found that it can be beneficial for councils to work with animal welfare organisations to fulfil their responsibilities under the Act. It must be noted, however, that working in partnership with animal welfare organisations may mean that facilities may be far from the communities that they intend to serve. This implies that in order to fulfil community expectations (e.g. short trips to and from animal facilities) councils may wish to consider other options, including making available local or regional pounds. In this case, it can be beneficial for two or more councils to work together towards the development of short-term animal detention facilities that are easily accessible to the community.

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Appendix A

Dog and Cat Management Board, Guideline for Council facilities used for the detention of dogs and cats under the *Dog and Cat Management Act 1995*

Guideline for Council facilities used for the
detention of dogs and cats under the *Dog and Cat
Management Act 1995*



Government of South Australia

Dog and Cat Management Board

Document Control:

Creator	Dog and Cat Management Board
Author	Project Officer - Compliance
Consultation	Australian Veterinary Association (AVA), Animal Welfare League of South Australia (AWL), Animal Welfare Unit (DEWNR), Royal Society for the Prevention of Cruelty to Animals (RSPCA)
Date Released	July 2017
Review Date	July 2019
Version	FINAL
Description	A guideline for the management of dogs and cats in Council facilities
Keywords	Councils; Animal Management; Detention; Impound
Availability	DCMB Website Council Secure Area
URL	http://council.dogandcatboard.com.au/
Coverage	All South Australian councils and the facilities they use for detention of dogs and/or cats

Authorisation Dog and Cat Management Board January 2017

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1. Legislative Context

The Dog and Cat Management Board (the Board) is required to approve facilities that will be used to detain dogs and cats under the *Dog and Cat Management Act 1995* (the Act). The policy “*Approval of facilities used for the detention of dogs and cats under the Dog and Cat Management Act 1995*” sets out the minimum requirements a facility must meet to receive Board approval.

If a council sells an animal after the mandatory detention period, it must be done in accordance with the “*South Australian Standards and Guidelines for the Breeding and Trading of Companion Animals*”.

Authorised officers must adhere to the *Dog and Cat Management Act 1995*, the *Animal Welfare Act 1985*, council guidelines, policies and Standard Operating procedures (SOPs) and any other relevant legislation or information in relation to seizing, impounding, transporting and disposing of dogs and cats.

All council facilities must be approved by the Board prior to use.

The Dog and Cat Management Act 1995

21—Functions of Board

(1) *The Board has the following functions:*

- (a) *to plan for, promote, and provide advice about, the effective management of dogs and cats throughout South Australia;*
- (b) *to oversee the administration and enforcement of the provisions of this Act relating to dogs and cats, including—*
 - (i) *monitoring the administration and enforcement of this Act by councils; and*
 - (ii) *issuing guidelines and providing advice to councils about—*

...

(E) *the standard of facilities used for the detention of dogs under this Act;*

The Dog and Cat Management Act 1995

26—Council responsibility for management of dogs

(1) *Subject to this Act, each council is required to administer and enforce the provisions of this Act relating to dogs and cats within its area and for that purpose must—*

...

(e) *make satisfactory arrangements for the detention of dogs seized under this Act (and may, but need not, make such arrangements for cats seized under this Act);*

(1a) *Without limiting subsection (2), the arrangements referred to in subsection (1)(e) may consist of nominating a facility approved by the Board at which dogs or cats may be detained.*

The Dog and Cat Management Act 1995

61—Procedure following seizure of dog

(1) *If a dog is seized under this Division, it must either—*

...

(b) *be detained in a facility approved by the Board for the purpose of detaining dogs.*

The Dog and Cat Management Act 1995

64—Power to seize and detain cats

(1) A person may seize and detain a cat in any of the following circumstances:

- (a) the circumstances set out in section 63(1);
- (b) any other circumstances set out in the regulations.

(2) A person may seize and detain an unidentified cat for the purpose of delivering it within 12 hours to—

...

- (c) a facility nominated by a council and approved by the Board at which cats may be detained,

2. Definitions

Operator of facility	Person/s or organisation that has operational duties to perform in relation to the keeping of dogs and cats (if detained), in council facilities for the detention of dogs and/or cats.
Owner of facility	Person/s or organisation that own the detention facility used by council for the detention of dogs and/or cats.
The Act	<i>The Dog and Cat Management Act 1995</i>
The Board	The Dog and Cat Management Board

3. Scope

This guideline recommends minimum standards of management, accommodation, and care that should be applied in council dog and cat detention facilities.

This guideline does not apply to wildlife shelters and facilities used to detain dogs and cats for purposes outside the scope of the Act.

4. Effective Management

Councils are responsible for making satisfactory arrangements for the detention of dogs seized under the Act, and, if they choose to detain cats, satisfactory arrangements for a facility for their detention. Detention facilities may be council owned and operated, or privately owned and operated, or a combination of these options.

Arrangements with external providers should be formalised in a service agreement which stipulates the roles and daily operational requirements of the owner of the facility, the operator of the facility and specific processes in relation to:

- registration
- satisfactory evidence of ownership to return animals
- payment arrangements for impounding and detention
- transfer of ownership 72 hours after the notice of detention has been displayed at the council office
- disposal and/or destruction arrangements
- record keeping and reporting of seizure and disposal

Regardless of ownership or external provisions of services, councils are ultimately responsible for ensuring the detention facility is adequately managed to ensure the health, security and welfare of detained dogs and cats.

Listed below are the tasks that should be undertaken by the owner of the facility:

4.1. Administration

- Ensuring compliance with relevant legislation and codes of practice, developing and displaying plans for emergency situations e.g. the outbreak of a disease
- Occupational Health and Safety
- Emergency planning for humans and animals

Listed below are the tasks that should be undertaken by the operator of the facility:

4.2. Induction

- The wellbeing and assessment of all animals on arrival
- Identification of animals impounded
- Authorising and obtaining prompt veterinary attention where required

4.3. Monitoring

- Reporting of asset maintenance issues to the owner of the facility
- The collation of daily records and statistics
- Daily feeding, watering and inspection of all animals
- Daily cleaning of animal housing areas including routine disinfection
- Administering medication and treatment as prescribed by a veterinarian
- Provision of environmental enrichment for the animals (as appropriate to the individual dog or cat)

4.4. Disposal

- Recording owner collection details and registration of dog or cat where appropriate
- Ensuring rehoming complies with legislative requirements for the sale of dogs and cats
- Destruction of dogs and cats complies with the *Animal Welfare Act 1985* and council policies, and that euthanasia details are recorded

5. Council Detention Facilities

All council detention facilities must be approved by the Board in accordance with the “*Policy for the approval of facilities used for the detention of dogs and cats under the Dog and Cat Management Act 1995*” prior to use.

5.1. Planning

In planning a facility the construction, design and security should be appropriate to the local environmental conditions and comply with the minimum design requirements of the Board. Council planning protocols and consultation with the community will also impact on design and location. Councils are encouraged to consult with the Board when designing a facility.

5.2. Pens and Cage Sizes

Pens and cages must be an appropriate size for the animals housed.

The following pen sizes are the recommended minimum for dogs:

Dogs with shoulder height	Min floor space (square metres)	Pen Width (metres)	Pen Height (metres)
60cm or more	3.5	1.2	1.7
40cm to 60cm	2.4	0.9	1.7
Up to 40cm	1.5	0.9	1.7

The following sizes are the recommended minimum for cats:

Cats	Min floor space (square metres)	Width (metres)	Height (metres)
Cage size (less than 12 hours)	0.49	0.70	0.50
Module/pen (12 hours to 72 hours, maximum 2 cats)	0.75	0.60	1.7

A minimum of 60 cm distance between food, litter and sleeping areas is recommended.

Please note, that if dogs and cats are sold from council facilities, the facility must meet the requirements of the “*South Australian Standards and Guidelines for the Breeding and Trading of Companion Animals*”, including pen and cage sizes.

5.3. Isolation Pens

Detention facilities must have isolation pens or agreed provisions for external isolation of animals, such as a local vet for sick animals.

Isolation pens should be physically isolated by an impervious barrier or a distance of at least 10 metres from other types of animal housing to restrict the direct or indirect transmission of disease by preventing contact between animals, their waste and other biological material (hair, saliva, and blood).

5.4. Sleeping Quarters

Detained animals must have protection from the extremes of weather. It is recommended at least one third of the pen is weatherproof and includes a bed. Dog beds should be raised off the floor.

5.5. Materials and Design

Dog and cat facilities must be separated by an opaque, impervious barrier.

Pens for both dogs and cats must be fully enclosed and constructed from impervious, washable and durable materials. Impervious partitions at least 1 metre high, sealed to the ground should separate pens and exercise areas.

Floors must be constructed of impervious materials that are free of cracks or small gaps that potentially harbour infectious bacteria. The floors must be graded toward the drainage outlet.

Water, wastes or urine must not be able to pass between individual pens. Drainage must be connected to an enclosed drain or pipe to prevent an animal or person walking through it.

5.6. Ventilation, Heating and Cooling

Sufficient ventilation is required to provide adequate fresh air and to keep the detention facilities free from damp, noxious odours and draughts.

If powered ventilation is used, air must be distributed evenly throughout the facility at a comfortable rate and maintained between 15 and 27 degrees. Maintenance for the air cleaning and filtration is required to remove infectious organisms and chemicals. A back up and alarm system should be in place in the case of a power failure.

5.7. Lighting

Pens should have adequate natural light. If natural light is not available, lighting that duplicates natural light patterns is required.

Direct sunlight is beneficial in reducing this risk of disease and insect infestations. Shade is required throughout the day to provide respite from the sun and heat. It is worth considering sun movements prior to building a facility to capitalise on the summer shade and winter sun.

5.8. Water and Sewerage

Sufficient fresh water must be available onsite for clean animal drinking water, personal hygiene and for the cleaning of pens. It is recommended hot and cold water is available for dog handlers and detention facility operators to disinfect their hands. Hand sanitisers should be available for all staff and the public.

The disposal of faeces should be managed with a sewage or septic system. If these options are not available, faeces must be manually removed and managed in accordance with health and environmental requirements.

5.9. Security

Special consideration must be given to security and all pens should be constructed to ensure that animals are unable to escape and should be sturdy enough that animals at risk of theft are secure. Pens should be locked and secured as required.

Where pens are constructed outdoors, a fence at least 1.8 metres, which cannot be scaled or jumped, with a lockable gate must encircle the facility.

6. Vehicles

Animals are at risk of injury during collection and transport. Vehicles should be appropriate for use with behaviour and welfare considered in their design. To minimise risk the vehicle must be adequately maintained and fit-for-purpose at all times. Vehicles used for the collection and transport of animals must have the following features:

- Facilities for the separation of animals;
- No protrusions or sharp edges in the framework, doors or partitions;
- Adequate space for animals to be transported comfortably;
- A design that is both escape-proof and prevents the protrusion of heads and/or limbs of the smallest animal carried;
- Floors which are strong enough to bear the weight of the animal being transported and have a non-slip surface to minimise the likelihood of injury;
- Adequate controlled ventilation of vehicles both when stationary and in motion. Fully enclosed vehicles must be adequately air conditioned and this should be checked daily;
- Materials and a design that allows for effective cleaning and disinfection;
- Facilities for ease of loading and unloading animals with minimal risk of injury to the animals and humans;
- Vehicles must protect animals from the elements;
- Vehicles and equipment should be disinfected after each use to prevent transmission of disease;
- Kept in good mechanical order to avoid breakdowns or mishaps while an animal is being transported.

Once an animal is seized, the most direct or quickest route should be taken to reduce the time in transport.

7. Council Detention Operations

Wandering dogs and cats should be returned to the owner prior to impound where possible. Identification such as registration discs, name tags, collars, ear tattoos and microchip numbers should be checked and the owner contacted to arrange return to home as soon as possible.

	Seized Dog	Seized Identified Cat	Seized Unidentified Cat
Power to seize	<ul style="list-style-type: none"> • An authorised person • Inspector under the <i>Animal Welfare Act 1985</i> • Authorised officer under the <i>Natural Resource Management Act 1995</i> 	<ul style="list-style-type: none"> • <i>National Parks and Wildlife Act 1972</i> or the <i>Wilderness Protection Act 1992</i> Warden if found in area defined within those Acts. • Occupier or authorised person of a designated area if found in the designated area • cat is found more than 1 kilometre from any genuine place of residence 	<ul style="list-style-type: none"> • <i>Crown Land Management Act 2009</i> or <i>Natural Resources Management Act 2004</i> authorised officer if found in area defined within those Acts • Inspector under the <i>Animal Welfare Act 1985</i> • registered veterinary surgeon • RSPCA SA • AWL SA • Body in regulations; • An authorised person • A person; must deliver within 12 hours to: <ul style="list-style-type: none"> – a registered veterinary surgeon; or – RSPCA SA – AWL SA – Body in regulations – Board approved, council nominated facility
Impound time	72 hours	Recommended only	Recommended only
Impound notice	72 hours displayed at council	Recommended only	Recommended only
May cause microchipping	<ul style="list-style-type: none"> • RSPCA SA • Council 	<ul style="list-style-type: none"> • RSPCA SA • Council 	<ul style="list-style-type: none"> • RSPCA SA • Council
May cause desexing	<ul style="list-style-type: none"> • RSPCA SA • Council 	<ul style="list-style-type: none"> • RSPCA SA • Council 	<ul style="list-style-type: none"> • RSPCA SA • Council

If an owner of a dog is unable to be identified and/or contacted, the dog must be impounded by the council in an approved facility for at least 72 hours after a notice of detention has been displayed at the council office in accordance with sections 61(2)(a) and 61(3) of the Act.

If the owner is known but uncontactable, a notice of detention must be served to the owner in accordance with Section 61(2)(b).

Councils may cause a seized dog or cat to be desexed and/or microchipped as per section 64B of the Act and is entitled to recover the costs from the person who owns or is responsible for the control of the dog or cat.

7.1. Occupational Health and Safety (OH&S)

Facilities can be high risk environments due to the unpredictable nature of animals under stress and the possible exposure of employees to zoonotic diseases, bites, scratches and infections. Facility employees must be familiar with, and observe OH&S legislative requirements and receive induction training in the following areas:

7.1.1. Training

The safe capture of animals requires specialist skills. Council authorised persons that have powers to seize and or detain dogs should have completed a suitable dog behaviour and management course, as per the *Guideline for Training of Authorised Officers*. Behavioural characteristics of the animal must be taken into account when

deciding the methods used and must be humane with minimum risk and stress to the animal.

Operators of cat detention facilities nominated by a council and approved by the Board should have completed a suitable cat behaviour and management course.

Animal handlers and facility operators should be made aware of the injuries and diseases that may be caused by animals and to recognise the clinical signs and treatment required.

7.1.2. Standard operating procedures (SOPs)

Council should have SOPs for animal handlers and facility operators that may cover:

- Safe manual handling
- Prevention of slips, trips, falls and sprains
- Health and hygiene
- Correct use of chemicals, restricted drugs and firearms (as appropriate)
- Use of equipment, chemicals and hazardous substances.
- Clear signage must advise if an animal is aggressive

7.2. Induction and Impound register

Upon arrival at the detention facility, every animal should be assessed by the person responsible for the facility and the details should be recorded within an impound register. Impound registers should include:

- Date and time of seizure
- Place of seizure
- Reason for seizure
- Species (dog or cat)
- Breed
- Colours and markings
- Gender and desexed status
- Age (or estimated age)
- Health and wellbeing assessment notes, and treatment required
- Temperament on collection
- Identification details
- Animal name (if known)
- Owner details (if known)
- Impounding officer name
- Pen number
- Date left the facility
- Collecting owners name and evidence provided
- Registration number
- disposal/destruction method

Impound registers may include a running sheet of the date and time the animal is inspected, fed, provided fresh water, exercised and pen cleaned. If the animal is moved into another pen, the date and new pen number should be recorded. Each person who tends the animal or its pen should make notes on the detention register and date and sign it.

Animals that have been deemed dangerous or a high injury risk to handlers at induction must be kept in secure pens with restricted access and marked appropriately.

7.3. Food and water

Food storage and preparation areas should be separate from animal accommodation. Food must be maintained in a fresh and palatable state and be protected from rodents and insects. Mouldy food must never be fed to any animal. Stale or contaminated food must be removed from pens promptly.

Sufficient food to feed all animals detained at the facility must be available at the facility. Preference should be given to the use of a good quality dry food. Quantities used need to be adjusted subject to the condition, size and age of the dog as per the manufacturers guidelines. Steps must be taken to ensure that each animal consumes the appropriate amount of food to achieve appropriate body weight.

All animals must be fed at least once per day and have fresh, clean water available to them at all times. Young, aged, thin, lactating or unwell animals should be fed more often or in accordance with veterinary instructions.

Food and water containers must be functional and placed so that they cannot be knocked over and steps must be taken to minimise faecal and urine contamination. A water and food source must be available to each animal and the sharing of food bowls or water troughs is not permitted (except for a litter of puppies or kittens housed together). If animals are group housed, they must be monitored when feeding to ensure all receive adequate food.

7.4. Health and wellbeing inspection

Animals must be inspected at the beginning and end the day. Any changes in eating, drinking, defecating, urinating, general appearance and behaviour must be documented and reported to the person responsible for detention facility.

Animals suspected of having an infectious disease must not be housed with or near other animals. A veterinary surgeon must be consulted in the event of significant illness or injury of animals.

7.5. Hygiene

Facilities must be kept clean and hygienic and all pens must be cleaned out daily. There should be no pooled water when an animal is returned to the pen. Bedding must be checked at the beginning and end of each day and replaced if soiled or wet. Cats and kittens must be provided with litter trays which must be cleaned daily. Waste disposal from facilities must be in accordance with relevant statutory requirements.

The preparation of food must be conducted in hygienic areas which must be cleaned and disinfected after food is prepared. All watering and feeding utensils must be cleaned before and after use and must and be rinsed thoroughly after disinfecting to avoid poisoning.

Pens and cages must be disinfected with biocide disinfectant to kill pathogens and viruses i.e. parvovirus, panleukopenia, calicivirus, prior being allocated to another animal. Manufacturers' instructions for the use of disinfectants must be followed. Phenol must not be used for cats.

Alternative protocols for disinfecting should be considered periodically to prevent the potential of resistance to the disinfectant.

Insect and rodent control is to be managed appropriately.

7.6. Temperature

In extreme hot temperature reasonable efforts must be made to ensure the comfort of animals e.g. wet the floor of the kennel and provide a wet towel and utilise sprinklers and fans.

In extreme cold temperature reasonable efforts must be made to ensure the comfort of animals e.g. provide blankets, coats, heat lamps, and block wind.

Special care must be given to animals that are susceptible to cold i.e. geriatric, young, underweight, ill and injured animals.

7.7. Environmental Enrichment

Detained animals that are of good temperament should have daily human interaction which extends beyond the daily feeding, watering and cleaning of pen.

Environmental enrichment should be provided for all animals, particularly those being housed for more than 72 hours. For animals housed in excess of 72 hours, daily physical enrichment should be undertaken as determined appropriate by the person responsible for the detention facility. Consideration to be given to the physical and mental wellbeing of the animal and the ability of the handler to maintain effective control of the animal.

7.7.1. Physical enrichment

Physical stimulation activities may include foraging, playing with toys, grooming, free running exercise (in appropriate enclosed areas) and on-leash walking. For cats, it may also include scratching posts and multiple levels.

All enrichment items must be disinfected before being allocated to a new animal and cleaned if visually contaminated with food, faeces or other organic matter. Personal hygiene practices must be followed to reduce the risk of exposure and spread of disease.

7.7.2. Mental enrichment

Mental stimulation activities may include food dispensing toys and talkback radio.

7.8. Temporary Housing

The Board recognises that dogs may be held in temporary facilities during transfer from impounding location to the pound facility. These facilities will be inspected as part of the Dog and Cat Management Board compliance audit cycle and must meet the following minimum requirements:

- Provide adequate shelter from the elements including extreme heat and cold.
- Inaccessible to members of the public.
- Have a secure water source that is available to the animal at all times.
- Allow the animal to turn around and lay down with legs outstretched.
- Prevent harassment from other detained animals.
- Meet any relevant codes of practice and legislation.
- Used to detain animals for a maximum of twelve hours.

7.9. Veterinary care

The facility is not required to have veterinary facilities however, all operations must abide by *Animal Welfare Act 1985* requirements and veterinary attention must be provided when required. The council must have access to a veterinarian who can provide on-site

assistance if transportation would cause pain or injury. This arrangement must be documented in a council standard operating procedure or equivalent.

8. Destruction or Disposal

The decision to destroy or dispose of a dog or a cat after the required detention period has lapsed is a matter for the council.

The Dog and Cat Management Act 1995

62—Destruction or disposal of seized dog

(1) If—

- (a) a dog detained under this Division is not claimed by a person entitled to the return of the dog within 72 hours from when notice of its detention was last given under this Division; or
 - (b) a person in whose name a dog detained under this Division is registered declines to take possession of the dog; or
 - (c) money due in relation to a dog detained under this Division is not paid within 7 days after a request for payment,
- the person responsible for the dog while detained under this Division may cause the dog to be destroyed or otherwise disposed of.

(2) If a dog is disposed of under subsection (1) by sale, the proceeds of the sale are the property of the operator of the facility at which the dog had been detained.

(3) Despite any other provision of this Act, the operator of a facility at which a dog is detained under this Division may cause the dog to be destroyed—

- (a) if satisfied on reasonable grounds—
 - (i) that the dog is suffering from injury, disease or sickness to the extent that it is impracticable to maintain the dog; or
 - (ii) that the dog is suffering from a serious contagious or infectious disease or sickness; and
- (b) —
 - (i) the destruction is authorised in writing by a registered veterinary surgeon or stock inspector; or
 - (ii) that neither a registered veterinary surgeon nor a stock inspector is reasonably available and that urgent action is required in the circumstances.

The Dog and Cat Management Act 1995

64A—Destruction or disposal of seized cat

(1) If a cat is seized and detained under this Division, the person responsible for the cat while so detained (other than a person referred to in section 64(2)) may cause the cat to be destroyed or otherwise disposed of.

(2) If a cat is disposed of under subsection (1) by sale, the proceeds of the sale are the property of the operator of the facility at which the cat had been detained.

8.1. Rehoming or sale

Councils may rehome/sell seized and detained dogs and cats, or dispose to a rehoming organisation, that have not been collected by the owner as described in section 62 (1).

Councils should conduct, or cause, an assessment of the dog or cat's physical and mental health and temperament prior to rehoming to establish whether the animal is a suitable domestic pet.

Councils are required to comply with the microchipping and desexing requirements prescribed in section 70 of the Act if any dog or cat is sold by a council or an organisation they have disposed to, as described in the Act's interpretation of 'sale' or 'sell'.

If a dog is rehomed outside of the council area, the new owner's details should be provided to the council the dog will be kept.

If a council uses their facility to sell a dog or cat, the facility must comply with the requirements of the "South Australian Standards and Guidelines for the Breeding and Trading of Companion Animals".

The Dog and Cat Management Act 1995

70—Offences relating to sale of certain dogs and cats

(1) A person must not sell a dog or cat unless the dog or cat has been microchipped in accordance with any requirement set out in the regulations.

Maximum penalty: \$5 000.

Expiation fee: \$315.

(2) A person must not sell a dog or cat unless the dog or cat has been desexed in accordance with any requirement set out in the regulations.

Maximum penalty: \$5 000.

Expiation fee: \$315.

...

(5) This section does not apply to a sale of a dog or cat occurring in circumstances prescribed by the regulations for the purposes of this section.

The Dog and Cat Management Act 1995

4—Interpretation

sale or sell includes—

(a) auction, barter or exchange; or

(b) offer for sale, auction, barter or exchange; or

(c) cause or permit to be offered for sale, auction, barter or exchange; or

(d) possess for the purposes of sale, auction, barter or exchange;

8.2. Destruction

If a dog or cat is unable to be rehomed due to health or temperament, council may facilitate the humane destruction of the animal.

When assessing destruction methods available, councils should consider the impact on the person's physical and mental health. Destruction of an animal should only be done by a person who has adequate training in animal handling, destruction of animals (including selection of most humane method), equipment handling and appropriate licencing when required.

According to RSPCA, methods of humane killing must meet the following criteria:

- death of an animal without panic, pain or distress
- instant unconsciousness followed by rapid death without regaining consciousness
- reliability for both single or large numbers of animals
- simplicity and minimal maintenance
- minimal detrimental impact on operators or observers.

Barbiturate overdose administered by a veterinary practitioner is the method preferred by the Board.

Destruction must occur in an area separate to animal accommodation and exercise areas. It must be done out of the view of other animals and the public.

8.3. Surrender

If the animal has been surrendered, Council should ensure that they receive a signed statement from the owner detailing the surrender of the animal from the owner responsible for the animal.

The following details of the animal should be requested from the owner:

- Name and address of person surrendering
- Proof of ownership*
- Reason for surrender
- Age of animal
- Temperament of animal
- Health status of animal
- Vaccination status of animal
- Desexing details of animal
- Microchip status of animal
- Transfer Form completed and signed

*If proof of ownership is not available, then the animal must be treated as a 'found dog' and impounded for a minimum 72 hours and public notice displayed as per section 61 of the Act.

9. Related documents

- Dog and Cat Management Board Policy - *Approval of facilities used for the detention of dogs and cats under the Dog and Cat Management Act 1995*
- Template Impound Register

10. References and useful documents

Dog and Cat Management Act 1995

<http://www.legislation.sa.gov.au/lz/c/a/dog%20and%20cat%20management%20act%201995/current/1995.15.un.pdf>

Animal Welfare Act 1985

<http://www.legislation.sa.gov.au/lz/c/a/animal%20welfare%20act%201985/current/1985.106.un.pdf>

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Victoria Department of Primary Industries, *Code of Practice for the Management of Dogs and Cats in Shelters and Pounds (2014)*

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South Australian Standards and Guidelines for the Breeding and Trading of Companion Animals



Appendix B

Dog and Cat Management Board, Approval of facilities used for the detention of dogs and cats under the *Dog and Cat Management Act 1995*

Dog and Cat Management Board

Approval of facilities used for the detention of dogs and cats under the Dog and Cat Management Act 1995



Government of South Australia

Dog and Cat Management Board

Document Control:

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Author	Project Officer - Compliance, Dog and Cat Management Board
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Dog and Cat Management Board

January 2017

Policy

1. Legislative Context

The *Dog and Cat Management Act 1995* (the Act) requires the Dog and Cat Management Board (the Board) to issue guidelines and provide advice to councils about the standard of facilities used for the detention of dogs and cats under the Act.

The Act also requires that following the seizure of a dog or cat, it must be detained in a facility approved by the Board if it cannot be returned to the owner or person responsible for it.

The *Dog and Cat Management Act 1995* states:

21 – Functions of the Board

(1) *The Board has the following functions:*

- (b) *to oversee the administration and enforcement of the provisions of this Act relating to dogs and cats, including—*
- (ii) *issuing guidelines and providing advice to councils about—*
 - (E) *the standard of facilities used for the detention of dogs and cats under this Act;*

61 – Procedure following seizure of dog

(1) *If a dog is seized under this Division, it must either—*

- (a) *be returned to a person who owns or is responsible for the control of the dog;*
- or
- (b) *be detained in a facility approved by the Board for the purpose of detaining dogs.*

64—Power to seize and detain cats

(1) *A person may seize and detain a cat in any of the following circumstances:*

- (a) *the circumstances set out in section 63(1);*
 - (b) *any other circumstances set out in the regulations.*
- (2) *A person may seize and detain an unidentified cat for the purpose of delivering it within 12 hours to—*
- (c) *a facility nominated by a council and approved by the Board at which cats may be detained*

2. Policy Statement and Purpose

The Policy governs the Board's approval of facilities used for the detention of dogs and cats under the Act.

The purpose of this Policy is to:

- (a) establish the process for seeking the Board's approval of facilities; and
- (b) set out the Board's requirements for approving the facilities used for the detention of dogs and cats under the Act.

3. Definitions

Auditing officer	Staff member of the Dog and Cat Management Board who conducts an assessment of facilities for the detention of dogs and cats under the Act.
Checklist	Detention Facility Compliance Checklist outlining the minimum requirements for Board approval and used to audit detention facilities.
Council	As defined in the <i>Dog and Cat Management Act 1995</i> .
Flowchart	Audit Non-Compliance Escalation flowchart.
The Act	<i>The Dog and Cat Management Act 1995</i>
The Board	The Dog and Cat Management Board

4. Scope

This policy, the associated guidelines, and checklist only apply to facilities used by councils for the detention of dogs and cats under the Act.

If a council uses facilities owned or managed by a contractor, the council is responsible for ensuring the minimum requirements are met.

Policy Implementation

5. Planning and maintaining detention facilities

Councils must consult this policy when planning detention facilities, when assessing whether to use facilities owned or managed by a contractor, and when maintaining approved facilities used for the detention of dogs and cats under the Act.

Councils must refer to the Board's '*Guideline for Council facilities used for the detention of dogs and cats*', when planning and maintaining facilities.

6. Board approval of facilities

The Board will approve detention facilities that are used for the detention of dogs and cats under the Act. The Board will not approve detention facilities for purposes outside the scope of the Act.

The Board will approve facilities that satisfactorily meet the minimum requirements set out in the Board's *Detention Facility Compliance Checklist* (see Appendix A). Board staff will assess facilities against the checklist. If the detention facility meets the minimum requirements, approval may be sought from the Board.

7. Board audit of facilities

The auditing officer will assess the detention facility against the minimum requirements set out in the Board's *Detention Facility Compliance Checklist*.

The auditing officer will discuss any concerns identified throughout the assessment process with the council representative.

8. Severity scale of compliance for audits

The audit checklist has been segregated into three levels of severity:

- **Major** – For example, the risk is within the dogs or cats living quarters, including exercise runs, which poses a threat of injury, illness or escape. It is likely dogs or cats

will be exposed to the risk during normal operations as determined by the auditing officer.

- **Moderate** – For example, the risk is outside of the dogs or cats living quarters (receiving area, offices, veterinary facilities) and could cause injury, illness or escape of detained dogs or cats. It is unlikely dogs or cats will be exposed to the risk during normal operations as determined by the auditing officer.
- **Minor** – For example, the risk does not pose a threat of injury, illness or escape but does not comply with guidelines sufficiently to pass audit as determined by the auditing officer.

9. Corrective actions

For previously approved facilities being assessed in conjunction with the operational audit, corrective actions must be undertaken in accordance with the severity scale:

- **Major** - A plan to rectify is provided to the Board within 14 days and evidence of corrective action undertaken within 3 months.
- **Moderate** - A plan to rectify is provided to the Board within 28 days and evidence of corrective action undertaken within 6 months.
- **Minor** - A plan to rectify is provided to the Board within 3 months and evidence of corrective action undertaken within 12 months.

The Board may choose to escalate the non-compliance in accordance with the flowchart where non-compliances are not addressed adequately or where there is an immediate threat to animal wellbeing.

10. Unapproved facilities

Board approval is required prior to the detention of dogs or cats in new facilities. The Council must not use a detention facility that has not been approved by the Board or one that has not had corrective action completed.

The Council must advise the Board what action they will take to detain dogs or cats if a facility has been abandoned. The Board can approve alternate facilities for immediate use outside of the audit cycle as detailed above.

11. Related documents

This policy must be read in conjunction with the following Board documents:

- *Auditing of Council Compliance with the Dog and Cat Management Act 1995.*
- *Guideline for Council facilities used for the detention of dogs and cats.*

Appendix A - Detention Facility Compliance Checklist

Council		Date	
Address		No. Pens	
Owner		Built	

Council Detention Facilities	Y	N	
Approved by the Board prior to use			
Isolation Pens - isolated by an impervious barrier or at least 10 metres			
Sleeping Quarters - protection from the extremes of weather			
Sleeping Quarters - one third of the pen is weatherproof and includes a bed			
Materials and Design - fully enclosed			
Materials and Design - floors impervious, free of cracks or small gaps			
Materials and Design - impervious, washable and durable materials			
Materials and Design - floors must be graded toward the drainage outlet			
Materials and Design - water wastes or urine not be able to pass between pens			
Materials and Design - drainage must be connected to an enclosed drain or pipe			
Ventilation - adequate fresh air, free from damp, noxious odours and draughts			
Lighting - adequate natural light (or duplicate artificial light) in the pens			
Lighting - adequate shade throughout the day			
Water and Sewerage - fresh water must be available onsite			
Water and Sewerage - faeces disposal sewage, septic system or other management			
Security - unable to escape and low risk of theft. Pens should be locked as required			
Security - outside fence at least 1.8 metres with a lockable gate encircle the facility			
Dog and cat facilities must be separated by an opaque, impervious barrier			
Council Detention Facilities - Dogs	Y	N	
Pens and Cage Sizes (facilities approved <u>after</u> July 2017) - min floor space 2.4 metres, 1 metre width, 1.80 metre height			
Pens and Cage Sizes (facilities approved <u>before</u> July 2017) – at least 1 metre wide, 2.5 metres long and 2.15 metre height.			
Sleeping Quarters – dog bed raised from floor			
Materials and Design - impervious partitions at least 1 metre high, sealed to the ground should separate pens and exercise areas.			
Council Detention Facilities - Cats	Y	N	
Pen Sizes (12 to 72 hours, for a maximum of 2 cats) – minimum: floor space 0.75 square metres, 0.6 metres width, 1.7 metre height			
Cage Sizes (less than 12 hours) – minimum: floor space 0.49 square metres, 0.70 metres width, 0.50 metre height			
Cats and kittens must be provided with litter trays which must be cleaned daily			
Vehicle	Y	N	
Vehicle - facilities for the separation of animals			

Vehicle - no protrusions or sharp edges in the framework, doors or partitions			
Vehicle - escape-proof, prevents the protrusion of heads, limbs of smallest animal			
Vehicle - floors strong enough to bear the weight of the animal being transported			
Vehicle - floors have a non-slip surface to minimise the likelihood of injury			
Vehicle - adequate controlled ventilation/aircon when stationary and in motion			
Vehicle - vehicles must protect animals from the elements;			
Vehicle - Facilities for loading and unloading animals with minimal risk of injury			
Vehicle - Materials and a design that allows for effective cleaning and disinfection			
Council Detention Operations	Y	N	
OHS; Training - authorised persons should complete a suitable behaviour course			
OHS; SOPs - SOPs available for animal handling, cleaning, health and hygiene			
OHS; SOPs – clear signage is dog is aggressive			
<p>Induction and Impound register:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Species (dog or cat) <input type="checkbox"/> Animal name (if known) <input type="checkbox"/> Breed <input type="checkbox"/> Colours and markings <input type="checkbox"/> Gender and desexed status <input type="checkbox"/> Age <input type="checkbox"/> Date and time of seizure <input type="checkbox"/> Place of seizure <input type="checkbox"/> Reason for seizure <input type="checkbox"/> Health assessment notes, and treatment required <input type="checkbox"/> Temperament on collection <input type="checkbox"/> Identification details <input type="checkbox"/> Owner details (if known) <input type="checkbox"/> Impounding officer name <input type="checkbox"/> Pen number <input type="checkbox"/> Date left the facility <input type="checkbox"/> Collecting owners name and evidence provided <input type="checkbox"/> Registration number <input type="checkbox"/> Or, Disposal/destruction method <input type="checkbox"/> running sheet of the date and time the animal is inspected, fed, provided fresh water, exercised and pen cleaned 			
Food and water - protected from rodents and insects separate from accommodation			
Food and water - minimum of five days' worth of food			
Food and water - fed at least once per day and have fresh, clean water at all times			
Food and water - functional and placed so that they cannot be knocked over			
Food and water - individual food bowls and water troughs			
Health inspection - inspected at the beginning and end the day			
Hygiene - pens clean and hygienic and cleaned out daily			
Hygiene - clean and hygienic food preparation areas, access to clean rinse water			
Hygiene - biocide to disinfectant facilities prior to detaining another animal			
Hygiene - insect and rodent controlled			

Hygiene – hand washing facilities with running water, soap (preferably liquid soap) and single use paper towels or air dryer for staff to disinfect their hands			
Temperature - provisions to provide cooling or warmth in extreme temperatures			
Enrichment - daily human interaction (may include physical + mental)			
Enrichment - over 72 hours, daily physical enrichment			
Temporary Housing - Used to detain animals for a maximum of twelve hours <ul style="list-style-type: none"> <input type="checkbox"/> Provide adequate shelter from the elements including extreme heat and cold. <input type="checkbox"/> Inaccessible to members of the public. <input type="checkbox"/> Have a secure water source that is available to the animal at all times. <input type="checkbox"/> Allow the animal to turn around and lay down with legs outstretched. <input type="checkbox"/> Prevent harassment from other detained animals. <input type="checkbox"/> Meet codes of practice and legislation. 			
Veterinary care - access to veterinary services			