Humane Animal Control

Effective Enforcement,
Shelter Management,
Local Government
Support and Community
Engagement

Contents

Foreword

In the following pages, you will find a road map for effective, community-based animal care and control. Best Friends Animal Society has assembled a collection of descriptions of our country's most successful lifesaving programs, written by those who helped make them possible. Whether you're a municipal employee new to this field or a seasoned veteran, we hope that this publication will empower you and your agency to expand the level of service you bring to the people and animals in your community.

Like most things, the world of animal care and control is forever changing. An ever-growing body of research and data is providing us with more insight into our work, and oftentimes inspiring us to let go of beliefs and practices that no longer apply. Today's animal care and control leaders are curious about their field and committed to staying abreast of the latest research, trends and operations from their colleagues. This guide is designed to feed that professional curiosity and commitment to learning.

While not every approach and opinion presented in this guide adhere perfectly to Best Friends' philosophy, the underlying values and shared commitment to saving lives are universal. And our hope is that this publication will help you better examine your own programs with an eye toward increasing animal welfare while fostering public safety and community harmony. And yes, we can do both at the same time.

Best Friends is committed to helping animal care and control agencies throughout the country achieve lifesaving success and put an end to the killing of animals in shelters. Through our network of thousands of animal welfare partners around the country, we're able to provide professional mentorships, shelter and field assessments, and other critical resources to agencies in need. Supporting the people and animals in our communities must be a team effort.

Thank you to the tireless and dedicated Best Friends Network partners, as well as the many Best Friends staff members, who made this publication possible. Through their collective expertise and shared vision, we've created a resource of the highest standards, worthy of those it aims to help.

The work we do together is helping to save lives and shape a brighter future for people and animals alike. Thank you for being a part of it.

Respectfully,

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The Role of Animal Control in Local Government

By Scott Giacoppo, Best Friends director of national shelter outreach

Tracing its origins back to the mid-1800s, municipal animal control functions have experienced significant transition and growth. Originally charged with picking up and killing stray dogs to address the spread of rabies, local health departments hired individuals to go out into the cities and round up dogs found roaming the streets. Dubbed "dog catchers," these men were paid a reward per dog caught and killed. They were considered to be providing strictly a public safety function.

In 1863 the city of Los Angeles established the nation's first city "pound" to house stray animals, and more and more cities followed suit. In 1868, Henry Berg of New York formed the American Society for the Prevention of Cruelty to Animals (ASPCA), the first organization of its kind in the country. Public awareness of the mistreatment of animals, both by individuals and local governments, soon led to changes in how animal control functioned and how stray and free-roaming animals were handled.

Animal care and control today

Today's animal care and control continues to provide the original public health and safety function, but now also focuses on animal protection. One of the reasons for this is that the public expects humane care of animals when they are in the hands of our government. No longer is catch-and-kill an acceptable answer to stray and free-roaming animals. The expectation is that while animals are in the care of animal control, they are properly fed, provided with necessary medical attention and physical and mental stimulation, and ultimately returned to their homes or rehomed.

Municipal animal shelters used to be referred to as the "pound," because animals were kept there during impoundment and simply killed once the legally mandated hold time ex-

pired. Today's animal care and control department plays a much more dynamic role in the community, and long ago shed the "pound" name and image. Now commonly referred to as an animal shelter, the focus is on achieving, at minimum, the five freedoms[1] for all animals in their care. And more and more shelters add a sixth freedom: the freedom from premature end of life for animals who are not terminally ill or dangerous. These shelters act as a resource center for families, places where they can adopt new animal companions, seek services to resolve issues with their pets and find lost pets, as well as provide community service in the way of volunteering.

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Never before has the public been so interested and involved in the care of animals in their communities, and as a result this provides animal control agencies with exceptional opportunities to improve the quality of care they provide. With these new opportunities, however, come new challenges and financial considerations from our governments. The cost of care is increasing as the services provided grow to meet societal expectations and needs.

Those costs include providing daily care and enrichment, such as proper sanitation and disease control, proper nutrition, adequate physical and mental stimulation, and proper medical care. (Veterinary service costs in general are rising.) All of this, of course, is part of ensuring that no animal suffers during his or her stay in the shelter. Facility management comes with additional costs, as does staffing the facility with appropriately trained professionals. In today's highly competitive world, competitive salaries are needed to recruit and retain skilled staff.

While the costs have increased, a recent study[2] conducted by students from the Graduate School of Social Work at the University of Denver looked at the economic impact these types of cost increases had on the city of Austin, Texas, and concluded:

"The costs associated with implementing the (no-kill resolution) appear to have been more than offset by a series of economic benefits to the community. The majority of the positive economic impacts result from increased employment within animal services as well as the increased use of pet care and pet retail services. An additional benefit appears to be the positive contribution of Austin's progressive animal welfare policies to its brand equity. This impact is important as municipalities compete with each other to attract employee demographics that in turn draw new business and new economic growth to their area."

Current goals of animal control facilities

Two of the primary goals of the modern animal control facility are to reduce the number of animals coming into the shelter through prevention programs and to move those who do enter the system out alive as quickly as possible. Strategies to achieve the first goal include managed intake and targeted spay/neuter programs.

One way to accomplish the second goal is to establish robust return-to-owner (RTO) programs. Publicly encouraging those who have lost pets to file "lost pet" reports and to visit the shelter often to search for their pets helps increase the shelter's RTO rates. In addition, offering free or low-cost microchips to pet owners can significantly increase the RTO rate. More and more agencies are now conducting return-to-owner programs from the field. If an animal is found and has identifiers such as an ID tag or microchip, the field officer can return the animal to his or her home rather than having the pet enter the shelter. (For more information on RTO, see Appendix D, "Return-to-Owner Strategies.")

To increase adoptable animals' chances of being placed quickly into new homes, animal control agencies are collaborating with rescue groups to transfer animals from one organization to another. By moving animals from the shelter to the adoption programs of rescue partners, space is created in the animal control facility, which can help eliminate the need to kill healthy, treatable animals.

Customer-friendly adoption programs are also essential to moving animals out of the shelter system in a timely fashion. Effective strategies include implementing policies that remove barriers to adoption, such as keeping shelters open in the evenings and on weekends. The use of creative marketing techniques, social media and traditional media to promote the animals and the adoption program are also critical. Encouraging people to adopt provides an opportunity for the public to help animal control increase their lifesaving capacity. (For more information, see Appendix I, "Adoption Programs.")

These and other progressive practices of today's municipal shelters have broadened the role of animal control, making it about community service rather than just enforcement. Working together to devise creative solutions to complex challenges in a community helps bridge the gap between government agencies and the people they serve.

Maintaining original functions of animal control

Many of the original functions of animal control remain primary responsibilities, such as enforcing local ordinances related to loose, unregistered and dangerous dogs; providing rescue services for animals in need; investigating allegations of abuse and mistreatment; and providing information to pet owners about proper care of their pets.

Top priorities on the list of services provided are conducting thorough and unbiased investigations into animal bites, placing animals under quarantine if necessary, and helping to

ensure that animals are properly vaccinated. Protecting the public from the spread of rabies is still a primary function of animal control, although the threat of rabies has decreased considerably over the years and continues to do so.

During the course of a bite investigation, it is the animal control officer's responsibility to determine whether the biting animal should be considered dangerous under the law. This determination should be based on the animal's behavior in light of the situational context, and never merely on the animal's appearance or breed. Studies repeatedly refute speculation that certain breeds are naturally more aggressive than others. Just as any dog can bite, any dog can be a safe, cherished member of a household.

To establish what truly occurred, officers conducting these investigations must be well versed in animal behavior and general investigation techniques, and be able to provide an objective, well-documented case file. Many animal bites are due to extenuating circumstances that would not be considered normal for the animal, and that should be taken into consideration. Deeming an animal dangerous often carries serious consequences, such as the life of the animal being taken or litigation against the government on the part of the animal's owner, who appeals the decision.

It is also the role of the animal control field officer to provide rescue services to stray and free-roaming animals who are in distress, whether it's a cat who has been hit by a motor vehicle, a dog who has fallen through the ice on a frozen pond or a wild animal who has become trapped and must be released back to safety. The specialized training and equipment necessary to perform these rescues cannot be taken lightly. Multiple organizations around the country provide certification training and should be sought out by each municipality to ensure that officers, animals and the public are safe from injury during these situations. When trained officers rescue animals safely and confidently, it also can result in well-deserved, positive media attention.

Depending on the size of the agency and the volume of calls for service, responding to emergency calls on a 24-hour basis may be a necessity. Twenty-four-hour coverage can be accomplished either by having an officer dedicated to after-hours shifts or by having a rotational on-call schedule.

Requirements for animal cruelty investigations

Animal cruelty is a felony in most states; in others, there are felony provisions for certain acts, such as animal fighting, torture and severe physical abuse. This puts the field officer in the position of being a criminal investigator, so proper training — identical to what municipal police officers receive — is recommended to provide the highest level of protection for the animals in our communities.

An animal cruelty investigator should receive training in interpretation of laws, search and seizure, constitutional rights, investigative techniques, interview and interrogation skills, and

crime scene analysis. While there are countless opportunities from animal advocacy and protection groups to obtain this training, securing the ability to attend classes in the local police academy provides consistency in government procedures and builds relationships between the animal control field officers and the local police officers. This relationship between departments is valuable because on many occasions local police officers will require the assistance of animal control, and vice versa. Since both serve as the law enforcement authority in the community, it is expected that they work hand-in-hand.

Once trained in basic criminal investigations, the officer can then attend specialized training offered by organizations such as the National Animal Care & Control Association (NACA), a trade organization dedicated to promoting professionalism in animal care and control. Officers should also work with the local prosecutor's office to learn the particular policies and procedures needed to successfully prosecute animal cruelty cases.

Animal control field officers face dangers that are similar to those experienced by police officers, so it's vital to train and equip officers to keep them safe. In many cases, the individuals being investigated for animal crimes are also under investigation for other crimes involving drugs, firearms and/or gang-related activities. These individuals, often violent criminals, see animal control as a threat and will react no differently than they would if confronted by police officers. Study after study[3,4] reinforce the notion that those who would harm an animal are more likely to harm humans.

Emulating community-based policing

A relatively new component of animal control is engaging the community directly to work together to solve community problems. Animal control field officers are stepping out of their vehicles and applying the model of community-based policing to interact with residents. Employing creative problem-solving and collaborating with residents, field officers are devising successful strategies to resolve common yet often complex community issues involving animals. For example, encouraging property owners to use humane deterrents to keep unwanted animals off their property is far more effective than the traditional method of lethal removal.

Data gathered by animal control can reveal "hot spots" (for example, the neighborhoods where most of the dog bites are occurring). Once these "hot spots" are identified, strategies can be developed and resources allocated to address the specific needs of the area neighborhood by neighborhood.

Oftentimes, the public is recruited to assist animal control by maintaining a watchful eye, helping the elderly care for their pets, assisting with fence repair (either to confine dogs or to get dogs off tethers), building shelters for animals who live outdoors and providing ongoing care for community cats. In the past, these needs were traditionally left unaddressed by animal control or were dealt with in a manner that proved ineffective and inhumane. Today's

proactive agencies address these issues before they become problems in the community and result in the demand for extreme action, such as removing and killing animals.

A successful relationship between animal control and the public relies very heavily on trust. This trust can be built by showing the public that animal control officers not only provide a valuable public service, they also care deeply about their roles and responsibilities. When animal control officers engage with the community (e.g., being present in the community, attending community meetings, and offering support and assistance when needed), animal control earns much-deserved respect and starts to build those critical relationships.

Working collaboratively with residents, implementing lifesaving programs and maintaining a professional demeanor all positively affects the animal control agency's image in the community. Without public support, animal control agencies struggle with multiple challenges and ultimately fail to serve fully the public and the animals they are responsible for protecting.

NOTES

1. The five freedoms outline five aspects of animal welfare under human control:

    1. **Freedom from hunger or thirst** by ready access to fresh water and a diet to maintain full health and vigor

    2. **Freedom from discomfort** by providing an appropriate environment, including shelter and a comfortable resting area

    3. **Freedom from pain, injury or disease** by prevention or rapid diagnosis and treatment

    4. **Freedom to express (most) normal behavior** by providing sufficient space, proper facilities and company of the animal's own kind

    5. **Freedom from fear and distress** by ensuring conditions and treatment that avoid mental suffering

    Available at aspcapro.org/sites/pro/files/aspca_asv_five_freedoms_final_0_0.pdf.

2. S. Hawes et al., *Legislating Components of a Humane City: The Economic Impacts of the Austin, Texas "No Kill" Resolution.* (Institute for Human-Animal Connection, Graduate School of Social Work, University of Denver, 2017). Available at animalstudiesrepository.org.

3. C. Luke, A. Arluke and J. Levin, *Cruelty to Animals and Other Crimes: A Study by the MSPCA and Northeastern University*. (Massachusetts Society for the Prevention of Cruelty to Animals, 1997). Available at support.mspca.org/site/DocServer/cruelty-to-animals-and-other-crimes.pdf?docID=12541.

4. F.R. Ascione, "Animal Abuse and Youth Violence," *Juvenile Justice Bulletin* (U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, September 2001). Available at nationallinkcoalition.org/wp-content/uploads/2014/02/Ascione-OJJDP-2001.pdf.

CHAPTER 2
The Role of Local Government in Animal Control

By Arlyn Bradshaw, Best Friends Mountain West regional director,
and Ledy Vankavage, Best Friends senior legislative attorney

Throughout most of the United States, the responsibility for animal control and sheltering falls to local governments. It is mandated by state law that local municipalities provide certain animal control and animal sheltering functions. State laws can also enable or empower local governments to perform specific animal-related services should they choose to do so. In some states, though, local governments have no responsibility for certain aspects of animal control and sheltering. For example, in Illinois there is no statewide requirement that cities and counties deal with cats — other than bite cases.

From state to state, and within states, the responsibility for animal sheltering and control is approached in many different ways. The local government entity responsible for animal sheltering and control can be a county, a city, a special service district or another political subdivision. Sheltering functions and animal control field services functions may fall under a single agency, or they may be handled by separate agencies. The functions of animal control field services often reside within a police department or a sheriff's office, but sometimes they are contracted to a non-governmental organization. Governments often choose to operate their own shelters, but in much of the country, that responsibility is contracted with local nonprofit animal welfare organizations.

Regardless of the way in which the various animal services are organized, it must be done within the laws of each state. State law provides the basic framework for how local jurisdictions approach these responsibilities. Generally broad, state law defines the level of government that delivers the service and what the service includes. Whether mandating hold times, vaccination requirements or standards of sheltering care, state law has the final say in animal control.

From there, local communities have the ability to utilize the tool of the local ordinance to define their roles. Unfortunately, local ordinances (and sometimes state laws) are often contradictory and outdated. While lawmakers have the best of intentions — trying to balance public safety, nuisance abatement and, in some cases, the saving of animals' lives — many municipal codes have developed into an un-enforceable patchwork of regulation over the years. Ensuring updated and modern versions of animal control ordinances should be a goal of every jurisdiction.

What the public wants from government

Local governments often face a balancing act — imposing enough regulations to ensure the safety of citizens yet remaining mindful of individual rights. What the public wants is for government to ensure safe and humane communities for people and pets.

When it comes to pets, both freedom and compassion are important to Americans, and polls back this up. A 2014 national poll done by Luntz Global asked more than 1,000 U.S. citizens, "Who should be able to determine the types of dogs people can own?" Eighty-four percent of respondents said that individuals should be able to choose whatever breeds of dogs they wanted.

Respondents were also asked to indicate their preference from among three options for managing community cats:

- Sterilize and vaccinate healthy stray cats, and return them to where they were captured (sometimes called trap-neuter-vaccinate-return or TNVR)
- Impoundment by shelter staff, followed by lethal injection for any cats not adopted
- Do nothing: Leave stray cats alone to fend for themselves

Among the respondents, 68 percent chose TNVR, compared to 24 percent who chose lethal injection. Respondents' support for TNVR might have been even higher had they been made aware of the expense to taxpayers that's involved in conducting lethal roundups.

It's a challenge to draft comprehensive animal ordinances that empower humanitarians to save animals, protect pets, provide for public safety, encourage responsible pet ownership or caregiving, and penalize reckless pet owners. Luckily, there are a variety of effective animal ordinances that are paving the way toward supporting the safe, humane communities desired by the general public.

The following highlights some of the most common ordinances and policies that have evolved as our communities' understanding of animal services has also evolved. It is not intended to outline all important laws affecting animals in a community and should not be construed as legal advice.

WHAT DETERMINES THE WAY A SHELTER OPERATES?

Shelter policies are the written procedures outlining how shelter staff must perform their job duties in a variety of situations.

A shelter's policies dictate how animals are cared for, adoption procedures, impoundment requirements, volunteer duties, and all other aspects of shelter operations.

Shelter laws consist of state statutes and local ordinances. Local ordinances, depending on the jurisdiction, may be more specific than state statutes, but usually cannot conflict with them.

Dangerous dog laws vs. breed-discriminatory laws

Breed-discriminatory ordinances are passed with the assumption that they will make a community safer. However, these laws fail to increase public safety, are extremely expensive to enforce, and violate the property rights of responsible dog owners. That's why 21 states now have provisions preventing cities from enacting breed-specific legislation. (See Appendix Q, "Progressive Animal Control Ordinances," for a detailed list of these states' provisions.)

Rather than pass laws that punish innocent dogs and responsible owners, communities can make better use of scarce resources by creating breed-neutral, comprehensive dangerous-dog laws that prosecute and penalize negligent or reckless owners. Pet owners should be held accountable if their dogs are dangerous, no matter what the dog's breed is. Idaho has a very good dangerous dog law that includes a broad definition of "justified provocation." The "at-risk" designation is removed after three years of good behavior. (Appendix Q, "Progressive Animal Control Ordinances," contains a good definition of "dangerous dog" from the Illinois Animal Control Act and also the Idaho "justified provocation" definition.)

Breed-specific laws can be problematic for another reason: Identifying a dog's breed based on appearance can be very prone to error. In fact, visual identification of the breeds in a mixed-breed dog is likely to be contradicted by a DNA test. Local governments carry the burden of proof and so will incur the expense of proving the breed or combination of breeds in individual dogs in court cases.

Another issue is that breed-discriminatory laws are frequently directed against what the law calls "pit bulls," despite the fact that "pit bull" is not a specific breed of dog. The term "pit bull" loosely describes a continually expanding group of dogs that includes American Staffordshire terriers, Staffordshire bull terriers, American pit bull terriers and 20 other pure breeds, along with any dogs presumed, on the basis of appearance, to be mixes of one or more of those breeds.

Studies done in countries with breed-discriminatory laws, including the United Kingdom[1] and Spain,[2] found that these laws didn't reduce the number of dog bites or improve public safety. The Spanish study revealed that allegedly dangerous breeds accounted for 2.4 per-

cent of the dog bites before the breed-discriminatory law was introduced and 3.5 percent of the dog bites after the breed-discriminatory law was passed. The authors state that the "results suggest that BSL was fundamentally flawed … (and) not effective in protecting people from dog bites in a significant manner."

The authors of a 2013 study[3] published in the *Journal of the American Veterinary Medical Association* found that there are multiple factors involved in dog-bite-related fatalities, and most are under the control of the dog owners (e.g., isolation from positive family interaction, abuse or neglect, not having dogs neutered, dogs left alone with a child). Breed could only be reliably determined in about 18 percent of the cases, and more than 20 breeds of dogs were involved, so breed wasn't considered a major factor.

Reckless owner, problem pet owner and habitual offender ordinances

It is common sense to restrict or ban certain high-risk pet owners from having pets. In 2006, Illinois became the first state to restrict convicted felons (those convicted of forcible felonies, drug or gun charges) from owning unsterilized dogs. (Statistics have shown that the majority of bite cases come from unsterilized dogs.) Ohio enacted a similar provision concerning convicted felons, and some counties in other states have followed suit.

In 2007, the city of Tacoma, Washington, created an ordinance regulating "problem pet owners." A person who commits three or more animal control violations in a 24-month period could be declared a problem pet owner and not be allowed to own any animals for a period of time. In South Bend, Indiana, someone who is found to be a "habitual animal offender" may be prohibited from owning pets for a minimum of five years. In Minnesota, dog ownership is prohibited if a person has been convicted of a third or subsequent violation of the registration, maintenance or microchipping provision of the dangerous dog law.

Community cats and animal ordinances

While many communities across the country are seeking to update local ordinances, most areas of the country still have outdated restrictions that are detrimental to lifesaving efforts. These restrictions are most prevalent as they relate to the feline population.

Community cats (free-roaming cats, frequently called "stray," "feral" or "at large") are subject to impoundment by animal control under most local ordinances. Many jurisdictions also require that an impounded animal be held for a stray-hold period to allow the owner to reclaim the animal. Since the national average of owners reclaiming their cats at animal control facilities is approximately 2–5 percent, and most community cats are not, in fact, owned, these cats are very rarely claimed. After the stray hold period has expired, unclaimed community cats are generally killed by the shelter.

Not only does impounding community cats have bad outcomes for the cats, it is expensive for jurisdictions to trap, hold, kill and dispose of them — and that method hasn't reduced stray cat populations effectively. Because of that, communities across the country are turning increasingly to programs aimed at keeping cats and kittens out of shelters. Perhaps the best known of these programs is trap-neuter-vaccinate-return (TNVR or TNR), a common-sense, cost-effective solution for controlling stray cat populations by preventing additional births instead of continuing to house, feed and then end the lives of these cats.

In a TNVR program, stray cats are caught, vaccinated, sterilized and returned to their original location, where they have been and will continue to be cared for by community residents. (See Appendix B, "Management of Stray and Feral Cats," for more information.) As TNVR becomes widely accepted across the U.S., shelters themselves are successfully adapting the model for cats impounded into their facilities. This method is commonly referred to as shelter-neuter-return or return-to-field.

Traditional animal control laws also create serious obstacles for community cat caregivers, as they may find themselves unwittingly in violation of a number of laws. For example, if a caregiver is deemed the legal "owner" of a cat under local ordinances, he/she could be subject to several obligations required of pet owners, including licensing, pet limits and at-large or leash laws, making it virtually impossible to perform TNVR activities. Even if caregivers are not deemed to be owners, feeding bans, nuisance laws and laws prohibiting abandonment may subject them to civil and/or criminal prosecution. Providing reasonable specific exemptions for community cat caregivers in local ordinances allows TNVR programs to function most effectively. These protections should extend to both government and private entities and individuals participating in these programs.

The following provides more specific information regarding common pitfalls in local ordinances as they affect community cat caregivers.

> **Definition of "owner."** Animal ownership under local ordinances is defined in many ways, but a common definition involves keeping or harboring an animal. Some ordinances qualify it by stating that caring for an animal over a specified period of time meets those terms. Such definitions have the mostly unintended consequence of targeting community cat caregivers, since they regularly monitor and feed community cats. If community cats have more than one caregiver, it is conceivable under these definitions to reach the illogical conclusion that the cats may have several "owners."
>
> Caregivers often care for a number of cats residing together in colonies, so if they are deemed owners, they could potentially be criminally and/or civilly liable for violations of a number of laws. For example, some jurisdictions require owners to license their cats and/or limit the number of cats owned by residents. Community cat caregivers would be seriously burdened if they had to license each cat annually and/or if they were in violation of a pet limit law because they were considered owners of the cats they care for.

Additionally, some jurisdictions prohibit owners from allowing their cats to run at large. Because community cats are, by definition, roaming at large, their caregivers could be in violation of this law as well.

While these laws may serve useful purposes for true cat owners, they unnecessarily burden community cat caregivers and inhibit the implementation and effectiveness of TNVR programs. Because of these concerns, laws defining the term "owner" should exempt community cat caregivers. At-large laws, stray-hold periods and licensing requirements should likewise exempt community cats.

"Abandonment" concerns. Even if caregivers are not deemed owners, abandonment provisions could pose a significant challenge. When jurisdictions interpret the "return" aspect of TNVR to be abandonment, caregivers or other TNVR participants could potentially be found criminally liable without the protections being provided under the law. A typical definition of "abandon" is "to desert, forsake, or absolutely give up an animal without having secured another owner or custodian for the animal or by failing to provide the elements of basic care."

TNVR programs that return cats to their original location should not be deemed "abandonment." These programs are deliberately designed to improve cats' overall health and well-being; thus, there is no intent, criminal or otherwise, to harm the cats. If the cats were healthy at the time they were trapped, there is no reason to believe that returning them to where they were found would subject them to pain, suffering or cruelty (which is what general cruelty laws attempt to prohibit). Indeed, the health and well-being of cats in TNVR programs is enhanced after sterilization and vaccination for rabies.

So, abandonment provisions should not be drafted or interpreted by local governments to prevent the "return" portion of TNVR programs. Best practice would dictate, for clarity, that the abandonment law should expressly exempt TNVR-related return of community cats to their original locations. The potential of criminal penalties for community cat caregivers only makes residents hesitant to become involved in TNVR programs, which would likely have the effect of worsening a community's "feral cat problem."

Mandatory spay/neuter

Some jurisdictions have moved to mandatory sterilization for owned pets. In considering this, lawmakers should be aware that no major animal welfare organization (including the ASPCA, the American Veterinary Medical Association, Best Friends Animal Society and the Humane Society of the United States) promotes or endorses mandatory spay/neuter of owned pets to increase live outcomes or decrease shelter intake. What these organizations do support is effective community outreach to give residents the information they need about spay/neuter and facilitate access to spay/neuter services.

Mandatory spay/neuter ordinances frequently have the unintended consequence of increasing intake because pet owners are unwilling or unable to comply with the law and choose to surrender their pets in lieu of getting citations and paying fines. Mandating spay/neuter can make owners reluctant to reclaim lost pets for the same reason and may make some pet owners less likely to comply with other ordinances, such as obtaining rabies vaccinations and seeing a veterinarian for routine medical issues. Plus, the burden of mandatory spay/neuter falls hardest on lower-income neighborhoods and criminalizing behavior does not induce compliance.

Research conducted by PetSmart Charities[4] shows that only 4 percent of pet owners cited a mandatory spay/neuter requirement as motivation to have their pets altered. Almost three quarters of pet owners, on the other hand, cited a desire to prevent unwanted litters and a belief that "it was the right thing to do."

Pet limit laws

Many pet limit laws are designed with the intention of abating nuisance complaints and preventing animal hoarding. In general, however, these laws have proven to be arbitrary, overly broad and ineffective. For example, one neglected dog chained up in a backyard has the potential to create a significant nuisance, while four dogs responsibly cared for by their owner may never generate any nuisance issues.

Pet limit laws also do little to prevent animal hoarding, which is linked to a serious mental illness that results in the accumulation of a large number of animals whom the person cannot care for adequately. Combatting animal hoarding[5] relies on strong anti-cruelty and neglect laws combined with a coordinated multi-agency effort to strive for positive outcomes for the human and animal victims. Note: The National Animal Care & Control Association (NACA) has a guideline on animal hoarding.[6]

For these reasons, many local governments have discarded pet limit laws in favor of solid animal cruelty and neglect ordinances. Combined with specific nuisance laws that clearly define the public health and safety issues that can be created by a pet owner who is not responsibly caring for his/her pet(s), these ordinances effectively address actual issues rather than arbitrarily assigning a limit to the number of pets citizens can have.

Fight-bust dogs

Dogs who have been the victims of the cruel sport of dogfighting should not be summarily deemed unadoptable or dangerous. Many of these dogs can be safely placed in homes.

Transparency of shelter data

For the purpose of transparency, animal shelters should share their animal intake and disposition statistics with the public. This information should be kept up to date on agencies' websites and should be easy for members of the public to access. Local governments should commit to upholding the public trust by requiring shelter operators to provide this data to the public.

Shelters that join the Best Friends Network are required to submit monthly intake and outcome statistics via Shelter Animals Count, a national database that allows tracking of animal sheltering statistics. The Best Friends Network, comprised of thousands of public and private shelters and other animal welfare groups across all 50 states, connects shelters with the networking, training and resources needed to increase lifesaving. Participating shelters not only receive the support and resources of the network, they also easily meet industry transparency and data reporting standards via the Best Friends Network Coalition within Shelter Animals Count. For more details, see Appendix O, "Shelter Animal Data Collection," and Appendix T, "The Best Friends Network."

NOTES

1. "Does the Dangerous Dog Act Protect Against Animal Attacks? A Prospective Study of Mammalian Bites in the Accident and Emergency Department," *Injury* 27, no. 2 (1996): 89-91.

2. B. Rosado et al., "Spanish Dangerous Animals Act: Effect of the Epidemiology of Dog Bites," *Journal of Veterinary Behavior 2*, no. 5 (2007): 166-74.

3. "Co-occurrence of Potentially Preventable Factors in 256 Dog-Bite-Related Fatalities in the United States (2000-2009)," *Journal of the American Veterinary Medical Association* 243, no. 12 (December 15, 2013).

4. K. Campbell, *Pet Adoption & Spay/Neuter: Understanding Public Perceptions by the Numbers*. PowerPoint presentation, PetSmart Charities, November 27, 2012. Available at petsmartcharities.org/sites/default/files/Ipsos-Webinar-11-27-12.pdf.

5. For more information on research done about animal hoarding, go to the website of the Cummings School of Veterinary Medicine at Tufts University: vet.tufts.edu/hoarding/publications-2.

6. See page 14 in *NACA Guidelines*: cdn.ymaws.com/nacanet.site-ym.com/resource/resmgr/Docs/NACA_Guidelines.pdf.

CHAPTER 3
Shelter Operations and Lifesaving Programs

By Tawny Hammond, Best Friends Midwest regional director

Today, killing homeless pets as a form of population control is becoming increasingly unacceptable to the public. Because of that and for other reasons, more and more communities are working to transform their traditional animal shelters into community resource centers focused on returning lost pets to their families and achieving lifesaving outcomes for homeless pets. Progressive animal shelters operating in this manner also provide medical care to injured and sick pets, and know that pets in their care may have behavior issues very similar to owned pets, which should not automatically result in them being deemed unadoptable.

Many communities are realizing that progressive animal services are connected to social services and community wellness. Pets connect people socially and serve as official and unofficial emotional and physical support. Plus, pet ownership contributes significantly to the local economy.

Additionally, elected and appointed municipal leadership are devoting the same time, energy and resources to professional excellence in their animal services departments as they do the rest of their municipal departments and programs, understanding that these efforts lead to communities that are safer and better places to live overall. Communities that have progressive animal services programs benefit from having positive reputations as both well-managed municipalities and desirable communities in which to live, work, and play.

Animal shelter vs. community resource center

Beginning in the mid-20th century, states mandated local jurisdictions to maintain animal impoundment facilities, primarily for the purpose of rabies control. Today's animal shelters evolved from those impoundment facilities, as the expectations of the public changed from

animals simply being controlled to animals finding help through government services. An emphasis on pet reclamation and adoption programs developed at the same time that pet ownership became more popular in the United States. Domesticated dogs and cats went from living in the barnyard to the backyard to the inside of their owners' homes.

Because pet ownership is connected to overall community wellness, the public's interaction with animal services is evolving from being a "transactional" experience to becoming more of a collaborative relationship. More and more, animal shelters are serving as resource centers for the people and pets living in a community. Historically, animal services departments reacted to crises and workloads as they arose each day. As animal shelters develop into resource centers, there is an emphasis on education, information sharing, prevention, collaborative problem-solving with other government agencies, and partnerships with nonprofits and the community.

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A pet-loving, lifesaving community is characterized by not just the actions (or inactions) of the municipal animal services department, but is also connected to the values and ethics of the community as whole. The expectations, responsibility for saving lives and the solutions lie with the community, nonprofits and municipal leadership at all levels.

Below is an examination of some of the aspects of operations, practices and programs that facilitate animal shelters serving as community resource centers.

Design of facilities

Traditional animal shelters were utilitarian in design, with little to no emphasis on aesthetics, and were usually situated next to refuse and recycling centers on the outskirts of towns and counties. The kennels were designed strictly for short stray holds and weren't meant for longer stays. Today, as older facilities are being replaced, there is a recognition that animal shelters should be attractive, welcoming places that are strategically located in communities, and that have housing for the animals designed to support positive outcomes for them.

While the adoption areas in new facilities have seen great improvement in design and functionality, the intake areas have remained small and stark comparatively. As animal shelters evolve into community resource centers, it is important that the intake areas are designed to allow private (and often emotional) conversations. Intake areas are transitioning from being drop-off "depots" to serving as counseling centers designed to help families keep their pets, solve problems and make difficult decisions when necessary. Some animal

shelters have two separate areas or entrances, one for adoptions and one for people seeking assistance or considering surrendering their pet, which allows privacy and appropriate space for two very different conversations.

Regarding relinquishment of pets, in theory, having after-hours pet drop boxes might make sense, but in practice there are serious risks and missed opportunities. The guidelines of the Association of Shelter Veterinarians (ASV) caution that leaving live animals in unattended receptacles for later intake may result in an animal suffering or dying, so ASV considers drop boxes inhumane. Both ASV and the ASPCA recommend alternative arrangements for true after-hours emergencies, such as posting an after-hours telephone number or partnering with an emergency veterinarian clinic.

In addition, when a pet is placed in a drop box after hours, there is no communication about where the pet is from, why the pet was relinquished or to whom the pet legally belongs. (Not knowing where the pet is from means taxpayers could be paying for services for individuals living in a different jurisdiction.) The chance to learn important information is lost, which increases the challenge for animal shelter staff in helping the pet and is a lost opportunity to help families consider a different outcome for their pets.

Hours of operation

Animal shelters should be open at times that are the most convenient for people who need to reclaim a lost pet or would like to adopt a pet. Being open after 5 p.m. on weekdays, and on weekends and most holidays, gives people more access to the shelter to visit, adopt and reclaim lost pets. Being open as many days as possible is a sure way to make an animal shelter most accessible to the community and to increase lifesaving outcomes. The money saved on shorter hours and closed days is spent instead on animal care and the challenges of managing a population of pets who are stressed due to confinement.

Owner surrender is the one service for which shelters might want to restrict hours. Reducing the number of hours for intake means that a shelter can plan for more staffing on surrender days, allowing staff to give more individualized attention to both the animals and the people surrendering them, and giving rescue partner organizations more time to prepare and provide support for incoming animals.

Cleaning protocols

Animal shelters must be clean, not only to maintain a professional environment, but to ensure the control and prevention of transmittable diseases. Cleaning protocols should be developed based on the latest science and information regarding health and sanitation in animal sheltering, and should not be implemented in any way that will cause stress or harm to the pets in the enclosures. An ideal time for cleaning is when pets are outside for bath-

room breaks and enrichment. To assist staff with moving and managing pets for cleaning, all animal services departments ought to have a robust and active volunteer program.

Written protocols and training should be documented and monitored closely to ensure that animal kennels and care areas are kept clean.

Medical services

Pets are often surrendered at animal shelters because of medical concerns or emergencies, so it is important that animal shelters either retain a shelter veterinarian on staff or contract with a veterinarian or clinic to provide emergency care and meet basic medical needs. Once a pet is surrendered to an animal shelter, the pet becomes the legal property of the shelter, so any care and lifesaving efforts are the responsibility of the shelter.

The shelter director becomes that pet's owner-advocate, ensuring that he or she is treated with compassion, that injuries are treated and that basic life-sustaining care is rendered. An animal in a shelter should have every chance at healing and life that a privately-owned animal would have. It is also important that decision-making processes are set up so that the veterinarian and the shelter director can make collaborative decisions about pets who are irremediably suffering.

In addition to lifesaving services, a shelter veterinarian or contracted veterinarian is responsible for ensuring that infectious disease control protocols are followed and all controlled substances are inventoried and secure. The veterinarian also serves in a forensic capacity for animal cruelty cases.

Regarding vaccinations, it is very important that all pets coming into a shelter are vaccinated at intake, before entering the general population, to protect their health and the health of pets already in the animal shelter. Keeping shelter pets healthy makes adopting and transferring to rescue groups much easier, too, and reduces the cost of the care of sick pets. Core vaccines for dogs are distemper (CDV), adenovirus-2 (CAV-2/hepatitis), parvovirus (CPV), parainfluenza (CPiV) and bordetella bronchiseptica. Core vaccines for cats are feline herpesvirus-1 (feline viral rhinotracheitis/FHV-1), feline calicivirus (FCV) and feline panleukopenia (FPV).

Capacity of care

Capacity of care refers to an animal shelter's kennel space, the resources necessary to humanely care for each pet housed in the shelter, and the pace at which animals move through the shelter system. Because animal shelters may find themselves with too many pets and not enough kennel space or the resources to care for them, it's paramount to have an "at capacity action plan" that includes programs and policies to prevent the killing of shelter pets for space management or population control.

The following programs and practices are strongly recommended for animal services staff to be able to handle periodic or routine capacity challenges:

- A volunteer program to assist with care, enrichment and administrative tasks, freeing up animal care employees
- A foster program that includes emergency foster volunteers, to alleviate temporary space crises and create kennel space in the shelter
- A robust social media presence, to alert the community when the shelter is at capacity
- Strong, consistent relationships with the rescue community, for assistance during space crisis situations
- Well-developed media relationships, to help communicate with the community about immediate shelter needs
- Pre-arranged overflow temporary housing, for hoarding cases, emergencies and times when the shelter is at capacity
- Contractual arrangements with boarding facilities and veterinarians, for temporary boarding and the holding of shelter pets
- A "found foster" program, to allow people who find lost pets to temporarily house the pet (with the shelter providing a kennel, bed, collar, leash, toys and food) while the family is located or until space at the shelter has opened up
- Managed intake procedures, to defer convenience surrenders until there is space at the shelter
- The ability to waive fees and run adoption specials when at capacity or when lack of space starts to become an issue

Many of these are described in more detail in the appendices. For further discussion about capacity of care, see the Million Cat Challenge website (millioncatchallenge.org/resources/capacity-for-care).

Budget and fees

Communities expect certain services from their animal services departments, so the latter must be budgeted appropriately to provide those services. To secure additional funding and resources, successful animal services departments partner with the community via "friends of the animal shelter" groups, and seek support from animal services foundations and private foundations. They also collaborate with nonprofit partners and rescue groups to regularly transfer pets to their programs and fundraise for sick, injured or special-needs pets whose medical or behavioral needs exceed animal services' fiscal resources.

Traditionally, most animal services departments have established fees for adoptions, owner reclamation, impoundment, boarding and other services. The thought is that the fees are in place to recoup the costs of services for operating, but in practice, that cost recovery

model is not realistic for recouping operating costs and instead increases a municipality's daily costs for animal care, and leads to animal shelters being at capacity and the death of pets to create space for incoming animals.

If people cannot afford the fees associated with reclaiming their pets, they leave the animal shelter upset, will tell their neighbors and friends, will not adopt from the animal shelter, and won't volunteer or donate. This punitive model creates enemies and adversaries rather than ambassadors and allies for animal services in a community. Punitive measures do not build community trust and collaborative relationships, and fees do not necessarily teach people a lesson.

Many progressive animal services organizations have given animal services leadership the ability and authority to waive fees for adoptions, reclamations and other services when doing so will result in avoiding ending pets' lives prematurely (e.g., when the shelter is at capacity) and will ultimately save the jurisdiction money on animal care and operating costs.

There are hidden costs associated with killing pets as well as missed economic benefits of a pet-valuing and lifesaving animal services department and community. Regarding hidden costs, for example, absenteeism, behavior and performance problems, and staff turnover tend to be higher in environments where staff are expected to prematurely end the lives of savable pets. One missed economic benefit is that the public avoids visiting shelters where lifesaving is not a priority.

Partnerships

Partnerships with nonprofit animal welfare organizations, other government agencies related to wellness, and the business community are vital for finding lifesaving solutions because municipal animal services departments frequently do not have the resources to meet all of the community's needs. Solid partnerships with nonprofits can assist animal shelters with finding resources for emergency surgeries, medical intervention and treatment programs, foster home networks, and behavior assistance, training and funding. For more on this topic, see Chapter 5, "Coalition-Building."

Data reporting and transparency

Reporting all data related to animal services is crucial for building trust between animal services and the community, animal welfare nonprofits, activists and advocates. Being fully transparent communicates the needs of animal services and invites the community to volunteer, foster, adopt, donate and, in general, become ambassadors for animal services.

Some animal services departments are reluctant to make their data available, but being transparent about statistics can be an effective way to get help and support from the community. In addition, it allows organizations subject to Freedom of Information Act (FOIA)

requirements to control their messaging, rather than letting others drive the conversation through their FOIA request.

It is recommended that shelters report their data on Shelter Animals Count (shelteranimalscount.org), a national database of sheltered animal statistics. For more information, see Appendix O, "Shelter Animal Data Collection."

Communication and social media

An easy-to-use, mobile-friendly website and an active social media presence are vital tools for an animal services department's success. These critical communication tools will work in tandem to keep your community up to date regarding hours, adoption promotions, animal services' needs, emergencies and, most important, opportunities for the community to assist in your work.

These days, there is a very real expectation from the public that your department is using social media to communicate. A large portion of the U.S. population, after all, are daily users on at least one social media platform. Here are four reasons why your department should maintain an active social media presence:

1. It's the fastest and cheapest communication tool. It only takes a few minutes to publish something on a social media site, and the response is nearly instantaneous. The real-time nature of social media makes it ideal for updating your community quickly about new animals available for adoption, recent adoptions, special events or emergencies that require community support.

2. It builds a relationship with your audience, so they can unite around your cause. As long as your community knows you on social media, it doesn't matter if your brick-and-mortar location exists off the beaten path. You can build a strong relationship with your followers by posting quality content that's easy to understand, is visually interesting to consume, and furthers your mission. Social media provides a platform for educating the public about your cause, and also for listening to their comments and questions.

3. It drives targeted traffic to your website, your primary communication tool. You might have the most beautiful, easy-to-use website, but without social media to point people there, few people would see it.

4. It's key to providing good customer service. Your department may not be selling anything, but you rely on the community to help you find families for homeless animals. Everyone is a potential adopter and the quicker you can answer their questions to get an animal out the door, the sooner you can help another animal. Of course, it's not enough to simply post content on your social media page and walk away. Your followers want to engage with you and they expect their questions to be answered in a timely manner.

Breed labels and restrictions

Most pets coming into an animal shelter are either mixed breed or breed unknown. Guessing a dog's genetic makeup has typically been based on certain physical features, but advancements in DNA testing have proven that this is an unreliable way to determine an animal's breed.

Furthermore, there is no genetic connection between appearance and behavior. Prospective adopters who choose a dog based on his or her supposed breed may draw unrealistic conclusions about the pet's personality traits. Conversely, certain assumptions about a breed based on stereotypical behavior may make it difficult for individual dogs to even be considered for adoption. In addition, postings about lost or found pets typically use photographs and information about the pet to help identify him or her, and posting a lost pet's perceived breed incorrectly can make it difficult or impossible for owners to find their pets.

A best practice in animal sheltering, then, is to use clear photographs and descriptive words about a pet's appearance and personality, and avoid attaching a breed name. Many shelters see an increase in adoptions when breed guesses are removed from kennel cards. Shelter software companies are shifting to using the category "mixed breed" for identification and a secondary label that gives a breed guess (unless a dog is known to be a purebred).

Regarding breed restrictions, breed-specific legislation and breed-discriminatory practices fail to enhance public safety and are also costly to enforce. The focus should be on the behavior of the individual dog and the behavior of the pet owner, rather than the dog's breed. In addition, breed restrictions and labeling can have serious consequences in terms of people finding pet-friendly housing and homeowners' insurance, which ultimately undermines the bond between families and their dogs.

Managed intake

A managed intake process can help an animal shelter control the flow of pets through the shelter system and can also result in families finding ways to rehome their pets on their own or even keep their pets. Managed intake involves making appointments for families who wish to surrender their pets for convenience (i.e., it's not an emergency) and giving them self-rehoming guidelines and counseling. Scheduling an appointment gives the family time to find other options, consider solutions that will allow them to keep their pet, or solidify their decision to relinquish their pet.

Pets who have no other safe option, are in harm's way or are injured are admitted immediately, but if a family can keep their pet and come back on a scheduled date, kennel space can be kept open for the neediest of pets coming to the shelter.

Found foster programs (in which the person who found the pet keeps him or her for several days or longer) are another aspect of managed intake. They are very helpful in keeping lost pets closer to where they presumably live and in keeping kennels open for true emergencies. After taking a "found animal" report from the finder and posting a profile of the pet online, the shelter provides the finder with necessary supplies, such as a bed, collar, leash, food and toys. Providing a "found pet" flyer to the temporary foster family for posting in their community and on social media will assist in finding the pet's original home.

For more information, see <u>Appendix E</u>, "Managed Intake," and <u>Appendix H</u>, "Intake Diversion via Pet Retention."

Return-in-field programs

Enforcement and sheltering should operate as one unit providing humane, ethical, reliable and professional solutions for animal-related issues. Having an integrated animal services department prevents confusion and conflict regarding mission, vision, values and policies, which in turn translates to efficient and effective services both inside the animal shelter and in the field.

Animal control return-in-field programs (which seek to reunite lost pets with their families in the field rather than automatically impounding the animals at the shelter) save time and money, and ensure a lifesaving outcome. Statistically, the farther a pet gets from his home, the less chance he has of being reclaimed by his owner. Most animal shelters spend a significant amount of money caring for impounded pets and many are at capacity. A return-in-field program and supporting policies that empower animal control to keep pets in homes can save municipalities money, keep officers on the streets longer delivering more service value, reduce intake and save pets' lives. (For more on this topic, see <u>Appendix G</u>, "Intake Diversion in the Field.") Financial resources previously spent on impoundment can be invested in community-based solutions to keep pets with their families and to assist with the issues that cause people to surrender their pets.

Bifurcated stray hold

A bifurcated stray hold can help maximize lifesaving potential in an animal shelter. A bifurcated stray hold mandates a longer holding time before ending the life of a pet unless that pet is irremediably suffering. It also allows the shelter to adopt out stray pets after a shorter period of time (often day three) and immediately transfer to rescue or adopt out any pet that is owner-surrendered. Shelters may also immediately transfer to rescue any stray pet if it's in the interest of saving the pet's life, and the owner may still reclaim the pet within the three-day holding period.

Cats who are eligible for a community cat program (typically, "eligible" means a cat who is successfully living outdoors, lacks discernible identification and is of sound health) should also be exempt from mandatory hold times when they are being sterilized, vaccinated, and returned to the location where they were originally found.

When considering stray hold time periods, individual communities should look at the data for pet reclamation time periods for dogs and cats at their local shelters. While a longer stray hold period may seem beneficial for people looking for their lost pets, if an analysis of lost pet reclamation data reveals that pets are rarely reclaimed after day three, holding lost pets longer than three days before transferring them to rescue groups or adopting them out only increases animal care costs and the probability of illness and behavior issues related to stress in confinement. (For an example of the text of a bifurcated stray-hold ordinance, see the "Disposition of an Impounded Animal" ordinance in Appendix Q, "Progressive Animal Control Ordinances.")

Temperament assessments and behavior

Formal temperament assessments do not accurately predict how dogs will behave away from the shelter, which means that staff don't have the best information for matching animals with adopters. In addition, these assessments may create a false sense of security and increase liability for the shelter. Rather than expend valuable resources on formal temperament assessments, staff should adopt other methods to gather information to be used for finding the most appropriate outcome for individual animals.

Questionnaires for people relinquishing their pets can provide valuable information. The information-sharing process used in adoptions can be used during pet relinquishments to solicit information about a pet's habits, likes and dislikes, medical needs, diet, personality and behaviors.

Shelter leadership can also use the day-to-day experiences and observations of animal care staff and volunteers who have been trained to record what they've observed. Dog play groups, in-kennel enrichment, foster outings and regular handling by volunteers and staff should form the foundation for evaluating behavior in the shelter, with the recognition that behavior in a shelter environment is likely to be vastly different from behavior outside the shelter. (For more on enrichment, see Appendix K, "Enrichment for Cats in Shelters," and Appendix L, "Enrichment for Dogs in Shelters.")

End-of-life decisions

Rather than make one individual the sole decision-maker regarding end-of-life decisions in animal shelters, it is recommended that a collaborative and consultative process be employed to ensure that all options are being considered regarding medical intervention and

the alleviation of suffering, as well as behavioral concerns. Unless a pet is suffering irremediably and an immediate decision needs to be made, no one staff person should have the authority to order the death of a pet.

A recommendation for the humane ending of a life ought to take into consideration all the shelter staff's experiences with the pet, veterinarian input and observations, impoundment notes, volunteers' experiences with the pet and information provided by the previous owner. Only then should a recommendation be made to the director or manager of animal services. Staff of municipal animal shelters should keep in mind that if they don't have the resources to save certain pets, local nonprofit or private animal welfare organizations may be able to assist with resources and lifesaving intervention.

Animal services departments should have standard operating procedures in place and appropriate training for end-of-life decision-making and euthanasia procedures. There should be a clear written process followed that outlines who is involved and how that decision is reached.

Adoption programs

Animal services should have well-developed adoption programs designed to save as many lives as possible, as well as transfer pets to rescue partners for the same purpose. One of the best practices in adoption programs is to have open adoptions. In an open adoption process, adopters are matched with pets through open dialogue and conversation in a climate of trust, rather than applying restrictions that could dissuade people from adopting from an animal shelter. The goal is not only to move pets into homes and out of the shelter, but to create an ongoing relationship with community members, who will tell others about their positive experience at the shelter, and perhaps donate, volunteer or come back to adopt again.

For more information, see <u>Appendix I</u>, "Adoption Programs."

Volunteer programs

Because progressive, lifesaving animal services is a community value and ethic, involving the community via a volunteer program not only helps with operational needs, it creates ambassadors for animal services in the community. It is important to create, nurture and insist upon a cohesive and consistent culture for animal services staff and volunteers. The behavioral and cultural expectations should be communicated both during recruitment and as staff and volunteers are brought on board and trained. A signed workplace culture agreement should be in place for each staff person and volunteer.

Utilizing volunteers can be vital for animal services departments that don't have the needed resources to care for pets in the shelter and ensure lifesaving options. Properly trained

volunteers can fulfill integral tasks in animal care, customer service, administrative work, social media, pet enrichment, cleaning and emergency management. Until pets coming into the shelter are safe and leaving alive, an organization should focus all its volunteer efforts on live outcomes for the pets, rather than support programs that siphon off resources and energy from the priority of saving pets' lives. Once pets are safe and leaving alive, additional programming for youth, scouts and special events can be added to the roster of volunteer activities.

For more information, see Appendix N, "Volunteer Programs."

Foster programs

A robust foster program is invaluable for several reasons. First, many behaviors that may have been a concern often disappear when a pet leaves the stress of the shelter. Second, a great deal can be learned about a pet in a home that will aid in marketing and finding a permanent home for the animal. Third, pets can be adopted directly from foster homes without ever having to return to the shelter, thereby providing resources for other pets in need. Fourth, when a shelter is at capacity, foster homes allow the shelter to save many more pets, rather than end their lives due to lack of space.

Finally, foster care is an excellent option for the most at-risk shelter animals, such as newborn kittens and puppies, who require 24/7 care. Foster programs should have performance measures tied to lifesaving goals, in particular saving the most vulnerable populations of pets coming into the shelter.

For more information, see Appendix M, "Foster Programs."

Enrichment programs

The restrictive environment of an animal shelter and lack of physical and mental stimulation is stressful for pets. To help alleviate both anxiety and boredom, it is important to offer basic enrichment items and activities. Not only does enrichment help reduce stress and enhance health, but a relaxed and happy pet gets adopted much more quickly.

Most enrichment items (e.g., toys and food puzzles) can be donated and volunteers love to assist with enrichment activities. Creating an Amazon Wishlist, publicizing it and listing donations needed on the animal services webpage is an effective way to get enrichment items and support. Scheduling enrichment activities during daily cleaning can free up the kennel space, making cleaning much easier for both staff and shelter pets alike.

For more on enrichment, see Appendix K, "Enrichment for Cats in Shelters," and Appendix L, "Enrichment for Dogs in Shelters."

Spay/neuter programs

Most states require that pets leaving an animal shelter are sterilized, but communities need to go beyond mandated sterilization for adopted pets. Robust voluntary spay and neuter programs help to reduce the number of homeless pets coming into shelters, so these programs are a core component of progressive animal services. Partnering with a low-cost spay/neuter clinic or a local veterinarian can help make services both affordable and accessible.

Targeting spay/neuter programs to the areas of highest need is an effective way to stretch resources. Many municipalities focus spay/neuter programs on the populations of animals dying in the greatest numbers in their shelters. So no-cost and low-cost programs often target in the following ways:

- Highest areas of intake (which often coincide with lower-income areas that lack access to affordable spay/neuter services)
- Community cats
- Large-breed dogs

Besides a reduction in the number of homeless pets, spaying and neutering has medical and behavioral benefits. Spay/neuter improves the health of pets, reducing or eliminating the risk of certain cancers and other diseases. Spayed female pets have fewer uterine infections and breast tumors; neutering male pets helps prevent testicular cancer and prostate problems. On the behavior front, neutered dogs are less likely to roam and have fewer aggression issues.

The following practices and initiatives can help promote spaying and neutering and reduce the homeless pet population in a community:

- Local veterinary clinics or hospitals can have free spay/neuter days for owned pets. "Friends of the animals" groups and foundations can sponsor surgery slots.
- Spay and neuter outreach can be done in high-intake neighborhoods. Pets are picked up for surgery appointments and returned to their homes for recovery.
- In partnership with a rescue group or nonprofit organization, healthy stray cats can be returned to the locations where they were found after sterilization and vaccination. In shelters, the reclaim rate for lost cats is very low, so shelter-neuter-return programs are lifesaving and allow the shelter to assist sick and injured cats only.
- In addition to free or low-cost rabies clinics, microchips, collars and tags, offering free spay and neuter surgeries on special days once a month is a way to help people in need.

Transfer programs

There are two types of transfer programs: those that transfer shelter pets to local rescue groups and those that transfer shelter pets to rescue organizations located out of the immediate area, sometimes out of state. Transporting homeless pets into communities that have larger human populations and established lifesaving resources in place is sometimes the best option for saving animals' lives. In addition, transporting pets into other communities and states can relieve pressure for the animal services department that does not yet have the programming, policies and resources in place to operate a lifesaving animal shelter. It is important, of course, to ensure that pets are being moved into communities that have proven and established lifesaving practices and policies in place.

Transferring shelter pets to rescue organizations should be done in conjunction with other programs and practices such as these:

- Targeted trap-neuter-return programs for free-roaming cats
- Targeted free and low-cost spay/neuter programs for owned pets
- Animal control practices and local laws that facilitate keeping pets with their families
- A shelter policy of not taking in healthy free-roaming cats
- A social media and website presence communicating about lost pets and encouraging adoptions
- A pet trader ordinance making the selling of pets illegal (unless by a licensed breeder)

CHAPTER 4
Community Outreach and Engagement

By José Ocaño, Best Friends Pacific regional director

Understanding the value of people is essential to implementing an effective community engagement strategy. It used to be commonplace for animal welfare professionals to describe their reasoning behind their involvement in this field with one sentence: "I love animals and hate people."

Scapegoating the public has proven to be an ineffective strategy, however, and is ultimately counterproductive when it comes to helping the pets in our communities. More and more, animal welfare groups and shelters are making the shift to becoming more people-oriented, not only to move their mission forward but to leverage community support, which enables sustainability for their programs.

When we meet people where they are, and filter our views of them through the lens of compassion as opposed to cynicism, we are better equipped to engage in effective dialogue that cultivates joint problem-solving. Recognizing that people are the solution rather than the problem allows organizations to implement innovative programs ranging from community safety-net programs to an animal control program that operates with a community-policing philosophy focused on education and collaborative problem-solving as opposed to punitive citation and confiscation models.

Community engagement isn't simply about handing out spay/neuter flyers at local community events. It's about understanding problems from the community's perspective, which creates solutions with shared buy-in and can help increase capacity within the community to care for pets. The goal is to develop meaningful relationships with people in order to motivate them to get involved in filling a need or solving a community problem.

Identifying service gaps

A key component of effective community engagement is identifying specific areas of need and gaps in service. In one community, there may be a lack of low-cost veterinary care; in another, breed restrictions may be contributing to a dearth of affordable pet-friendly housing.

It is important to understand that service gaps often vary within a single community. Keep in mind that a "community" will have varying definitions based on the type of program that's being facilitated. For example, the community could be an entire city or selected neighborhoods within that city. Outreach and engagement strategies could be focused on particular neighborhoods because a targeted approach to spay/neuter programming, for instance, is going to have more impact.

The first step in identifying service gaps is analyzing your data. You'll need to ensure that your data collection points are sufficient and give you the information needed to measure trends and track progress. For example, when trying to develop a community engagement plan with a goal of decreasing owner surrenders, it's essential to know where the animals are coming from and why. Verify that the menu of options that you provide for reasons why an animal is being surrendered is comprehensive and gets to the core issue. "Moving" and "can't afford to keep the pet" are often generalizations of more complex circumstances and should be explored more thoroughly. Having options such as "unable to pay pet deposit," "breed restrictions in new home," "unable to afford medical $100+" and "unable to afford medical $200+" are examples of data collection points that will better inform what programs are needed to make a greater impact.

Leveraging the community as partner

Once service gaps have been discovered and verified through data, the next step is identifying community partners, organizations, individuals or groups who are willing to leverage their resources to fill these gaps. A common cycle of partnership is a foundation that provides a grant to an organization to subsidize free or low-cost veterinary care, and then that organization allocates a designated number of medical vouchers to an animal control officer to distribute throughout the community.

For maximum results, ensure that all partnering organizations are using the same data set to inform community engagement strategies. For example, if the data identifies specific zip codes where pets are medically underserved, a coordinated and deliberate strategy of distributing vouchers in those zip codes would garner a larger impact. Partnering with other organizations not only enhances the service delivery but also maximizes limited shelter resources.

Animal services departments may never have all the resources to address all community animal needs. That's why the community must develop some capacity of its own to help keep pets in homes and out of the shelter. For example, in areas that have dramatically higher shelter intake, there are generally no veterinary offices or pet stores where people who find lost pets can get them scanned for microchips. If organizations find ways to get scanners into these neighborhoods, more lost pets could be reunited with their owners directly instead of being brought to the shelter. The finders already want to help the pets — that's why they bring them to the shelter — so by providing the finders with resources and empowering them to be self-sufficient, less time and fewer physical and financial resources are expended by the shelter. This type of collective partnership strengthens engagement initiatives by activating ownership and cultivating community-wide buy-in.

Trusting your community

After leveraging community partners, the next step is developing programs and strategies to deploy. When developing programs, two assumptions should be made: (1) most people are good and (2) most people want to do the right thing. Having the opposite assumptions results in programs filled with unnecessary barriers that are difficult to engage and manage.

For example, consider an alternative to a shelter surrender program that focuses on empowering finders to house the lost pet while searching for the owner. If the program was developed with the two positive assumptions mentioned above in mind, the organization will educate finders on what steps they can take to help reunite the pet with the owner (e.g., have the pet scanned for a microchip, create and distribute flyers, email a photo of the pet that can be attached to the "found animal" report). On the other hand, if the program was developed with negative assumptions, the organization may require finders to bring the pet to the shelter to be scanned, request to see a copy of the flyer and know all the cross streets where the flyers were distributed, and use intimidating language that may discourage finders from participating in the program.

Those of us in animal welfare and public service have all seen and experienced horrific things, but more often than not, we also experience acts of heroism, goodwill and support, and those are the generalities regarding the public that should influence program development and implementation.

Earning trust through transparency

Not only is it important for organizations to trust the communities they serve, it is equally important for the community to trust them. An effective way to build trust is through transparency. In animal welfare, being transparent about data is one strategy an organization can use to build credibility.

Of course, a shelter that currently has a live release rate of (for example) 50 percent may be reluctant to share that statistic, but the key is in the messaging. Highlight any gradual or significant increases in the live release rate that have occurred over time, and identify programs and community contributions that were important to the increases. Use this as an opportunity to express a desire to do better and emphasize that community assistance and support is needed to reach new goals. Keep messaging upbeat and inspirational and, if possible, use the power of storytelling to convey this message.

At Pima Animal Care Center in Tucson, Arizona, staff used the following messaging structure to engage the community: "In (month/year), we reached a historically high save rate of (xx)%. Just five years ago, it was only (xx)%. Despite these gains, we know our community can do better, and we want to save more lives — but we can't do it without you. We are an open-door shelter, and we never turn away a pet in need. That means we take in the old, sick, injured and scared. YOUR support can help us save even more of them."

> **Communities will meet organizations where they are and will support them, but only if the challenge is clearly articulated and they know about it.**

Communities will meet organizations where they are and will support them, but only if the challenge is clearly articulated and they know about it. Once a shelter has messaging points, it is important to share these messages on all of the media platforms they use, including social media accounts, press releases, newsletters, and volunteer and donor mailing lists. In addition, building good relationships with the local news affiliates and proactively reaching out to them helps the shelter shape the narrative and increases the chances that the shelter's stories will be picked up by the news stations. The more transparent and positive the messaging is, the more the public perception of the shelter shifts, and the equity that holds creates a platform for more meaningful engagement.

Launching programs

Once a foundation has been established that is built on using data to inform strategies, adopting a productive outlook and collaborating with various community partners, the next step is to move forward with piloting community engagement programs. Here are some areas of animal welfare that are only successful when there's effective and broad community engagement:

- Animal protection programs
- Volunteer and foster programs
- Owner retention and alternatives to shelter surrender

- Trap-neuter-return and working cat programs
- Lost and found programs
- Fundraising efforts
- Adoption programs
- Shelter beautification projects

Conclusion

As animal welfare evolves, so does the menu of strategies an organization uses to support the pets in the community. It is imperative that organizations ask critical questions about the perceived problem of pet homelessness. For decades, we classified the problem as pet overpopulation, so organizations created outreach programs that emphasized spay/neuter services. While spaying and neutering will always be an important aspect of the work and services needed, we now understand that the problem is more layered and complex. Redefining the problem becomes critical for progress because doing so promotes new innovative solutions. As organizations explore redefining the problem, they must also be cognizant of and sensitive to the cultural and socioeconomic nuances that influence communities.

Community engagement programs are at the forefront of tackling the problem, but this time with the community as an ally, not the entity being blamed or fought against. Effective community engagement strategies focus on cultivating meaningful community relationships founded on mutual trust, developing and implementing strategies based on sound data, and building a community's capacity to proactively participate in the solution.

We have all heard the phrase "I want to work myself out of a job someday," but a more realistic and effective way to think about the future of animal welfare is wanting to work ourselves into a new type of job. In that future, those who work in animal welfare function as liaisons for the community; the shelter is a community resource center where animal control officers are viewed as a support system, not dog catchers; and residents are empowered to take personal responsibility for the well-being of the pets in their community.

For more information, see <u>Appendix A</u>, "Community Engagement Strategies."

CHAPTER 5
Coalition-Building

By Marc Peralta, Best Friends senior manager of regional programs

Coalition-building is a key component in a community's effort to save more animal lives and sustain those lifesaving efforts for years to come. There are many complex animal issues that cause local shelters to fill up with homeless pets, and no shelter can tackle all of the elements on their own without support. To stop the killing of healthy pets in animal shelters, animal welfare organizations need the help of non-shelter stakeholders — adopters, donors, volunteers and, yes, other animal welfare groups. That's why coalitions are needed to reduce the number of animals entering shelters and increase the number who leave alive.

Defining a common goal

The International Encyclopedia of the Social Sciences defines a coalition as "the denotation for a group formed when two or more persons, factions, states, political parties, militaries, etc., agree to work together temporarily in a partnership to achieve a common goal." All coalition members need to know what they are working toward, so defining the common goal is the first step in building a coalition. Most animal lovers, from community activists to shelter staff, want the same thing: to save more animals. If a group of organizations can agree on a common goal, they are in a good position to create a coalition.

Los Angeles and Portland, Oregon, are two cities that created coalitions for the purpose of working together to save homeless pets. Los Angeles, like almost every community at one time or another, faced extreme challenges that contributed to the city's low save rate. Approximately 56,000 cats and dogs were entering the shelter system each year. In 2011, the year before the NKLA Coalition was launched, more than 18,000 dogs and cats were killed in L.A. city shelters, a save rate of only 58 percent. It was obvious that a 90 percent

save rate would only be reached if many community stakeholders and rescue groups in Los Angeles were committed to working together toward this shared goal. So, the NKLA Coalition was formed in 2012 with the goal of achieving a save rate of 90 percent for all cats and dogs entering the six city shelters by the end of 2017.

In Portland, 10 of the city's largest animal welfare groups formed the Animal Shelter Alliance of Portland (ASAP) in 2006. ASAP's goal is to save all the adoptable and treatable pets in its region, while providing humane alternatives for free-roaming cats. In the past nine years, ASAP has reduced euthanasia in Portland's shelters by 90 percent and now saves 95 percent of cats and dogs as a result.[1]

Identifying and recruiting coalition members

Once a common goal is defined, the next step is identifying groups that believe in that goal and want to work together to achieve it. Best Friends Animal Society had experience with coalition-building in the organization's home state of Utah, so that model was used to create the NKLA Coalition in Los Angeles. To establish the beginnings of the coalition, Best Friends assembled a steering committee whose members included representatives from the city shelter system, Los Angeles Animal Services (LAAS), and six other influential dog, cat or spay/neuter organizations based in L.A.

It was important for Best Friends to find not only influential rescue groups to be on the committee, but also groups with varying ideas and attitudes, in order to develop an understanding of the range of viewpoints, processes, limitations and challenges. The initial meetings were tense, with many past gripes and complaints being aired, but all of the groups wanted change, so they agreed to work together to form the NKLA Coalition and take on the task of increasing the save rate to 90 percent within five years.

> **It was important for Best Friends to find not only influential rescue groups to be on the committee, but also groups with varying ideas and attitudes, in order to develop an understanding of the range of viewpoints, processes, limitations and challenges.**

By selecting a few influential, diverse members to create the core of a coalition, the lead organization can utilize each of those relationships to grow the coalition to the membership size desired or needed to achieve the coalition's goal. Generally, the more groups who are involved with the coalition, the more opportunity there is for generating awareness of the goal, sharing work and resources, and getting the attention of the public.

Once the NKLA Coalition's membership grew from one group to eight, meetings were set up to recruit other members. Representatives of the initial eight members met with repre-

sentatives from other rescue groups, told them about the coalition and gave them the opportunity to join. The NKLA Coalition officially launched in April 2012 with a membership of 35 Los Angeles–based animal organizations. Today, the NKLA Coalition includes more than 120 organizations, and it continues to grow.

Using data to increase lifesaving

Most communities face myriad obstacles in increasing the number of lives saved and then sustaining the lifesaving over the long term. One of the most important tools for achieving those goals is an accurate data reporting structure to measure progress. For a coalition to be effective, all members must collect and be transparent about their data.

In Los Angeles, LAAS (the city shelter system) provides complete and comprehensive data to the NKLA Coalition and allows members to see all aspects of their work. This data is provided in a few different ways. Every two weeks, LAAS provides a complete intake and outcome data drop, which Best Friends, in turn, sorts and then reports the areas of success and opportunities for improvement to the rest of the coalition. LAAS also supplies a complete account of "noses in" (number of animals entering the shelter system) and "noses out" (number of animals leaving the system) on

> **For a coalition to be effective, all members must collect and be transparent about their data.**

its website for public transparency. Finally, LAAS supplies data on animal activity by each shelter and department, as well as the number of spay/neuter vouchers provided for the public, number of licenses sold, intake reasons, number of tickets given and other data.

As a result of LAAS's data transparency, the NKLA Coalition is able to highlight areas of opportunity to help increase lifesaving and work as a team with LAAS to reach the 90 percent goal. For example, by examining the data, the coalition found out that cats — specifically, kittens — made up a majority of the deaths, even though thousands more dogs per year entered city shelters. In 2011, kittens comprised nearly 7,300 of the 23,000 deaths in L.A. city shelters. Having this data allowed the coalition to acknowledge the problem and come up with solutions. The coalition implemented outcome-based programming for willing rescue groups to pull underage kittens from LAAS and care for them until they are old enough to be spayed or neutered and then adopted. As a result of identifying and acting on this huge gap in lifesaving, LAAS has increased its kitten save rate from 23 percent in 2011 to 77 percent in 2017.

In contrast to the kitten issue, LAAS was fairly successful at adopting out dogs and returning lost dogs to their owners. In 2011, 71 percent of the dogs in the shelter system were being saved. The data revealed, though, that larger dogs were more at risk, so NKLA Coa-

lition members focused on strategies to increase positive outcomes for those dogs. By the end of 2017, the dog save rate was 92 percent.

This broad sharing of knowledge allows coalition members to understand the true needs of the city shelters, avoid duplicating work and focus on critical populations in order to improve the city-wide save rate effectively and efficiently.

Building a successful coalition and being transparent about data can also open up funding opportunities from well-known animal welfare organizations, such as Best Friends Animal Society, Maddie's Fund, Petco Foundation and PetSmart Charities. In addition, funding from public donors may increase, as it has for many members of the NKLA Coalition.

Getting support from the city

A city can support coalitions through a few different methods, all of which are easy to implement and are successful at influencing the community's goal of ending the killing of homeless pets.

In a number of cities, including Austin, Texas, and Los Angeles, city government officials have passed no-kill resolutions reflecting the city's desire to see the end of killing animals to create space for incoming animals. These resolutions have specific language regarding the community's responsibility as a whole in reflecting this value and also encourage local organizations to work together — in other words, to form a coalition. Relatively easy to create and pass, these resolutions show a community's unity and determination to support lifesaving practices and its animal control agencies. (See Appendix Q, "Progressive Animal Control Ordinances," for the text of the Los Angeles no-kill resolution.)

City officials or city managers have great influence in this matter, since they provide contracted money to private organizations to fulfill animal control services or directly oversee animal control agencies run by the municipality. In both of the cities mentioned above, government leaders take active roles in existing coalitions. In another city, Nashville, Tennessee, the municipal government has taken a direct leadership role in creating a city coalition to end the killing of animals in shelters. It's just one example of a government's direct participation in the leadership role of a coalition.

Sustaining lifesaving success

While coalition-building is often a core strategy for communities to reach their lifesaving potential, it is also an essential component in sustaining that success. After communities reach their save rate goals, maintaining that level of performance is extremely challenging. That's why the responsibility for saving animal lives must be shared by the entire community, not just the coalition members.

A community that does not kill pets for population control is the result of a community supporting its shelter, building awareness of animal issues and acting on behalf of homeless pets, as well as the shelter embracing innovation, solving problems and instituting best practices to maintain lifesaving. While the shelter serves as a resource to the community, the community must also take part in maintaining a level of care and positive outcomes for animals who are healthy and deserving of another chance at a new life outside of the shelter.

In summary, it takes a village to create a lifesaving community and coalitions are a big part of that effort. Coalitions build alliances, comradery, support and understanding among organizations, so creating a coalition is an effective way to save more lives and maintain save rates as communities work toward resolving the issues that face homeless pets.

For details on how to start a coalition, see Appendix C, "Animal Welfare Coalition-Building Action Kit."

NOTE

1. The ASAP live release rate is available at asapmetro.org/statistics/live-release-or-save-rate/.

Appendices

APPENDIX A
Community Engagement Strategies

By Lee Ann Shenefiel, interim chief animal services officer, Austin Animal Center, Austin, Texas

Austin Animal Center's Animal Protection program operates from the belief that well-run, professional animal control programs can promote and enhance animal welfare in the community, support a community's lifesaving ethic and positively affect lifesaving in the municipal animal shelter without compromising public safety or leaving animals in neglectful situations. This engagement-based model evolved from the Austin City Council's 2010 mandate that the city shelter achieve at least a 90 percent save rate for animals entering the shelter.

While a 34-point implementation plan was created to get the shelter's internal operations to no-kill, there was no road map for how animal control would support this new ethic. Austin's animal control department was operating from the tradition of measuring success by the number of animal impounds and captured stray dogs. Animal Protection supervisors realized that this old measure of success would not support lifesaving efforts.

Going forward, all policies, procedures and practices needed to be filtered through the lens of "What needs to change to support lifesaving?" particularly given that the solution was not going to be more officers or a larger budget. Focusing on impounds was untenable in terms of live outcomes goals because the animal center simply did not have enough capacity. Impounding animals without evaluating their individual needs would result in bringing in animals who did not actually need the center's resources to resolve whatever situation they were in.

The entire program, then, needed to be restructured and transitioned from a punishment-based model, with success determined by intake and ticket quotas, to an engagement-based model. To achieve this, the teams did the following:

- Reprioritized activities, which resulted in resource reallocations to focus on what's most important (in this case, lifesaving, redefining animals in need, and preserving, protecting and promoting the human-animal bond)

- Emphasized the value of collaborations with internal shelter operations, community members and partners
- Sought strategies to balance enforcement and engagement

This appendix focuses on how to achieve that balance between enforcement and engagement.

Creating a culture of meeting residents where they are

The first strategy is to create a culture of meeting residents where they are, which means empowering animal control officers to work with residents to achieve compliance and resolve the root cause of the issue if possible. Officers must be empathetic and non-judgmental in all interactions with community members and receive adequate training in customer service, conflict resolution and engagement. Officers must be able to think about what created the situation in which they have been called to intervene, and not just focus on what they see in front of them. When making hiring decisions regarding officers, it is imperative to focus on behaviors and experiences that speak to these skills.

An example of addressing a root cause is considering the factors that contribute to habitually straying dogs. Impounding the dog may seem like the solution, but people have pets for a reason and will usually replace the animals, creating a cycle that wastes animal control resources by requiring officers to respond to an address over and over, contributes to shelter intake, and does nothing to improve the community's animal welfare ethic.

To resolve the factors contributing to a dog habitually running off his owner's property, officers need easy access to provide resources to residents, whether it is fencing, a better gate latch, a crate or other structure to contain the dog, or other ways to help the owner keep the pet safely at home. It's also important for the officer to approach the situation from the perspective of wanting to understand the viewpoint of the owner and involving him or her in deciding what a positive outcome can look like and how it can be achieved.

Helping officers build positive relationships with community members

Animal control officers need to understand that the purpose of their interactions with the community is not to punish wrongdoing, but to build positive relationships and resolve animal welfare concerns by working toward compliance. Punitive measurements do not typically lead to behavioral change, particularly when trying to resolve nuisance complaints or quality-of-life concerns.

Enforcement is just one tool that officers have available to them in trying to achieve residents' compliance with an ordinance, code or law. The animal control agency will need

to determine for itself what offenses must result in immediate citations. In Austin, these offenses center on public safety or health concerns. For example, failure to quarantine an animal associated with a rabies exposure receives an immediate citation. Violations of dangerous dog requirements are another example. Neglect complaints, which do not present immediate safety and health concerns for the animal, are handled on a case-by-case basis; officers issue a notice of violation and can work with the animal's owner to rectify the situation over a 10-day period.

Creating meaningful measures of success

Measuring success through outputs such as the number of citations issued or the number of animal impounds does not measure the effect an animal control program has on rabies control, public safety, animal welfare or shelter lifesaving. Enforcement is simply one strategy to try to gain a resident's compliance with local codes or ordinances. Used indiscriminately, it often doesn't improve an animal's situation, doesn't resolve the root cause of the situation (which may re-occur with a different animal in the future) and/or doesn't engender public support. It is also important to encourage officers to work toward a balance between meeting response times and providing quality responses.

With the new framework, performance measures could include the following:

- Successfully diverted intake (for example, through a return-in-field program in which officers are encouraged or required to return animals to owners or caretakers without bringing them to the shelter)

- Time spent on engagement activities in the field (rather than waiting for calls in the shelter or driving back and forth to the shelter when not necessary for addressing sick, injured, dangerous or at-risk animals)

- Successful resolution of neglect situations and resolution for repetitive complaints such as habitually straying animals

Animal control programs also can impact intake per capita, live release rates, return-to-owner rates and number of bites. In Austin, one success measure used to evaluate the Animal Protection program is overall animal center intake and euthanasia. (See the table below.) It is important to note that the animal center had outreach and community spay/neuter resources prior to 2010. While intake is generally on a declining trend, it reduced much more dramatically with the Animal Protection program change. In 2017, Animal Protection diverted almost 5 percent of the center's would-be intake through a return-in-field program alone.

Austin Animal Center	Intake	Euthanasia
2005 Punishment-based measures and quotas	22,460	12,964
2010 Passing of no-kill mandate	21,181	5,273
2015 Focus on community engagement	17,830	861

Understanding the difference between outreach and engagement

Although outreach efforts have value, the communication flow it creates is one way. Done properly, outreach can connect a segment of the community to services, resources or information that those residents may already want, but don't know how to find. Engagement strategies are about creating a dialogue around an issue and building relationships.

In Austin, the average intake per 100 residents is on a declining trend. However, some geographic areas are not following this overall decline, with an intake three to five times higher than the average. This indicates that outreach efforts were not reaching the residents most in need. Austin's neighborhood-level programs now focus on these neighborhoods with canvassing to create conversations with residents to understand the animal needs from their perspective, including how they frame issues, whether they feel safe and if they feel they have necessary resources. After collecting this information, events, messaging and resources are tailored to the residents' input.

Affirming a lifesaving culture through word choice

Language has a great impact on culture, so word choice must be carefully considered. In Austin, the animal control program is consciously called Animal Protection, with the implication that the program focuses on preserving, protecting and promoting the human-animal bond and supporting an ethic of valuing the welfare of animals, rather than simply controlling the animal population, companion or wild. Because animal control programs still suffer from the "dog catcher" and "pound" connotations, many members of the public react in a more positive way when an officer introduces himself or herself as an animal protection officer.

The Animal Protection team works out of the Austin Animal Center, which implies a different relationship to the community than an animal shelter. This word choice supports Animal

Protection's engagement-based approach to resolving animal issues. Animal Protection and the Austin Animal Center are presented as partners with the community that can offer resources but do not take on full responsibility for addressing all of the community's animal needs because, quite simply, there will never be enough government resources to do that. With that said, animal control programs have a tremendous opportunity to positively affect the lives of people, pets and wildlife in their communities and to help connect residents with their mission.

Management of Stray and Feral Cats

By Peter J. Wolf, research and policy analyst, Best Friends Animal Society, Kanab, Utah

It's estimated that at least 30 percent of cats who enter our nation's animal shelters each year don't make it out alive. Approximately five of every 10 cats brought to a shelter are unowned, stray, "feral" cats, many of whom are not suitable for adoption into homes. In fact, even the most adoptable cat or kitten can be at risk of being euthanized in some shelters, depending on the circumstances (e.g., time of year, shelter capacity, risk of illness).

After generations of impounding cats, only to see the majority of them euthanized, it has become clear that most cats are not well served in the animal shelter environment. Again, this is particularly true of stray and feral (aka "community") cats. It's well understood that the traditional approach to managing community cats — impoundment followed, in most cases, by lethal injection — has failed to produce any overall population reduction. Lethal injection is also wildly unpopular and costly, the poster child for failed public policy.

Efficacy of TNVR programs

Today, communities across the country are turning increasingly to programs aimed at keeping cats and kittens out of shelters. Perhaps the best known of these programs is trap-neuter-vaccinate-return (TNVR or TNR), a common-sense, cost-effective solution for controlling stray cat populations by preventing additional births instead of trying to house, feed and euthanize more cats. The process is simple: Cats are caught, evaluated by veterinarians, vaccinated,[1] sterilized and returned to their original location, where they have been and will continue to be cared for by community residents.

There's compelling scientific evidence that TNVR is effective. In one study, for example, a 36 percent average decrease in population among six sterilized colonies was observed in the first two years alone, while three unsterilized colonies experienced an average 47 percent increase over the same period.[2] A four-year follow-up census found that one colony had been reduced from 10 cats to none. At seven years, another colony originally containing 10 cats had been reduced to just one cat.[3] Similar results were documented by a citizen

scientist in Chicago, Illinois, who observed an average population reduction of 54 percent across 20 colonies.[4] And a 17-year TNVR effort on the waterfront in Newburyport, Massachusetts, resulted in the elimination of an estimated 300 cats.[5]

A survey of colony caregivers (caring for 103 cat colonies) in Rome, Italy, revealed a 22 percent decrease overall in the number of cats, despite a 21 percent rate of "cat immigration." Although some colonies experienced initial increases, the numbers began to decrease significantly after three years of TNVR. According to the survey report, "Colonies neutered three, four, five or six years before the survey showed progressive decreases of 16, 29, 28 and 32 percent, respectively."[6] (For additional information, see Best Friends Animal Society's online resource "Trap-Neuter-Return Success Stories: What the Research Tells Us," available at bestfriends.org/communitycats.)

TNVR was introduced to the U.S. in the early 1990s and has gained in popularity ever since. Although it was mentioned only briefly in ICMA's *Animal Control Management: A Guide for Local Governments*, published in 2001, TNVR has become one of the most heavily discussed topics in the animal sheltering and enforcement field in recent years. Indeed, guidelines recently adopted by the National Animal Care and Control Association (NACA) acknowledge the philosophical and cultural shift taking place within animal control agencies across the country, as these organizations increasingly adopt TNVR and RTF programs: "NACA recognizes that in some circumstances, alternative management programs, including TNVR programs, may be effective, and recommends that each agency assess the individual need with their community and respond accordingly."

KEY POINTS

- **Most cats (adoptable or not) are not well served in the animal shelter environment. Many lifesaving programs therefore focus on keeping cats out of shelters.**

- **Managing unowned, free-roaming cats via impoundment and lethal injection has done nothing to decrease their overall numbers.**

- **Trap-neuter-vaccinate-return (TNVR, also commonly referred to as TNR) programs are increasing in popularity across the country.**

- **Return-to-field (RTF) programs represent "low-hanging fruit" for agencies interested in rapidly increasing their lifesaving capacity.**

TNVR can dramatically reduce nuisance complaints since spaying and neutering unowned, free-roaming cats reduces mating-related behaviors (yowling, fighting, spraying, etc.) that can lead to such complaints.

Shelter-based TNVR, or return-to-field

More recently, this same TNVR approach has been applied to stray cats brought into shelters by residents and animal control staff. Again, the process is simple: Community cats deemed healthy enough to qualify for a return-to-field (RTF) program are sterilized, vaccinated and returned to their original location. These RTF programs are not only effective at reducing shelter admissions and euthanasia,[7-9] they have the potential to save taxpayers money[10,11] and provide a public health benefit to the community.

In Alachua County, Florida, for example, researchers documented a 66 percent decrease in shelter intake of cats from a target zip code of focused TNVR efforts, compared with a 12 percent decrease from the rest of the county. Euthanasia of cats coming from the target area decreased by 95 percent over the same period, compared with a 30 percent decrease observed in the rest of the county.[7] Four years after implementing its RTF program, San José (California) Animal Care and Services observed a 29 percent decrease in feline intake and a decrease in feline euthanasia from more than 70 percent of intakes in 2009 to 23 percent in 2014."[8] And in Albuquerque, New Mexico, a three-year community cat program (TNVR combined with RTF) resulted in a 38 percent reduction in feline intake, and an 84 percent reduction in feline euthanasia.[9]

To create the greatest impact, TNVR and RTF programs are closely integrated, with stray cats coming into the shelter used to trigger community-level TNVR efforts. Best Friends Animal Society, which operates more large-scale community cat programs than any other organization in the country, refers to this as the "red flag cat model." Under this model, each cat brought into the shelter as a stray is considered a "red flag," indicating that there may be more community cats in the same area. That "red flag cat" prompts staff and volunteers to focus outreach efforts (knocking on doors, delivering informational brochures, etc.) on residences immediately surrounding the area where the cat was found. The result is that two to six times as many cats are sterilized and vaccinated through TNVR "field work" than through RTF programming alone.

The role of animal control staff

Not surprisingly, field officers (also called animal control officers, or ACOs) play a key role in the success of any RTF program (and to a lesser extent, TNVR programs). Because ACOs typically find themselves on the front lines (e.g., answering complaint calls, addressing nuisance complaints in the field), they provide an indispensable resource for community outreach and education. Indeed, the public often first learns about TNVR and RTF programs through conversations with ACOs or dispatch staff.

It's important to recognize that the philosophical shift to TNVR and RTF is a significant one, requiring some of the people involved to rethink their measures of success (see the

sidebar below). Although it's unlikely to happen overnight, this shift does have the potential to transform an organization. After all, the same staff who regarded community cat programming with great skepticism can become its greatest ambassadors, and the program's emphasis on lifesaving efforts can cause enforcement and dispatch staff to see every aspect of their jobs through this new lens. (Of course, some staff already share the underlying philosophy of these innovative programs and will immediately embrace their new role.)

A PHILOSOPHICAL SHIFT

In successful TNVR and RTF programs, problem-solving is no longer about "taking the cat away." ACOs and dispatch staff are required to better understand the nuance — and underlying cause — of nuisance complaints, and they often play the role of diplomat, negotiator or counselor. Training ACOs and dispatch staff in such skills is therefore essential to the success of these programs. (For additional information on this topic, please see "How to Address Various Complaints," part of Best Friends Animal Society's *Community Cat Programs Handbook*, available at bestfriends.org/ccphandbook.)

Benefits to field officers

In some cases, the benefits of TNVR and RTF programs might not be immediately obvious to animal control officers. This is especially true for agencies in which enforcement and dispatch services are separate from sheltering services. (Sheltering staff typically observe a reduction in intake and shelter deaths almost immediately upon launching an RTF program.) However, experience demonstrates that these individuals will benefit considerably, as:

- The policies regarding community cats (impoundment, response to nuisance complaints, etc.) are clarified, reducing ambiguity and misunderstanding — and the associated stress — among staff and residents alike.

- There's a decrease in the number of cats and kittens picked up in the field and/or impounded via shelter intake, thereby reducing workload.

- Resources once allocated to impounding community cats are re-allocated to other tasks — for example, at-large dogs, injured animals and cruelty investigations.

- Caregivers and the rest of the community start respecting ACOs rather than seeing them as villains.

- TNVR- and RTF-related public relations and community outreach efforts help inform residents about the program, reducing the burden on field and dispatch staff.

- The workload is further reduced because healthy ear-tipped (i.e., sterilized and vaccinated) cats are only rarely impounded.

Measures of success

As mentioned above, the philosophical shift necessary to implement effective community cat programming will require some ACOs to rethink their measures of success. Their traditional role in animal control efforts often involved responding to complaint calls by removing cats or kittens from a particular location, often with fatal consequences. Removal of the cats or kittens completed the job, and ACOs considered the cessation of complaint calls their primary measure of success.

The success of TNVR and RTF programs is tracked by very different metrics, however. Studies show that these programs can lead to fewer complaint calls, for example.[12-14] (For additional information on this topic, please see Best Friends Animal Society's online resource "How TNR Reduces Nuisance Complaints: What the Research Tells Us," available at bestfriends.org/communitycats.) Among the other measures of program success are:

- Reduced intake and deaths of cats and kittens in shelters
- Reduced number of young kittens brought to the shelter (an indication that the population of community cats is being stabilized or reduced)
- Reduced colony size and/or number
- The number of positive interactions with residents who support the community cat program and, perhaps more important, with those who were skeptical of these programs but who have seen their impact in their neighborhood
- Improved relationships with shelter staff, caregivers, elected officials and the community overall

Admittedly, some of these measures are difficult to quantify and track. However, the value they represent to various stakeholders, generally speaking, far exceeds anything captured merely by tracking impoundments. In any case, some process of documenting and tracking an agency's performance must still be implemented if stakeholders expect to see ongoing future improvements. (For additional information on this topic, please see "Working with Field Services and Dispatch Staff," part of Best Friends Animal Society's *Community Cat Programs Handbook*, available at bestfriends.org/ccphandbook.)

NOTES

1. All of Best Friends' return-to-field (RTF) programs vaccinate cats with the FVRCP vaccine (the "distemper vaccine," which protects against feline viral rhinotracheitis, calicivirus and panleukopenia) and the rabies vaccine (even though rabies in cats is extremely rare). Considering the minimal costs involved (assuming the vaccines are purchased in bulk from the manufacturer) and the enormous public health benefit, this is a practice that should be considered for every RTF (and TNVR) program.

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11. *County of Cook v. Village of Bridgeview.* No. 1-12 – 2164 (Illinois Appellate Court, First District, Sixth Division, April 25, 2014).

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13. K. L. Hughes and M. R. Slater, "Implementation of a Feral Cat Management Program on a University Campus," *Journal of Applied Animal Welfare Science* 5 (2002): 15–28.

14. H. Brown and B. Kortis, *When You're an Outlaw: Persuading Municipal Officials to Implement TNR.* (Webinar produced by PetSmart Charities, Inc., and the Humane Society of the United States, 2014).

APPENDIX C
Animal Welfare Coalition-Building Action Kit

Best Friends Animal Society

Best Friends Animal Society has launched a movement with rescue groups and shelter leaders from across the country to end the killing of dogs and cats in our nation's shelters by 2025. Collaboration and coordination among animal welfare organizations on a community level are key to achieving this goal.

We have seen the lifesaving results of organizations choosing to work together in communities as large as Los Angeles. In 2012, Best Friends launched the NKLA (No-Kill Los Angeles) initiative and started the NKLA Coalition with about 35 member organizations. Within five years, the number of deaths at city shelters had decreased by 82 percent. In 2016, the NKLA Coalition, which now has more than 100 members, helped find homes for 26,500 dogs and cats.

Still, around the country, more than 4,100 dogs and cats are killed in shelters every day simply because they do not have safe places to call home. We are determined to reduce that number to zero by the year 2025. To get there, we are focusing on building and supporting no-kill coalitions at regional and local levels, and helping to get fundamental no-kill programs in place to support lifesaving work.

This action kit is designed to guide you through the process of starting a coalition in your community. It may be that your city or county is looking to work more closely with animal welfare organizations to achieve a shared goal, or your group wants to collaborate with other organizations in your state or region to create lifesaving change. By using these guidelines and examples, you will have all the information you need to get started.

1. Determine if a coalition is right for you

A coalition is an organization whose members commit to an agreed-upon purpose and shared decision-making to influence an external institution or target, while each member organization maintains its own autonomy.

Collaboration is most successful when an organization has a clear understanding of its individual mission and goals. Therefore, it's important to understand your organization's individual goals. The purpose of the coalition may complement your mission, but it shouldn't blur the lines. The coalition's goal should be broader than your individual organization's purpose. And remember, collaborative effort can help you do both: achieve your organization's goals and provide institutional change within your community.

Once you know what you want to achieve and have identified your strengths, you can support the coalition to achieve its shared purpose. For a strong, unified foundation, keep the following in mind:

- The coalition is working toward distinct outcomes on a single issue.
- You can mobilize others to align with the coalition's mission.
- Coalitions are founded on trust, respect and a commitment to collaborate.

Not sure if you are ready? Use these discussion resources (in the appendix) to evaluate whether a coalition could work for you:

- Building or Enhancing a Coalition: Case-Making
- Building and Strengthening Coalitions: Next Steps

2. Build your core team

One of the most important tasks in building a coalition is determining the leadership group, a steering committee that will provide oversight and guidance to members. The steering committee creates and maintains aligned action focused on attaining the coalition's mission. The responsibilities may include:

- Goal setting
- Identifying gaps and solutions, including resources
- Monitoring progress
- Setting priorities for new work
- Catalyzing efforts

The leadership group should include diverse organizations that represent the larger community. In many communities, this includes the government shelter, a large humane society or other private shelter, key rescue groups, resource organizations and spay/neuter clinics.

For example, the steering committee for the Safe Coalition in Nashville (see the case study in the appendix) is made up of Metro Animal Care & Control (government shelter), the Nashville Humane Association (private shelter), the Pet Community Center (spay/neuter clinic), Crossroads Campus (private shelter) and Best Friends. Another example of a diverse coalition is the Baltimore Animal Welfare Alliance (BAWA). This coalition includes five major animal welfare organizations within Baltimore: the Baltimore Humane Society, the Maryland SPCA, Baltimore Animal Rescue and Care Shelter, Baltimore City Animal Control and the Baltimore County Animal Control Division.

After creating your steering committee, develop a charter that outlines the roles, responsibilities and business functions of the coalition. In the appendix is a <u>sample coalition charter</u> that outlines the key elements needed in a charter. This document will serve as a guide to maintain focus on the purpose of the coalition. You can see how a steering committee supports the <u>bylaws</u> for the Safe Coalition in Nashville by looking at Article III under Governance in the Safe Coalition bylaws document in the appendix.

3. Define your purpose

Much of a coalition's success lies in establishing a firm foundation by developing a well-written mission statement that identifies a key purpose for your collective work. Ask yourself, "Exactly what are we trying to do here?" A precise definition of your purpose is tremendously powerful. Your mission statement will guide the coalition's work, support decision-making and help get your message across to the public. A successful mission statement will be:

- Brief (one or two sentences)
- Clear and positive in tone
- Action- and results-oriented
- Motivational to people who will support your work

Although this may be similar to your individual organization's mission statement, the coalition's mission statement must be distinct and specific, and capture the main goal of participating members. These strong coalition mission statements are examples of the focus on collaboration and collective work:

- North Carolina Animal Federation: Advance professional development, legislative participation and education for animal organizations in North Carolina.
- Colorado Federation of Animal Welfare Agencies: Advancing collaboration, advocacy and professional development within the Colorado animal welfare community.
- Virginia Federation of Humane Societies: Leads an alliance committed to providing mutual support and to acting collectively as the voice for animal welfare in Virginia.

> Our vision is to be the leading advocate for ending unnecessary euthanasia of cats and dogs and advancing animal welfare throughout the Commonwealth of Virginia.

Another important element to convey is the focus on lifesaving. The commonly accepted benchmark for having achieved no-kill status is when 90 percent of all animals (without regard to age, behavior or subjective assessments of "adoptability") entering all shelters within a community are either returned to their owners, re-homed or returned to their outdoor niche in the community. The coalition's mission statement should capture this purpose and indicate how members intend to achieve it within the community. The following individual organizations demonstrate ways to emphasize lifesaving in a mission statement:

- Austin Pets Alive: To promote and provide the resources, education and programs needed to eliminate the killing of companion animals.

- LifeLine Animal Project: To end the euthanasia of healthy and treatable animals in metro Atlanta shelters. (At the core of our mission to end shelter euthanasia is the desire to improve the lives and standards of care for animals in our community.)

- Kansas City Pet Project: To end the killing of healthy and treatable pets in Kansas City, Missouri, by using the most progressive and lifesaving programs and promoting effective animal control policies.

- Paws for Life Utah: With a vision to end animal homelessness and euthanasia, our mission is to rescue and find loving homes for shelter pets. Through community partnerships, education and adoption events, we inspire community action and compassion on their behalf.

The second step for laying a foundation is to establish common values and principles under which the coalition will operate to achieve its mission. A coalition should include a diversity in its membership that is representative of the larger community. These three elements will help ensure that members feel respected and included:

- Equity
- Transparency
- Mutual benefit, so everyone wins

The coalition's values can incorporate these basic elements as a guide for members and further specify its role in the community. For example, the Baltimore Animal Welfare Alliance consists of five major animal welfare organizations in the city. Some of these organizations' values emphasize the elements listed above:

- Work together to save the lives of companion animals with the goal of creating a community where no healthy or treatable animal is euthanized due to the lack of a home.

- Foster mutual respect for all members and recognize that, while members share our interest and passion for animal welfare, our methods may be different.

- All members participate in achieving the mission, realizing that our vision is shared by all members and is not just the dream of a few.

4. Quantify your mission

You know your purpose and have defined your mission, but where do you begin? Data is the key to saving more lives in your community. You must build your mission around data and use the information to target the most at-risk animals. The idea of gathering data can be overwhelming, but asking the right questions to identify areas of need will be a big help.

Where are animals dying in your community?
The answer to this is (most often) the municipal shelter. We encourage you to work with your community's open admission shelter or government shelter to at least obtain the most recent year's data. Shelter Animals Count (shelteranimalscount.org) is a great place to gather summary-level data from shelters across the country (see Data Tab, Explore the Data).

What type of support network exists for the shelter?
Gather data on shelters and rescue groups that transfer animals from the municipal shelter. This information will help identify potential rescue partners to help pull shelter animals to increase live outcomes. You can start by asking your local shelter which rescue groups pull animals and to what degree. Also, check Shelter Animals Count or any other state-required shelter and rescue group reporting. A basic Google search of local organizations' websites can provide a lot of preliminary data.

Does the public have access to affordable spay/neuter and wellness services?
A high number of deaths in shelters is sometimes a direct result of high intake from a community's underserved areas or neighborhoods with limited resources for people with pets. Try to get an understanding of what types of services are currently provided, where to access them and whether those services are meeting the demand.

In addition to gathering the above data, it's also important to dig deeper. Remember, the more data you have, the more informed and targeted your strategies will be. Consider getting the following data:

- Intakes by zip code
- Reasons for surrender
- Reasons for euthanasia
- Neonatal statistics

A lot of this information can be obtained by contacting your local shelter and asking for more detailed information or a raw shelter data report. Even better, ask your local municipal shelter to join your coalition and steering committee. It all goes back to working together to save the most lives. After you've gathered the data, use it to identify gaps and potential solutions. Gap analysis reveals the areas where the coalition is most needed.

5. Decide whether you want to incorporate

The decision about whether to incorporate is not the same for everyone. For coalitions deciding against forming a separate organization, such as a registered 501(c)(3), operating under the direction of a steering committee may be preferable. For example, you could create an informal voluntary association of organizations (like the Safe Coalition in Nashville) without having to incorporate. This method can be useful for coalitions with short-term missions (such as bringing a community to no-kill in two years). However, this model can also be adopted by long-term coalitions.

Even without incorporating, a new coalition must still be careful to provide defined documentation (such as a charter, bylaws and a memorandum of understanding, examples of which are in the appendix) to clearly outline how the group will function. Incorporating as a 501(c)(3) has several important benefits, such as lending credibility to your work and ensuring proper separation between the coalition and its members. Once your group obtains 501(c)(3) nonprofit status from the IRS, donors of goods, services or money can claim their gifts against their taxes, which can have the effect of increasing gift amounts. If your coalition decides incorporation is best for its members, here's an overview on how to do it.

Tax-exempt, nonprofit, 501(c)(3) status is acquired by filing the necessary forms with the Internal Revenue Service (IRS). You must incorporate as a nonprofit organization in your own state before applying for 501(c)(3) status. Start by registering the corporate name and gathering the necessary paperwork. Name registration and incorporation paperwork is usually available from your secretary of state or corporation commission. Forms for filing your 501(c)(3) application are available from the IRS. You may also be required to file with your state for a certificate that allows you to solicit donations and be exempted from sales tax. This is often done through the attorney general's office.

You can call your state's house of representatives to get the phone numbers for the offices of your secretary of state and attorney general. Ask for the following information:

- Registering a corporate name
- Incorporating a nonprofit
- Any other regulations that apply to charitable nonprofit organizations

You can also call the IRS at 800-TAX FORM or visit its website at irs.gov.

Once you have completed the necessary paperwork, the nonprofit status may take about three months to obtain. You will be issued a three-year provisional tax-exempt status, which is subject to fulfilling IRS requirements, such as submitting a Form 990 each year, a form that details the money taken in and spent on behalf of the charity.

It is important to keep good financial records, because without them your nonprofit status could be revoked by the IRS. After three years (when the IRS is satisfied that you are running a legitimate nonprofit), you will be granted permanent 501(c)(3) status.

6. Run your "business"

Whether your coalition is just getting started or is a full-fledged 501(c)(3) nonprofit, a business mindset is crucial to keeping members focused on the mission. But how do you decide who you invite to participate in the coalition? This isn't a game of favorites, but rather an important task to understand who is dedicated to achieving no-kill in your community and who is able to support the coalition.

Best Friends typically limits coalition participation to 501(c)(3) animal welfare organizations and government-run shelters that provide services in the coalition's community. You can also involve community businesses and individuals as supporting members. They would not be eligible for coalition grants and programs, but they can be valuable supporters, and keeping them well-informed can benefit the organization. A membership memorandum of understanding or coalition agreement is an excellent way to clearly outline criteria, expectations and the coalition's goals. The appendix has a sample coalition agreement that includes the following common elements:

- Mission and structure, including the governance body or steering committee
- Who is eligible, what they receive and what their responsibilities are
- "No bash, no trash" clause, which means a member cannot publicly disparage other coalition members
- Requirement to follow laws and not have a criminal record
- Requirements for data reporting and transparency (Hint: A great asset is Shelter Animals Count, which has a coalition builder tool to invite members into your virtual coalition, so you can collect and report on aggregate data.)

For members, the first meeting is the most important, because this is when you'll establish credibility and explain the coalition's purpose. During the meeting, discuss your mission, your goals and the responsibilities of coalition members. Be sure to be positive and let everyone know that they can make a difference and that the mission is achievable. Here are some tips to organize a successful meeting:

- State in one or two sentences exactly what you would like your meeting to accomplish.

- Prepare a written agenda.

- Set time limits for each item on the agenda and provide each attendee with a written copy of the agenda.

- Set ground rules and appoint a strong but fair chairperson, whose job is to maintain focus and order and prevent the meeting from degenerating into a series of cute animal stories or war stories. The time to chat is after the meeting ends. (Don't underestimate the value of including time for people to get to know each other informally after the meeting ends. This is when many valuable and long-lasting connections are made.)

- Arrange follow-up. Note action items and be sure to act on them.

Marketing and communications is another important element that will help maintain unity within a diverse group of organizations. Each organization's mission and values are different and, similarly, the coalition's branding and messaging should be unique.

Lots of free and low-cost resources are available to help with digital marketing. For example, you can use WordPress or Wix to set up a free website using a template and add some custom graphics from the free design site Canva. Then you can share it on the coalition's Facebook page (also free to set up). Your website and social media efforts will help build your audience and develop an email list. The Best Friends Network uses MailChimp, which is easy to use, and it's free to maintain lists with 2,000 subscribers or less. It also includes an email sign-up form, simple templates, audience management and metrics.

Open and honest communication is one of the most effective ways to build and maintain trust with your audience. Remember, you'll be communicating with coalition members, the public and media. Media relations will allow you to develop an ongoing relationship with your audience through various media outlets or information channels. It's important to keep messaging consistent — even when the audience and calls to action change. This applies to everything, from meetings with members to monthly newsletters. When in doubt, go back to your mission statement and consider whether what you're communicating is aligned with the values and goals you originally established for the coalition.

7. Have financial sense

Effective and consistent fundraising will give your coalition a financial foundation. With a proper plan in place, fundraising doesn't have to be overwhelming. Of course, you must develop a budget, which not only is required by the IRS, but large donors typically want to review your budget before granting funding. Use your goals as a starting point for estimating

expenses. When your budget is complete, you can clearly see how much you'll need to raise in terms of financial resources so that fundraising can begin.

The resource "Animal Fundraising Ideas: Boost Your Doggie Dollars and Kitty Cash" (go to bestfriends.org/resources/for-shelters-and-rescuers) provides a range of fundraising strategies and ideas on how to get started. The first step is setting a goal using the SMART (specific, measurable, achievable, realistic, time-bound) standard and then setting up a plan that includes several fundraising strategies from a variety of groups, such as members and volunteers, community members, and businesses and foundations.

Transparency is paramount when it comes to financial information. Make sure you're talking to your members about coalition spending, as well as providing clear documentation in your meeting minutes about all financial decisions. If your coalition is incorporated, it's even more imperative to ensure that there is adequate tracking and reporting on spending — something that a 501(c)(3) status is dependent upon.

If you are not incorporating, you may want to explore a donor-advised fund to house coalition funding. Donor-advised funds are accounts where you can raise money and make recommendations for grant disbursements that have the added benefit of business support. Many times, the charitable fund will handle all administrative aspects of donation receipts and grant disbursements. National and local donor-advised funds are available. See the Safe Coalition in Nashville case study in the appendix for an example of a national fund, and check with your local community foundation to see about possible options that may work for your coalition.

Grant programs for coalition partners are one of the best ways to incentivize aligned action among your members to achieve goals. You can offer grant programs to organizations that provide services to help you strategically accomplish your goals. Here are some examples:

- Rescue incentive programs: Stipends to coalition members to pull animals from the local shelter
- Requests for proposals (RFPs): Open application grant programs to incentivize specific actions from your members
- Grant agreement: A contract between the coalition and the grant recipient that outlines funding details, program expectations and reporting requirements

We have used each of these in Best Friends' NKLA Coalition. Check out these sample documents in the appendix for more information:

- Rescue incentive guidelines
- Operations grant request for proposals
- Spay/neuter grant request for proposals
- Grant agreement

Note: These documents are continually refined over time as the programs change. Feel free to use them as examples, but make sure to craft documentation specific to your coalition's mission and goals. Also, see the Safe Coalition in Nashville case study in the appendix for an example of key programs.

8. Keep the momentum going

Congratulations! You've made it through the basics of starting a coalition in your community. Take it step by step and be open to support from others. One of the best parts of working collectively is not having to go it alone. We can all do more when we work together. Here are some final considerations to keep the momentum going:

- Host regular membership meetings, and be transparent and engaged.
- Spread the word and involve the community in your efforts.
- Maintain ongoing assessment and allow for course correction.
- Share the successes and challenges of the coalition.
- Join the Best Friends Network (network.bestfriends.org) for professional advice and tips from our team of specialists, support for implementing new programs and more.
- Engage with the Best Friends Digital Community (network.bestfriends.org/community) to share your expertise and learn about other coalitions.

APPENDIX TABLE OF CONTENTS

Best Friends Animal Society

SAVE THEM ALL

Building or Enhancing a Coalition: Case-Making

Best Friends Regional Meetings
Breakout Group Discussion Guide

Team members _____

_____

_____

_____

Note-taker _____

As a group, discuss the following. Use the back of this sheet for notes.

Benefits

What are the characteristics of a coalition that is truly fulfilling its potential? What does a successful coalition look like?

What could/does my shelter/organization gain by participating in a coalition?
(Consider the financial and political benefits as well as the benefits in terms of volunteers, public awareness and, of course, lifesaving metrics.)

What could/does our community gain from a coalition effort?
(Consider the financial and political benefits as well as the benefits in terms of volunteers, public awareness and, of course, lifesaving metrics.)

Barriers

What are (have been) the possible objections? How would we respond to them?

What are (have been) the risks for my shelter and for the community?

What are (have been) the other possible barriers for my shelter and for the community?

Benefits	Discussion notes
What does a successful coalition look like?	
What would my shelter/organization gain by joining a coalition?	
What would our community gain from a coalition effort?	
Barriers	
What are the possible objections? How would we respond to them?	
What are the risks for my shelter and for the community?	
Other barriers?	

Best Friends Animal Society

SAVE THEM ALL

Building and Strengthening Coalitions

Best Friends Regional Meetings
Breakout Group Discussion Guide

Name(s) _____

Organization _____

My recommended next step is ...
Do we want to pursue being part of a coalition, or strengthen or shift the practices of the coalition in which we are currently participating? If so, with which organizations do we want to partner?

With whom do I need to talk to pursue this strategy?
Who are the decision makers and influences?

What information do I need to make this case?
What information do I need from Best Friends or from elsewhere in the community?

Which tools should I develop or utilize?

Safe Coalition in Nashville, Tennessee
http://www.safe-coalition.org/

Mission: To build and sustain a community that saves all healthy and treatable cats and dogs in Metropolitan Nashville and Davidson County (Metro).

Vision: To create a community where 90 percent or more of the dogs and cats in Metro are saved by the end of 2018.

History: In 2016, a group of key stakeholders in Nashville came together to form an ad-hoc animal welfare advisory committee at the request of Mayor Megan Barry. This committee was charged with determining how Nashville could accomplish 100 percent safe placement of all healthy and treatable animals. One outcome was the recommendation to form a coalition that would continue the work of the ad-hoc committee. Best Friends Animal Society was asked to lead this effort, and in June of 2017 we began the work of building the coalition.

Structure: The coalition is an unincorporated voluntary association governed by a steering committee, as outlined in the bylaws. This is not a Best Friends program. It's a community-owned and operated initiative, with Best Friends providing leadership assistance in the initial phases.

Steering committee: Initial steering committee is made up of representatives from five organizations: Best Friends Animal Society, Metro Animal Care and Control, Nashville Humane Association, Pet Community Center, and Crossroads Campus. As the governing body of the coalition, the steering committee is responsible for:

- Developing the bylaws and other documentation
- Defining goals and program priorities
- Seeking funding for coalition activities
- Disbursing funds by awarding grants to partners
- Reporting back to the coalition

Membership: Open to animal welfare organizations providing services in Metro and operating as a 501(c)(3) nonprofit organization or government animal shelter. Members must agree to:

- Align with coalition mission
- Respect the coalition and each other (non-disparagement)
- Be dedicated to transparency

Members receive:
- Presence on coalition website
- Access to steering committee for guidance
- Eligibility to apply for receive coalition funding

Key programs: Our goal is to reach at least a 90 percent save rate at Metro Animal Care and Control (MACC) by the end of 2018. To that end, we're focusing our efforts on awarding grants to coalition partners to help with the following:

- Adult cats through working/barn cat program
- Underage kittens (up to eight weeks)
- Targeted spay/neuter
- Pet retention services

We are directly working with MACC to support the following programs:

- Rescue pull incentive program
- In-shelter behavior support
- Safety net program

Timeline:

June 2017 – Form the steering committee and have first meeting. Steering committee meets monthly and will eventually transition to quarterly meetings once work is underway.

Accomplishments in the first six months:

- Established structure, bylaws, and memorandum of understanding
- Defined mission and vision
- Analyzed shelter statistics to determine key programs for 2018
- Held an info meeting for local groups to learn more about the coalition
- Built the coalition website
- Finalized details of the grant program to launch in January 2018

Ongoing work for 2018:

- Launch partner grant program in January.
- Kick off awards and programs by end of March.
- Hold public launch party by mid-2018 to announce the work of the coalition.
- Monitor progress on achieving the goal of at least a 90 percent aggregate save rate at MACC in 2018, while adjusting programs as needed to meet the goal.
- Meet quarterly with coalition partners to report back progress.

Financials: Because the Safe Coalition is not a 501(c)(3), it cannot have its own bank account. To house coalition funding, the Steering Committee established a Collective Giving Account (CGA) with a public charity that provides total management of charitable giving through donor advised funds. They define a CGA as:

"a charitable vehicle that can be established by individuals, families, organizations or small groups that want to raise funds as a group, or from multiple individuals and foundations for the purpose of supporting charitable organizations."

All contributions to the Safe Coalition CGA are tax-deductible, and the public charity provides tax receipts to donors, manages the funds in the account, and completes all due diligence on grant

distributions. Two Steering Committee representatives serve as authorized signers on the account, and their responsibility on behalf of the Coalition is outlined in the Bylaws. Please reach out to us for the name of the public charity.

Sample Coalition Charter

Role

The role of the [NAME] Coalition Steering Committee is to help catalyze the overall vision and create the road map to achieving no-kill in Xxxxx community. This is the leadership group that will work together to achieve this historic goal by driving community-wide engagement, building strategies, and supporting local coalition members to create aligned action.

Responsibilities

- Build the road map to get Xxxxx community to no-kill
- Identify gaps and solutions, including resources
- Set goals
- Monitor progress community-wide
- Set priorities for new work
- Catalyze efforts

Meeting Frequency

Proposed monthly phone meetings and bi-annually in person (will attempt to piggyback on other scheduled events when possible).

Term Limits

Proposed term limits of xxxx.

Duties

Duties of chairperson:
- Setting agenda
- Running steering committee meetings
- Being a spokesperson

Duties of vice-chair: Filling in for chair, xxx
Duties of secretary: Preparing meeting minutes, xxx

Decision Making

Membership

BYLAWS OF THE SAFE COALITION

ARTICLE I
NAME

The name of this association is THE SAFE COALITION (the "Coalition").

ARTICLE II
PURPOSE AND OBJECTIVES

1. The mission of the Coalition is to build and sustain a community that saves all healthy and treatable cats and dogs in Metropolitan Nashville and Davidson County ("Metro").

2. The vision of the Coalition is to create a community where 90% or more of the dogs and cats in Metro are saved by the end of 2018.

3. The purpose of the Coalition is to bring together leading animal welfare organizations in Metro to collaborate in developing and directing the implementation of strategies to achieve the mission of the Coalition. The Steering Committee is the leadership group that will work together to provide oversight and guidance to Coalition members to create aligned action.

4. The Coalition's key strategies will be:

    a. Noses In: See fewer dogs and cats entering Metro shelters.
    b. Noses Out: See more dogs and cats who enter Metro shelters receive positive outcomes.
    c. Collaboration: Engaging the rescue community, shelter community, civic representatives and the public in working together to share responsibility, information, resources, and tactics to achieve the Coalition's mission.

5. The Coalition is a voluntary association of animal welfare organizations. The Coalition does not exist as, nor do the parties intend to form by virtue of their association, a separate legal entity. Each Coalition member maintains its own independent status as a stand-alone 501(c)(3) organization or government entity. No member of the Coalition is authorized to bind any other member entity to any contract or to act as agent for any other member. These bylaws are not intended to create a joint venture, partnership, corporation, or other legal entity.

ARTICLE III
GOVERNANCE

1. The Coalition shall be governed by a Steering Committee which shall provide

1

direction for the Coalition, consider issues and questions that arise, and oversee the work of the Coalition. The Steering Committee shall possess and exercise all powers, duties, rights and responsibilities necessary to conduct the business of the Coalition.

2. The Steering Committee may establish other ad hoc committees as it deems necessary, including but not limited to coalition management and programming.

3. The Steering Committee shall initially be comprised of one representative appointed by each of the following five (5) Coalition members, each of whom shall have one vote:

   a. Metro Animal Care and Control

   b. Nashville Humane Association

   c. Crossroads Campus

   d. Pet Community Center

   e. Best Friends Animal Society

4. A majority of the Steering Committee shall constitute a quorum sufficient for the transaction of business. Although the Steering Committee shall endeavor to make decisions on the basis of consensus, if consensus cannot be reached a majority vote shall be sufficient to authorize action.

5. No earlier than September 30, 2018, the Steering Committee may be expanded to not more than nine (9) members, subject to the approval of a majority of the Steering Committee.

6. The Steering Committee shall meet at least quarterly, and no more often than monthly, unless otherwise agreed.

7. The Steering Committee shall appoint members to fill the following roles: Chair, Vice-Chair, Treasurer and Secretary.

   a. The Chair shall be responsible for running meetings, ensuring order, and otherwise managing the day-to-day needs of the Coalition.

   b. The Vice-Chair shall be responsible for carrying out the duties of the Chair in the Chair's absence, and otherwise assisting the Chair as requested.

   c. The Secretary shall be responsible for keeping the records of the Coalition, for the recording of all votes and for performing all duties incident to that office. The Secretary may delegate all or a portion of the secretary's responsibilities if needed.

   d. The Treasurer shall be responsible for apprising the Steering Committee of decisions relating to grant-making and recommendations for distribution of fund amounts, as per Article V of these Bylaws, and for keeping Coalition members regularly updated regarding fund finances.

   e. The Vice-Chair and Secretary roles may be filled by the same person.

2

8. The term(s) of Steering Committee members shall be as follows.

    a. The Chair shall serve a two-year term, through September 30, 2019;

    b. The Vice-Chair shall serve a one-year term, through September 30, 2018, and thereafter shall serve two-year terms;

    c. The Secretary shall serve a one-year term, through September 30, 2018, and thereafter shall serve two-year terms;

    d. The Treasurer, shall serve a two-year term, through September 30, 2019;

9. Vacancies in the Steering Committee prior to the expiration of that particular member's term shall be filled by majority vote of the remaining members of the Steering Committee. The replacement member shall serve until the end of the original member's term.

10. Steering Committee members shall not be paid or compensated by the Coalition for their service.

ARTICLE IV
MEMBERSHIP AND MEMBERSHIP MEETINGS

1. Membership Categories. There shall be two categories of Coalition members: nonprofit 501(c)(3) animal welfare organizations and governmental animal shelters providing services in Metro.

2. Membership Requirement. All Coalition members shall be required to sign a Memorandum of Understanding developed and approved by the Steering Committee evidencing the member's understanding of the rules and expectations governing Coalition membership.

3. Members may withdraw from the Coalition at any time.

4. Membership may be terminated by majority vote of the Steering Committee, if it determines that the Coalition member is not fulfilling its obligations under the Memorandum of Understanding or is otherwise engaged in conduct detrimental to the accomplishment of the Coalition's mission.

ARTICLE V
COALITION ASSETS AND GRANT-MAKING ACTIVITIES

The Coalition shall not hold any properties, monies, or other assets separate and apart from those of its members. Notwithstanding the foregoing, the Steering Committee may establish a community giving fund or similar vehicle, and appoint representatives to act as advisors to that fund. The fund may be used as a means of holding and distributing donor contributions made in support of the mission of the Coalition. Ownership of fund assets, is, at all times, with the fund, with assets to be distributed by the fund per the

3

recommendations of the Coalition's appointed representatives, consistent with fund rules, requirements, and restrictions. The Steering Committee shall be responsible for ensuring that appointed advisors adhere to the Steering Committee's guidance regarding grant-making and other distribution recommendations.

ARTICLE VI
NONPARTISAN ACTIVITIES

The Coalition shall be nonprofit and nonpartisan. The Coalition shall not engage in political or lobbying activities that cannot be performed by its individual members or which are otherwise prohibited by section 501(c)(3) of the Internal Revenue Code or other applicable law governing non-profit corporations. More specifically, no substantial part of the activities of the Coalition shall consist of the publication or dissemination of materials with the purpose of attempting to influence legislation, and the Coalition shall not participate or intervene in any political campaign on behalf of any candidate for public office or for or against any cause or measure being submitted to the people for a vote.

ARTICLE VII
AMENDMENTS

These Bylaws may be altered, amended or repealed or new Bylaws may be adopted by the favorable vote of a majority of the Steering Committee at any regularly scheduled and noticed meeting of the Coalition for which notice of the intent to amend said Bylaws has been given. Notwithstanding the foregoing, these Bylaws may not be amended in any manner incompatible with the then-current Internal Revenue Code rules and regulations governing non-profit corporations as such would be incompatible with the restrictions imposed on its members.

Adopted by the Steering Committee of the Safe Coalition on the 17th day of November, 2017.

4

SAFE Coalition Memorandum of Understanding

The SAFE Coalition ("Coalition") is an unincorporated and voluntary association of animal welfare organizations in Metropolitan Nashville and Davidson County, Tennessee ("Metro"). A Coalition member is an animal welfare organization providing services in Metro and operating as a 501(c)(3) nonprofit organization or government animal shelter.

By entering into this Memorandum of Understanding ("MOU"), the undersigned nonprofit organization or governmental entity agrees to become a member of the Coalition ("Coalition member") on the terms set forth herein.

1. Mission of the Coalition

To build and sustain a community that saves all healthy and treatable cats and dogs in Metro.

2. Legal Structure and Governance

The Coalition does not exist as, nor do the members intend to form, a separate legal entity by virtue of this MOU. Each Coalition member maintains its own independent status as a 501(c)(3) nonprofit organization or government-run animal shelter. No member of the Coalition is authorized to bind any other member to any contract, instrument or other document or to act as agent for any other member. This MOU is not intended to create a joint venture, partnership, association, corporation, or other legal entity.

The Coalition shall be governed by a Steering Committee consistent with the Coalition's mission. The Steering Committee is further described in paragraph 5. Below.

3. Coalition Membership

Coalition membership includes:
- A presence on the Coalition website, if created, including:
    - Opportunity to post information about upcoming events and fundraisers
    - Link to Coalition member's profiles of adoptable cats and dogs

- When appropriate, the ability to apply to receive funding from the Coalition to carry out programming in alignment with the Coalition's mission

- Access to the Steering Committee for the purpose of recommending new programs and projects, airing complaints and resolving disputes between Coalition members

- Opportunity to participate in fundraising activities and events for the purpose of generating revenue for Coalition programs

4. Obligations and Commitments of Coalition Members

In furtherance of the mission of the Coalition, Coalition members commit and agree as follows:

- Despite the current reality, Coalition members are working toward a goal that no cat or dog in the care, custody, or control of the Coalition member is euthanized other than when a veterinarian has determined that the animal has no chance of recovering an acceptable quality of life, or the animal's behavior doesn't allow him/her to be a candidate for rehabilitation.

- To ensure that no cat or dog in the care, custody, or control of the Coalition member is bred or used for breeding purposes.

- To respect, support and promote the activities of the Coalition members and programs.

- To make no public statements disparaging other Coalition members or the programs of the Coalition.

- To bring Coalition program complaints or disputes to the attention of the Steering Committee.

- To allow representatives of the Steering Committee responsible for the administration of the Coalition program access to adoption, spay/neuter, or other records when requested and as needed to verify activity for which an adoption subsidy or other request for grant funds is claimed.
  - All such information will remain confidential and will not be used or made available to other Coalition members or any other person for fundraising, mailing or any other unauthorized use.
    - Notwithstanding the confidentiality of these records, nothing shall prohibit other Coalition members from mailing, soliciting, or otherwise seeking to raise funds from individuals who — through other legitimate means — appear on the mailing lists or in the databases of multiple Coalition members.
  - Government entities will comply with the spirit and intent of this commitment to the extent permitted by applicable law regarding access to government records.

- To allow representatives of the Steering Committee responsible for the administration of the Coalition program access during normal business hours in a manner that does not

disrupt operations to facilities housing cats and dogs. Government entities will comply with the spirit and intent of this commitment to the extent permitted by applicable law.

- To report all cat and dog intake and disposition data monthly via the Shelter Animals Count (SAC) website. This includes opting in to sharing data publicly and acceptance of invitations to participate in the SAFE Coalition tool in the SAC database.

5. Steering Committee

The Coalition will be governed by a Steering Committee. The Steering Committee will initially be comprised of one representative from each of the initial five Coalition members.

The Steering Committee will provide leadership in the following ways:

- Develop bylaws or other documents governing the operations of the Coalition and its Steering Committee, including:

    - Appointment and replacement of Steering Committee members;
        - Each member of the Steering Committee shall have one vote;
            - Voting member organizations may have up to two representatives in attendance at Steering Committee meetings, but one shall be designated as the voting member, and must be in attendance to vote.
    - Attendance requirements;
    - Term limits;
    - Creation of sub-committees

- Define the process for program prioritization, ensuring that all decisions are made in alignment with the broader mission of the Coalition. This includes creating a process for distribution of funds.

- Define the decision-making approach (a simple majority vote or some other form).

- Determine the best mechanism for raising, holding, and disbursing funds consistent with the Coalition's status as an unincorporated voluntary association.

- Seek Coalition funding.

- Disburse funds through grants that measurably align with the mission and vision of the Coalition.

- Develop a Coalition funding protocol for members of the Steering Committee.

6. Use and Ownership of Intellectual Property

Each Coalition member shall remain the sole owner of its intellectual property, including without limitation all trademarks, tradenames, copyrights, logos, trade secrets and other intellectual property and all physical manifestations thereof and associated therewith, and all customer and supplier lists, financial data, business plans, marketing plans, data and data bases and other proprietary information relating to the member's business, operations and practices. A Coalition member shall not be deemed to have acquired any interest in the same, other than the right to participate in the Coalition as provided for herein.

During the term of a member's participation in the Coalition, however, each Coalition member grants the Coalition a non-exclusive and royalty-free license to use such trademarks, tradenames, copyrights, logos provided by the member to the Coalition for use on the Coalition's website in furtherance of Coalition programs and as otherwise necessary to carry out the terms of this MOU.

7. Termination of Coalition and/or Coalition Membership

Coalition members may withdraw from the Coalition at any time upon written notice to the Steering Committee.

The Steering Committee, by majority vote of unaffected members, reserves the right to terminate a Coalition member's membership in the Coalition if, in its sole discretion, it determines that the Coalition member is not fulfilling its obligations as set forth in this MOU, or is otherwise engaged in conduct detrimental to the accomplishment of the Coalition's mission.

Upon withdrawal or termination of participation in the Coalition, the Steering Committee shall promptly, and in no event more than five business days following the effective date of termination, remove all information about the Coalition member from the Coalition website and cease to use the terminating member's intellectual and other property.

This MOU may be executed by means of electronic or handwritten signature. This MOU shall not be effective unless and until signed by authorized representatives of both the Coalition member and the Coalition.

Signatures submitted to the Coalition via facsimile shall be binding and may be relied upon by the Coalition to the same extent as an original.

By signing below, the members indicate they have read this MOU and intend to be bound by the commitments contained herein.

Coalition Member

Signature _____

Printed name _____

Date _____

Title _____
Must be director (or equivalent) of the organization.

Coalition Steering Committee Member

Signature _____

Printed name _____

Date _____

Title _____
Must be a member of the steering committee.

Sample Coalition Agreement

The NAME Coalition ("Coalition") is an unincorporated association of animal welfare organizations in the X community. Coalition Member is a 501(c)(3) nonprofit organization or government animal shelter with a goal of ending the killing of healthy, adoptable animals in the X community. By entering into this Agreement, the undersigned nonprofit organization or governmental entity agrees to become a member of the Coalition ("Coalition Member") on the terms set forth herein.

1. Mission of NAME Coalition

The mission of the NAME Coalition is to use collaborative public and private partnerships to end the killing of healthy and treatable cats and dogs in X community's shelters and promote humane alternatives for community cats, ultimately attaining 100% safe placement of healthy and treatable pets.

2. Legal Structure and Governance

The NAME Coalition is a voluntary association of nonprofit organizations and government animal shelters working toward achieving the mission set forth in paragraph 2 above. It does not exist as, nor do the parties intend to form a separate legal entity by virtue of this Agreement. Each coalition member maintains its own independent status as a stand-alone 501(c)(3) organization. No member of the NAME Coalition is authorized to bind any other member entity to any contract or agreement or to act as agent for any other member. This Agreement is not intended to create a joint venture, partnership, association, corporation, or other legal entity.

The Coalition shall be governed by its Steering Committee, in the best interest of its members, goals and objective, in a manner consistent with the Coalition's mission.

3. Coalition Membership

Coalition membership includes:

- Presence on NAME website, if created, including:
    - Opportunity to post upcoming events and fundraisers.
    - Link to Coalition Member's adoptable animals.

- When appropriate, the ability to apply to receive funding from the Coalition to carry out programming in alignment with the Coalition's mission.

- Access to the Steering Committee for the purpose of recommending new programs and projects, airing complaints and resolving disputes between Coalition Members.

- Opportunity to participate in fundraising activities and events for the purpose of generating revenue for NAME programs.

4. Obligations and Commitments of Coalition Members

In furtherance of the mission of the NAME Coalition, Coalition Member commits and agrees as follows:

- Despite the current reality, Coalition Members are working towards a goal that no animal in the care, custody, or control of the Coalition Member is euthanized other than for irremediable suffering caused by a terminal illness or un-rehabilitable aggression.

- To ensure that no animal in the care, custody or control of the Coalition Member is bred or used for breeding purposes.

- To respect, support and promote the activities of the other NAME Coalition Members and the programs of the NAME Coalition.

- To make no public statements critical of other NAME Coalition Members or the programs of the NAME Coalition.

- To bring NAME Coalition program complaints or disputes to the attention of the Steering Committee.

- To allow representatives of the Steering Committee responsible for the administration of the NAME program access to adoption and spay/neuter records when requested and as needed to verify activity for which an adoption subsidy or other request for grant funds is claimed.
    - All such information will remain confidential and will not be used or made available to other Coalition Members for fundraising, mailing or any other unauthorized use.
        - Notwithstanding the confidentiality of these records, nothing shall prohibit other Coalition Members from mailing, soliciting, or otherwise seeking to raise funds from individuals who—through other legitimate means—appear on the mailing lists or in the databases of multiple Coalition Members.
    - Government entities will comply with the spirit and intent of this commitment to the extent permitted by applicable law regarding access to government records

- To allow representatives of the Steering Committee responsible for the administration of the NAME program access to facilities housing animals, including unannounced visits. Government entities will comply with the spirit and intent of this commitment to the extent permitted by applicable law

- To report all animal intake and disposition data monthly via the Shelter Animals Count website.

5. Steering Committee

The Coalition will be governed by a Steering Committee. Steering Committee will initially be comprised of representatives from between nine and eleven Coalition Members. Initial representatives of the Steering Committee shall be appointed by Xxxxxxxxx, with agreement of the Coalition Member.

. The Steering Committee will provide leadership in the following way:

- Develop bylaws or other documents governing the operations of the Coalition and its Steering Committee, including:

    - Appointment and replacement of Steering Committee members;

- Each member of the Steering Committee shall have one vote;
    - Voting members organizations may have up to two representatives in attendance at Steering Committee meetings, but one shall be designated as the voting member, and must be in attendance to vote.
    - Xxxxxxxxx shall have permanent voting membership on the Steering Committee;
  - Attendance requirements;
  - Term limits;
  - Creation of sub-committees

- Define the process for program prioritization, ensuring all decisions are made in alignment with the broader mission of the Coalition. This includes creating a process for distribution of funds.

- Define the decision-making approach (simple majority vote or some other form).

- Determine the best mechanism for raising, holding, and disbursing funds consistent with the Coalition's status as an unincorporated association.

- Seek Coalition funding.

- Disburse funds through grants that measurably align with the mission and vision of the Coalition.

6. Lead Agency Role

Lead Agency will play the following role in the Coalition:

- Provide ongoing strategic input on priority programing based on community metrics.

- Serve as a voting member of the Steering Committee.

- Oversee initial coalition building logistics to include the following:
  - Creation, collection, and storage of Coalition agreements for general membership.
  - Convening and oversight of the initial steering and sub-committee participation including initial appointment of Steering Committee members and creation of participation documents.
  - Provide the initial draft of Coalition guidelines including but not limited to codes of conduct, media interaction policies, etc., for modification and approval of the Steering Committee.
  - Setting of initial Coalition meetings, agendas, tracking of minutes, etc., until the roles of the Steering Committee members are defined and accepted.

7. Fund-raising

With the approval of the Steering Committee, Coalition Members may conduct and engage in targeted fund-raising activities in an effort to support the activities of the NAME campaign, including the support of the incentives and grants for Coalition Members described in paragraph 3, above. Such funds shall be maintained by Coalition

Member in a restricted fund and disbursed by Coalition Member only in support of the approved activities of the NAME campaign, as determined by the Steering Committee.

In the event Coalition Member terminates its participation in the Coalition prior to the expenditure of such restricted funds, Coalition Member shall promptly transfer such restricted funds to Xxxxxxxxx or another Coalition Member or account approved by the Steering Committee, which shall use such funds in support of Coalition Member activities and programs.

Any data collected as a result of such targeted fund-raising efforts (including donor or potential donor contact information) shall be the exclusive property of the Coalition Member, and any funds raised as a result of such targeted fund-raising efforts will be used in support of the NAME campaign—including the efforts of the NAME Coalition.

Any funds raised by Coalition Members on behalf of the Coalition will be disclosed to all Coalition members and funds distributed in the manner determined by the Steering Committee.

Coalition Members may also continue to engage in other fund-raising that is not specifically aimed at supporting the activities of the NAME campaign or Coalition.

8. Use and Ownership of Intellectual Property

Each Coalition Member shall remain the sole owner of its trademarks and all physical and intellectual property associated therewith, and all content, trademarks, brands, logos, symbols and other data associated with the same. Coalition Member shall not be deemed to have acquired any interest in the same, other than the right to participate in the NAME Coalition as provided for herein.

However, during the effective period of this Agreement, Coalition Member grants the Coalition a non-exclusive license to use such trademarks, brands, logos, and symbols on the NAME website in furtherance of the NAME programs and as otherwise necessary to carry out the terms of this Agreement.

9. Termination of Coalition and/or Coalition Membership

Coalition Member may withdraw from the NAME Coalition at any time.

The Steering Committee reserves the right to terminate Coalition Member's membership in the NAME Coalition if, in its sole discretion, it determines that Coalition Member is not fulfilling its obligations as set forth in this Agreement, or is otherwise engaged in conduct detrimental to the accomplishment of the Coalition's mission.

Upon termination of participation in the NAME Coalition, the Steering Committee shall remove Coalition Member from the NAME Website and take such other steps as are necessary to effectuate the termination within a reasonable time after providing or receiving notice of termination.

This Agreement may be executed by means of electronic or handwritten signature. This Agreement shall not be effective unless and until signed by authorized representatives of both Coalition Member and Coalition.

Signatures submitted to the Coalition via facsimile shall be binding and may be relied upon by the Coalition to the same extent as an original.

By signing below, the parties indicate they have read this Agreement and intend to be bound by the commitments contained herein.

Coalition Member

Signature: _____

Printed name: _____

Title: _____
(must be an officer of the organization)

Date: _____

Coalition Steering Committee Member

By: _____

Signature: _____

Date: _____

Title: _____
(must be a member of the Steering Committee)

Organization Contact Information

Public list: Information that may be given out to the public

Organization name: _____

Telephone(s): _____

Email(s): _____

Location: _____

Mailing address: _____

_____

Website: _____

Private list: Additional names, telephone numbers, email addresses that may be shared internally with other group members and shelters but not given to public. We will be compiling our email networking list using both public and private information.

Do you have a shelter or kennel facility?   Yes___   No___

    If Yes:

        Street address: _____

        _____

        Hours of operation: _____

        Phone: _____ Fax: _____

        Website: _____

        Email: _____

        Contact person: _____ Title: _____

Do you use a foster network?   Yes___   No____

    If Yes:

        Contact information for adoption inquiries:

        Phone: _____ Fax: _____

        Website: _____

        Email: _____

        Contact person: _____

Do you have a regular mobile adoption location?   Yes___   No____

    If Yes:

        Name(s): _____

        Location(s): _____

        _____

        _____

If you do not have a kennel or shelter facility, foster network or mobile adoption location, please describe how you facilitate housing and/or adopting animals:

_____

_____

_____

CONTACT INFORMATION: Persons responsible for admission/transport of animals

DOG COORDINATOR: ADMISSION PERSON

     Name: _____ Title: _____

     Phone: _____ Fax: _____

     Email: _____

CAT COORDINATOR: ADMISSION PERSON

     Name: _____ Title: _____

     Phone: _____ Fax: _____

     Email: _____

Safe Placement Incentive Guidelines

The mission of the Safe Coalition is to build and sustain a community that saves all healthy and treatable cats and dogs in Nashville and Davidson County, Tennessee. In order to achieve our goal of reaching a 90% or higher save rate for our community by the end of 2018, we are looking for coalition partners to pull at-risk animals from Metro Animal Care and Control (MACC).

Current Realities

According to our projections, MACC will see approximately 6,000 dogs and cats enter its facilities during the 2018 calendar year. To achieve a 90% save rate, we need to ensure that we're increasing our targeted work, and save about 350 more animals in 2018 than we saved in the previous year. Increasing live outcomes by engaging community rescue organizations will have a direct impact on increasing the overall save rate.

Target Population (Eligible for Program) and Incentive Payments

Eligibility can be confirmed by MACC staff. Please speak to their front desk staff if you have questions about whether an animal qualifies for the incentive.

Category	Description	Incentive Amount
Pit bull or pit mix dogs	Dogs over 40 lbs. that have pit bull characteristics.	$200 / dog
Underage kittens	Kittens up to 8 weeks of age.	$50 / kitten
Working or barn cats	Adult cats suitable for barn or working cat placement program.	$100 / cat
Return-to-field cats	Cats eligible for TNR and return-to-field program, to be returned to their outdoor home after spay/neuter.	$50 / cat
Alert list dogs or cats	Animals needing extra behavior or medical support, or general hard-to-place animals as identified by MACC.	$200 / animal
Direct intake referrals	Any animals meeting the above categories will also qualify for an incentive if they are referred directly from MACC's intake desk to the partner (i.e., a MACC impound is prevented due to partner taking animal).	See amounts above

If an animal qualifies for more than one incentive category, you will only be paid for the highest subsidy category for which the pet qualifies.

Program Requirements for Rescue Incentives

1) Must be pulled and tracked through MACC's rescue tracking — meaning that the group is required to be an approved MACC rescue partner and report according to their program requirements.

2) Must be tracked through the Safe Coalition tracking sheet, due on the 10th of every month for the previous month. Incentive checks will be issued on a monthly basis. *Groups who do not utilize their tracker will not receive rescue incentives. No late submissions or back-dating will be permitted.*

3) Group must maintain an adoption rate of 50% of the animals they pull monthly to ensure that they are not pulling more dogs or cats without placing pets into adoptive homes. Safe Coalition will notify a group of suspension of the subsidy program if this occurs, until the group is caught up with pulls.

Requirements for Subsidy

- Applicant must be a member of the SAFE Coalition prior to applying.
- Partner will be required to submit monthly reports, due by the 10th of the month, on a pre-designed template to be provided by Safe Coalition.
- Must remain in good standing as a Safe Coalition partner and a MACC rescue partner.
- The Safe Coalition Partner logo must be present on the group's website.
- Applicants that receive operating or spay/neuter grants will not be eligible for rescue incentives for the same category of animals for which they are receiving grants.

NKLA Coalition 2018 Operations Grant Request for Proposals (RFP)

Best Friends Animal Society recognizes that only together can we Save Them All. We are looking for groups to send us proposals for unrestricted grants to help increase lifesaving (noses out) or directly decrease intake (noses in).

Current Realities
According to our projections, Los Angeles Animal Services will see 43,000-45,000 dogs and cats enter its facilities during the 2018 calendar year. To achieve a 90% save rate, we need to ensure we're increasing our targeted work (based on the populations listed below). To secure a 90% save rate, no more than 4,500 animals can be euthanized/die in care in a calendar year. Operational grants with significant lifesaving volume in the listed categories below will have a direct impact on increasing the overall save rate, thus pushing us closer to a 90%+ save rate for 2018.

Proposal Program
Proposals are requested for LAAS or groups looking to increase their New Hope pulling or direct LAAS intake reduction for 2018 to help take on a portion of lifesaving or direct decrease in LAAS shelter intake.

Target Population for Grants
1. Underage kittens (under 8 weeks, biggest population for impact as they are the lowest save rate and highest number killed at LAAS)

2. Adult cats (specifically working cats or cats not bonded to humans with programs fitting within injunction limitations)

3. Large dogs (over 40 lbs.)

4. Medical (animals needing extensive or immediate/urgent medical care)

5. Senior animals (8+ years)

Program Requirements for Operating Grants
1. Must be cat or dog that is from one of the Los Angeles Animal Services six city facilities. Must be pulled and tracked through LAAS New Hope tracking — meaning that group is required to get tracking to LAAS in time frame and deadlines as listed in New Hope policy manual.

2. Must have ability to track intake reduction directly from Los Angeles Animal Services intake.

Requirements for Application

- Applicant must be a member of the NKLA Coalition and in good standing prior to applying.

- Grants must follow requirements/qualifications specified above for either noses in or noses out.

- Applicant must be a participant in Shelter Animals Count.

- Will agree to all Best Friends reporting requirements on pre-designed template to be provided by regional engagement manager:

    o Monthly noses in/noses out tracking (created based on operational grant circumstances)

    o Detailed grant fund expenditures, receipts as requested (monthly)

    o Social media posts describing how the grant has helped with your lifesaving work (quarterly)

- NKLA Coalition Member badge must be present on group's website.

Application Process

- All grant applicants must submit the following:

    o Webform grant application

    o Grant project narrative (send completed copy to xxxxx@bestfriends.org)

- Applications and supporting documents are due September 30, 2017.

- Applications will be reviewed and a decision will be issued in late October 2017.

- All applicants are subject to a consultation with NKLA leadership to discuss grant proposal.

- Grants may be fully or partially funded based on how your RFP addresses "current realities."

- Applicant will be required to sign a grant agreement before funds are granted. A payment structure will be included in the contract.

NKLA Coalition 2018 Spay/Neuter Grant Request for Proposals (RFP)

Best Friends Animal Society recognizes that successful spay/neuter programs are an essential part of the solution to lowering shelter intake, especially in underserved communities in Los Angeles.

Current Realities
According to current reports from Los Angeles Animal Services, those animals still dying at the highest rate are cats and large breed dogs (over 40 lbs.). With over 100 zip codes and a huge physical area across our city, it is imperative that we strategically focus our efforts to clearly demonstrate the impact of this work. We know that spaying and neutering works. We need to use these grants to secure hard data that shows the decrease in rates of cats and dogs entering shelters in underserved, high-intake areas of the city.

Proposal Program
Spay/neuter grants will be awarded to organizations that provide surgeries to low-income households within the city of L.A., with an emphasis on the most at-risk types of animals and communities.

Note: Spay/neuter grants will be awarded for surgeries ONLY. If you are a rescue group and want grant funds to assist with operational needs (staffing, marketing, supplies, etc.) related to spay and neuter (such as TNR programs), then please file for an operations grant.

Program Requirements for Dog Spay/Neuter Grants
Must meet all qualifications below:

1. Low-income households: Provider will present a simple waiver that a member of the public will sign to say he/she is low income.

2. ZIP code must be one of those identified as a top intake zip code for dogs (below).

3. Serve the highest-risk animals — dogs over 40 lbs. (current or projected if underage at time of surgery).

DOGS: Eligible Zip Codes							
90003	90011	90044	90047	91331	91342	91405	90731

Program Requirements for Cat Spay/Neuter Grants

1. ZIP code must be one of those identified as a top intake zip code for kittens and cats (below).

CATS: Eligible Zip Codes							
90032	90044	90047	91331	91335	91342	91402	90744

Requirements for Application

- Applicant must be a member of the NKLA Coalition and in good standing prior to applying.

- Surgeries must be for zip codes/qualifications specified above.

- Will agree to all Best Friends reporting requirements on pre-designed template to be provided by regional engagement manager:

    - Surgeries completed (monthly)

    - Detailed grant fund expenditures, receipts as requested (monthly)

    - Social media posts describing how the grant has helped with your lifesaving work (quarterly)

- NKLA Coalition Member badge must be present on group's website.

Application Process

- All grant applicants must submit the following:

    - Webform grant application

    - Grant project narrative (send completed copy to xxxxxxx@bestfriends.org)

- Applications and supporting documents are due September 30, 2017.

- Applications will be reviewed and a decision will be issued in late October 2017.

- All applicants are subject to a consultation with NKLA leadership to discuss grant proposal.

- Grants may be fully or partially funded based on how your RFP addresses "current realities."

- Applicant will be required to sign a grant agreement before funds are granted. A payment structure will be included in the contract.

Best Friends Grant Agreement

This Grant Agreement is between Best Friends Animal Society ("Best Friends"), a Utah non-profit corporation XXXX ("Grantee"), a member of Best Friends' No Kill Los Angeles Coalition ("NKLA Coalition"). Best Friends and Grantee are referred to collectively in this Agreement as the "Parties."

Recitals

The following recitals are relied upon by the Parties entering into this Grant Agreement.

- Best Friends owns and manages an animal sanctuary in Kanab, Utah, and from this headquarters location is also engaged in a wide range of no-kill programs and partnerships aimed at bringing about a day when there are "No More Homeless Pets." These activities include, among other things: (a) national public awareness campaigns, (b) extensive animal rescue operations, including public-private partnerships like our operating of the Mission Hills Adoption and Spay and Neuter Center as well as the NKLA Pet Adoption Center, and (c) the promotion and sponsorship of local and regional projects oriented around the goal of bringing about a day of No More Homeless Pets, including adoptions, high volume spay and neuter clinics, trap-neuter-return (TNR), and other non-lethal projects intended to reduce the killing of dogs and cats and increase the number of animal live outcomes. Best Friends' work is made possible by the personal and financial support of a grassroots network of members and community partners across the nation.

- Best Friends has established an initiative called No Kill Los Angeles ("NKLA"). NKLA is an initiative of Best Friends and was formerly known as No More Homeless Pets Los Angeles.

- The mission of NKLA is to end the killing of cats and dogs in Los Angeles city shelters.

- The NKLA Coalition ("the Coalition") is sponsored by Best Friends and is a voluntary association of nonprofit organizations working toward achieving the mission of NKLA.

- Grantee is a nonprofit organization working to end the needless killing of animals in the City of Los Angeles and is a member of the Coalition.

- Best Friends desires to make a grant of funds to Grantee for the purposes and on the terms set forth herein.

The purpose of this Grant Agreement is to define the obligations, expectations, and responsibilities of Grantee in regard to the grant funds. This Grant Agreement may be modified only by further written agreement of the Parties.

Grant Terms

Grant Amount:	Total sum of $XXX for the following grant purpose set forth below.
Grant Distribution:	Quarterly payments of $XX each. Best Friends will provide grantee with key performance goals by January 2018. First payment to be distributed January 1, 2018 or within 15 days after execution of Grant Agreement. Second payment to be distributed April 1, 2018 following a first quarter audit/performance review to ensure numbers are on track to meet key performance goals. Third payment to be distributed July 1, 2018 following a second quarter audit/performance review to ensure numbers are on track to meet key performance goals. Final payment to be distributed October 1, 2018 following a third quarter audit/performance review to ensure numbers are on track to meet key performance goals. **Grantee understands that failure to meet quarterly goal benchmarks may result in delayed or canceled payment.*
Grant Period:	January 1, 2018 through December 31, 2018.
Grant Purpose:	Insert purpose of grant.
Reporting:	New Hope reports must be completed and submitted prior to the 10th of each month to LA Animal Services. Best Friends grant reports will be completed by the 10th of each month on the provided Google spreadsheet form. Forms must not be changed/altered and all information must be completed as requested. Spreadsheet links will be sent after grant agreement has been reviewed and signed by grantee. Information will include: • **Animal pulls** LAAS#, species, date of birth, breed, pull date, alert list (if applicable), shelter • **Social media** Grantee will, at least on 4 occasions or quarterly throughout the year, post updates on all of Grantee's social media pages about Grantee's contribution toward the goal of NKLA and Best Friends' contribution toward making grantee's lifesaving work possible with photos. Additional information that may be asked of you is detailed grant fund expenditures with receipts as requested.
Other:	Grantee will post the NKLA Coalition badge on Grantee's website. As requested by Best Friends, Grantee will provide a narrative update on Grantee's NKLA-related activity for use by NKLA team on NKLA Facebook page, NKLA Newsletter, and possible media releases. Grantee will cooperate with Best Friends writers and photographers in the development of stories and other content regarding the grant program.

Additional Terms

Representations and Warranties

Grantee represents and warrants that the Grant funds will be used only in a manner that is consistent with Best Friends' charitable purpose as an animal welfare organization, and in furtherance of the Grant Purpose, and not for any purpose prohibited by law.

Grantee represents and warrants that it is currently in compliance with its obligations and commitments under the Coalition Memorandum Agreement governing its participation in the NKLA Coalition and will remain so during the entire duration of the Grant Period.

Publicity/Co-Branding

Grantee shall in good faith cooperate with Best Friends' NKLA staff to develop a marketing and communication plan to promote the Grant Purpose to the public, news media, and other constituents. This cooperative effort shall include the design of marketing and communication materials and those materials should indicate the support and involvement of Best Friends.

Grantee shall use its best efforts to ensure that press releases, interviews and other communications efforts related to the Grant Purpose and any events held in conjunction with the Grant Purpose indicate the support and involvement of Best Friends.

Grantee shall submit to Best Friends' NKLA staff for prior review and approval all press, news, or other media releases and other forms of publicity relating to Best Friends' involvement with the Grant. All such submissions shall be directed to Best Friends via Regional Engagement Manager, or designee as Best Friends may indicate, for review and approval not less than five (5) business days prior to dissemination by Grantee. Best Friends shall not unreasonably withhold its approval of any such materials. Best Friends shall have the right to independently publicize its efforts regarding the Grant.

Grantee grants to Best Friends the right to photograph, video, and audio record events related to the Grant and Grantee shall cause its employees and/or volunteers to execute any necessary releases relating to the use of same. Best Friends shall be permitted to use these photographs and video/audio recordings for publicity purposes.

Release

Grantee, for its directors, officers, employees, representatives, agents, successors and assigns, agrees never to bring a claim or suit against Best Friends related to the Grant described herein.

Grantee understands this agreement discharges Best Friends and its directors, founders, employees, officers, agents, representatives, contractors, volunteers, successors and assigns from any liability to Grantee with respect to bodily injury, personal injury, illness, death, property damage or other loss of any kind or nature whatsoever, direct or indirect, known or unknown, that may result from work, participation and activities related to the Grant. Grantee expressly agrees this release is intended to be as broad and inclusive as permitted by law.

Indemnification

Grantee and for its directors, officers, agents, employees, representatives, successors and assigns, agrees to indemnify and hold harmless Best Friends for all bodily injury, personal injury, illness, death, property damage or other losses of any kind or nature whatsoever, direct or indirect, known or unknown, including attorney's fees and costs of litigation that result to anyone else or any other entity because of actions or omissions related to the Grant. This includes lone acts or omissions by Grantee as well as the combined acts of Grantee with others. Grantee expressly agrees this indemnity agreement is intended to be as broad and inclusive as permitted by law.

Proprietary Information

Grantee and its successors and assigns will not supply or disclose any Proprietary Information, as defined below, to anyone not employed by Best Friends. Grantee will immediately notify Best Friends if it believes anyone has compromised the security of the Proprietary Information.

For purposes of this Grant Agreement, the term "Proprietary Information" includes Best Friends' members or membership list, donor list, newsletter mailing list, Network Charities members list, and any other list of Best Friends donors and supporters.

Other

The terms of this Grant Agreement shall bind the respective successors and assigns of each party. The Parties agree that in the event that any clause or provision of this Grant Agreement shall be held to be invalid by any court of competent jurisdiction, the invalidity of such clause or provision shall not otherwise affect the remaining provisions of this Grant Agreement. This is the entire agreement between the Parties and supersedes any other verbal or written statements, representations, or promises. This agreement may be signed in counterparts. Any modifications to this Agreement must be in writing and signed by both Best Friends and Grantee.

Choice of Law/Venue

This Grant Agreement shall be governed by and interpreted in accordance with the laws of the State of Utah, without regard to conflicts of laws. Any lawsuit arising out of or related to this agreement will be filed exclusively in a court of competent jurisdiction in the State of Utah. Alternatively, the Parties may jointly agree to resolve such dispute through the use of voluntary non-binding mediation or binding arbitration, to be held in Kanab, Utah or such other location as may be mutually agreed to by the Parties. In the event the Parties elect to submit the dispute for binding arbitration, the matter shall be decided by a single arbitrator jointly selected by the Parties. Although the arbitration shall be conducted according to the rules of the American Arbitration Association the Parties shall not be required to initiate arbitration by filing with AAA.

This Agreement may be executed in counterparts. By affixing their signatures below, the individuals signing on behalf of the Parties warrant they are authorized to enter into this Grant Agreement and intend to be bound by same.

Grantee   Best Friends Animal Society

By:_____   By:_____

Its:_____   Its:_____

Date:_____   Date: _____

APPENDIX D
Return-to-Owner Strategies

By Lauren Bluestone, manager of Metro Animal Care and Control, Nashville, Tennessee

One of the most important yet least talked about aspects of animal care and control is how to return as many pets as possible to their owners. This holds true even as the "old school" mentality (losing a pet means you are a bad owner) shifts to the more enlightened attitude that things happen and, in many cases, are beyond pet owners' control.

When I first started working at Metro Animal Care and Control (MACC) in Nashville, the return-to-owner rate (RTO) needed to be increased — and quickly. In fact, the first community meeting I hosted was with the lost-and-found pets groups of the community. Judging by the negative Facebook posts that had been circulating, I was prepared for a stormy meeting. My initial reaction upon reading the posts had been to get defensive, but then I decided to research the current processes, the progressive programs available and the changes that needed to be made, including the suggestions of the lost-and-found groups.

After a brief introduction to the group, I empathized with their feelings and recognized the need for change by listing everything that I found deficient in current practices, ranging from careless mistakes to lack of proactive initiatives to barriers that the organization placed on the general public. Taking this approach accomplished a few things: It showed them that I agreed that change needed to happen and gave them trust that change would happen, while at the same time opening the door for me to solicit community assistance and involvement in getting animals safely home.

We then implemented very simple changes and easy procedures (described below) that have had an amazing impact on increasing the number of animals returned to their owners. I am not saying that all these steps will work for your organization, but you don't know unless you try.

Best practices in the field

When it comes to RTO, animal control officers serve on the front lines. Here are some best practices for field officers:

- Officers shouldn't bring animals back to the shelter unless they absolutely have to. If the animal has any I.D., officers should trace it in the field and return the animal to his or her home, even if they have to drive the animal there.

- If there's no I.D., officers can ask people in the area if they know the animal.

- With the permission of the property owner where an animal was found, officers can post a sign containing the animal's photo and description.

- Officers must document the same information and ask the same questions as shelter intake staff. MACC assigns each officer a mobile phone that allows photos to be uploaded from the field, so the public has quick access to information about the animal.

Engaging the community

If your agency is anything like MACC, you are probably understaffed and have limited resources. MACC has a staff of 36, and that number of people cannot resolve the issues of a population that numbers more than 800,000. So, we encourage the public to get involved and be the extra eyes, ears and hands that we desperately need. We need help, we always will, and we're not afraid to admit it.

Here are some ways that we've involved the community in RTO efforts:

- **Work with lost-and-found pets groups:** We promote and actively engage with community groups that specialize in lost and found pets. MACC uses a system that automatically sends a report to each community lost-and-found group. The reports contain all of the lost and found animals' information broken down by the zip codes where the animals were found. These groups monitor various lost-pet listings on the websites of similar groups and rescue groups, Craigslist, Facebook, and newspapers.

- **Use social media and the internet:** All animals in the shelter (unless they're involved in a court case) have online profiles for viewing by the public. MACC uses social media to spotlight a "stray of the day" in hopes that the pet's owner will be found. MACC's online reporting system is accessible 24 hours a day to employees and the public to make reuniting efforts more efficient and effective. Our system uploads the information about lost or found animals from public reports and shelter intake within an hour of the data entry.

- **Offer tools and accessibility:** MACC has a program in which we provide large lost or found signs that the owners or finders can place in their yards with animal-specific information to further get the word out that they have either lost or found an animal. Our organization is now open seven days a week for owners to reclaim their pets, which has had a positive impact on overall shelter population reduction. Another idea is to make a bulletin board for posting lost-pet flyers as well as information about any animals who are in the shelter system but are not in a kennel, such as those in medical or foster care. Also, depending on the need, offer bilingual resources and materials.

RTO and shelter operations

Shelter staff play a huge part in reuniting animals with their owners, since they have the advantage of knowing the animals who are in the facility. Here are some ways to make RTO efforts more effective and efficient within the shelter:

- When a stray enters the facility, the very first item of business should be to check for identification (microchip, ID tag, rabies tag, tattoo) and, if it's available, to trace the information. At MACC, we check at acceptance, during intake, during testing, and prior to final disposition.

- When tracing identification, exhaust every option, including calling every number listed and sending a letter to the address, both by regular mail and certified mail.

- As accurately as possible, the staff must document the exact location where a stray animal was found; all of the finder's contact information, including the person's name, address, driver's license number and phone number; the animal's behavior when in the finder's possession; the length of time that the finder had the animal; and the circumstances surrounding finding the animal.

- The staff should write a detailed description of the animal, take an initial photo of the animal, and post the description and photo online immediately. At MACC, staff cross-reference any lost-and-found reports with two daily shelter walk-throughs (in the morning and the afternoon) to match animals to reports.

- If the initial photo of the animal is not good quality, get a better photo once the animal is in the system. It's important to capture any distinctive markings and get that photo out to the public as soon as possible. If staff don't have time for this, you can enlist the help of volunteers who have photography skills.

The role of management

Shelters have an obligation to reunite pets with their owners, just as pet owners have an obligation to be responsible. The administrative and time-consuming activities involved in returning pets to their owners are nothing compared to the burden it places on all aspects of the organization to house the animal. There are a number of things that management and administrative staff can do to improve the RTO rate. Here are some ideas:

- Get your staff and the public excited by sharing happy endings and promoting all aspects of the RTO program on media outlets. Acknowledge the hard work of the local lost-and-found pets groups. Motivate your employees by giving small prizes monthly to the shelter staff and field officers with the most RTO cases.

- Provide oversight and accountability for your RTO program. Write clear directives and descriptions of standard operating procedures to ensure that everyone understands the process and that no steps of the process are missed.

- Establish hours that work for the public to reclaim their animals. MACC is currently open for redemption seven days a week and one late night.

- Establish mandatory pet identification, such as tags or microchips. MACC mandates that any animal who enters the shelter be microchipped before leaving. This type of identification should also be made affordable and accessible to the public. MACC charges $10 per microchip and holds clinics every Thursday.

- Encourage and empower the staff to reduce or waive redemption fees. MACC will automatically waive fees if owners agree to have their animals spayed or neutered at our expense. Negotiate the fees while keeping in mind that the goal is to get these animals home.

- Create a compassionate culture. To bring every aspect of a progressive RTO program together, the focus should be on customer service and a non-judgmental atmosphere. That means that all employees — clerical, kennel, medical, field and management staff — must be on the same page. Your facility needs to be seen as open and inviting, not a place that holds animals hostage.

All of the above changes were implemented over time, to ease the staff and public into new methods, and to improve the RTO rate without adding more staff or increasing the budget. So what has implementing all these changes done for MACC's return-to-owner rates? (The following are rates for dogs, since we have a TNVR program for cats.) The RTO rate in 2015 was around 21 percent, and we increased it to around 44 percent for 2017. We are constantly looking for innovative ways to make that number climb and are constantly re-evaluating the program.

USING THE WEB FOR RTO

Shelters can use the internet in several ways to help return pets to their owners. On Nextdoor.com, government shelters can post information about found pets and target the post to the neighborhood (and surrounding neighborhoods) where the pet was found. All the shelter has to do is sign up for an account. (Currently, only government shelters are allowed to sign up.)

Other websites and apps focus particularly on lost and found pets. Finding Rover is a lost-and-found app that uses the latest facial recognition technology to match a picture of an animal posted as lost with animals posted as found. The facial recognition technology works for both dogs and cats. Other lost-and-found pet sites and apps are Pet Harbor, HelpingLostPets.com and VetsPlusMore. Another useful website is Lost Dogs of America (lostdogsofamerica.org), which includes an article titled "How to Trace Dead End Microchips and Tag Information on Found Pets."

These sites are only effective, though, if shelters share their data with them. Because we cannot predict which site or app pet owners will choose to help them find their pet, shelters need to share their data with all of the reputable ones. It generally doesn't cost the shelter anything to share stray hold data via their shelter management system (e.g., Shelterluv, Chamelon and Shelter Buddy).

APPENDIX E
Managed Intake

By Josh Fisher, director, and Shannon Harkey, customer service and community outreach manager, Animal Care and Control Division, Charlotte Mecklenburg Police Department, Charlotte, North Carolina

Before 2013, Charlotte Mecklenburg Police Department's Animal Care and Control Division (CMPD-ACC) accepted owner-surrendered animals "in the field." Pet owners would call animal control and request that an officer come to their house to pick up their pet for surrender. This service was provided free of charge and offered 20 hours a day. During the 2012 calendar year, CMPD-ACC took in 4,356 owner-surrendered animals.

As the agency began to progress, owner surrenders became a logical place to start. In January 2013, CMPD-ACC went from accepting owner-surrendered animals in the field to accepting them only at the shelter during business hours. Owners were required to bring their pets to the shelter if they wanted to surrender them. (Exceptions were made for the elderly or infirm, if approved by a supervisor.)

During the calendar year of 2013, however, CMPD-ACC took in 4,373 owner-surrendered animals, more than the year before. Obviously, simply stopping surrender pickup in the field didn't have the impact we had been hoping for. Instead of decreasing, the number had risen. And the department was still dealing with "surrender remorse": Because of the convenience of the surrender policy, owners were making hasty decisions. The shelter staff were spending a lot of time responding to next-day phone calls from owners who had changed their minds about surrendering their pets. And in too many cases, it was too late.

It was time to take the concept a step further. How could we effectively reduce the number of owner-surrendered animals but still provide a legally required service to citizens of the county? 2014 was a year full of sharing ideas, brainstorming and getting approval from the chain of command. The result was that we made some progress in 2014 (during which 3,134 animals were surrendered) by just slowing down and talking to owners about the reality of surrendering a pet. Our chain of command was very forward-thinking about this concept and fully engaged in making positive changes.

Reducing owner-surrender hours

In January 2015, CMPD-ACC went from accepting owner-surrendered animals during all operating business hours to accepting them only on Wednesdays from 11 a.m. to 2 p.m. and Sundays from 1 p.m. to 3 p.m. (Emergencies and strays are still accepted as needed.) This reduced owner surrender hours from 54 hours per week to only five. Having owners wait until the designated surrender hours gives them time to think about the decision they are about to make — and they often come up with other suitable arrangements.

The change in number of hours meant that the agency could plan for maximum staffing on surrender days, allowing staff to give more individualized attention to both the animals and the people surrendering them, as well as allowing rescue partner organizations more time to prepare and provide support for incoming animals.

In addition, reducing the hours for intake allows staff to be more efficient. Before we implemented managed intake, staff were constantly pulled in different directions as animals came in from animal control and the public while staff were concurrently helping animals already at the shelter. Consolidating intake time helps the staff to be more efficient in how they manage their day, which saves shelter resources.

A lot of discussion went into how to make this change. Do we advertise it? Do we have a grace period? What are people going to say? In the end, the shelter went with the "less is more" approach, understanding that average citizens do not know the policy surrounding owner surrender until they decide to do so. The shelter picked a start date and went live with the program. There was an adjustment period of a few weeks, when more animals were taken in because people hadn't checked the website or called to find out the hours for owner surrender.

Reducing owner-surrender hours made the biggest difference in the numbers. In 2015, the shelter took in 840 fewer owner-surrendered animals. The total number of surrendered pets for that year was 2,294. And 2016 was even better; the owner-surrender number for that year was down to 2,112.

Having an owner-surrender hotline

The decreased intake could also partially be attributed to a new owner-surrender hotline that allows staff to speak to pet owners before they come to the shelter, providing them with all the options for alternatives to surrender (which, in many cases, means keeping pets with the people who love them). Reaching pet owners before they come through the door became a top priority, based on the concept that if you can reach people before they have detached themselves from their emotions toward their animals, you have a chance of keeping them together.

Making resource guides available

Another way to help pets stay with their families is to make sure pet owners know about all the available resources. Many people in the Charlotte community weren't aware of the plentiful resources that were available to them as pet owners, so CMPD-ACC developed resource guides that are provided to customer service staff through collaboration with local rescue groups, veterinary hospitals and boarding facilities.

Providing a safety net program

During 2015–2016, the shelter began receiving grant funds to implement a safety net program. The staff could provide medical vouchers to local veterinary partners for pet owners who needed a helping hand with vet bills. Since many animals are surrendered by their owners because of minor medical issues, this program quickly became a success.

Guidelines for the medical vouchers are simple: Each voucher is worth $300; the vouchers are valid for 30 days; and the owners have to express that they would surrender their pets if they didn't receive assistance (to weed out people trying to bluff the system to get free vet care). Portions of the grant also covered free spay/neuter services, supplying of doghouses and other minor resources that can help people keep their pets.

Field enforcement officers began picking up on the concept and started referring cases to the customer service staff. The safety net program remains successful to this day, but it is a work in progress, since shelter staff are always looking for new ideas and, most important, new funding sources to keep the program alive.

Community response

Overall, the community has embraced managed intake. Of course, there are still emergency situations or occasions when people become upset because they want to get rid of their animal immediately, but the total number of those is minimal.

Shelter staff have found that people are often willing to consider other options instead of surrendering an animal. When they are considering surrender, pet owners have simply reached the limits of what they themselves know to do to remedy the problem. Pet owners appreciate the extra time that staff spend with them sharing information and safety net resources available through the organization, including pet food, free spay/neuter surgeries, doghouses and rescue group resources.

When this shift toward managed intake began, staff and volunteers expressed concern that stray intake numbers would rise — that owners would dump their pets to roam free or lie about them, saying they were strays. The data (see the table below) shows that this didn't

happen. The shelter's stray population has continued to decrease each year, thanks to the emphasis on rehoming, education and assistance to owners.

Year	Total number of animals turned in as stray (no known owner)
2013	8,336 (4,209 cats and 4,127 dogs)
2014	7,111 (3,209 cats and 3,902 dogs)
2015	6,612 (2,819 cats and 3,793 dogs)
2016	6,481 (2,782 cats and 3,699 dogs)

This program has made a huge difference to CMPD-ACC and the Charlotte community as a whole. The shelter switched from simply being a repository for animals to being a true community resource, a place where people can get help and guidance. The staff are now able to take the time to dig into the roots of a surrender situation and really make a difference. This has not only improved employee morale regarding owner surrenders, it has improved the shelter's reputation and rapport with the community. More animals are alive today in our community thanks to managed intake, and the shelter looks forward to continuing to grow this program into an even more successful model.

APPENDIX F
Delayed or Diverted Intake

By Bethany Colonnese, live release manager, Animal Care Services of San Antonio, San Antonio, Texas

Delayed or diverted intake programs use a number of strategies to help pet owners keep their pets rather than surrendering them to a shelter, and they ultimately play a key role in addressing the root cause of the potential surrender to avoid future relinquishments. These programs benefit shelters by giving them the opportunity to have the time to plan a positive outcome for the animal if intake cannot be diverted. Morale of intake staff is drastically improved because they are able to empower citizens and play an integral role in keeping families together and reducing deaths in shelters. Programs like these go a long way toward improving a shelter's reputation in the community, as the shelter's image shifts to that of a resource center where people can get assistance.

The diversion program for Animal Care Services (ACS) of San Antonio was implemented in November 2015. The shelter had been steadily working toward the 90 percent live release threshold and finally achieved that percentage at the end of December 2015, after the program had been operating for one full month. Before implementing such a program, it's crucial to do some process mapping to understand how the various aspects will affect each division.

The goals of the program will fluctuate across organizations, but ACS of San Antonio maintains an over-the-counter diversion rate of around 30 percent. The wait times in the lobby went from 2-3 hours on a busy day to under 30 minutes even at peak times, with many people completing the process online. In two years, we processed about 6,000 pets through the program. Those pets either spent no days in the shelter before going to placement or a reduced number of days. The number of days in the shelter is two days shorter for diversion pets than for the average pet, saving 12,000 shelter days over the span of two years.

As mentioned above, the morale of intake coordinators is very different when diversion strategies are available to them. Working in intake can be dreary if all that staff are doing is impounding animals. By understanding and using the available resources, the intake coordinators at ACS of San Antonio feel like they have more to offer citizens, especially on days when they are closed for intake.

Components of diverted intake

Diverted intake programs give intake teams one or more options that they can offer pet owners:

- Counseling and access to free or low-cost training to prevent intake altogether for behavioral problems
- Access to free or low-cost medical care for people who are faced with surrendering their pets because they can't afford medical care
- Access to financial assistance for people who are faced with high pet deposits for housing rentals
- Access to housing, legal humane tethering and/or fencing repair for people who are facing citations because they don't have adequate housing or containment for their pets
- Access to temporary housing or kenneling for people who are temporarily unable to care for their pets due to a move, hospitalization, military service or other short-term issues
- Asking or requiring people to hold onto their pet for a period of time to allow the shelter to advertise the pet for placement or make arrangements to return the pet to the original rescue group (if applicable)
- Providing resources to pet owners so they can find a new home for their pet themselves
- Asking citizens who find strays to hold onto the pet in their homes to allow the shelter time to find the owners or secure placement

The options listed above require different amounts of time and money to implement. Some of the costs are:

- Staffing (these programs are labor-intensive)
- Medical (either on-site or off-site)
- Housing deposits
- Computer equipment, scanners, cameras
- Doghouses, fencing repairs, pens
- Trainer to help with behavioral issues

You can determine which of these strategies are immediately feasible for your organization and work to re-allocate resources to incorporate others. Grants can also be used to fund all or a part of these programs.

Don't forget to reach out to the community for help. Resources can often be found outside the shelter setting, including listings of boarding facilities (which might work for pet owners in transition), food pantries, and pet-friendly apartments and houses for rent. Divert-

ing intake may sometimes be as simple as connecting pet owners to resources that they didn't know existed.

Staff responsibilities

Proper staffing, supervision and training are crucial for intake counselor positions. Staff should be able to listen without judgment, show empathy, relate to a variety of types of pet owners, and be patient with people who may be demanding or frustrating to deal with. Here are some criteria to consider when determining which individuals are suited to this position:

- Representative of the community they are serving
- Preferably speak the language of any large non-English-speaking group in the area
- Able to speak to pet owners without judgment or condemnation
- Able to embrace different kinds of pet owners, including those who may not have their own values about pet ownership
- Able to give instructions or state requirements clearly
- Willing to view diversion as an opportunity to educate people about pet ownership

Intake counselors and any other staff members who come into contact with the diversion program should understand how it works and what it's all about. They should know how intake diversion benefits shelter animals, shelter staff, pet owners and the community at large. They should be aware that the diversion program not only improves the image of the shelter in the community, but also provides a valuable service to constituents, which is important for municipal government.

Behavioral and training diversions

Providing pet owners with counseling and access to free or low-cost training to prevent intake for behavioral problems is one of the quickest and easiest diversion strategies to set up and operate. It can be a challenge, though, to get pet owners to admit that the true issue is lack of training, socialization and/or exercise. People are generally reluctant to give a complete picture of their pet's home life and to reveal how little time they've devoted to training their pet. Here are some strategies for coaxing out all the necessary information:

- Set up an interview or questionnaire that allows the pet owners to give accurate and complete information without being judged.
- Speak with the kids in the family; they will generally give you more information.
- Have a trainer available to speak with the owners right away. This shows them that training is available and immediate, and some people are more comfortable speaking

directly with a trainer. (The trainer, of course, must be a good fit for this role — able to interact in a nonjudgmental way with various types of people.)

- Have both classroom training and one-on-one training available. Some pet owners are more comfortable in a group and some prefer one-on-one interaction.

Here are some other ways to provide help with behavior issues:

- Have crates available to give out, even if just on loan, to help with behavior adjustment and potty training issues.

- Have tethering systems available to help with getting a dog off a chain and providing more exercise, if walks aren't an option.

- If the pet in question was recently adopted from your shelter (or even another shelter), collaborate with your adoption team to "swap out" the pet for one better suited for the family. Because we ask people to adopt pets after a limited interaction in an artificial environment, the match doesn't always work out. We must remove barriers that discourage returns; we don't want families to feel forced to keep an animal who isn't right for them.

Medical care diversions

Offering medical care for pets whose owners can't afford it is another form of diversion. Medical diversions do not need to be for complicated medical issues only. For some pet owners, a simple vet visit for mange or ringworm is not financially possible. It is just these kinds of cases that often fill up shelters. These people should not be judged as being irresponsible for not being able to care for their animals. Many times, they are doing the best they can and they do love their pets. They simply need a little assistance in keeping them. A medical diversion program can also provide hospice care for elderly pets, and then humane euthanasia at the end of the pet's life.

Providing medical services for owned pets can be controversial, especially if your organization is the municipal shelter and local veterinarians view this as taking business away from them. In fact, this type of help for pet owners may violate a local ordinance; you should know and understand local and state laws (and if necessary, talk to a lawyer) before proceeding to offer medical services to pet owners.

Here are some of the types of paperwork associated with providing medical services:

- A surgical release form, approved by an attorney, releasing the shelter from liability

- A medical treatment waiver, approved by an attorney, stating that the medical care is being performed without the benefit of certain diagnostics (X-rays, blood work, etc.) and that this type of treatment is better performed at a full-service veterinary clinic

- A full owner surrender form to show that the shelter is now the owner of the pet, both for liability purposes and to demonstrate the owner's intent to surrender

- Processing paperwork for treatment and all items to be completed so that all staff are aware of the recommended procedures and that the animal being treated is not a shelter pet available for placement
- A sheet in a database that tracks information on the pets, the owners, the medical care received and the costs

A medical diversion program comes with financial costs that can either be covered by the shelter or by a grant. You may want to start with seeking a grant to cover the expenses, either at the shelter or at a contracted clinic, setting it up as a trial program to see the results vs. costs.

If performing the medical care on-site, you will need to determine the following:

- Do you have the space to hold pets for several days or weeks if treatment requires it?
- Are the clinic and intake staff prepared to take on medical cases that will come with a pet owner who will want visitation and updates?
- Are the veterinarians and staff onboard philosophically to support this program, and are they prepared to interact with citizens who may not show appreciation for the free medical care?
- Do you have the ability to provide certain services that pet owners might expect, such as blood work, X-rays, sonograms and specific surgeries?
- Do you have the ability to outsource or contract out some needed services not available at the shelter clinic?

You will also have to establish some operating guidelines:

- When will you offer these services?
- What types of pet owners will be eligible for these services? If your organization is tax-funded, how can you make these decisions transparent to avoid claims of discrimination?
- Who will decide which pet owners are eligible, and is there someone who will offer a second opinion?
- Will you require a formal quote from a veterinarian for medical services?
- Will you require sterilization (either already done or to be performed)?
- Will you require partial payment from pet owners?

If the medical care is being done off-site by a contracted vet, you will need to consider the following:

- Cost (i.e., a pre-established list of costs)
- Ability of the vet to see patients immediately (that day, in some cases)
- Communication with the shelter on the course of action, cost limits, procedural steps and standard protocols

- Pet owner interaction with the clinic: guidelines, rules and code of conduct
- Ability to bill within government guidelines on a timely basis

Owner-surrender diversions

Another way to potentially divert intake is to require owners to hold onto the pet in their home for a period of time instead of allowing them to surrender the animal immediately. This strategy has numerous benefits for the pet and the shelter:

- A profile and photo of the pet can be put online to advertise the pet for adoption in advance of the pet coming to the shelter.
- It gives the shelter the time to ensure that the owners do indeed own the pet. Following up on microchips can sometimes lead to a previous owner, ex-spouse, parent or child taking the pet back because they weren't aware that their family member was attempting to relinquish the pet to a shelter.
- Another advantage is that you can often convince owners to allow the shelter to vaccinate the pet right away, helping keep the pet healthier once he/she does come back to the shelter.
- It allows time to follow up with the original rescue group (if applicable) or even a reputable breeder to see if they are able to take the pet back as soon the pet comes in.
- It allows owners some time to reconsider their decision to surrender their pet to the shelter. Perhaps they will be able to solve the issue that's causing the surrender. At the very least, they may decide to re-home the pet themselves. (The shelter should have resources available to help pet owners with both of these choices.)

Depending on local laws and ordinances, the shelter may or may not take ownership of the pet while the pet is still in the owner's home. Municipalities that do not take immediate ownership of the pet should verify whether the period of time that owners keep their pets in their homes (i.e., an "online" stray waiting period) satisfies the local ordinance for holding owner surrenders for a certain amount of time before euthanasia, fostering or adoption.

For administrative efficiency, I recommend that owners complete the intake process, either in person or via email, but not pay for the surrender until the pet actually comes to the shelter. This avoids having to give refunds if the surrender doesn't happen. Another recommendation is to do all paperwork that has to be signed and kept at the time of physical surrender, to avoid having to keep and then find the paperwork later.

Stray pet diversions

Asking citizens to hold onto the pets they have found as strays in their home, rather than bringing them to the shelter, is a great way to reduce the number of open kennels needed on

a daily basis. It allows the mandatory stray wait period to be satisfied without the pet coming to the shelter. Some other advantages and considerations:

- Pets are more likely to be returned to their owners if the owners don't have to drive all the way across town to pick up their pet at the shelter, and if owners don't have to pay reclaim fees or face citations.

- Citizens who find stray pets are more likely to put up "found pet" flyers in their neighborhoods if they still have the pet. (Shelters can encourage this by providing resources, such as a flyer template, for these helpful citizens.) And owners are more likely to start looking for their lost pet in their own neighborhoods.

- People are more likely to hold onto found pets if they don't have to go to the shelter (especially if the shelter is far from them), so it's a good idea to enable them to do the "found pet" report via email.

- Enabling "found pet" reports to be done via email can expedite the process of reuniting lost pets with their owners. For example, let's say someone finds a stray on Saturday night and intake is closed Sundays and Mondays. If the report can be done by email, a description of the pet can be put online for owners to see on Sunday morning, rather than waiting until intake opens on Tuesday.

- By keeping found pets in their homes for a bit, citizens are able to get some familiarity with the animal, which can provide helpful information for shelter staff about the pet's characteristics and behavior, which can then be passed on to potential adopters.

- Shelter staff can start looking for placement options while the pet is in the citizen's home, so that when the pet comes to the shelter, he/she spends as little time as possible there.

Despite the advantages of a stray pet diversion program, there may be some public scrutiny that happens, as well as finger-pointing if something goes wrong. So, your organization must support and understand the benefits of this program enough to withstand any public pressure. Issues that could come up:

- The diversion pet attacks a pet or human in the caretaker's home.
- The diversion pet gets loose from the caretaker.
- The owner comes forward but the caretaker refuses to return the pet.
- The pet is injured in the caretaker's care.
- The owner wants to know why the pet isn't at the shelter for immediate reclaim.
- The caretaker physically alters the pet (sterilization, microchip, vaccines, grooming, etc.) before the release date.
- The caretaker gives the pet away to an unknown person before or after the release date.

Before starting a program such as this, there are numerous items that you must ensure or consider:

- Can the legally required minimum stray wait period be accomplished "online" (i.e., while the pet is in the citizen's home)? Can the pet be dispositioned for placement or euthanasia if he/she was never physically in the kennel? The recommendation here is to allow for placement but not euthanasia after an "online" stray wait period.

- If a microchip is discovered when the pet physically comes to the shelter for placement, will the pet be retained at the shelter for the minimum time before allowing placement?

- Will your municipality allow you to turn away a pet without physically taking in the animal?

- Does the shelter have the support of the city council and the board to withstand any criticism of the program?

The processing of pets in a stray diversion program can be complicated, so there are numerous items to consider:

- How will these pets be labeled online? Is it clear that these pets are not physically at the shelter?

- How will the pets be labeled in your animal tracking software? Below is what we recommend for Chameleon. CARETAKER is entered in the Kennel No. field to put the pet online and to alert the staff that the pet is not physically in the shelter. DIVERSION is entered in the Subtype field.

- Will you schedule caretakers to bring the pets to the shelter at the end of the stray wait period or wait until the caretaker calls you? We recommend a schedule so that caretakers know how long they will have the pet, and the various rescue groups and adopters know when the pet is coming in. ACS has a simple calendar with two slots for cats, two slots for owner-surrendered dogs and four slots for stray dogs. It's constantly adjusted based on season and shelter capacity.

- What paperwork will you give the caretakers? Will you require the caretakers to fill out a foster application? Will you require a signature from the caretakers that they agree to return the pet to the shelter upon demand, provide adequate care, not physically alter the pet and not give the pet away?

- Upon going to the shelter, the diversion pet needs to be clearly marked as available for immediate placement but not euthanasia. Below is an example for a pet who was put online January 3 but didn't physically come to the shelter until January 8. The release date must be changed in the computer to prevent early euthanasia, but the staff needs to know that the pet can leave early for a live release placement.

  > Diversion pet: came to the shelter on 1/8
  > Original intake: 1/3/18
  > Online: 4 days
  > Live release date: 1/7/18
  > EBI release date: 1/12/18

- What procedure will be followed if a citizen or an animal control officer finds the diversion pet roaming free while supposedly in the caretaker's home?

- What proof or information will you require to return the pet directly to the owner from the caretaker? Will you require return-to-owner (RTO) to happen on campus? What happens if the caretaker finds the owner and returns the pet, but doesn't get any information about the owner (which means there's no owner information to enter in the outcomes database)?

- What outcomes will you designate for pets who don't come to the shelter for regular adoption or foster? Here are some recommendations:

  » Divert: For other outcomes not covered.

  » Rehomed: The caretaker found a new home for the pet. Ideally, the caretaker will give you the new owner's information, but that is not always the case.

  » RTO-owner: The actual owners have been located and you have verified that they have taken possession of their pet.

  » Lost contact: The caretakers never brought the pet to the shelter and you have lost contact with them.

- What type of report will you create in your sheltering software to show the number of pets in the diversion program and quantify what happened to them? (See below for a sample diversion program summary report.)

Finally, here are a few medical-related questions that need to be answered before starting a stray diversion program:

- Will you provide medical care for the pets while they are with the caretakers (either before or after the stray wait period ends)?

- Will you provide vaccines for the pets if required by caretakers' HOAs or apartment leases? In your area, can you legally vaccinate pets before taking ownership? (You'll need to check local laws and ordinances to answer these questions.)

- Will flea and tick medicine be provided to allow caretakers to feel comfortable having stray pets in their home?

- Do you have the support to provide medical care for kittens and puppies?

- What happens if the pets become severely sick or die in a caretaker's home?

- What happens if you provide medical care and then the caretaker gives the pet away or to another rescue group or shelter?

- How long will you let the pets remain in the system if you lose contact with the caretakers?

**City of San Antonio
Animal Care Services
ACS Diversion Program Summary Report
11/21/2015 to 1/16/2018**

Stray - Diversion Intake

	Dog	Cat	Total
RTO	464	172	636
ADOPTION	235	311	546
TNR	0	453	453
RESCUE	315	64	379
FOSTER	48	52	100
EUTHANIZED	21	10	31
OTHER	9	20	29
STILL IN ACS CARE	51	45	96
Others	0	0	0
Total	1,143	1,127	2,270

Owner Surrender - Diversion Intake

	Dog	Cat	Others	Total
RTO	977	270	1	1,248
ADOPTION	404	198	0	602
TNR	0	13	0	13
RESCUE	1,104	66	0	1,170
FOSTER	35	0	0	35
EUTHANIZED	194	5	0	199
OTHER	6	7	0	13
STILL IN ACS CARE	206	102	0	308
Total	2,926	661	1	3,588

APPENDIX G
Intake Diversion in the Field

By Adam Ricci, chief animal protection officer, Pima County Animal Care Center, Tucson, Arizona

It is important for animal control agencies to be mindful that the work conducted in the field affects both the organization and the community they are committed to serving. Each time a pet comes into the possession of animal control, there is an impact on the resources of the agency responsible for the animals' care, which includes the cost of medical care, daily care and staffing. Often, with engagement and assistance from the animal control agency, the animal could remain in his or her home.

Of course, the impoundment or removal of a pet is sometimes the only viable option for the safety of the pet or the community. However, there are times when providing information and resources to pet owners can not only improve the level of care given to the animal, it can improve the agency's relationship with the community.

When thinking about adding what are commonly referred to as pet retention programs, each agency has to identify the major issues affecting the community, consider the workload of the agency and determine the financial implications of such work. The principle behind pet retention is to re-allocate resources to prevent pets from entering the shelter environment. Pet retention can be done in many ways: through community engagement, return-to-owner in the field, assistance with fencing, targeted licensing and vaccination, and a policy of not accepting surrender of a pet in return for not issuing a citation.

Community engagement

All animal control agencies should consider having proactive ways to engage with their communities. Community members may be distrustful of local government and its agencies, but community engagement can go a long way toward changing that perception. Forming relationships with a few prominent citizens can have an exponential impact, as these folks become your advocates in the community, reaching those who may not be open to cooperating with the agency at the outset.

Many common pet-related issues can be resolved simply by providing information and resources to pet owners through community outreach. To address public safety concerns and reduce the number of pets entering the shelter environment, community engagement should start in the neighborhoods with the highest number of pet-related complaints and the highest pet intake.

Community engagement can involve formal outreach to various segments of the community via schools, homeowners' associations, community organizations and local businesses. It can also include informal conversations between animal control officers (ACOs) and citizens at structured events or simply while out in the field. The more information that can be provided during this outreach, the greater the likelihood that future pet-related incidents or complaints can be prevented and the lower the chances that pets will end up in the shelter environment.

Field return-to-owner (RTO)

When an ACO picks up a lost pet in the field, it is common for the pet to be transported back to the shelter to await pickup by his or her owner. This policy increases the workload of ACOs (since they have to transport and process the animal) and the shelter staff (who must provide care for the animal until an owner, if one comes forward, redeems the pet). It also causes undue stress to the animal and exposure to disease.

Because of those factors, field response should include procedures that aim to increase the number of pets returned directly to their owners in the field. This can be done by obtaining license or microchip information, speaking with neighbors to identify a pet's owner, posting flyers in the area, or conducting research on previous complaints to see if the pet and the owner were previously identified.

Field RTO is best supported with proactive community engagement to encourage both licensing and microchipping. Targeted approaches, such as hosting licensing and microchipping events or providing access to resources to increase licensing and microchipping in the highest-intake areas, have proven successful in attempts to increase the rate of pets being returned to their owners in the field. Licensing and microchipping can also increase the number of pets returned to their owners even if they do go to the shelter, and can also greatly decrease their length of stay, which conserves shelter resources for pets most in need.

Targeted licensing and vaccination

Licensing of pets helps to verify rabies vaccinations and normally offsets some costs of the agency. However, many communities face the issue of low licensing compliance, which

occurs not because pet owners are irresponsible, but because they lack knowledge of the requirements for licensing or their communities lack resources to get pets licensed.

Just as some communities have food deserts, some have pet resource deserts. These areas can be identified through GIS data by searching for veterinary clinics and pet stores. The areas with the fewest number of veterinary clinics and pet stores may have not only the lowest rabies vaccination and licensing compliance, they may also have the highest number of pet-related complaints.

By conducting pet vaccination and licensing events in these areas, an animal control agency can gain the trust of the community, have pet owners in compliance with legal requirements, increase the ability for RTO in the field, and collect information to reduce the number of additional pet-related complaints.

Fencing assistance

In the animal control profession, complaints about stray pets and leash law violations are common, and data shows that areas that generate a high volume of stray pet and leash law complaints also have a high frequency of dog bites. It is a common misperception that the problem is the complaint itself, and not what is allowing the complaint to occur.

When an owner is identified in connection with one of these complaints, every attempt should be made to determine the cause of the violation. It is not uncommon for frequent violators of leash law requirements to lack proper containment for their pets. ACOs should be prepared to offer resource assistance to provide proper containment. Patches for fences can be created and provided to pet owners at little cost to the agency. The costs to provide such resources are minimal compared to the costs associated with bringing the pet into the shelter.

No owner surrender over citations

When about to issue a citation, ACOs are often faced with pet owners offering to surrender their pet in exchange for avoiding a citation. While not getting a citation is beneficial to the pet owner, having one more pet coming into the shelter is not ideal for the community. A better alternative is to offer resources and support to solve the root of the problem causing the potential citation. This tactic prevents the citation, keeps the animal in the home, and can reduce the risk of future complaints.

The practice of accepting owner-surrendered pets in lieu of issuing a citation should not be acceptable to any animal control agency or ACO. In low-level violations, remedies to the problem should be explored before a citation is issued. By allowing ACOs the discretion to offer resources instead of citations, the owner is held accountable, the issue is resolved, and the pet does not enter the shelter. Employing this strategy drastically reduces costs

for the animal control agency and also improves public perception of animal control in the community.

Conclusion

Every animal control agency should have programs and plans in place to mitigate the number of pets entering the shelter environment. In general, the best place for pets is at home with their families. The role of ACOs should be to encourage and assist citizens with responsible pet ownership, and to provide short-term resources to allow families to properly care for their pets and to keep communities safe.

The following are examples of two agencies that effectively perform RTO in the field.

Austin Animal Center, Austin, Texas
By Lee Ann Shenefiel, interim chief animal services officer

Below is some data from 2014 to 2017. Returns in the field reduce intake and the number of animals in care, ensure a live outcome, provide a good public service and provide an opportunity to talk to residents about root causes, which may prevent future issues with their animals.

Calendar year	Number of returns in field	Intake at Austin Animal Center	Percent deferred
2014	519	17,087	2.9%
2015	693	17,700	3.7%
2016	771	15,956	4.6%
2017	819	16,445	4.7%

Washoe County Regional Animal Services, Reno, Nevada
By Shyanne Schull, director

At Washoe County Regional Animal Services (WCRAS), we take the responsibility of reuniting animals with their pet parents seriously. WCRAS handles an average of 13,000 animals annually, with an average of 9,000 of those being live, stray animals. If not for vigorous proactive efforts to return animals in the field, WCRAS would expect average intake to increase by approximately 1,400 animals per year. RTO in the field reduces sheltering costs, reunites animals with their people, and minimizes the stress on both animals and people.

In 2008, WCRAS initiated a practice of returning animals with identification back to their owners in the field, if at all possible. In 2013, WCRAS returned more than 1,600 animals to their

owners rather than taking them to the shelter. The number of animals returned in the field has dipped only slightly since then, to just over 1,500 animals in 2017. (See the graph below.)

Some of the success of this program is due to a free microchip program, which was kicked off in 2012. WCRAS has microchipped more than 23,000 cats, dogs and horses collectively to date, and since 2012, 7,868 animals have been returned in the field by way of a microchip. WCRAS keeps microchip numbers for registered pets in our database, which is easily accessible by field staff on their vehicle computers. Field staff routinely track any microchips through the national registry if a record is not found in our database. In addition, since field staff have access to the WCRAS database in their vehicles, they regularly research lost reports to attempt to locate any matching reports. Staff utilize social media pages that frequently share information on lost and found animals to scan for potential matches.

The strategies to return animals in the field can be laborious and somewhat frustrating at times, but the payoff is in the number of animals who didn't have to spend one day in the shelter. We find that if we make good-faith efforts to build rapport with pet parents, we in turn gain support, compliance and understanding. It's a win-win!

WASHOE COUNTY
REGIONAL ANIMAL SERVICES

2825-A Longley Lane
P.O. Box 11130
Reno, Nevada 89520—0027
Center: (775) 353-8900
Fax: (775) 353-8905
www.washoeanimals.com

ALL STRAY DOGS & CATS RETURNED TO OWNER IN FIELD AND SHELTER BY YEAR

Total Returned to Owner: Field vs Shelter
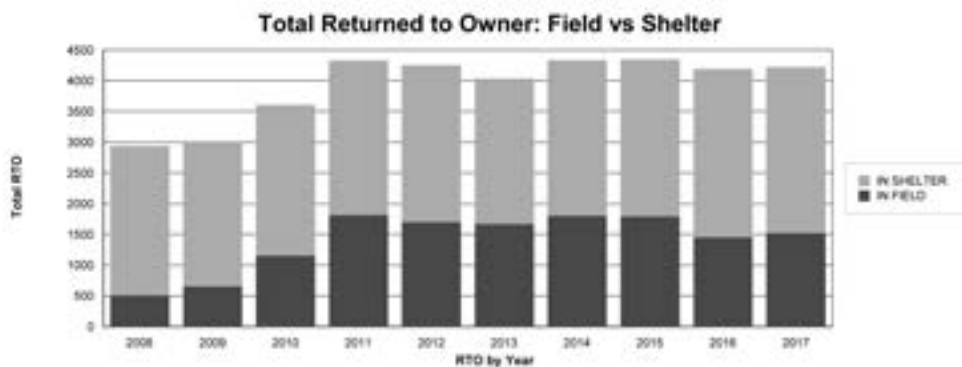
	Total	08	09	10	11	12	13	14	15	16	17
IN FIELD	14,071	508	654	1,155	1,814	1,700	1,670	1,803	1,794	1,452	1,521
	36%	17%	22%	32%	42%	40%	41%	42%	41%	35%	36%
IN SHELTER	25,208	2,433	2,363	2,454	2,515	2,554	2,365	2,531	2,555	2,740	2,698
	64%	83%	78%	68%	58%	60%	59%	58%	59%	65%	64%

APPENDIX H
Intake Diversion via Pet Retention

By Denise Deisler, executive director, Jacksonville Humane Society, Jacksonville, Florida

The aim of shelters focused on lifesaving involves two basic paths: reducing the number of animals entering the shelter and increasing the number leaving with a positive outcome. From Jacksonville Humane Society statistics and informal polling of other agencies, we have found that intake diversion and pet retention, done effectively, can result in reducing intake by 33 to 50 percent. The goal is to keep pets in the homes they already have, and when that's not possible, to encourage owners to rehome the pets themselves in order to avoid having them come to the shelter.

In addition to the obvious benefit of reducing intake, a well-run pet retention program builds goodwill in the community and engages citizens in finding solutions, rather than blaming them. It leads to a higher degree of professionalism in your staff and fewer customer complaints. The long-term gains include garnering the respect of the community and having citizens view your organization as a valuable resource.

Getting started

The single most important ingredient to a successful program is the staff. Your staff should have the belief that people love their pets and want to do what's best for them. Remember, if pet owners came to your shelter, that's a good thing. They did so because they understood that's what they're supposed to do.

Now it's your staff's role to help them understand that shelters are often full, they are stressful for pets, and other alternatives besides relinquishment exist. A compassionate and nonjudgmental approach on the part of staff is essential for gaining the trust and cooperation of pet owners. Your staff will soon see that functioning as empathetic counselors produces positive results for pets, reduces the pressure on the shelter and earns them the admiration of grateful pet owners.

Determining reasons for surrender

To establish a successful pet retention program, you'll want to examine the variety of reasons that people in your community seek to surrender their pets, and then secure the resources that address those reasons. Often the reason for surrendering is due to a short-term issue that can be resolved fairly simply. Other times, it may be a permanent, more complicated situation that is not resolvable and rehoming may be the most appropriate outcome.

According to a study on rehoming done by the ASPCA[1] in 2015: "The most common primary reasons for rehoming a pet were related to the pets themselves (46 percent), followed by family situations (27 percent) and housing issues (18 percent). For those living in rental housing, housing issues were the top reason for re-homing…. Many of these challenges can be mitigated or resolved through affordable and accessible veterinary care, increased access to pet-friendly housing, and better access to other supplies and necessities."

Below, I address some of the most common reasons for surrender and suggest resources that can help keep pets with their families.

Moving issues

Many people surrender their pets because they are moving and can't find housing where pets are allowed. To help people in this situation, compile a list of pet-friendly housing in your area and make it available to pet owners. This list is something a volunteer can put together and keep up to date. Be sure to include details such as any pet deposits required and any additional fees per pet, as well as breed or size restrictions. If pet owners cannot pay the pet deposit, consider paying it for them. The cost for your shelter to intake, process and house the pet is likely to be much more than the cost of the pet deposit.

Behavior problems

According to the ASPCA study, among pet owners making less than $50,000, a third of them said that free or low-cost training or behavior advice would have helped them keep their pets. So, another way to encourage pet retention is to offer training information and supplies. For example, if the issue is house-training, offer them information on how to do it successfully. (And you don't have to create your own resources. There's lots of information available on the websites of most national animal organizations.) You can get supplies, such as crates, donated through your shelter wish list. This same path can be used for a variety of common behavior issues that lead to surrender, such as litter box problems in cats and destructive chewing in dogs.

If you have trainers on staff, offer to have them talk with pet owners regarding serious issues such as separation anxiety or aggression toward other animals or people. If you don't

have trainer on staff, consider forming a partnership with local trainers. They may be willing to donate their time and expertise to assist with your lifesaving efforts. Finally, consider including other services that can allow people to keep their pets. For example, to help pet owners whose dogs are escape artists, recruit volunteers who can mend broken gates or build secure fencing.

Medical conditions

If the reason for surrender is the cost of treating pets' medical conditions, provide the care for them. The ASPCA study found this: "Of the 46 percent (of pet owners) who responded they'd given up a dog or cat due to a pet-related issue, 26 percent said they could not afford medical care for their pets' health problems." You can offer medical care through either low-cost clinics or veterinary practices willing to provide a discount in support of your program. Many national organizations, such as Banfield, the ASPCA, PetSmart Charities, the Petco Foundation and Best Friends Animal Society, provide grant funding for this type of assistance.

Remember, if you intake the animal, you are likely going to end up incurring the cost anyway. Better to spend it on care and allow the pet to remain with his/her family. Sometimes, the problem is minor and easy to solve. For example, one of the more common complaints is flea infestation. Providing an owner with flea prevention products is much less expensive than accepting the pet into the shelter. Drug manufacturers or suppliers may be willing to donate their products for this purpose.

Can't afford to keep the pet

In addition to the assistance mentioned above, consider operating a pet food and supplies bank. It can be set up using entirely donated pet food and supplies such as crates, leashes, collars, bedding and housing. If you ask, your local grocers will donate broken bags of pet food and off-season supplies, and members of the community will be generous, too.

Life changes

Pet owners sometimes experience unexpected changes in their lives that prevent them from providing care for their pets for a period of time. Examples include hospitalization and recuperation, a death in family, divorce, escape from domestic violence and short-term homelessness. In these cases, providing a foster home or boarding at a private facility may be the answer to preventing surrender of the pet. Doing so provides comfort to the individual in crisis and assures reunification with his/her pet once the crisis has passed. You can recruit volunteer foster families specifically for this purpose and talk to the owners of boarding

facilities in your area to see what they'd be willing to do to support your work. Grant funds may also be available.

Help with rehoming

If people have decided that they must relinquish their pets, explain why entering the shelter may not be the best outcome for their pet and ask them if they've attempted to find a new home themselves. You'd be surprised how many times they have not. (Remember, they thought bringing their pet to the shelter was what they were supposed to do.)

To help people rehome their pets, suggest that they contact everyone they know — neighbors, family, friends, co-workers, members of their church and social circles — to see if anyone is interested in taking in the pet. Tell them to go to adoptapet.com and visit the "Rehome a Pet" section, which provides an easy process for direct placement from their home to a new adopter's home. You can take it a step further and offer to take the pet's photo, assist with writing the pet's description and upload the information for them to the website. You could even offer your shelter as a safe place for them to have meetings with potential adopters who respond to their posting.

Conclusion

Progressive programs focused on lifesaving accomplish much more than simply diverting intake. They lift your staff from functioning merely as gatekeepers to being counselors and helpers; engage your community's individuals, organizations and businesses in new and meaningful ways; create a positive relationship between the shelter and the public; and ultimately save many lives.

NOTE

1. Matt Bershadker, "New Study Spotlights Need to Help People Keep Their Pets," ASPCA blog, December 11, 2015. Available at aspca.org/blog/new-study-spotlights-need-help-people-keep-their-pets.

APPENDIX I
Adoption Programs

By Makena Yarbrough, executive director, Lynchburg Humane Society, Lynchburg, Virginia

When I started at Lynchburg Humane Society (LHS) in 2009, the staff didn't trust the community, and made it very difficult to adopt. The front-desk staff member was unfriendly, and they had many barriers that made adoption hard for even the best of homes. Some of these barriers were not adopting puppies or kittens to families with kids under four years of age, requiring everyone in the family to meet the new pet, not allowing more than five pets in the home, requiring every pet in the home to be fixed, and requesting landlord and vet checks. All the while, they were euthanizing 51 percent of the pets at the shelter and wouldn't adopt out pit bulls.

These barriers were policies that were strictly enforced. At a fundraising party in 2009, one of the potential donors told me that LHS wouldn't adopt a kitten to her. She said the reason was because she had unaltered Afghan hounds in her home. The staff at the shelter denied her adoption because she had unfixed dogs at home; that was the policy, and they didn't make exceptions. After being at the shelter for just one day, I came in and changed everything overnight. We got rid of all adoption policies, and began our open adoptions program.

A successful adoption program starts with the staff's attitudes and general feelings about the community at large. You can set up a good program by following certain steps, but if staff members don't believe that most people are good and will do the right thing, or if they don't have a welcoming way of communicating with the public, then you will ultimately fail in your venture. Every adoption counselor needs to trust people, and see the good in community members. They have to want to provide a pleasant and happy experience for adopters. If you can start with that base, all else will fall into place.

Adoption policy guidelines

Each organization needs to establish policies about the topics discussed below. For LHS, the policy is often a jumping-off point, giving us guidelines to ask more questions to see if a particular pet will work in the environment presented.

Outside dogs. Are dogs living outside 24/7 as a general rule something your organization is OK with? Every situation is different, and so is every dog. Occasionally, a dog prefers to be outside and enjoys living in that environment. Factors to consider: Are there any other dogs living with that pet who will offer companionship? How much time does the family spend outside giving the dog attention? If the dog appears to want to come inside, how might the family be able to accommodate that desire? What measures do they have in place for the cold and hot weather months? Will the dog be safe outside? Oftentimes, when talking to people about why they may want their dog outside 24/7, you have the opportunity to discuss alternatives (taking care not to be judgmental, of course).

Chaining dogs. Is your organization OK with dogs being chained for any period of time? In Lynchburg, it is part of our contract that dogs not be chained 24/7. Chaining 24/7 is a hard "no" for us, and there are no exceptions. However, we are OK with short periods of tethering (less than four hours at a time), to allow the dog some outside time or bathroom breaks. When dogs are tethered, they must be provided with basic necessities, such as access to water and shelter. Also, before your organization makes a decision about whether to allow tethering, check local laws. Some municipalities have banned tethering of dogs.

Guard dogs. The concept of having a guard dog for a business or a home has generally become a thing of the past. The days of the junkyard dog are gone, due to the development of cost-effective technology and better security systems. In their homes, people want a dog who will scare away intruders, but will still be safe for the whole family.

People do make these types of requests, however, from time to time. If those situations come up, is your organization OK with a dog living at a business site? For us, it comes down to knowing if the dog's needs are going to be met in that type of environment. We have seen a number of dogs living in warehouses, where they receive attention all day long; at night, the environment is climate-controlled, very comfortable and safe.

Outdoor-only and indoor-outdoor cats. Because so many cats are dying in shelters, we are completely fine with cats living outdoors or being indoor-outdoor pets. When it comes to young kittens, however, we have a few stipulations. We prefer that they live inside until they are completely vaccinated and bonded with the family. And even adult

cats need time to become acclimated to their new environment before allowing them outside.

Pet ownership history. While a past failed relationship between a person and a pet may raise red flags, it should not by itself prevent an adoption. To get more information, ask simple open-ended questions such as "What has changed in your circumstances?" or "What, if anything, would you have done differently?" By keeping an open mind and allowing people to explain, you might learn that they have already thought about the problem and have found solutions.

Regarding checking with a potential adopter's veterinarian, we do not require it, and only use it as a tool to find out more about the person's pet history if we have concerns. If a potential adopter has no history of pet ownership, a discussion on expectations may help start the relationship off well. In addition, more follow-up support may be needed after the adoption.

Giving pets as gifts. There are many myths surrounding the concept of adopting a pet as a gift for someone, and I am here to tell you that adopting pets as gifts is not a bad thing necessarily. It should be judged on a case-by-case basis; having a blanket policy is not conducive to helping pets find homes.

A 2013 study[1] done by the ASPCA about the concept of pets as gifts debunked the myth that animals who weren't specifically chosen by their new owners may be considered less valuable. According to the ASPCA, "When asked if obtaining a pet as a gift increased, decreased or had no impact on the love (for) or attachment to the pet, 96 percent (of respondents) thought it either increased or had no impact."

Landlord checks. Doing a landlord check doesn't sound like such a bad idea, but when you think about the following, you might reconsider it as a general practice. The busiest times of the week in a shelter are usually after 5 p.m. or on weekends. These are also the times when many leasing agencies are busy, and therefore aren't available to answer our questions about whether a potential adopter is allowed to have a pet. The result is a delay in the adoption process. Our job is to place pets in good homes with people who will care for them and make them members of the family; it is not our job to be the "police" for landlords.

When I was at the Richmond SPCA, we stopped the practice of checking with every adopter's landlord. We still checked on those adoptions we were not certain about, or if we felt that we needed more information, but checking on everyone stopped. The staff was not happy with this decision, but we decided to try it and track it for six months to see if the number of returns went up. We were pleasantly surprised to find that very few people had to return their newly adopted pet because of landlord issues.

In 2016, out of 3,324 adoptions at LHS, only 11 were returned because of landlord issues. Most people know if they can have a pet or not, and most people will be responsible. When an organization has to make life or death decisions based on the amount of space and time available, I feel that it's critical to take away the time barriers and get pets into homes quickly.

Declawing. Declawing[2] is a terrible thing for cats, but when having to choose between declawing and dying in a shelter, most would agree that dying is worse. At LHS, if adopters want to declaw a cat, we take the time to educate them on the serious nature of declawing and on better ways of dealing with the behaviors they are trying to curb, but we don't prevent them from adopting. When the national save rate for cats is much higher, we may adopt a stronger no-declawing approach.

Pets and kids. As a parent, I can tell you that there is nothing more insulting than someone telling me what my kids can or can't handle. That being said, I would want to know if the dog I'm interested in adopting isn't going to do well with kids and will cause harm. At LHS, if we know that a particular dog will be difficult to have in a family with kids, we explain the observed behavior to the potential adopters and allow them to read the behavior memos (even showing them the behavior if needed). Using that strategy, most people will come to the right decision for their family. Another great technique is to ask open-ended questions about how they plan to deal with the behavior in question and letting them think it through.

In some facilities, staff will suggest that the kids meet the pet. In some cases, this is a good idea, but it's not a practical blanket policy. We deal with this issue on a case-by-case basis, and allow the adopter to put the pet on hold (we have a $25 fee for a 24-hour hold) if the adopter wants to return with his or her family so they can meet the pet.

In addition, we advise against setting strict policies concerning the age of the kids versus the age of the pet (for instance, no kittens or puppies can be adopted by families with kids under the age of four). We suggest placing puppies and kittens with families so that the pets get exposed to kids, and the kids get exposed to pets. It is a win-win for everyone.

In summary, before you set up barriers to adoption, ask yourself these questions: "Am I creating a policy based on a few bad situations, or based on the greater good?" "Am I making policy decisions based on fear or fact?" Going back to the example I gave about the Richmond SPCA: When we changed our landlord policy, the fear was that we would see a huge number of pets returned. The facts did not substantiate this fear, but rather showed us that it was just that — a fear, not reality. Set policy based on fact and faith, not fear or myths.

Adoption questions and forms

There are many different things you want to learn about a potential adopter. For LHS, the top questions we want answers to are these:

- Will the needs of the pet be met?
- Will the needs of the adopter be met?
- Will the pet be a good match for this household?

When designing your adoption forms, you'll want to ask questions that are geared toward learning what you can about the home. At LHS, instead of relying on the form, we prefer to have an open and honest conversation with the potential adopter. A simple statement such as "Tell me about your household and how the pet will spend its day" is a great starting point for open discussions.

With that said, when we get busy, the form becomes necessary because it is at least a jumping-off point for future conversations. The top of the form asks for basic information: the date, the adopter's name, address, phone number and email address. We do not ask about employment or require references. Here are some of the questions we have on our dog adoption form:

- My dog will mostly be an inside / outside dog (circle one).
- When the dog is outside, how do you intend to keep the dog confined to your property?
- What, if any, difficult pet behaviors have you dealt with in the past?
- What do you like about this dog's personality?
- It is most important to me that my dog: _____.
- What will be the living situation for the pet when you are not home?
- How many hours per day will the pet be left alone?
- About my household: I rent / own / live with relatives / other (circle one).
- In my home, there are: _____ adults, _____ children (ages?_____), _____ children who visit often.
- Have you owned a dog or other pet before? When? Where are they now?
- What pets are currently in your household?
- How much do you expect to pay per year for basic medical expenses?
- Is there anything else you want us to know?

On the cat adoption form, we do not ask about the living situation for the cat when the adopters are not home, nor do we ask how they will contain the cat or how many hours the

cat will be left alone per day. We do ask this question: "How long will you give the cat to adjust to its new home?"

At LHS, we do not discriminate or turn people down for an adoption because of race, sex, age, color, religion, gender, gender expression, national origin, disability, sexual orientation, military status, or the way the person looks or dresses. We treat each person and each pet as an individual, and only require things like a meet-and-greet with resident pets if the pet is one that we have concerns about. If we feel uncomfortable about an adopter or just need more information to make our counselors feel better about the adoption, we do check with the potential adopter's landlord or veterinarian; we just don't make it mandatory for every adoption. Also, we've found that it's always helpful to consult with another adoption counselor or supervisor before making adoption decisions.

Holds

In the past, I worked for an organization that had a policy of "first come, first served." If a highly adoptable dog came into the shelter on a stray hold, there would be a frenzy at the time the pet became available for adoption. A line would form at the door, and we had many a verbal fight in the lobby. Confusion always ensued. At LHS, to help eliminate the chaos and confusion, we offer holds for a small fee.

> **Stray hold.** Someone can put a hold on a dog or cat before the stray hold period (7–10 days) is up. The cost is $25 (you can set any fee you want) and that fee is refundable if the pet's owner reclaims him or her before the hold period is up. If the stray hold is up and the original owner is not found, the fee is non-refundable. We also take second holds in case the people who placed the first hold decide they no longer want the pet.

> **Adoption holds.** LHS wants the adoption experience to be as pleasant and stress-free as possible. We allow potential adopters to place a 24-hour hold on pets so that they can take their time making adoption decisions, introduce family members and other pets, and research breed traits. Holds may be placed over the phone or in person, and in the case of a "tie," the individual who physically visits the shelter and the animal is awarded the first hold on the pet. Adoption holds may only be placed during business hours by speaking with a team member and paying the hold fee. First hold is $25; second hold is $15. The first-hold fee is non-refundable, and is not applied to the adoption fee. The second-hold fee is refundable, but only if the pet is adopted by the first-hold person.

> **Foster to adopt.** If we have a promising potential adopter who is not yet 100 percent sure about adopting and we think it is a great fit, we suggest foster-to-adopt. We allow that person to take the pet home for a period of time (ranging from a few days to a week) and try it out. If it doesn't work out, then the individual can find another pet who might

be a better fit. Having a foster-to-adopt program not only helps adopters, it reduces the staff's anxiety about returns. The adopters fill out an adoption form and sign a foster-to-adopt contract.

The adoption process

Here are some tips for making the adoption process go smoothly:

- Be respectful of the adopter's experience and knowledge, and assume that both of you come from a place of wanting to help homeless pets.
- Take a conversational approach, asking open-ended questions such as "What are you looking for?" or "What's your lifestyle?"
- Have a discussion, rather than setting up barriers that applicants must overcome in order to adopt a pet.
- Focus on achieving success, and creating a relationship with the adopter.
- Look for a way to approve an adoption, not turn one down.
- Treat each potential adopter and pet as individuals.
- Use policy guidelines to encourage discussion and educate, not as inflexible mandates.
- Emphasize the resources that your organization can provide to help solve any problems that arise.
- Emphasize that post-adoption contact from the adopter is welcome and returns are acceptable.

During the adoption process, always disclose any behavioral and medical information and past history that you have about the pet, so the adopter can have the fullest possible picture of the pet. Your adoption staff should take care to talk about any medical challenges or behavioral difficulties in a matter-of-fact way, being careful not to discourage potential adopters, but ensuring that they understand and are comfortable with the information. Even though we can't predict completely how pets will behave in a home, we can at least provide the information we have so that adopters can make a sound decision on what they are able or willing to handle.

We like to print out the intake memos and behavioral and medical information to allow adopters to read them and then sign off that they were given the information. This strategy covers your organization in the future if a problem arises and the adopter says he/she was not told. In some more serious cases, we have behavior or medical disclosures created for adopters to sign, giving full information about any medical or behavioral problems we have encountered.

Here are the criteria that we think make a successful adoption:

- The match is suited to the individual pet and family.
- The pet is afforded appropriate veterinary care.
- The pet's social, behavioral and companionship needs are met.
- The pet has a livable environment (including appropriate food, water and shelter).
- The pet is respected and valued.

Note: It is unrealistic to think that the shelter failed when an adoption doesn't work out. Don't beat yourself up; animals and people behave differently at home than in the shelter. Look at returns as an opportunity to find a better match for the family and the pet, and to learn new information about the pet.

Declining an adoption

There will be times when your staff feel that a prospective adopter isn't suitable for the pet that he or she is interested in, or that the needs of the pet will not be met in the potential home. These types of conversations are difficult for anyone, even our most seasoned counselors. We suggest that counselors consult with a supervisor or lead person beforehand to discuss the adoption and have a clear message on why the adoption was declined.

Being honest without being judgmental is hard to do, of course, but we feel that it's the best way to handle these types of situations. At LHS, we try to make it about the pet, not the people, and that seems to help considerably. Here's an example of how that conversation might go:

"We are sorry, Mrs. Jones, but we feel that Fluffy will not do well living outside all the time. Based on his previous living experience, we believe that being outside will result in behavior problems, leading the two of you to become unhappy."

You can also see these situations as opportunities to educate people and help them become better pet owners. Again, try to do so without sounding judgmental. People don't care how much you know until they see that you care about how they feel. Here's an example:

"Mrs. Jones, we don't feel comfortable with a dog being left outside on a tether for 24 hours a day. Most people don't know this, and I didn't know myself before I started working here, but tethering can cause some behavior problems, depression and frustration for the dog. There have been a lot of studies done that show that tethering dogs for long periods of time can result in them developing some major aggressive and adverse personality traits. I know you love your pets, and I just wanted to make sure you had this information."

Customer service basics

The foundation of any successful adoption program is striving for clear communication and positive interactions with potential adopters. Below are some tips for providing good customer service to people coming to your facility.

1. **Greet**
   - Make and maintain eye contact.
   - Smile and welcome them to set a positive tone.
   - Say your name clearly.
   - Be professional and polite, but friendly.

2. **Offer to help**
   - Ask how you can help: "How may I help you?" "What can I do for you today?" "Have you been helped?" "Can I answer any questions for you?"
   - Be willing to either help them directly, find someone to help them or at least point them in the right direction.

3. **Listen**
   - Next, allow them to ask their question, tell their story or express their frustration. Be patient and wait until they are done before you respond.
   - Be attentive and ask questions as needed to determine exactly what they want or need.

4. **Empathize and acknowledge**
   - Focus on their problem, instead of your policies or procedures. This is especially important when emotions are high.
   - Thank them for doing the right thing, don't be judgmental, appreciate the steps they have already taken, be sympathetic. Say things like "I know that can be confusing," so they know you understand.

5. **Problem-solve (only after doing the previous four steps)**
   - Focus on what you can do, instead of what you can't do.
   - Try to be involved, diplomatic and patient.
   - Discuss their other options. Be creative about finding solutions.
   - Offer to follow up, when appropriate, and then do so.

One of the biggest customer service failures is not explaining the "why." (Why is the cat not available for adoption yet? Why can't the prospective adopter visit with a particular dog? Why are you deciding to decline their adoption?) When staff take the time to care about the potential adopter and feel comfortable explaining the "why," these types of interactions usually go much more smoothly. This issue can originate with upper management. Does

your staff feel comfortable explaining the "why" or asking why themselves? They must be able to ask those questions in their own environment so they can better answer the "why" questions from customers.

Tips to promote positive interactions with customers:

- Have a cheerful, positive approach. Be friendly and welcoming.
- Listen attentively and try to establish a rapport with the customer.
- Be aware of your tone of voice and body language, which help set the tone for the conversation.
- Agree with customers and look for opportunities to praise them.
- Keep in mind that how you say something is just as important as what you say.
- When making comments, expressing reservations or giving advice, be careful not to sound judgmental or condescending.
- Know the pets in the shelter to help make good placements.
- Know the answers to frequently asked questions, and if you don't know, find out.
- Treat others the way you would like to be treated.
- Treat each customer like he or she is the first customer of the day.
- If you're having a bad day, do not allow your frame of mind to affect the way you treat a customer.
- Remember that every interaction with a customer is an educational opportunity.
- Do not use animal shelter jargon or codes when giving answers.
- Be flexible; strive for a positive solution; look for ways to say yes.
- Be responsive to criticism and be willing to change based on feedback.
- Be truthful and know your facts.
- When things get contentious, go get help.

When things go wrong

Interacting with the public is not always an easy pursuit. Sometimes you are pressured for time and sometimes the customer is particularly abrasive. Here are some suggestions for effective communication to help you and your staff through the rough times:

- **Zip your lip:** Be quiet, listen, and permit them to vent.
- **Mirror the customer's responses:** Re-phrase or mirror back what the customer has said. This lets them know that you are listening and you hear them, and also helps ensure that you do understand their concerns.
- **Provide clear information and choices:** "This is what I can and can't do for you." Put your cards on the table; give the choices that will help diffuse the situation. Whenever

possible, offer choices because having a choice helps put angry customers back in control, at least from their perspective.

- **Be cooperative:** Be willing to consider the other person's position, and to recognize that you could be wrong. Invite customers to discuss the issue rather than challenging them, and leave room for choice. If you or the organization did something wrong, admitting to it helps diffuse the situation. If possible, find something to agree with them on, which makes them feel like you care.

- **Remove the audience:** Ask the angry customer to step into an office or a private room, away from other customers and staff.

- **Be empathic:** Say things like "I understand why you are upset" or "I agree with you; I would be upset as well." Let customers know you want to help fix the problem.

- **Have self-control:** If you lose control of yourself, you lose. Some ways to help stay calm are to identify your triggers, slow down your responses, take a time-out, put yourself in the customer's shoes for a moment, and use humor (when appropriate).

- **Use "we":** Replacing "you" and "I" with "we" can give the impression that you are on the same side as the customer.

- **Replace some statements with questions:** Asking questions helps you to control the interaction, shows that you are interested in the customer's situation, and may help you gather information.

- **Avoid sounding routine:** Nothing will make someone angrier than feeling like you are not sincere. Try not to sound like you are following steps.

- **Refer the customer to a supervisor or another staff member:** Hostile customers tend to treat people whom they think have status and power with more respect and politeness. Plus, if you suggest that they speak to your supervisor, it may diffuse the situation, and they could become more cooperative.

Irate people want to know the following:

- Someone is listening.
- They are understood.
- They are important and appreciated.
- They are going to be helped.
- They are talking to the right person.

Some tips for interacting with an irate or angry person:

- You cannot win by also being irate; the one who stays calm has control.
- Don't take things personally.
- State your point of view briefly and nonjudgmentally.
- Say what you mean, and mean what you say.

- Do not withhold important information.
- Use personal experiences.
- Try engaging the person in problem-solving.
- If you must say no, give a clear explanation and provide an alternative.

Marketing basics

There is so much to share about marketing pets for adoption. Here are a few of the basics.

Adoption write-ups. Every pet deserves to have a good adoption write-up. These write-ups can appear on the pet's cage or kennel, on your organization's website, and on your social media channels. At LHS, our write-ups are 100 percent positive. We address any issues when we are speaking to prospective adopters face-to-face or on the phone, so that we can completely explain the pet's needs.

Don't be afraid to create descriptions that make people laugh or bring positive attention to the pet. If you can't be fun and creative, be simple. You know what people want to know, so state it simply: "He's house-trained, has lived with kids and cats, and has played well with other dogs while here in our shelter." For examples of adoption write-ups from LHS, go to our website at lynchburghumane.org.

Adoption promotions and goals. One summer, LHS had a promotion called Summer of 1,000 Lives, and for that summer, the entire community knew that our goal was to save 1,000 pets. We created an entire media plan, including radio, social media, TV and web ads. We even put up a thermometer on Main Street in Lynchburg showing the progress being made. We had a banner in the adoption lobby and took photos of the adopters with their new pets in front of the banner, with our current count displayed. The community really loved this program because we had a measurable goal, and it was easy for them to understand and get behind. The promotion was so successful that we have continued to count the adoptions we have each year.

The Summer of 1,000 Lives contained a public-facing goal, but at LHS, we also set internal adoption goals each year for the entire staff and all the departments. If we don't meet our goals, that's OK, but it sets up clear expectations. Our adoption staff has also created some mini-goals for themselves. They might pick five pets per week, for example, to focus on and then try and get them adopted. They have created a little competition around this, and it has resulted in some fun marketing ideas and sales pitches for these pets from the adoption staff.

Social media. When interacting with the public on social media, keep your posts positive. Bashing the public only makes people want to stop listening. For example, when

a 13-year-old dog is surrendered by his owner, don't talk about the shortcomings of the owner. Instead, talk about how wonderful the dog is, and how much he would love a new home. You want to persuade the community to be on your side and to help you, and being negative about the plight of animals just makes them tune out.

In addition, never make assumptions about a pet's past. If you know the facts, share them, but don't make things up based on assumptions. Spreading false accusations will only diminish your organization's credibility and will create drama where it isn't needed. You want to empower the community to help your organization, not feel sorry for you.

Staying positive on social media doesn't mean you shouldn't highlight a medical or neglect case from time to time. We use social media to raise funds to assist in the recovery of the pet, or to show how much the community's support has helped a particular pet.

Every shelter becomes full at some point, but instead of posting something like "URGENT: Dogs in Danger," focus on promoting an adoption special with a catchy name. It is OK to communicate that your shelter is near capacity, but the message needs to be hopeful and engaging so the public wants to help, not turn away. At LHS, we offer a promotion called the Spaced Out Special, or we'll have Free Cat Friday specials throughout the summer months. One great way to move pets out the door is to offer low-fee or fee-waived adoptions.

Here are some other ways to engage the public:

- Create fun contests. We do a lot of caption contests — posting a funny photo of a pet and asking people to comment on what they think the pet is thinking or saying. The comment with the most "likes" wins the contest, and we'll give the winner a free T-shirt or bumper sticker.

- Ask the public to guess a number, and give a prize to the person whose answer is closest without going over. For example: "Out of the 675 stray cats that LHS took in last year, how many went back to their original owners?" People will be floored by the low number of cats who end up going back to their homes. This "numbers game" allows you to educate the community while creating some buzz around your operations.

- Name stray pets after local celebrities or people who frequent your social media pages. When a local TV news anchor heard about LHS naming a group of puppies after their news crew, the channel picked it up as a story. Do the same for prominent community members. They get a kick out of it and many of them enjoy promoting the pets themselves, which brings more people to your page.

- Nothing gets attention like a cute video of a pet. There are so many easy video editing applications available these days, so it doesn't take much time to produce something compelling and upload it to your social media page.

Final thoughts

Don't be afraid to change things swiftly. You will fail from time to time, but having open communication with your staff so they can voice their frustrations and fears, and you can offer possible solutions to problems, will make your operations and programs run more smoothly. Empower your staff to make some decisions, and to be OK with failing as well. Making mistakes is how we learn and move forward.

Keep your thinking solution-based; if one potential solution doesn't work, try something else. If a staff member is not on board with the changes after a period of time, let that person go. Negativity breeds negativity, making change harder and shifting the focus away from saving lives.

It's important to recognize that we need the public's help to save the lives of pets in our communities. We need to stop blaming folks and start asking them to be part of the solution; we must help them to be responsible, and help them resolve their animal-related problems. When your organization needs help, don't be afraid to ask for it, but do so in an empowering manner, and be clear about what you need.

Look to other fields for inspiration and ideas. The social media arena, for instance, is changing fast, and it's a powerful tool for animal welfare. Keep an eye on trends, and be quick to adopt new, creative ideas.

Finally, be sure to make decisions based on fact, not fiction or myths. Don't get trapped in misconceptions and old ways of doing things. Instead, challenge yourself and your staff to look at statistics, try new strategies and track the results. The worst thing that can happen is that the new ideas don't work, and you have to try something else. Now adopt out some pets, and get your community excited!

NOTES

1. E. Weiss et al., "Should Dogs and Cats Be Given as Gifts?" *Animals* 3, no. 4 (2013): 995–1001. For more information: aspcapro.org/research/pets-gifts-0.
2. For more information about declawing: bestfriends.org/resources/cats/cat-declawing-price-convenience.

APPENDIX J
Shelter Liabilities

By Ledy Vankavage, senior legislative attorney, Best Friends Animal Society, Kanab, Utah

We live in a litigious society, so it's important for animal services agencies to consider legal liabilities, but liability concerns should not hamper an agency's mission to create a safe and humane community for people and pets. Indeed, many governmental entities are actually immune from lawsuits under state statute and some volunteers have immunity under federal or state laws. The law differs from state to state and even from locality to locality within the same state.

Reducing liability in adoptions

When it comes to liability around pet adoptions[1], what should shelters do to protect themselves? Observe, document, disclose and, most important of all, transfer ownership. You'll want to record and disclose everything you know about an animal, including all medical and behavioral information. Don't make broad statements; just tell prospective adopters what you have observed. Liability could ensue if you make broad statements such as "good with kids." Even if that's usually the case for a particular pet, there might be a kid who is so rambunctious that the pet is uncomfortable around the child.

It's also important to understand the difference between facts (which you can and should disclose) and predictions or warranties (which you should not make). Here's an example of factual information: "This dog lived in a household with kids and the prior owner reported that the pet behaved very well around children." And here's an example of a prediction: "We believe this dog will be good with kids." Remember, shelters are stressful places and the behavior of an animal in a shelter does not determine how he or she will behave in a home.

When disclosing information about pets, try to tell the truth, the whole truth, and nothing but the truth. Here are some other key points:

- Consider stopping the use of breed labels for mixed-breed dogs, since misidentification of a dog's breed can lead to a variety of negative consequences. Some local ordinances ban ownership of various breeds, some insurance companies won't insure

them, and some landlords won't rent to people who own them. If a dog's breed has been misidentified on adoption paperwork and the owners have to give the animal up because of that misidentification, they might be able to sue the shelter for negligence, deceptive practices and maybe even fraud. In many shelters, staff no longer guess the breed mix of dogs, since DNA testing has revealed that it's difficult to determine accurately what the mix is by simply looking at dogs who aren't purebreds.

- Disclose all behavioral observations and medical conditions to adopters, and provide them with a written copy. Have adopters sign an acknowledgment that they have received it.

- Require adopters to waive all liability against the shelter and indemnify the shelter if it's sued for any conduct related to the adopted animal. (See the end of this appendix for an example.)

- Be sure to state in the adoption contract that animals are inherently unpredictable and may subject the adopter to health and safety risks.

- Adoption contracts should disclaim any promises, warranties or prior agreements and state that the written contract represents the entirety of the contractual relationship.

- Consider including an arbitration or mediation requirement in the adoption contract.

- Be sure to give adopters a copy of the adoption contract and keep a copy for your own records.

To illustrate some of these points, here are a few examples of relevant case law:

- *Frank v. Animal Haven, Inc., 2013 WL 3064648 (N.Y.A.D. 2013).* A nonprofit adopted out a dog and the dog bit a third-party, who sued the animal shelter. The adoption contract contained a release of liability and final transfer of ownership, but reserved the right to take the dog back if contractual terms were violated. Under the New York dog bite statute, the shelter had no liability because it was not the dog's owner. The court was not convinced that the reservation of the right to take the dog back prevented transfer of ownership.

- *Galgano v. Town of North Hempstead, 840 N.Y.S. 2d 794 (2007).* The town shelter adopted out a dog, who then bit an individual. The individual sued the shelter for adopting out a dangerous dog. There was no liability under the dog bite statute because the individual did not prove that the shelter knew or should have known of the dog's dangerous propensity.

- *City of Elgin v. Reagan, 2009 WL 483344 (Tex. App. Austin 2009).* A dog was adopted after the adopter was told that the dog was good with kids. On the afternoon of the adoption, the dog bit the adopter's child. The owners sued the City of Elgin for adopting out a dangerous dog. The claim was barred by sovereign immunity, a legal principle that makes governmental bodies and their employees immune from lawsuits in certain circumstances, unless that immunity has been waived. (You may wish to discuss with a local attorney whether this principle applies to your shelter or employees in any circumstances.)

Waiver of liability and indemnity agreement

The following is an example of legal language for waiver of liability and indemnity that might be included in an adoption agreement. All jurisdictions are different, though, so please check with your attorney before using this language.

Release. The Adopter, and for his/her spouse, heirs, executors, personal representatives and assigns, agrees never to bring a claim or suit against ABC Animal Shelter. The Adopter releases ABC Animal Shelter and its directors, founders, employees, officers, agents, representatives, contractors, volunteers, successors and assigns from all liability arising from the adoption or behavior or actions of the cat.

The Adopter understands that this agreement discharges ABC Animal Shelter and its directors, founders, employees, officers, agents, representatives, contractors, volunteers, successors and assigns from any liability to the Adopter and his/her spouse, heirs, executors, and assigns, with respect to bodily injury, personal injury, illness, amputation, scarring, death, property damage or other loss that may result from the adoption or behavior or activities of the cat. The Adopter releases ABC Animal Shelter and discharges ABC Animal Shelter and its directors, founders, employees, officers, agents, representatives, contractors, volunteers, successors and assigns from any liability for ABC Animal Shelter's own negligence or liability that may result in bodily injury, personal injury, illness, amputation, scarring, death, property damage or other loss to the Adopter.

The Adopter has read this Release Agreement and fully understands that he/she will relinquish all claims or actions whether now known or discovered in the future against ABC Animal Shelter, its board members, directors, officers, employees, agents, contractors, and volunteers. Adopter is of legal age and legally competent to sign this agreement. Adopter is signing this agreement of his/her own free will without the influence of an ABC Animal Shelter staff member.

Indemnity Agreement. The Adopter, and for his/her spouse, heirs, executors, personal representatives, and assigns, agrees to indemnify and hold ABC Animal Shelter harmless for all bodily injury, personal injury, illness, amputation, scarring, death, property damage or other losses, including attorney's fees and costs of litigation, that result to anyone else or any other entity because of the Adopter's negligence or liability. This includes lone acts or omissions by the Adopter as well as the combined acts of the Adopter with others.

NOTE

1. This appendix contains some legal information, but it should not be considered legal advice. It is recommended that you discuss any legal issues with an attorney.

APPENDIX K
Enrichment for Cats in Shelters

By Stephen Holderman III, manager of feline behavior, and Shannon Wells, director of operations and animal behavior, Kansas City Pet Project, Kansas City, Missouri

Historically, food, water and shelter have been considered the basic necessities of survival, and the essentials that all animal shelters must supply cats for humane care. While this standard does provide for the physical well-being of cats, it doesn't account for their emotional well-being. Even in homes, cats often lack appropriate outlets for expressing natural behavior, and the shelter environment is undoubtedly even more restrictive, since cats in shelters are confined to small spaces for long periods of time. As our understanding of cat behavior grows, it becomes compelling that we make a plan to provide for the emotional and mental health of cats, too, and that such a plan be considered a part of meeting the shelter cat's basic needs.

Even with the limitations that animal shelters pose, you can provide cats with avenues for expression of instinctive cat behavior by implementing a basic feline enrichment program. In this appendix, we provide you with a primer on feline enrichment, including the reason that it is necessary, feline behavior basics that you should know, and a framework for how you can implement and grow a feline enrichment program in your shelter. Let's get started.

What enrichment is and why shelters should focus on it

Enrichment, at its most basic level, is a means for meeting the emotional and mental health needs of animals in your care. There are a wide variety of tools and techniques you can use to enrich the experience for cats in your facility, and the good news is that many of them are not costly to implement. We'll get into what the tools and techniques are and how to use them in greater detail, but for now, know that your primary goal will be to use them to target and reduce the stress of cats in your shelter.

Cats do not express stress as openly as other species of animals. Because cats express stress in less overt ways, stress is called a "hidden killer" for cats in shelters. That sounds dramatic, but when you think about it, it's a pretty accurate statement. A stressed cat is

more likely to succumb to illness, especially upper respiratory infection (URI); more likely to exhibit behavior issues in the kennel, such as fractious behavior; and less likely to show social behaviors that lead to adoption. All of the side effects of stress put a shelter cat's life at risk. Learning to identify and understand stress signals will be important so you can assess how the cats in your population are doing and target your enrichment before the fallout becomes fatal. We'll teach you how to recognize stress signals in just a bit.

It is worth taking a moment to stop and distinguish between an enrichment program and a behavior modification program. Enrichment is intended to allow cats to have a regular outlet for instinctive behaviors in the shelter, while behavior modification programs are aimed at directly working with cats to add desirable behaviors to their repertoire, or extinguish undesirable behaviors through the use of conditioning or training techniques. Oftentimes, implementing an enrichment program will have a positive impact on a cat's behavior, and should be considered an essential foundation before shelter staff decides to go a step further and implement a behavior modification program. Behavior programs often require workers to have a set of specialist skills, while enrichment programs can typically be successful through the use of staff, volunteers, and a basic understanding of the goals and methods. Your existing staff and/or volunteers will be quite capable of implementing what you'll learn here.

Benefits of enrichment

By reducing stress and creating more confident, content cats in your shelter, you can improve a lot of things, from making workers' jobs easier to having fewer cats in the facility. Need more convincing than that? Let's look closer at some of the tangible benefits an enrichment program could bring to your facility.

Easier, less stressful cleaning routines. When you add enrichment to your daily cleaning routine, you can make it a lot easier for both the staff and volunteers who are cleaning, as well as for the cats who are typically stressed by the interaction. By creating a routine with a cat inside a kennel, you offer the cat a predictable series of events that make the cleaning much less scary, and possibly even rewarding. A great example of enrichment as part of the cleaning process is presenting food during the cleaning steps to create a positive association with cleaning for the cat. Cleaning can become something the cat looks forward to, because good things predictably happen during the process.

Increased adoptions, decreased length of stay. A happy cat is one who is much more likely to get adopted. By creating and reinforcing confidence in your cats, you can get them to engage and interact more with potential adopters, increasing the chance that they will have a positive interaction that leads to an adoption, and in a more timely fashion, too.

Improved health. Cats who have an enriched environment are much less likely to succumb to standard shelter ailments such as URI.

Increased safety. By infusing enrichment into the way you perform routine procedures, you can greatly reduce negative interactions that may lead to a staff member or volunteer becoming injured. Cats who have their basic behavioral needs met are less likely to be reactive in the shelter environment.

Feline behavior basics

A good enrichment program should be species-specific and should promote natural behaviors for that type of animal. By targeting and enriching natural feline behaviors, you can diminish the effects of stress, boredom and anxiety in your shelter's cats. But before you begin to work at increasing the quality of life for cats in your care, you should take a few moments to learn about the species you are working with.

First, it is important to recognize that cats are predators. More specifically, cats are *mesopredators*, which means they are animals whose evolutionary instincts compel them to not only hunt animals smaller than themselves, but also to avoid much larger animals who may hunt them. Even with the silliest, most overweight declawed Persian cat, you still have an animal who, at his behavioral core, is driven by the instinct to acquire resources (prey/food, security) and avoid being the target of a larger predator.

People don't always realize how these instincts influence the behavior of the house cat, but they do. As predators, cats are intimately linked with their environment, often spending their entire lives in a specific piece of territory, whether it's outdoors or indoors, and adapting their hunting/play and social habits to uniquely match what their territory/home provides.

How does knowing this translate into shelter work? Simple: You must find ways to reward and fulfill the cat that are similar to the ways the cat might naturally be fulfilled in the wild, while simultaneously trying to minimize how often we humans (perceived predators) are presented as a threat to the cat. The nature of cats should also help indicate to us how important a part the environment plays in their overall levels of confidence and happiness.

Identifying stress in cats

In addition to understanding the instincts that drive cat behavior, it is also essential to any successful enrichment program to learn about how stress affects behavior and how to identify stress signals in shelter cats. Cats' bodies are exceptionally expressive, so analyzing feline body language can be one of the first tools you use to decode how stressed a cat is. Besides body posture, where the cat is located in the kennel, what her daily behaviors are, and how she interacts with the things in her cage can give additional clues about her emo-

tional state. By observing how stressed a cat is, you can more accurately target enrichment for her.

There is a scoring system that has been developed to assess stress levels in cats, and you may find it useful. The Kassler & Turner Stress Scale is a reasonable guide for grading levels of observable stress based on body language and position of the cat in her kennel. The scale has seven levels, ranging from "very relaxed" to "terrified," with corresponding descriptions of body language to match at each level. Using this scale, it can be common to see contradictory body language between different levels on the chart, but by combining the scores and creating an average, you can have a relative score to calculate and record.

Of course, this scale is not the only means of decoding the stress levels of shelter cats, but it can be useful in conjunction with other observations, and can be displayed publicly for staff and volunteers to examine and follow. We'll provide more details on stress signals to watch for in the section below called "Behavior of Stressed Cats." By combining use of the Kassler & Turner Stress Scale with observations by staff and volunteers throughout the day, you will have a system for assessing stress with relative accuracy.

For a variety of reasons, it can be both informative and wise to monitor and record the stress levels of cats in enrichment programs. The most important reason is to help your workforce assess whether their enrichment efforts have been successful with an individual cat, or if current program routines may be causing more harm than good. Ideally, you should see a gradual reduction of stress levels in observed cats over the course of a successful enrichment program.

If you do measure, it is ideal to take two measurements and compare them. The first measurement should be taken before starting an enrichment session, and the second should be taken after the session is complete. When you compare these measurements, they should indicate that the stress level of the targeted cat is the same or lower after the session. This aspect of monitoring can admittedly be time-consuming, but it can also be a reasonable tool for monitoring the success of the program and identifying when you need to modify your approach with a specific cat.

Behavior of stressed cats

As with most animals, lack of confidence and stress go hand-in-hand with cats. Cats with unmodified stress are more likely to be fearful or aggressive in their kennel, but sometimes their stress behaviors will not be noticeable to the average person. Cats often instinctively create dissociative behaviors when under stress or in pain, possibly in an effort to not draw attention to themselves when they are feeling vulnerable. A common example of this is "absent resting," in which a cat will create the appearance of being asleep or at rest, while in reality he is staying hypervigilant to threats or stressors, often sitting stiffly upright with paws tucked underneath. Some other common behaviors of stressed cats are:

- Loss of appetite

- Reserved behavior, refusing to interact

- Hostile interactions with humans or other animals

- Excessive grooming

- Frantic repetitive behaviors

- Trembling or shaking

- Panting

When you have identified that a cat is persistently stressed, you should try to make interactions as minimally aversive as possible, while still providing the cat with opportunities to express natural behaviors. This could involve you setting up the stressed cat's kennel in a particular way, or preparing it so that the cat has enriching experiences that occur at night, when people are not around, or that the cat can engage in at his own speed. Fearful, reactive or "feral" cats can still be included in an enrichment program, though the methods may have to be modified for safety or targeted success. In some cases, it is wise to work with a behavior specialist to come up with a more advanced plan for addressing the needs of these animals.

How shelters cause stress in cats

Now that you know the basics of identifying stress in shelter cats, you should begin to notice how the shelter environment may be causing undue stress to the animals in your care. For each one of a cat's senses, there are easily a few things in your shelter that could be having a negative impact on him. Here are some examples that can cause stress in shelter cats:

- Hearing: Kennel doors opening and closing, dogs barking, the sound of the nebulizer machine vibrating, acoustic amplification of noise through empty or bare metal kennels

- Sight: View of other animals, rapid movement inside of the room

- Smell: Disinfectants, foreign animals, perfumes or colognes

- Taste: Medication in food, old food, residual cleaner in bowls

- Touch: Water bowls that spill easily, exposure to unpleasant textures or temperatures in the kennel

One of the most valuable tips for reducing environmental stress is to have staff and volunteers focus on being slow and thoughtful as they work with or around cats. Workers should be encouraged to think about how their movements, sounds and smells could have a negative impact on the cat population. When workers are in a rush to meet deadlines or to keep up with the fast pace of the shelter environment (e.g., making frantic cleaning motions or

hasty entrances or exits from the room), they often inadvertently create many stressors for the kenneled cats. Observe staff and volunteers doing some of their tasks and coach them on being able to recognize and reduce their own potentially negative actions.

Methods of enrichment

With the goal of making life better for the cats in your care, awareness of potential stressors and ways that you can alter your work habits to reduce stress is just one of many avenues of enrichment. Let's examine other methods. It's important to realize that what may work for one cat may be aversive for another. Maintaining success in an enrichment program requires frequent observation of each shelter cat's responses to different techniques, and an ability and willingness to modify the enrichment plan for a cat if it is deemed to be ineffective.

Having an environment that is predictable is a great way to manage stress in cats, but sometimes having new things enter the environment can be enriching, too. Changing the types of toys, sounds and smells can be a great way of letting cats experience new things that challenge them cognitively and also create behaviors identifiable to us as curiosity and anticipation. Here are some examples of how you can add variety to your enrichment program:

- Switch out toys on a regular basis.
- Pick a new scent or "scent of the week" to add to the kennel.
- Play a varied soundtrack providing ambient noise at different times of the day.
- Offer novel or unique food items as a special treat.

You can maintain routine in the cats' day by keeping a predictable schedule, but within that schedule you can vary the types of toys offered, the scents provided or the sounds played to generate curiosity and excitement. When you offer cats a diverse environment, while ensuring that you are keeping their sense of security at the forefront, you simulate aspects of the changing yet stable environment that fits the natural hunting and opportunity-driven lifestyle of cats.

Environmental enrichment

Environmental enrichment can happen in two ways, by either adding something to the environment to enhance it or by removing something from the environment to create a more passive, less stressful environment. Think about the things that the cats interact with indirectly that you can improve. For example, you can remove objects in the room that obstruct a nearby window, giving the cats in your facility access to the view outside the window. Are there things the cats interact with directly that you can improve? For example, you can

leave a cat's unsoiled bedding in the kennel multiple days in a row so that she has a bed that smells familiar and retains her scent.

Over time, you should develop an understanding of how the changes you create in the rooms of shelter cats can have positive or negative effects. Below are a few more examples of possible stress reducers or enhancers that can be adjusted in the cats' environment.

Sound:

- Using a "white noise" machine or radio to cancel out loud shelter noises or disturbances, providing soundtracks targeted at cats
- Using a pleasant, light tone of voice when interacting with the cats
- Placing plush or soft items (rugs, curtains, stuffed animals, blankets) in the environment to absorb additional noise

Sight:

- Creating interesting scenes for the cats to view, such as a bubble machine or a television playing a video targeted at cats
- Changing moving toys and objects that can be seen by the cats
- Playing with a wand toy outside the kennel for a group of caged cats to view*

Smell:

- Placing novel smells alongside toys
- Providing catnip (discussed in further detail below)
- Giving scratching posts or pads to allow collection of a cat's scent
- Using pheromone products such as Feliway to provide calming and secure scents

Taste:

- Ensuring that bowls are clean with no residue or old dried-up food
- Offering food as treats (discussed in further detail below)
- Cycling new flavors of treats and foods

Touch:

- Providing a variety of soft textures
- Regularly changing soiled or wet bedding
- Allowing cats regular access to different toys for a varied tactile experience

*By simulating an environment that is abundant in "prey" items, you promote a sense of security and well-being for the cats, giving them a passive assurance that they are in a place

where it will be easy to provide for themselves. However, some cats may find it frustrating to not be able to catch the "prey."

A good enrichment program will involve several of the above techniques. By addressing each sense of the cat, you can create an environment that promotes curiosity and mental stimulation while still giving a sense of security.

The kennel and its impact on enrichment

The way that you house cats, from their location in the room to the types and arrangement of items in their kennel to their overall access to space, can all be tools of enrichment on their own. Recognizing how different aspects of your housing affects their stress and confidence levels can be an important tool for increasing the quality of life of the cats in your care.

Location in the room. Cats put great value in being able to predict events in their environment. They also favor elevated positions, to help inform them of both threats and resources that may be moving through the area. By assigning cats to positions in the room based on their confidence level, you can help reduce the amount of time it takes for them to acclimate to their environment, or reduce the impact of stressors present in the room.

For cats who are shy, reactive, fearful or aggressive, we recommend assigning them a kennel that is less exposed to the busy operations of the shelter, while also considering the ease with which the kennel may be accessed. You may decide, for instance, not to place a newly impounded cat who is showing signs of high stress in a kennel that is in the middle of a bank, on the bottom row, and provides a ton of visual stimulation. You might also avoid taking the same cat and putting him in a kennel that the workers must stand at an odd angle to access, or have tasks that require them to be working frequently above the cat's head. Try to account for what things may cause the cat additional stress outside of the daily routine that happens inside the kennel, such as being next to a door that opens frequently or being in a kennel that overlooks a busy intersection.

Different types of kennel placement can also be very rewarding for cats. Kennels that allow a view of the outdoors, or perhaps a lobby of guests, can be stimulating for confident or inquisitive cats. You can also arrange for certain things to be moved to or in front of kennel areas to either limit or increase the amount of visual stimulation. Occasionally, TVs with programs aimed at cats can be utilized to provide enriching sights for cats who do not have access to windows or areas of observation.

Kennel setup. How you set up a kennel can have an incredible impact on the cat inside of it. Making sure a few essential conditions are met can ensure that the cat can manage

some of his stress on his own. In a "perfect" setup, you should be able to have positive answers to the following questions:

- Does the cat have a place to hide?
- Does the cat have areas to appropriately leave his scent?
- Does the cat have the option to get on an elevated surface inside the kennel?
- Does the cat have realistic resting areas?
- Are food and water areas spaced apart from litter box areas?

Sometimes you may mistake a cat who is hidden as one who is fearful, when in reality the kennel offers no area that the cat can stretch out and options for where to rest are limited. Additionally, some cats can be stressed by having no place to get out of view of people (the public, shelter employees and volunteers). By arranging a kennel space that offers cats the option of both resting hidden and in plain sight, you give them a level of control and security. You must make sure that the setup of the kennel is not creating more obstacles for the cat, instead of providing reprieve and rest. The internet is full of inexpensive ideas for making hiding boxes or elevated surfaces to enhance the setup inside the kennel.

The kennel layout should also be heavily considered and modified based on the available kennel space. If possible, cats should have a few feet between their litter box area and their food and water area. If space allows, you should also create an open area that allows the cat to stretch out, lets him walk from the front to the back of the cage, and provides a place where the cat can enjoy a variety of toys and play with them appropriately.

Certain adjustments may need to be made based on the behavior and activity level of the cat. For instance, a cat who is constantly trying to solicit attention at the front of the cage, or a group of cats in a kennel bank who are regularly played with using wand toys, should probably not have water bowls or food bowls placed near the front of the cage, because you run the risk of the cat routinely knocking over these items, thus reducing the cleanliness and comfort of the cage. A shy or fearful cat may need a kennel that has a hiding area in the back, but still has a reasonably accessible walkway to the front of the kennel and an enrichment area near the front of the kennel. With a shy cat, you don't want to make a refuge area that is easily disturbed each time the kennel door is opened, and you likewise don't want to block the cat off from being able to leave her hiding spot as she grows in confidence.

Toys as enrichment

Almost any shelter setup can be improved by the appropriate use of toys. For cats, toys represent an outlet for a series of natural compulsions. Play helps cats express instincts that are meant to make them effective hunters, as well as helping to give them an outlet for energy that has no way to be expelled inside their kennel environment on its own. Successful "hunting" and play activities are also linked with increasing confidence. In addition, hunting/play behaviors are intimately tied into appetite for cats, and can promote a natural activity cycle. Distributing and maintaining toys in kennels can be one of the simplest ways of providing an enriching environment for cats, and one of the least time-consuming options for you to implement, too.

For each type of toy, ask yourself these questions to help determine if it makes sense for your specific situations:

- Can the toy actually be used as intended with the space given?
- Is the toy stressful for the cat in any way?
- Is the toy sanitary, can it be sanitized, or is it easily disposable?

Many well-meaning workers will deliver play items to cats, only to notice that they're left exactly where they were originally placed in the kennel. It's important to recognize that movement is one of the major triggers that leads to play in cats, and for some, self-play may be of little interest. Knowing that movement helps facilitate play, it can be a good strategy to select toys that create either movement with very little interaction, or that move on their own. Some examples are Cat Dancer–style toys, toys that attach to the door of a kennel and require only the slightest bump to create a lot of motion, or ball toys that roll easily around the kennel.

Sanitizing toys should also be a priority for workers involved in the enrichment program. Different disinfectants can be used, but all should be researched to find out whether the disinfectant needs to be cleaned off, or if residue could be harmful or stressful to the animals that use them. A great alternative to regularly needing to disinfect different toys as they go between cats is to have toys that are assigned specifically to an individual cat. A common technique is to have a container, cubby or box for each cat that holds toys intended only for him or her. Toys should be regularly inspected to ensure that they have not become damaged in a way that is threatening to the cat's health.

Below are descriptions of the most common toy items used in the shelter environment. Often, these toys may be combined with food, which will be discussed further in the "Food as Enrichment" section.

Small objects. Balls, furry mice and other small "swattable" toys mimic ground prey for cats. These toys are easy to distribute to cages regularly, and are typically easy to san-

itize. The downside of these toys is that space is required for cats to fully enjoy them. If possible, create an area of the kennel space in which the cat can swat at the toy without the risk of knocking over food and water bowls. Most fuzzy and plush toys can be sanitized by putting them through the wash, or by using a disinfectant that can be used on carpeted surfaces, such as the product called Rescue (formerly called Accel).

Toys with feathers. These kinds of toys may be especially exciting for some cats. Often, smaller toys that can be swatted will be accompanied by feathers. Small feathered toys mimic avian prey. Sanitizing these toys can be a challenge, however, and it is best to check them daily to ensure that they have not become ruined. Cats react differently to feathers, and you should attempt to observe cats in their first rounds of play with these toys to ensure that they are not ingesting pieces of the toy during their play.

Toys attached to kennel bars. Different types of toys can be attached to kennel bars. These include toys that have a wire, such as the Cat Dancer, and other varieties of toys that could potentially be attached to the walls or bars of the kennel with a zip tie or suction cup. The appeal of these toys is that they are often elevated from the ground surface of the kennel, and the cat can interact with them even though there's minimal floor space. These toys often double as self-interactive toys. Important note: It is critical to make sure that the attaching wires or straps of these toys are properly secured and do not pose a threat of entanglement for the confined cat. Toys should be regularly inspected to ensure that they have not become loosened or damaged.

Disposable toys. Not all toys need to be reusable to be a valuable tool for enrichment. Disposable toys can be both satisfying for cats and easily available for shelter workers. Some common examples are pieces of paper crumpled into balls, disposable cups filled with smaller toys or food, toilet paper rolls or cardboard tubes, milk jug rings and cardboard toys. These toys can be gratifying for cats to destroy; many cats enjoy toys that change in texture or shape as they continue to play with them. These toys should typically be removed each day during cleaning.

Interactive toys. Toys that move without the cat needing to initiate the interaction can be grouped as "interactive" toys, as they interact with the cat or the cat's environment on their own. Most commonly, these are automated toys (either manually charged or charged with batteries) that can fit inside a kennel. Some other effective interactive toys are ones that maintain perpetual motion, such as "fidget spinners," where a slight bump can cause the toy to stay in motion for several minutes. These types of toys are especially valuable for cats who are not motivated to start play with stationary toys. Note: Any toy with moving parts should be inspected daily to ensure that it has not become damaged or that small parts have not become loosened, presenting a choking hazard to a cat.

Toys that require interaction between the cat and a human. The most stimulating play typically comes from these types of toys. By being in direct control of the toy, you give "life" to what would otherwise be a stationary object. The most common examples of these toys are wand toys, in which objects such as feathers or fuzzy toys are attached to a stick. The goal of the human in these interactions is to move the toy in a way that mimics an animal likely to be prey for a cat, trying to illicit a playful or predatory response from the cat.

Those seeking to play with cats with interactive toys should be mindful of their movements, making sure not to move the wand in a way that is intimidating to the cat. People often make the mistake of thrusting the toy into the cat's face repeatedly, in a "fencing" manner, and it ends up startling or stressing the cat. It's best to use wide, sweeping motions that change direction often, rather than moving the toy frantically. Note: Toys like wands can be used to stimulate multiple cats at once outside the kennel, or be used individually, dangled directly in the cat's kennel. It is important to keep sanitation in mind, as these toys can spread germs to other cats if used haphazardly.

Puzzle or feeder toys. These are perhaps the greatest of all enriching toys. Puzzle toys are toys or games that stimulate the seeking or foraging behavior and curiosity of cats by encouraging them to create abstract plans and try new ideas to acquire whatever resource you may have hidden from them. At their basic level, puzzle toys challenge a cat's problem-solving and motor skills by having obstacles the cat must overcome to get her "prize." Two examples of puzzle toys are (1) a series of cups or tubes, mounted together or on a board, with a few treats or toys hidden inside of them and (2) a self-righting "wobbler" toy that dispenses food treats as the cat interacts with it. For more on this topic, see the section below called "Food Toys, Games and Puzzles."

Unsafe toys. Certain toys pose too much of a safety risk to be included in an enrichment program. These toys include string or yarn, laser lights or pointers, and toys with small beads. While string is a favorite toy of many cats around the world, it poses a risk of entanglement, strangulation or even death if ingested. String toys can be used to play with cats, but they should never be left with the cat in the kennel.

Lasers are another popular toy for house cats, but they also pose certain risks. Lasers can do serious damage to cats' sensitive eyes and should be avoided in the shelter environment. Additionally, many kennel walls and floors are somewhat reflective, and can lead to an accidental reflection into the eyes of a cat. Lasers can also create frustration in kenneled cats, since they lack the ability to actually "capture" the laser dot, making them unable to fulfill the natural order of events (stalk, capture, kill) in hunting.

Other toys, such as ones that contain small plastic beads, have pieces of foreign material that cats can ingest, which can lead to serious medical issues. It is often safest to avoid giving cats these toys.

Finally, a note about catnip: Catnip can be an effective way of creating more stimulation and interest during enrichment activities. Not all cats will respond to catnip; about two-thirds of them should have a reaction. Some cats using catnip can be prone to overstimulation, so catnip use should be monitored with care. A common technique is to create a catnip "humidor" that holds a small amount of catnip and several clean toys. The concept is that the catnip will cling lightly to or enhance the toys in the container without being overwhelming. Like other enrichment items, catnip humidors should be regularly disinfected.

Food as enrichment

We briefly mentioned pairing food with toys above, but because all animals have a basic set of needs that includes food, and cats are no different, it can be a particularly powerful enrichment tool that warrants more discussion. How a living thing acquires food is one of the driving factors behind both learned and innate behaviors. For wild cats, that acquisition is typically achieved through hunting, but even house cats have the same instinct for procuring food. By linking play, overall activity and food, you can enrich cats in the shelter and give them challenges to simulate natural behavior. By stimulating seeking behavior, you can provide mental exercise to combat the effects of shelter cats' sedentary or stressful lifestyle.

Common food items used for enrichment include dry treats (Temptations, Friskies, etc.), dry kibble, wet food and packaged tuna or deli meat. Treats that are given out daily can be a form of enrichment all on their own. While not very stimulating cognitively for cats, the occurrence of workers and guests regularly leaving valuable treats in kennels throughout the day is a great way of promoting social and "front of kennel" behaviors.

Presenting food treats during stressful times can also be a tool to help create positive associations with actions that might otherwise be stress-inducing for cats. A great example of using food to lessen the overall stress of an activity is presenting food treats during the kennel cleaning process. It may be ideal to present a high-value food, such as wet food, during the kennel cleaning routine to distract the cat from fixating on the worker's actions and building bad associations. For example, you might present a small tray of wet food to a cat as you begin to remove the cat's litter box to replenish or replace it, thus distracting the cat from your actions and adding a layer of positive conditioning to the overall experience.

To aid in determining what types of food items may be effective for certain cats, we recommend trying a "test run" by placing some treats in each kennel, leaving the room, and coming back in 15 minutes to see who has eaten their treat. This can be a way of identifying cats who are especially food-motivated, and it may also be a trial-and-error tool to figure out

which treats offer no reward value for certain cats. Taste is subjective, and the individual cat decides if a treat or other food item is rewarding.

Food toys, games and puzzles

Mixing play behaviors, toys and food together can be one of the most powerful avenues for enriching cats in shelters. Toys that challenge cats to figure out a problem that in the end results in a food reward keep their brains thinking, and help reduce the effects of a repetitive, stagnant shelter lifestyle. These types of activities can be either human-interactive or self-managed. Depending on the complexity, some food toys or puzzles may only need a few moments of maintenance (to refill or reset them) throughout the day. Other games and toys may be best when a human agent is monitoring them, to either help reset as the event unfolds or to add an interactive level of difficulty to the event to add further layers of cognitive enrichment. These games are best for cats who are noted to be especially curious, active or even bored in their kennel.

A level of variety should be included in these "thinking" enriching activities. It should be the goal of the enricher to provide activities and toys that require the cat to invent new solutions to problems, to avoid having any one activity become too predictable for the cat. In all food-related games, it is worth making sure, as mentioned previously, that the specific cats engaged actually have an affinity for the treats being used by offering them some beforehand and observing their reactions.

Feeding toys such as Kongs, wobblers or other objects that challenge cats to manipulate them to gain access to food can be one of the easiest types of enrichment to maintain. Some cats may even enjoy their feeder toys so much that you might consider providing one or more of their regular meals in these objects. For most wild cats, eating does not come without work, and feeding toys in the shelter environment can mimic this instinctual notion by allowing them to work for their food.

The following are some sample games and puzzles that can be implemented in most any shelter and with minimal resources. The methods and materials can be changed to suit what is available. As with toys, there should always be constant consideration about the materials used and their ability to be sanitized or disposed of to prevent a build-up of bacteria or disease transmission between cats.

> **Treat hide-and-seek.** The goal of this game is simple: Hide a treat and challenge the cat to find it. This game can be as easy or as complex as you like, but if the game is too complex, it will not offer much enrichment to the cat in the session. Here's an easy example of this type of game: Present the cat with a valued food item, let the cat examine the treat, drop the treat into a small paper cup with an opening smaller than the diameter of the cat's head. The cat must now find a way to get the treat out of the cup, which typ-

ically is either reaching in and grabbing it with a paw or knocking the cup over to get the treat. To increase the challenge level, you can try hiding a food item underneath a cup placed face down. This game can be further expanded by presenting a series of small cups face down, with only one or two of them having food treats beneath them. This concept can be re-applied in dozens of different ways using a variety of objects. You can also use disposable items such as paper towel rolls or crumpled paper for a variation on this activity.

Fetch or chase. A very simple activity is to present the cat with a treat he enjoys, and toss it in another direction. Because the throwing movement may be startling to some cats, we recommend starting with a gentle toss and escalating to a throw as the cat becomes used to the activity. This is a great way for cats to pursue an object that also ends up being a food item, somewhat mimicking the pursuit and capture of a prey animal in the wild. To add another layer of depth to the pursuit and reward of the activity, try rolling or tossing a feeder toy that's in the shape of a ball.

Another strategy that can be interactive is to use a long wand with a flat surface on the end (such as a telescoping back scratcher) to hold an amount of sticky food, and move the wand in a playful manner on the ground to encourage the cat to chase it and receive the reward. Note: It is wise to avoid encouraging cats to chase or target your hands in order to capture a treat. Instead, use a tool to prevent the cat from associating hands with play objects, which can lead to scratches and bites.

Mystery or puzzle box. Another simple game that can be applied in many variations is to create a box or container with several holes on the box top, large enough for a paw or toy to fit in. Load the box with several treats, toys or novel smells for the cat. The length, depth and width of the box should be suited to the housing area of the cat. (Some suggested dimensions are 2 inches deep, with sides 4 by 8 inches.) It is best to have the contents of the puzzle box be a mystery for the cat, letting each time she forages be a new and varied experience. Some cats may need to see objects placed into the box, while others may instinctively want to explore the holes to see what's inside. To enhance the experience, create several chambers inside the box using trimmed toilet paper rolls or cardboard dividers, and put something different in each chamber. Placing an interesting toy (e.g., a fuzzy mouse) in partial view in the bottom of the hole may also lead to an entertaining game while the cat tries to figure out how to get the toy out of the box.

In addition to the low-cost, often disposable puzzles detailed above, a variety of re-usable puzzle games and feeders are available in the retail market. One of the appeals of retail puzzle games is that they are typically easy to clean and maintain, they often have the ability to add or decrease difficulty, and they are usually tested in a large census of cats before being

put on the market. A strategy for acquiring them on a minimal budget is to place some of these toys and games on a public wish list for your shelter and seek donations.

Social interaction as enrichment

While cats are typically typecast as loners or solitary creatures, they are, in fact, social animals, so having human contact is another form of enrichment for most cats in shelters. Having meaningful interactions with the cats through petting, brushing and proximity to people can greatly improve the quality of their stay in a shelter. Spending a set amount of time with different cats and encouraging them to be social, or comforting them through touch, can be rewarding to both the human handler and the cat. It is critical, however, to ensure that you are not overstimulating the cats in these interactions. The shelter workers or volunteers who will be involved in holding, petting and grooming the cats should be trained to be aware of cat body language and signs of stress, so that each interaction ends on a positive note. In addition, workers should use hand sanitation practices before handling another cat.

For some cats, forms of enrichment such as play and food games are not so motivating, and human interaction may be their preferred type of enrichment. You should explore what specific types of handling each cat favors. This could mean taking time to brush, pet or even simply talk to the cat in lieu of providing toys. Whatever interactions the cat responds to favorably should be integrated into the cat's enrichment program.

It is especially important for kittens and juvenile cats to engage in social interaction as a part of their enrichment plan and in order to facilitate their cognitive development. Young cats should have the opportunity to experience petting and loose handling to provide them with skills they will use to interact with humans in the future. Providing these cats with pleasurable handling experiences will establish a positive association with human handling, and will help to reduce the chance that the frightening experiences of the shelter will have a lasting negative impact.

Exercise and out-of-kennel enrichment

One of the greatest ways of dealing with the stress of kenneled cats is to allow them time outside of their kennel. With a full range of movement, the cats can stretch and explore and provide for their own needs for a period of time, giving them the freedom that only comes with having extra room. By releasing cats from their confinement, you open the door to great possibilities, but also expose them to new threats and risks. Cats should only be selected for out-of-kennel enrichment after some basic considerations. You should be factoring in the answers to the following questions before a cat is selected to have out-of-kennel time:

- Can the cat be handled easily? Is the cat able to be picked up?

- Is the room the cat will roam in secure? Does the room have areas that may create difficulties in recovering the cat?

- Are there other cats in this area? If so, are they kenneled or roaming? Has this cat been observed around other cats?

- Will the cat have to be transported to the room? If so, does the cat tolerate transport well?

If the stress of capturing or retrieving the cat at the end of the session is significant, it can have the opposite effect of enrichment. If there are negative answers to some of the above questions, it does not necessarily mean the cat in question should not be a candidate for time outside of his kennel. Rather, it should indicate that plans and accommodations need to be in place before allowing this cat to enjoy this activity. It is advisable to start with having only one cat out at a time in an area for enrichment, to reduce the chance that the experience becomes complicated by the interactions between two cats who may not be compatible. At a later point, when you are able to accurately decode the cats' body language, "play groups" can potentially be created by pairing cats who have displayed social behaviors with other cats.

The goals for out-of-kennel time may be varied, and designed independently for different cats based on their needs. For some cats, exercise will be the primary goal. Free from her cage, a cat can chase, run, pounce and perform actions she may otherwise be restrained from doing in a small kennel. This can also be a time to use automated environmental enrichment tools, such as bubble machines or toys with battery-powered movement. For cats who are feeling less athletic, this may be a time to use social enrichment, allowing them to climb on your lap, for example, or lie in a pleasing, soft bed for some additional grooming.

Whatever you use out-of-kennel time for, you must make sure that the cat is supervised initially. In a cat's first few ventures out of the cage, you need to keep an eye on him, and possibly control the amount of environmental stimulation he receives, to reduce the risk of having an episode that becomes startling or aversive to the cat. After some time, confident cats may be given special allowances to be unobserved in their free time, but this should only be allowed after some assessment of how they have done in the space. At all times, be attentive to sudden changes in the cat's body language, and be prepared to distract the cat or intervene when stressors present themselves, to ensure that the activity remains enriching.

Enrichment: for all cats

With so many types of enrichment available, there's something you can offer virtually every cat. A good enrichment program will provide outlets and engage all cats in a given shelter environment, regardless of the reasons that they are at the shelter. Typically, shelters have

some cats who are quarantined or isolated for medical, behavioral or other reasons. All cats, even quarantined ones, should have plans created for them to enrich their lives and reduce the stress of being confined and exposed to shelter life. It may not be realistic for you to directly engage some of these animals, so special enrichment plans may need to be created. Below, we offer a series of suggestions for enrichment in these more challenging scenarios.

Enrichment for cats in isolation or quarantine

Cats in quarantine or isolation are likely there for a good reason. Typically, these cats are recovering from injury, battling infection, or serving a court-ordered or legislative hold. While these cats may not be able to experience the full range of the enrichment concepts discussed above, several facets may be selected and applied to these cats individually.

Enrichment can be especially valuable to cats who are recovering from infectious diseases, such as URI. It can combat boredom and depression, and aid in the cats' recovery as you lessen their stress. The first goal in interacting with these cats for enrichment activities should be a paramount focus on preventing the spread of germs to other animals. To reduce the risk of spreading germs, you should be appropriately gloved, gowned or prepared in whatever way is standard protocol for sick animals in your shelter environment.

The next step should be to devise a plan to isolate, mark, or otherwise contain and label toys or enrichment items for each cat, rather than allowing several cats in isolation areas to share items. Toys for quarantined cats exhibiting symptoms of infectious disease should be limited to ones that can be completely sanitized or can be thrown away.

It is not uncommon for sick cats to be less responsive to play. You may need to spend additional time engaging these animals to have a meaningful experience; do not rush when attempting to get these cats to engage in play or other activities. Cats who are congested or who have their sensory ability diminished, as in the case of URI, may respond well to auditory and visual cues while ignoring or being unable to respond to olfactory (scent) cues. By stimulating these cats and getting them to actively play, socialize or even eat, you increase the likelihood of a speedy recovery as you reduce the stress load on the animal.

For cats on a "bite hold" or other legal quarantine, enrichment is still a viable option. These cats frequently have an additional level of stress, since they are temporarily isolated from whatever measures of security they had in their previous environment, so the need for stress reduction is ever-present. You are advised to consult your local legal specialist, your local department of health, and/or your veterinarian for guidelines on how you may legally interact with these animals. After learning your legal limitations, you can assess each cat by first analyzing stress, observing interactions with initial enrichment items offered and then planning from that point. Even if you cannot have direct contact with the cat, you can, at a minimum, provide indirect environmental enrichment or access to self-interactive enrichment toys.

Enrichment for shy or fearful cats

It is common to have several cats in a shelter environment who are described as shy or fearful, or even fractious or feral. As mentioned previously, any enrichment program that is successful should include all cats in the population. Creating an enriching environment for these animals can seem intimidating, but there are many effective techniques that can be used to provide a more positive experience for them. In many cases, these animals would best benefit from the attention of a trained behavior specialist; however, access to a specialist should not bar them from receiving enrichment of some type.

Working with these cats may require the use of a long tool, such as a wand, scratcher or telescoping instrument, to allow you to have contact but disrupt the association between you, the human (who the cat may see as a predator), and the enriching toy or food item you are offering. Additional safety precautions may also be necessary because of the potentially fractious nature of cats in this category. Below are some additional tips for working with hard-to-handle or reactive animals.

Providing refuge. It is ideal for every cat to have a refuge area to hide from the stress of the shelter environment, but for shy and fearful cats, this is a must. Plastic commercial feral boxes are ideal for these types of cats, but if your shelter doesn't have access to these boxes, you can create effective hiding areas out of cardboard boxes or small carriers. How much visual stimulation the box offers should be carefully considered. Oftentimes, you can control visual stimulation by keeping the clear front of the feral box facing toward the back of the kennel, or you can aim the clear area to the front and cover it with a blanket so that the cover can be slid back and forth, modifying the visual stimulation. Another option is to control visual stimulation by placing a blanket over the front of the kennel, and likewise control how much visibility the cat has. Some cats may need to be completely hidden at first, and then slowly exposed to more visual stimulation as their confidence or familiarity grows.

Understanding distance and approach. The first thing you should recognize with fearful, reactive or feral cats is that staff and volunteers are often perceived as a threat by the cat. By knowing how distance can affect a cat's behaviors, you can gain an additional level of control when working with these cats. Try to be thoughtful in the way you approach the kennel; be sensitive to how your approach might be increasing the stress level of the cat. By using a soft, patient and indirect approach to the kennel, you will have a less threatening presence, and may not be perceived as predatory or aggressive by the cat. It can be advantageous to approach the cat's kennel at a diagonal or lateral angle, rather than head-on.

By using tools such as a telescoping back scratcher or wand, you can distance your-self physically from the cat while still being able to interact with him. When using such a tool, you should be mindful that the tool is not equally or more threatening to the cat compared to an approach with a hand. Long tools are sometimes ignored by stressed cats or, in other cases, are not perceived to be an immediate threat, and are therefore useful. With these tools, you can often perform some of the standard enrichment activi-ties described above, observing and documenting the effects. An example is presenting a toy or food item via the long tool, or even giving a gentle caress to the side of the face or top of the head with a long-handled back scratcher.

Identifying a cat's threshold. In this instance, we will define "threshold" as the point at which events begin to produce a negative, stressful reaction from the cat. In a simple scenario, you might imagine this as the distance from the cat at which the cat first begins to show signs of stress as you approach to interact. For instance, the cat in question is indifferent toward you as you approach, until you come within three feet of him, at which point he hisses (that's his threshold). Here's another example: Inside a cat's kennel, you are engaging the cat in a play session with a wand. After a few moments of play, you notice the cat's ears begin to flatten and his tail begins to twitch; this cat has reached his threshold. In the first example, the threshold is represented by distance, and in the second, by time exposed to a certain activity. By identifying a cat's threshold, you can help create an individual enrichment plan that does not violate this secure boundary.

After identifying a cat's threshold, the goal is to ensure that interactions of any sort stop just short of going beyond the threshold. The hope is to eventually condition the cat to become more tolerant of your presence, allowing you to work more closely with him. You can think of it as a line in the sand that you do not want to cross, but with repetition and consistency, you hope to move the line closer and closer to the cat. You might think of a cat's threshold as an expression of where the cat's confidence level is. Use the dis-tance or time indicator as a measuring point, and then strive to decrease the distance by leaving treats or toys at the border of the threshold, or increase the time by extinguishing a play session before the contact becomes unwelcome.

Allowing ample resting time. It is common for shy, fearful or feral cats to be stagnant and stressed while humans seek to interact. You should not pressure these cats into re-sponding. Rather, you should allow them plenty of space and ample resting time. It may be that a cat in this scenario responds well to eating treats, but she may not be confident enough to eat them in your presence. It can be a good idea to regularly deposit treats or toys in the cats' kennels, and then leave the room for a small amount of time to allow the kenneled cats to forage for their treats or toys without fear.

By routinely maintaining this approach, you can build continued positive associations with the area of the kennel where the food rewards are left, as well as build a similar positive connection with the auditory cues associated with the process (the sound of the door opening, the sound of you taking treats from the container, and the sound of your approach to deliver the reward). Because fearful cats tend to be unresponsive when people are around, you should provide them with extra opportunities to explore rewards by leaving them regularly and repeating the scenario multiple times a day.

Time and duration of enrichment

It is ideal for each cat in the shelter to receive a minimum of 15 minutes of enriching interaction each day. Kittens and juvenile cats should have twice this amount, when available. Time spent having human interaction, playing, engaging in games, being out of the kennel and more can be considered for this sum total. What should not be counted toward daily enrichment is time spent cleaning kennels, as this activity is often aversive to cats or, at the very least, is not typically rewarding for them. In "Managing an Enrichment Program" (below), we'll talk about what to do if it is impractical for your shelter to meet the ideal minimum.

The time of day that enrichment is offered is also a consideration. Times that are busy or stressful for workers are not likely to be a good time to have them focus on enrichment activities. Workers should ideally have set times during the day to engage in enriching activities, as well as sporadic check-ins, and they should have the flexibility to change plans for specific cats. Having enrichment happen at consistent times of the day can be a means of creating a predictable environment for shelter cats. It may also be used as a tool to get cats ready to "show off" before meeting adopters.

Cats spend most of their day at rest or in preparation for a new event, so you should also strive to ensure that their need for inactivity is met. Providing an hour of "quiet time" allows cats to decompress in between enrichment periods, cleaning or viewing by adopters. By shutting off the lights in a kennel area, you can try to create a "window of rest" for cats during which they are able to sleep, eat or interact with toys without the fear of needing to interact. All programs should attempt to incorporate this window into the daily activities.

Managing an enrichment program

Shelters must strive to create program goals that they can regularly fulfill, rather than aiming immediately for the best possible scenario and finding that it cannot be maintained with consistency. Goals can be re-adjusted as resources and manpower grow. But to begin with, two major questions must be answered:

- How many cats are in our shelter kennels on average?
- What type of manpower can be contributed to an enrichment program?

You are encouraged to determine the average number of cats who are regularly present in your shelter, and create a program around servicing this population size on a regular basis. The next step is to determine how many manpower hours it would take to provide that ideal 15 minutes of enrichment for each cat, and compare that to the number of manpower hours consistently available. Remember that manpower can come from paid staff as well as a volunteer workforce.

For shelters that have incongruent numbers when making the comparison, there are several things to think about. The first is to consider how volunteers could absorb some of the duties created by an enrichment program, and whether those avenues can be maintained to provide a level of consistency. Another tactic to reconcile the relationship between hours available and hours needed is to modify the duration of the enrichment sessions. Reducing the number of minutes per cat is less than ideal, but it may be necessary for some shelters to create programs that can be sustained over time. Shelters should strive to not let this number be reduced to less than five minutes. You can also supplement with more self-directed activities to get more enrichment even with a lean workforce. In the end, it is better to do something enriching for each cat rather than nothing at all.

After identifying how many cats are usually in care and how much time will be required for enrichment, two additional components are needed to manage the enrichment program. The first is to identify a staff member or volunteer who can be the program manager. This individual's duties should involve monitoring the program for success as wells as areas for adjustment and improvement, creating individual enrichment plans when necessary, and managing the quality of enrichment services being rendered. This program manager should be able to demonstrate good judgment, an ability to lead others and an understanding of enrichment subject matter. The second important piece is to organize training for staff and volunteers who will be participating in the program. Training will help create buy-in from staff and volunteers, build confidence in your workforce and hopefully create more consistency in your program.

Creating a form or system to document the process and function of your enrichment program is also a good idea. The level of detail being documented may be up to the program manager, but some avenue of communication should always be implemented to ensure the well-being of the program. With a system in place, it can be easier to express to workers which cats may need an individual plan, which cats have not yet received enrichment for the day, and which cats have already had a session. This system can be as simple as logging data in binders that are kept in each room where cats are housed; the data could also be maintained on a clipboard attached to the individual cat's kennel. Another strategy is to use a whiteboard, or even a spreadsheet on an accessible computer, to visually sort and mark who has received enrichment for the day. Documenting the program results can offer insight into common issues for the cats in your shelter or, in the case of more advanced

documentation, it can create a means to measure stress and additional data for your entire population.

Throughout the process, it is important to strive to ensure a degree of quality control. A program that is well-meaning but unregulated can sometimes pose the risk of causing increased stress for shelter cats, or be a vehicle for the spread of disease. The program manager and workers should be regularly observing these things:

- Have current enrichment efforts had a noticeable effect on the cat population?
- Are cats in the program interacting with their enrichment items and activities in a beneficial way?
- Are program workers compliant with protocol and responsive to observed issues with the program or specific cats?
- Are current enrichment tactics creating more positive interactions?
- How have the general stress levels of participating cats changed?
- Are enrichment activities being documented?

Other aspects of the program, beyond its effectiveness, will also require management. Program workers should keep track of the inventory of available toys and food items, and have a plan in place for keeping them regularly stocked. Program managers should ensure that enrichment items and activities are maintained in a sanitary fashion, and may even create a standard daily routine around sanitizing toys and checking the safety of items. The logistics of distributing and collecting data sheets, managing an enrichment board, or resetting kennel signage are other tasks that should be regularly accounted for and planned. Prep time for enrichment routines should also be factored into the overall workload of the program. Identifying tasks that can be done by less skilled volunteers or those without training, such as filling treat toys or sanitizing items, can be an effective way of extending your workforce and allowing skilled staff and volunteers to focus on the more complex aspects of the program. Scout groups, corporate groups and other types of episodic volunteers can be enlisted to gather and make enrichment toys.

Sample enrichment plans

You've got the core concepts down, so now let's look at some examples of how to incorporate enrichment into the daily routine. Below are two examples of enrichment programs that could be modified to fit different shelters' needs. The first addresses the bare minimum of a program, and the second adds in advanced aspects, such as individual data collection for each cat.

Sample Enrichment Program (Basic)

This program involves minimal time spent with cats, basic environmental enrichment and basic documentation.

Sample routine

1. Prepare food enrichment.
2. Reset enrichment signs.
3. Briefly inspect all occupied kennels to ensure that no enrichment items have become damaged or overly soiled. Collect affected items.
4. Do morning cleaning.
5. Give new toys and/or feeding items to all general population cats.
6. Give the cats one hour of quiet time.
7. Deposit new toys and/or feeding items to quarantined cats.
8. Inspect distributed toys and food items in the general cat population after quiet time.
9. Assess or document cats exhibiting high levels of stress.
10. Select a number of cats for out-of-kennel time.
11. Inspect toys and/or feeding items given to quarantined cats.
12. Sanitize enrichment items and areas.
13. Do closing rounds.
14. Turn on a noise machine.

Sample documentation and routine details

- On each kennel, hang a two-sided sign, with one side saying "Needs enrichment" and the reverse saying "Received enrichment." The sign is flipped after enriching activities are provided. Particularly stressed or targeted cats have an additional sign containing precautions and basic details of their individual enrichment plan.
- The general plan is to rely on self-play and feeding toys to enrich the cats, and conduct focused sessions as time allows.
- Volunteers work with cats who may have been missed. They also collect and sanitize enrichment items at the start and conclusion of the day.
- Workers routinely observe the cats and report ones exhibiting high-stress signals to the program manager.

Sample Enrichment Program (Advanced)

In this program, the amount of time spent with cats meets the minimum target of 15 minutes per cat, environmental enrichment is provided and detailed documentation is performed.

Sample routine

1. Prepare food enrichment.
2. Reset the enrichment board.
3. Display new daily enrichment activities for volunteers.
4. Briefly inspect all occupied kennels to ensure that no enrichment items have become damaged or overly soiled. Collect affected items.
5. Begin individual enrichment time for selected cats.
6. Turn on the noise machine in the general population.
7. Do morning cleaning, including:
   - Add or adjust scratching items inside kennels.
   - Present cats with wet food treats.
8. Give new toys and/or feeding items to all general population cats.
9. Give the general population cats one hour of quiet time.
10. Provide focused enrichment for highly stressed cats (those with individual plans).
11. Provide focused enrichment for cats in the quarantine areas.
12. Take selected cats out for out-of-kennel enrichment.
13. Put automated toys in general areas where cats can observe from their kennels (20 minutes).
14. Present novel scents in play boxes or disposable toys. Check for damaged or soiled enrichment items.
15. Provide focused enrichment for highly stressed cats (those with individual plans).
16. Inspect toys and enrichment items in areas where quarantined and fearful cats are kept.
17. Do closing rounds, including:
   - Gather soiled or damaged toys.
   - Provide new food treats.
   - Sanitize enrichment items and areas.

Sample documentation and routine details

- In all general areas, there's a large display board that lists all the cats in that area. For each cat, there are two places (a.m. and p.m.) to check off that an enrichment session has happened.
- When a staff member or trained volunteer engages in an individual session, he/she records details about the session on a form, including the cat's stress level (using the Kassler & Turner Stress Scale) before and after the session, and a brief note about

what was accomplished and observed in the session. This form is filed in a binder kept in each room, and the binder is monitored by the program manager.

- Stressed and fearful cats have individual plans that must be adhered to daily, and the results of their sessions are also recorded.

- The program manager displays a list of cats and activities for the volunteers who are taking part in enrichment. The enrichment supply area contains items that allow volunteers and staff to create their own enrichment activities, and these items are stocked daily.

- Staff or volunteers regularly present the cats with a novel smell, which changes each week, Scent items could be a scrap of cloth containing another animal's smell, a twig from outside or even the scent of an unknown food item.

- The open areas for out-of-kennel enrichment contain several cat trees and a small obstacle course. Staff encourage the cats to interact with these items.

- Periodically during the day, the workers turn on one or two automated toys to visually entertain cats in the areas that staff are away from.

- Staff or volunteers use a sound machine to play bird and nature noises at different points in the day.

- Quarantined and fractious cats receive enrichment activities, and their progress is monitored and modified by the program manager.

- At the end of the day, all enrichment items and areas are sanitized, and the display board is reset for the upcoming day.

Grow your own program

It's no longer enough to simply provide food, water and shelter for cats while waiting for adopters to come for them. An understanding of basic feline behavior compels us to provide for the emotional and mental well-being of shelter cats as well as their physical needs. The benefits to both the animals and the people who work and volunteer in your facility justify the necessary changes in daily routine to do so. Your cats will be happier, healthier, safer to handle and easier to adopt out. And, as they facilitate enrichment, your staff and volunteers will find satisfaction in more meaningful interactions with the cats.

With your new knowledge of feline enrichment, you are now equipped to think about ways to create an enrichment program at your shelter. (If you already have a program, we hope that you've been inspired by additional ways to strengthen your enrichment protocols.)

Don't be afraid to start with a basic program and grow from there. The simplest of changes — one you can implement today — is to be aware of how you move and work, and try to soften your approach. Be mindful of your movements and the noises you create and thoughtfully adjust them, then challenge others around you to do the same. Implement the simplest and least expensive things first to create a feeling of success and build momentum.

We encourage you to refer to this resource guide often, and to not be afraid to be creative. If you're observing and documenting your cats' behavior, you'll be able to evaluate and adjust your enrichment program until you find techniques that suit your facility. The internet offers a vast array of additional ideas. Open yourself up to the ways that feline enrichment can add more meaning to the work that you do, and begin today to set a new standard of care for the cats in your facility.

APPENDIX L
Enrichment for Dogs in Shelters

By Hannah McNabb, outreach program volunteer coordinator, Salt Lake County Animal Services, Salt Lake City, Utah

At Salt Lake County Animal Services, the largest no-kill municipal shelter in the state of Utah, we have witnessed firsthand the unparalleled benefits of enrichment for animals in the shelter. Having an enriching environment is important for all species and should include items and activities that enrich all of the five senses: sight, smell, sound, touch and taste.

Because of the space, time and resources constraints of the shelter environment, dogs housed in shelters are often lacking adequate physical exercise, choice, variety, mental stimulation, control over daily activities and, of course, enrichment. However, creating a dog enrichment program in a municipal shelter does not have to require funding and this type of program can use minimal staff time. By utilizing donations, volunteers and group projects, you can start an enrichment program quickly and easily. Not only will you improve the quality of life of the animals in your care, you can also enjoy other benefits of enrichment. The most notable changes we have found are calmer, quieter kennels and happier dogs, which means animals who are more adoptable.

First and foremost, we use our enrichment program as a preventive measure for behavior issues. Can and do we use enrichments to address problems that already exist? Absolutely, but enrichment is only one piece of the puzzle when it comes to an animal's welfare. The dogs also need to receive proper housing, a consistent routine, social interaction and training based on positive reinforcement.

DIY food puzzles

Many everyday objects can serve as enrichment items for dogs. You can create simple and free food "puzzles" by putting treats or kibble in paper towel tubes or empty boxes, and sealing them up, or using empty plastic jugs as the container and leaving the cap off. Most

dogs are highly motivated to find food, so they enjoy finding ways to access the food by batting around the containers or tearing up the cardboard.

Muffin tins with treats in them are another cheap and easy food puzzle we use. To add another level of mental stimulation, place tennis balls or crumpled paper over the treats in the cups. Food puzzles such as these encourage problem solving, consume mental and physical energy, and simply redirect some of the frustration we see in many kenneled dogs.

Every day, our dogs receive "pupsicles," which consist of various food items mixed in a plastic cup and then frozen. The ingredients can include dry food, wet food, pumpkin, applesauce, sweet potatoes, broken-down treats, and either apple juice or broth mixed with water. We also add a large Milk-Bone as a handle, so that the pupsicles are easier to pop out of the cups after they are frozen. Because the pupsicles are frozen and can take a while to eat, they give the dogs something to work on in their kennels, and staff don't need to remove anything from their kennels afterwards. In fact, pupsicles can serve as a midday meal. At our shelter, we have found that the pupsicles help the dogs feel satiated and alleviate stress.

We also stuff Kongs (donated via our wish list) with kibble, canned food and a bit of peanut butter. The Kongs are then frozen and given to the dogs who need some extra enrichment. We feed the frozen Kongs to all our dogs with behavior issues, as it takes some time for them to retrieve the food, which increases mental stimulation.

One caution: To reduce the chance of resource guarding, make sure that any food items you place in a dog's kennel aren't accessible to other dogs.

Other sources of enrichment

Toys. Another successful enrichment method is placing a special toy in each kennel for an hour or so. You'll want to remove the toys after a period of time to prevent the dogs from destroying or ingesting them, and you'll also need to sanitize the toys before reusing them to reduce the spread of disease. As with food items, make sure the dogs are separated from each other when they are enjoying toys, so that resource guarding does not occur.

Flirt pole. Another great enrichment opportunity, and one that staff or volunteers can make themselves, is the flirt pole — a long pole with a string and a dog toy at the end. Playing with the flirt pole allows dogs to tap into their natural prey drive. What's more, this activity can be paired with teaching the dog "take it" and "drop it" cues, so it's great for confidence-building and impulse control.

Scent therapy. Aromatherapy has been incorporated into our enrichment program, thanks to a donation from a local essential oils company, which provided oils and dif-

fusers to use in the kennels. We rotate different scents each week, but lavender is the best to start with, since it has been shown to have a calming effect on most dogs. Staff dilute the oil with water and use it to spritz each kennel daily, using one diffuser per room. We've noticed a significant reduction in barking when lavender has been applied to the kennels.

Book Buddies. Shelters can be stressful, frenetic environments, so it's essential for dogs' well-being to have quiet time, in addition to playtime. It also helps them to develop an often-overlooked life skill — being able to be calm — which sets them up for success when they transition to homes.

In our Book Buddies program, children come and read to our animals, which helps them to relax. To read to dogs, the kids sit outside the kennels on small folding stools; to read to cats, they have the option of sitting outside the cattery or sitting inside and interacting with the cats. This program has been especially successful with our cats, but it's also a great way for dogs (especially shy ones) to enjoy some calm interaction while in their kennels. And it's not only children who love reading to pets; adult volunteers enjoy this activity, too.

A couple of cautions: Not every dog enjoys children or feels comfortable around them. To reduce the risk of increased barrier frustration, some dogs may need to be evaluated before being considered as candidates for the program.

Click-for-Quiet. We introduced the Click-for-Quiet program in our shelter to help reduce barking, provide mental stimulation for dogs and improve kennel behavior. Using a clicker for marking and then treating the dog for not barking, or for keeping all four paws on the floor, increases the likelihood that the dog will be well behaved when prospective adopters come to see them. The more people who can do this throughout the day, the more successful the program will be. It's a great way for staff to participate in enrichment, since clicking for quiet can be done quickly and easily as they walk past the dog kennels. We call this "drive-by training."

Soothing sounds. We provide enrichment through the sense of hearing by playing audiobooks and classical music daily for our dogs. (Check out the "Through a Dog's Ear" CDs.) Research has shown that soothing sounds relax dogs and increase the time they spend lying down in their kennels. Auditory enrichment also helps to mask some noises that certain dogs react to, such as doors opening and closing. One caution: It is important for the animals to have some downtime when it's completely quiet, so please remember to shut down the sound system at the end of the day so the dogs can get a good night's sleep.

Acquiring enrichment items

The simplest way to get enrichment items for your program is to ask for donations. We get most of the supplies for our program through our wish lists. Here are some ways to solicit donations:

- Create an Amazon wish list.
- Post your wish list on social media channels. (Cute videos showing dogs enjoying the donated enrichment items can keep those items coming in from donors.)
- Send out your wish list periodically to your donors or include your wish list in your newsletter to members.
- Tell family and friends what you need.
- Reach out to local businesses, schools or scout groups.
- Create a colorful poster advertising your wish list and put it up in your lobby.

Using volunteers for enrichment

Our enrichment program at Salt Lake County Animal Services is run almost entirely by volunteers, with staff filling in minor gaps as needed. Volunteers come in daily to hand out and make new pupsicles, for example. Making food puzzles or simple toys are great projects for volunteers who may be underutilized, such as small groups, parents with children and senior citizens.

Whenever groups inquire about projects at the shelter, we have them make different toys and puzzles for us. One year, a group of Boy Scouts created food puzzles out of PVC pipe by cutting the tubes into six- to twelve-inch lengths, drilling holes in them and putting caps on either end. Since PVC pipe is very sturdy and difficult to destroy, these food puzzles are something we are able to leave in most kennels with the dogs.

Volunteers can:

- Distribute, retrieve and clean toys
- Make DIY food puzzles, such as pupsicles
- Stuff and freeze Kongs
- Spritz the kennels with essential oils
- Read to the animals
- Train dogs via the Click-for-Quiet program
- Spread the word about your wish list on social media

Conclusion

It's so important for dogs to get mental exercise as well as physical exercise. In fact, mental exercise tires out a dog just as much as physical exercise does. If I had to suggest just one thing to introduce into a municipal shelter for dog enrichment, it would be a food puzzle of some kind (e.g., a frozen Kong, pupsicle). Any kind of enrichment that caters to one of the dog's senses, however, is better than no enrichment at all.

Strive to create an environment that enhances the quality of life of the animals in your care by utilizing one or two of the ideas above, or getting creative and coming up with your own. Ask your volunteers and staff for input; they may already have enrichment ideas. Start small and be sure not to get overwhelmed. Look for free and easy ways to implement your enrichment program, and watch it grow. You will notice a positive difference in your kennel environment, in the dogs themselves, and in the engagement level of your staff and volunteers.

Finally, simple enrichment strategies are beneficial not only in the shelter environment, but after dogs have been adopted. To help your shelter's dogs succeed in homes, explain to adopters what enrichment is all about and why it's a good thing. Enrichment not only gives a dog mental and physical exercise, it improves adopters' relationship with their pet and deepens their bond.

APPENDIX M
Foster Programs

By Kristen Auerbach, director, Pima Animal Care Center, Tucson, Arizona

A few years ago, the idea of sending a shelter pet to a temporary home, through foster placement, was rare. The "closed door" model of animal sheltering limited community resources to providing for the housing of animals only in the shelter itself. Today, foster placement has become a key program for saving the lives of homeless pets. These days, you'd be hard-pressed to find a shelter or rescue group that doesn't have some element of foster care in their operations or isn't working on creating a foster program. In this appendix, I'll share everything animal welfare professionals need to know to start and operate a foster care program, as well as how to avoid and overcome common challenges and barriers we find in foster care.

Who can be a foster caregiver

Foster caregivers come from all walks of life. Some are parents who want to teach their children important lessons about helping pets in need. Others are individuals who want to help shelter pets, but are not able or ready to make the lifelong commitment of pet adoption. Some foster caregivers have cats, dogs or other pets in their homes, while others do not. Some have small children in their homes while others do not. Some can take a pet for an afternoon or a day, while others are able to provide temporary homes for many months. Foster caregivers may be older people who live in assisted living facilities or college students living in student housing.

It doesn't take special skills or abilities to foster — simply the desire to help provide lifesaving care for a pet in need. Just about every person in your community is a potential foster caregiver.

Animals served by foster programs

When foster programs first emerged more than two decades ago, they were geared toward helping animals who couldn't survive in the shelter setting. Foster programs primarily served populations such as orphaned kittens and puppies, pets with upper respiratory illness, and pets recovering from sickness or injury. Back then, when pets were either euthanized or left the shelter through adoption or rescue group placement, foster care was an alternative to immediate euthanasia in the shelter. When pets were not available for adoption because they were too young or sick, foster care was often the only lifesaving outcome.

Today, foster programs have expanded to serve each and every type of shelter pet. Some of the groups of pets who are saved through foster programs include:

- Orphaned and juvenile kittens, puppies and small animals
- Sick or injured animals
- Healthy adult cats, dogs and other pets
- Senior and geriatric animals
- Pets near the end of their lives who enter homes for "fospice" care
- Any animal who is at risk of being killed because of lack of space in the shelter
- Animals with behavior challenges, including fearful, undersocialized animals who are not able to be handled in the shelter environment
- Animals who come into the shelter with no behavior issues, but who decline in the shelter environment

All foster programs are unique in structure, but some shelters have doubled their capacity through some type of foster programming. In large shelters, a couple thousand cats and dogs can be housed in foster homes each year.

Types of foster placement

Foster placement is a program that sends shelter pets temporarily out of the shelter to off-site homes. Depending on the age, health, species, size and behavior of a particular pet, the type of foster placement will vary widely. Below are descriptions of some of the common types of foster placements.

Field trip fostering. A field trip may last anywhere from an hour to an entire day and is usually geared toward healthy adult dogs. Field trips provide a much-needed break for the dogs from the stress of shelter life, while providing valuable exposure to and behavior notes for potential adopters. Some common field trips include taking a hike, visiting a local pet store, or relaxing at a park or foster caregiver's home.

Overnight and weekend fostering. This program is also geared toward dogs but provides a longer break from the shelter than field trip fostering. For shelters that are closed one or more days a week, building an overnight foster program means dogs can live in homes on closed days, and return to the shelter calmer and more adoptable.

Short-term foster placement. This program is commonly used as a tool for assessment and the gathering of behavior notes. Most shelters are moving away from the traditional model of temperament testing, and instead consider each pet as an individual with a unique history, set of needs, likes and dislikes. More and more information and research[1] is emerging that shows us it is impossible to know or understand particular pets' personalities in the shelter. Foster placement, for a few days or a couple of weeks, can help shelter staff understand what pets are like in a home environment. For dogs and cats who are fearful, shut down or reactive in a shelter environment, foster placement can be truly lifesaving.

Medical foster placement. This may include fostering young animals who need around-the-clock care, pets recovering from injuries or surgeries, and animals with treatable illnesses. These pets are almost always more likely to thrive in a foster home than in a shelter.

Senior and geriatric pet fostering. In the earlier years of animal welfare, older pets were often euthanized if they were over a certain age, or if they experienced any age-related problems, such as dental disease, arthritis or incontinence. The idea behind this was that no one would want these "less desirable" animals. We have since learned that nothing could be further from the truth; most older pets fly out of animal shelters through rescue or adoption. For those who are geriatric or very old with medical issues, foster care is an important option. Shelter life is particularly hard on older pets and fostering can allow these animals to leave the shelter almost immediately. In foster homes, they can lounge on a comfy couch while they wait for new families.

Fostering for pets with behavior challenges. Dogs who are jumpy and mouthy in the shelter, undersocialized indoor cats, barrier-reactive pooches, and pets who are fearful or hard to handle may need nothing more than to be outside of the confines of the shelter in order to thrive. A 2014 study shows that the stress levels of shelter pets may be generally lower when they are in foster care.[2]

Emergency foster placement. These programs act as a safety net during intense times of need. Lack of kennel space during certain seasons and events like fireworks and natural disasters used to spell death for homeless pets, once a shelter reached capacity. Today, fostering is the key solution for making space in an emergency. By putting out a

plea to the public and being transparent about the situation, shelters are finding emergency foster caregivers in droves, with people forming lines at the shelter doors.

Why foster care is important

The traditional sheltering model mandated that we keep our doors relatively closed to the people who live in our communities. We didn't ask for help from volunteers or foster caregivers and had strict limitations on the public's access to the animals in shelters. In those days, shelter staff bore the burden of this "closed door" model, which resulted in millions of pets being killed each year, simply because our communities didn't have access to the pets who needed them most.

Foster care represents a complete departure from that antiquated model of animal sheltering. Foster care is guided by an ethic that asks the public for help we need it, teaches them how they can save lives, and allows all healthy and treatable animals to be available for foster placement. Shelters that choose to implement high-volume, comprehensive foster programs have found that every time they ask for help, their communities answer their call. With the public's help, our lifesaving capacity is virtually limitless.

Here are the top eight reasons why foster care is a key solution for the challenges of modern animal sheltering:

1. **Fostering frees up valuable kennel space.** A high-functioning foster program may have 1,000 pets in foster care at any given time. If you think about each foster placement as a kennel, that's an entire shelter of kennel space.

2. **Fostering is safe.** One of the ongoing concerns expressed about foster programs is whether they are safe for pets and people. The answer is a resounding "yes." What we've learned is that the more time dogs and cats spend living in a kennel environment, receiving only a few minutes outside of a cage each day, the less safe they become to handle. "Behavioral decline" is still a main reason given for euthanasia, and pets become more at risk the longer they spend in the shelter. Foster care is a much safer housing solution and it helps staff learn so much more about pets than we can ever learn while they're living under the extreme stress of the kennel environment.

3. **Fostering is cost-effective for your shelter.** Some shelters provide food and supplies for foster caregivers, while others ask foster caregivers to provide food and supplies for their foster pets. Some may provide specialty supplies and medications, but ask foster caregivers to purchase food and treats. All of these models have been successful in different communities. Even fiscally conservative local government leaders, who believe in lifesaving but are unable to allocate large amounts of money in programs, can get on board with foster care programs. Housing pets in foster homes means shelters may reduce the number of staff hours dedicated to care and feeding in the shelter.

4. **Fostering saves the lives of your most medically vulnerable populations.** In most shelters, animals are left alone for roughly 12 hours each night. For very young and sick animals, this may lead to pets needlessly dying overnight. Foster care is a better option for these animals, since no one is more diligent than your average foster caregiver in ensuring that sick or injured pets receive around-the-clock care and attention.

5. **Foster care is the most humane way to house homeless pets.** Even a modern, well-designed shelter is a terrifying place for most animals. Anyone who has worked or volunteered in an animal shelter has witnessed a cat or dog cowering in his kennel, shaking and paralyzed with fear. For pets who cannot tolerate the noise and stress of this unnatural environment, foster placement is a much more humane housing solution while they wait to be adopted.

6. **Foster care shortens the average length-of-stay.** Field trip and overnight foster programs for dogs have been shown to reduce the length-of-stay for pets who otherwise may have waited months to get noticed. Shelters that allow volunteers, staff and even members of the public to take dogs on short foster outings are finding, time and time again, that these dogs are adopted quickly.

7. **Foster programs provide free, fast marketing of your shelter pets.** If your shelter does not have a dedicated communications or marketing staff person, you can ask foster families to take photos and videos of their foster pets, which can be shared online to help market those pets for adoption.

8. **Foster care provides a lifeline for your pets with behavior challenges.** Years ago, dogs and cats who displayed undesirable behaviors in the shelter (e.g., a dog who growled and huddled in the back of his kennel, a cat who hissed and panicked when a staff member attempted to pick her up) were euthanized. Today, killing shelter pets because of their behavior is largely unnecessary, due to the implementation of foster programs, in combination with play groups, kennel enrichment and volunteer support.

Necessary elements

For your shelter to implement a comprehensive and successful foster program, there are a number of elements that must be in place.

A dedicated foster coordinator. Imagine if one staff member could single-handedly care for and adopt out 1,000 or more pets. That's what a foster coordinator is charged to do. When we consider the incredible lifesaving potential of foster programs, coupled with the fact that foster care presents a low-cost, safe, effective way to serve the majority of shelter pets, it only makes sense that every shelter has at least one full-time foster coordinator. Shelters with limited resources find that re-allocating a staff position to create

a foster coordinator role is the easiest way to save more lives using the fewest resources. With a proactive, high-volume foster coordinator, the return on investment is huge.

Recruitment of foster caregivers. One of the most common challenges identified by shelters trying to establish a successful foster program is finding enough foster caregivers. The problem is not a lack of people willing to help. Shelters that ask for help, and ask consistently, find that there is a foster caregiver for virtually every pet in need. At Pima Animal Care Center, we mention fostering in 50 percent of our social media posts and news releases, thus creating a culture of fostering in our community. This past year, we sent more than 2,100 animals to foster homes with just one dedicated foster coordinator.

Another key to successful recruitment of foster caregivers is making it easy for folks to sign up. In years past, people wishing to become foster caregivers had to fill out a lengthy application, wait for mandatory training classes to become available, and even undergo background checks and home visits. At Pima Animal Care Center, people can either sign up online or simply come to the shelter and sign up in person, often taking home a foster pet the same day.

Getting foster caregivers onboard. You'll want to minimize the time between when you've recruited a new foster caregiver and when he or she takes the first pet home. For older juvenile and healthy adult animals, the process may only take a few minutes and may be accomplished with a one-on-one conversation between the new foster caregiver and a staff member or trained volunteer. For pets with medical or behavioral needs, a training session may be required.

If your organization does have required training for foster caregivers, consider putting portions of the training online, covering the most critical information in a short training session, or asking your new foster caregivers to read your foster manual in its entirety when they get home with their foster pets. Another strategy some shelters use is allowing foster caregivers to take pets home immediately, and requiring that they complete a training class within the first 30–90 days of fostering. Getting foster caregivers onboard quickly allows your community to start saving lives right away.

Training for foster caregivers. Special training may be a key element for caregivers who foster pets who require extra care, such as orphaned kittens and puppies or those recovering from illness or injury. However, training classes should not act as a barrier to fostering. Let's say you have a foster caregiver who wants to take home day-old kittens but has not had the necessary training. A proactive foster coordinator will offer to send that caregiver home with older kittens who are eating on their own, or even a geriatric cat or dog who needs a break from the shelter, while the caregiver waits to get bottle-feeding training. The longer people have to wait to help save lives, the less likely you will be able to retain them as foster caregivers.

Another alternative to training classes is one-on-one training for new foster caregivers. Except in special cases, most caregivers can learn what their foster pet needs in a short period of time. The foster coordinator or other staff member (or a volunteer) can spend a few minutes discussing medications, special handling instructions and emergency contact information, and then send the caregiver home with the complete manual and written instructions for care.

Remember, most foster caregivers are just like the people working in animal shelters; they love animals and want to help pets survive and thrive until they can be adopted. Make your training classes fun, interactive, focused and concise. Oh, and don't forget to bring shelter pets into the training sessions — by the end, every pet will probably have a foster home.

Foster pet placement. This is the area in which practices vary the most from shelter to shelter. In some shelters, the foster coordinator selects certain pets as candidates for foster care and matches them with hand-selected foster caregivers. This method is not only time-consuming, but when foster coordinators operate this way, they severely limit the number of pets sent to foster care on an annual basis, missing out on opportunities to send more pets home.

High-volume, proactive foster coordinators instead allow foster families to determine their own comfort levels, provide foster caregivers with appropriate information and training, and make almost every pet available for foster placement (except highly adoptable puppies, kittens and small dogs, who will get adopted quickly). Some shelters have signs encouraging fostering ("Available for foster: Ask how!") on all the kennels housing adult dogs and cats. People are often more willing to take home an adult animal when they know they can spend a week or two making sure the pet is a good fit for their family. Most of these pets are eventually adopted by their foster families, and the ones who aren't come back to the shelter with tons of great information to help them find an adoptive home.

Adoption options. Allowing foster caregivers to adopt their foster pets, market their foster pets for adoption, meet potential adopters and complete the adoption process means that most foster pets never have to come back to the shelter. Communication after foster placement helps move pets through foster to adoption more quickly, and ensures that foster caregivers feel like they're part of the organization and know where to turn for help.

Communication. With every placement of a pet into a foster home, it is imperative that the foster coordinator, or an assigned staff member or volunteer, communicates regularly with the foster caregiver. At one shelter with a high-volume foster program, foster caregivers receive an email within an hour of taking home their foster pet. This email

contains information about veterinarians, vaccines and follow-up medical appointments, and emergency contacts, as well as instructions for the foster caregiver on how to get the pet adopted.

Foster caregiver questions and needs can overwhelm a foster coordinator, especially when hundreds of pets are in foster care at any given time. Maddie's Fund has developed an app called Maddie's Pet Assistant to help alleviate this stress. This app can be downloaded by foster caregivers and provides a series of surveys that guide them through a step-by-step process for fast and easy access to answers to questions about medical issues and other concerns.

In addition to using this app, shelters with limited staff resources often create internal social media groups on Facebook and other social media sites. These groups, comprising volunteers, foster caregivers and staff, may have thousands of members, and are an invaluable tool. A nervous foster caregiver with an urgent medical question (such as "What do I do when my kitten is having diarrhea?") can quickly get an informed answer from others with expertise in caring for foster pets.

In addition to having multiple avenues of communication for caregivers, successful foster programs always have a way for them to reach a knowledgeable staff person in an emergency. Serious medical and behavioral problems are rare, but they do happen and foster caregivers must get the support they need quickly. Some shelters utilize a case management approach, which means that volunteer mentors act as liaisons between foster caregivers and staff members. These volunteers serve as a consistently available point of contact and also help foster pets get adopted.

Marketing and adoption support. A key component to a foster program is getting foster pets adopted. When shelter staff focus all their attention on getting pets into foster homes, without thinking about getting those pets adopted, the animals may linger in foster care for weeks or months. This is especially true when foster caregivers aren't allowed or don't know how to market their foster pets for adoption.

Proactive foster coordinators send caregivers home with information and tools to get their foster pets adopted. It's now common practice to ask foster caregivers to bring their pets to scheduled adoption events at pet stores or other places in the community to help find them homes. One large shelter has a giant foster kitten event every July, just as that season's first round of tiny kittens are reaching adoption age. They adopt out hundreds of kittens this way. Another shelter holds classes for foster caregivers to teach them how to market their pets for adoption through field trips and social media. People love to show off their foster dogs by dressing them in vests proclaiming "Adopt me!" and putting adorable photos of their foster cats on Instagram.

Written materials. Before starting your foster program, you'll need to write a foster care manual, a document to give to foster caregivers that provides important information, including clear guidelines and expectations for program participation. Consider putting the manual on your shelter's website so foster caregivers can quickly access it when necessary. If you don't know where to start writing a manual, Austin Animal Center[3] has a manual that you can use as a model.

Other written materials you'll need are a foster caregiver sign-up form, which collects relevant identifying information about the foster caregiver and is completed prior to starting to foster, and a foster agreement that caregivers sign before taking home a pet.

Fostering is the future

As communities look for more humane, cost-effective and safer housing options for shelter pets, fostering will become the norm for most animals in our care, as well as a major lifesaving program for companion animals of every size, age, species, breed and personality. By making your foster program a central part of your organization's operations, you'll save lives, conserve precious financial and personnel resources, and engage your community in a way that wasn't possible before. As you explore foster care options as a key part of your shelter, you'll very quickly see that fostering is the future of animal sheltering.

Frequently asked questions

How much does a foster program cost?

Foster programs can be totally free, if they are managed by volunteers or already existing staff. However, we do recommend that every shelter has a dedicated foster coordinator whose only responsibility is the coordination of the foster program. Shelters around the United States are showing that one foster coordinator can manage 500 to 1,000 foster families and can place 2,500 or more shelter pets each year. When you consider the cost of shelter care, there is the potential for a huge return on investment when shelters allocate the resources for a foster coordinator. Other common program expenses such as food, formula, crates, bedding and medicines are things your shelter is already paying for or items that are frequently donated.

Are foster programs safe?

Yes. Foster care presents a safe alternative to long-term shelter housing. Today, it is no longer an acceptable practice to euthanize shelter pets simply because they haven't yet been adopted. But we also know that many cats and dogs decline medically and behaviorally over time from the stress of living in a kennel for 23 or more hours every day. Pets who entered the shelter happy and healthy may become more challenging to handle over time.

Should we allow our volunteers to foster pets?

One of the first things a shelter should do when starting a foster program is to automatically make every volunteer a foster caregiver. After all, who is most likely to take home the pets who are most in need of TLC and care? The volunteers who visit with, walk and give them treats every day. At Pima Animal Care Center, volunteers are permitted to foster just about any pet. Many of our dogs get to go on regular field trips and overnights, and many of our most stressed cats get month-long breaks from the kennel.

How do we make sure foster pets get their vaccines and other follow-up care?

Foster programs provide foster caregivers with vet appointments for vaccines and procedures such as spay or neuter surgery and post-surgery checks. Some shelters have even created a self-scheduling service for foster caregivers so that they can make their own appointments online.

Do you send unaltered pets to foster care?

Absolutely. Most shelters ensure that all pets are spayed or neutered prior to their permanent outcome, but unaltered pets can and should go to foster homes, if necessary. The pet could be unaltered simply because he's sick or recovering from an injury, or because he is awaiting a surgery date as the result of a backed-up surgery schedule.

Do you let foster pets interact with children or the foster caregiver's own pets?

It depends on three things: (1) the duration of stay in the foster home, (2) the particular animal being sent to foster care, and (3) the foster caregiver's comfort level and expertise. A foster caregiver may not allow children to handle kittens with active ringworm, whereas a caregiver with neonatal kittens may allow children to help with feeding and care. A caregiver taking home a big, boisterous dog who needs a kennel break may be totally comfortable introducing the foster dog to her own friendly puppy, but another caregiver may choose to keep the foster dog separate from the resident dog. The golden rule is all animals are individuals, as are all people who help them, so every case should be considered on an individual basis.

NOTES

1. *ASPCA Position Statement on Shelter Dog Behavior Assessments*. Accessed on July 10, 2018. Available at aspca.org/about-us/aspca-policy-and-position-statements/position-statement-shelter-dog-behavior-assessments.

2. A. Fehringer and N. A. Dreschel, "Stress in Shelter Dogs and the Use of Foster Care to Improve Animal Welfare," *Journal of Veterinary Behavior* 9, no. 6 (November-December, 2014): e11. Abstract available at journalvetbehavior.com/article/S1558-7878(14)00164-6/abstract.

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APPENDIX N
Volunteer Programs

By Chris Huff, animal services manager, Arlington Animal Services, Arlington, Texas

Background

Arlington is the seventh largest city in Texas; it's a community of more than 370,000 citizens located in the heart of the Dallas–Fort Worth metropolitan area. In 2009, Arlington Animal Services moved to a new state-of-the-art facility, which resulted in expansion of its volunteer base by 510 percent. This growth in volunteerism made it possible for Arlington Animal Services to offer many new opportunities in educational programming and services.

In 2008, prior to the move, there were 10 extremely active volunteers at Arlington Animal Services. Each of these volunteers was focused singularly on specific areas, including pet socialization, shelter fundraising, staff assistance and pet photography for approved rescue partners. One thing learned from a stable volunteer base is that when a volunteer is focused on one or two areas, the quality of performance is much higher than when volunteers work generally throughout the shelter. A secure group of volunteers helps encourage dedication and ownership to a specific area of involvement.

Volunteers are a huge contributing factor to the success of Arlington's new shelter. They are an important component of animal welfare in shelter programs, services, promotions and fundraising. For example, trained volunteers assist paid staff with shelter operations to smoothly meet grant expectations, and volunteers contribute to low-cost vaccination clinics by performing necessary administrative duties, communicating with customers, educating pet owners and assisting in supervising large crowds of people with pets.

The benefits of a volunteer program are more than the additional staffing they provide. There is a monetary value that can be placed on volunteer programs that can be crucial when working with budget limitations. According to IndependentSector.Org, the value of volunteer time was estimated at $24.14 per hour in the year 2016. In fiscal year 2017, Arlington Animal Services volunteers logged 14,024 hours, which equated to a monetary value of $338,539.

People who decide to volunteer at animal shelters are passionate about working with the animals and ensuring a great outcome while assisting with rehoming pets. However, another one of volunteers' primary roles is to free up staff time so staff can do the things they were hired to do. Working in an animal shelter environment is rewarding, but it can also be emotional and/or stressful for the employees. Volunteers can help to alleviate some of these stressors while allowing expansion of community outreach and other programs.

The following is a brief five-step overview of how to start and run a volunteer program.

Step 1: Determine and define volunteer jobs

A great place to start is to complete needs assessments in all areas of the shelter. What is your vision for the future for the animals in the shelter and the residents of your community? What resources are required to sustain a program, what resources are available and what is your budget? Brainstorm with your entire shelter team to create a complete list of possible programs and services allowing volunteers to be beneficial to the organization. Your staff's participation is critical to ensure their buy-in of the volunteer program and to promote their continued engagement with volunteers.

For each area that you've identified as needing volunteers, create full volunteer job descriptions and protocols to use as training tools. Begin with the one area with the most need to ensure that all challenges are addressed quickly. Volunteer opportunities can be separated by age, skill levels and training achievements. These volunteer opportunities can be managed by one person or a group, to help place the right individual in the right position. The Arlington shelter offers volunteer opportunities in the adoption mall, the kennels, field operations, the animal wellness clinic and off-site programs. There are also many opportunities that do not include animal handling; for example, our administrative volunteers concentrate on customer service, phone surveys and filing.

The volunteer job description is a critical factor in the assurance of volunteer alliance with shelter expectations and the success of daily operations. When designing your volunteer descriptions, refer to existing employee job descriptions used in hiring practices to modify and assign the volunteer positions. It is important that you consider the possible liabilities surrounding each job. If available, a risk management advisor is a great resource for input during this process. Because shelter staff and volunteers operate under constant contact with the public and animals, there will be liability concerns.

Step 2: Create program procedures, documents and forms

Once you have done needs assessments and identified areas in which volunteers can contribute time for your organization, the next step is to work with the shelter's management

team, human resources department and legal department to develop procedures, documents and forms for your volunteer program.

Necessary documents and forms include a volunteer application, volunteer interest form, liability waiver and volunteer handbook. The volunteer application will include the same information as an application for employment, with the stipulation that it's not an application for employment and, if approved, will be on a voluntary basis. A volunteer interest form lists all the areas for volunteer opportunities and helps determine the individual volunteer's strengths and special interests.

The human resources department for the City of Arlington offers an online application process through its volunteer management software. The city requires that all interested volunteers complete a basic background check (which is also handled through human resources) because volunteers may have contact with sensitive information or valuable resources, such as cash, credit cards, equipment and, most important, controlled substances. Once a volunteer completes the background check and the required orientation for new volunteers, he or she is approved for service.

Because of the liabilities involved in working with animals, volunteers are also required to sign waivers for themselves and any minor children who will be participating. The legal and human resources departments can be a valuable resource in assisting with the creation of these waivers.

The volunteer handbook is distributed after volunteers have completed the mandatory orientation. An acknowledgment page is included in the handbook to ensure that each volunteer has read and understands the contents. The signed acknowledgment page is then kept in the volunteer's file. The handbook should be kept in a format that can be easily revised as needed.

Possible topics to include in the handbook are a code of conduct or ethics, a volunteer pledge, relationships with staff and contact information, an organizational chart, the volunteer application and screening process, volunteer qualifications, rules and regulations, and the roles of volunteers. Other important topics to include are the dress code and standards of personal appearance, restricted areas, emergencies, and a description of what constitutes unacceptable conduct and how that behavior is addressed.

Step 3: Recruit volunteers

The first thing that animal lovers who visit a shelter want to know is this: "What must I do to become a volunteer at your facility?" Many of our volunteers joined the program after asking staff or current volunteers about it, either at the shelter or during off-site events. However, each organization has its own specific wants and needs for volunteerism. Sometimes, targeted recruitment may be required because specific skill sets are needed for those volun-

teering in a particular area. For example, Arlington Animal Services recruited volunteers with specific skills for our new photography studio.

A "How to Become a Volunteer" information card, containing frequently asked questions and answers along with contact information, can be a helpful tool in recruiting volunteers both on location and off-site. Distributing the information cards to interested customers allows staff to immediately capture them as potential volunteers.

Volunteers may also come in groups, such as high school or college students or workers from local businesses. Groups can assist with special projects designed to be completed within a specific time frame, or the shelter may have simple duties assigned to these volunteers, such as cleaning, greeting guests and washing dishes. These types of volunteer opportunities are usually short-term (e.g., one day) and require a special short-term project waiver rather than the regular volunteer approval process.

Your volunteer pool can, and should, include all ages, from children to mature adults. Specific tasks will require age restrictions, of course, so these concerns should be addressed during the design of protocols for each area of volunteer opportunity (described in Step 1). Younger volunteers can attend educational programs and assist with limited-duty projects such as sanitizing doorknobs, cleaning windows, or sweeping and mopping. Many times, their youthful enthusiasm leads to them becoming adult volunteers or employees with hopes and dreams of helping animals. Volunteers 18 years or older can receive specialized training within your organization that could possibly lead to a career within the animal welfare field.

Step 4: Provide volunteer orientation

Many people interested in volunteering have not been around animals other than their personal pets or animals belonging to friends or relatives. So, orientation should function as an "open house" for prospective volunteers, demonstrating how rewarding it can be to work with pets in shelters and help them find homes. Potential volunteers will have already filled out an application and the orientation can help them determine if volunteering at an animal shelter is indeed a good fit for them.

During orientation, interested individuals tour the facility and acquire a general overview of volunteering there. The orientation should include an introduction of key players within the shelter environment, important protocols and realistic expectations for volunteers. Be sure to include information on whether your shelter is open-intake or limited-intake (and how the shelter handles euthanasia), and explain the difference to potential volunteers, as it may affect their decision to volunteer. Most people see and expect all the warm and fuzzy feelings without considering the stress of working in an open-intake shelter.

Step 5: Administer the program

Volunteer identification. A potential volunteer has completed and passed the background check, the new volunteer orientation has been completed and the newly approved volunteer is ready to begin service. The volunteer should be issued a badge and/or T-shirt to be worn when volunteering, to identify the person as a volunteer at a glance.

Volunteer coordinator. If the budget allows, your organization should hire a volunteer coordinator to manage the volunteer program and help it to grow. If your budget will not allow for a coordinator position, you may consider designating a staff member to handle the day-to-day administration of the program with a volunteer assistant. This person will be responsible for training and scheduling volunteers, keeping the volunteer database current, ensuring that volunteer hours are logged, tracking performance measures, and communicating with staff and volunteers. If you don't have a dedicated budget for volunteers, it's important to have line items in your operational budget dedicated to volunteer resources.

Scheduling. Create a weekly or monthly schedule grid showing the shelter's needs, listing the days, times and tasks that must be accomplished. At Arlington Animal Services, this information is online, allowing volunteers to create their own requests for scheduling during shelter hours. There are various volunteer management software programs available for this purpose. No matter which one you use, a database will help to support the organization of volunteers. Manual paper records, such as a sign-in and sign-out form, can be used to keep track of volunteers' time and attendance. Volunteers may require official documents showing hours served for school, organizational programs and special projects.

Animal sheltering is a very fast-paced environment and no two days are the same. The shelter staff may not always have the time to provide volunteers with detailed explanations regarding shelter pets, volunteer responsibilities and animal issues. It is important to make sure that volunteers focus on their specific duties and allow staff to do their jobs, since they have the same overall goal of providing good care for the animals. With that said, volunteers can become overwhelmed without proper training, causing even dedicated volunteers to burn out and exit the volunteer program. Providing written instructions and visual aids to volunteers can help set them up for success.

Volunteer training and lead volunteers. New volunteers must be trained properly by staff or existing lead volunteers. Training must include a recap of the contents of the volunteer handbook and all protocols and duties specific to the area of training. A long-term

program grows with proper training provided by hardworking, loyal volunteers who have shown leadership qualities and skill competencies.

Arlington Animal Services designed a lead volunteer coordinator program to assist with each specific area of volunteering within the shelter and the off-site programs. The lead volunteer coordinators mentor new volunteers and teach them to perform job duties such as laundry, dog socialization and transport of trap-neuter-release cats back into the field. These volunteers are identified by a different color of shirt or a different badge identifying them as a lead volunteer coordinator.

Communication, acknowledgement, discipline. It is important to communicate with volunteers and keep them updated through email. A small volunteer program may only require communications posted on a volunteer board with updated information available when volunteers come into the shelter.

Staff must keep in mind that volunteers are not paid employees, so they should not be overwhelmed with responsibilities. To help sustain your volunteer program, provide volunteers with appreciation and acknowledgment for serving. Arlington Animal Services is grateful to the city, the community and staff for helping to give volunteers an annual appreciation event. The event allows staff to highlight the volunteer of the year, acknowledge those with the most service hours, and recognize the volunteer coordinators who help to lead programs. Informal gestures such as verbal acknowledgment, a smile and a "thank you," or handwritten notes also go a long way toward demonstrating appreciation of volunteers.

Feedback from staff to volunteers is as important as feedback from volunteers to staff. As the liaison between staff and volunteers, the volunteer coordinators should receive input from both groups daily. Face-to-face communication, quarterly surveys and emails work well. Regarding any issues that come up with volunteers, documentation is critical. A volunteer may not be a good fit from the start or may eventually find the work too stressful. The removal of a volunteer or discipline of a volunteer should be addressed in the written protocols and handled appropriately.

Conclusion

As the animal welfare field continues to grow and change, volunteer programs are also evolving. The needs of the animals housed in a shelter environment as well as the needs of the animal community will change. Don't be afraid to consider new opportunities for your volunteers. One example of Arlington Animal Services relying on volunteers in a new way is the anti-bullying program. This program, coordinated with Turtle the Painting Pit Bull of Respect a Bull, Inc., involves visiting local elementary schools to enlighten students about the effects of bullying and animal abuse.

Sustainability of a volunteer program can be difficult, but opportunities to learn and grow within your organization will keep current volunteers interested. Volunteers contribute to and make a tremendous difference in programs, education and operations, so be sure to communicate frequently about the positive impact they're having. A successful volunteer program can bring an endless amount of valuable resources to your animal welfare organization. Good luck with your program!

> For more information, you might want to check out "Recruiting Volunteers for Nonprofits: Getting Ready for Them, Finding Them, Keeping Them" at bestfriends.org/resources.

APPENDIX O
Shelter Animal Data Collection

By Sara Kent, CEO, Shelter Animals Count

Thousands of organizations have committed to collecting and sharing data on the pets coming in and out of their shelters or rescue groups, including close to 1,000 agencies providing government animal services. Increasingly, shelters are realizing the value of consistently tracking data about the pets they serve and sharing those statistics in an open, transparent manner.

As the adage goes, you can't manage what you don't measure, and by participating in the Shelter Animals Count National Database, you can begin driving specific actions or initiatives, using data to save more lives and elicit the support you need by building compelling, data-based cases for assistance, if and when you need it.

By having clear, tangible data to share with your stakeholders (from the public to elected officials to funders and many more), you have the ability to tell the story of the true impact your programs and services have on the animals you care for, and the community at large. The transparency that sharing your data provides can foster greater trust and collaboration among animal welfare partners, as well as those working across all levels of public and private enterprise in your backyard and beyond.

The Shelter Animals Count National Database is intended to be a tool for you and your community at the local level to understand the trends, opportunities and challenges you face, and to help create a picture of how those evolve to the regional and national levels. By providing comprehensive, collaboratively-sourced data, we enable a greater understanding of the state of animal welfare and ways that we can all increase our positive impact for the animals we are privileged to serve.

About Shelter Animals Count

Shelter Animals Count is an independent, collaborative organization formed by a diverse group of stakeholders to create, share and steward the national database of sheltered animals that provides facts and enables insights to save lives.

A variety of efforts have been undertaken over the past few decades to create a platform for shelter data reporting (from the Asilomar Accords and live release rates to Naked Data) and much has been learned. There was a strong desire to come together and create a standardized database system to collect baseline information nationally.

Shelter Animals Count was created to give shelters the information they need to streamline their business operations, while at the same time making it possible to get a holistic overview of the national sheltered animal landscape. By collecting consistent shelter data, and by collaborating with other shelters that are doing the same, our ability to save animals' lives can be dramatically improved.

This lifesaving effort depends on all of us participating. Your data has the power to help not just the animals in your care, but animals everywhere. In addition to helping you better understand the ins and outs of your sheltering operations, the national database provides the opportunity to view data from similar organizations with similar community demographics and other variables that affect the work we do.

Joining Shelter Animals Count

By participating as a contributor of data, you will have access to an objective, unbiased database of your own and others' unfiltered shelter statistics, from the local level to the national level. From improving the quality of individual organizations' grant applications to helping communities best allocate their resources across multiple shelters or animal services providers, the benefits of being a data contributor — and therefore a data recipient — are tangible and powerful.

Because Shelter Animals Count consists of animal welfare professionals from diverse backgrounds and interests, united toward a common goal, you can be certain that your participation will be met with respect and support. Shelter Animals Count is committed to helping sheltering organizations save lives. In the future, we envision a world where grant-makers, researchers and all those with the ability to improve animal welfare will rely on this database as their source for consistent, reliable shelter data.

Most shelter software providers already offer custom reporting using the Basic Data Matrix, making sharing your data with Shelter Animals Count easy. To register your shelter, visit shelteranimalscount.org or send an email to info@shelteranimalscount.org.

Collecting data using the Basic Data Matrix

The Basic Data Matrix was designed to serve as a tool for basic data collection. It is a simple matrix containing what many (including the Asilomar Accords, the ASPCA, the National Federation of Humane Societies, American Humane, the University of California, Davis, Maddie's Fund, PetSmart Charities, the Humane Society of the United States and Shelter

Animals Count) have agreed are the minimum data points (along with definitions) that an organization should gather. Shelter Animals Count hopes that organizations will gather at least this data.

Whether organizations already gather a great deal of data or have only gathered the basics, this matrix should facilitate the merging of data at the local, regional or national level by providing a common framework. This matrix does not reflect any preference in data analysis or the calculation of rates; it is simply a tool for data collection and reporting.

Below are some details about collecting data for the Basic Data Matrix, and the matrix itself is shown at the end of this appendix.

The importance of reconciliation

Through shelter software, it is easy to download reports with animal data for Shelter Animals Count. To ensure that everyone is being accounted for, it is a best practice to regularly reconcile your data with a physical count of the animals in your shelter. First, print out a census, including the location of animals, from your software. Then, physically walk through your shelter and count the animals to confirm that the information in the software is correct and current. You will want to account for any off-site animals, such as those residing in foster care and at off-site adoption centers or who are hospitalized for veterinary care.

Tracking by species and age

The risks associated with being an adult dog, puppy, adult cat or kitten in a shelter environment vary a great deal. To help shelters assess and understand the differing risks for these populations of animals, the Basic Data Matrix includes a breakout by species and age for intake and outcome categories.

The age tracked within intake categories is the age at intake, and the age tracked within outcome categories is the age at outcome. It is not necessary to track age for beginning and ending counts. If tracking statistics broken out by species and age is beyond the capacity of an agency, simply tracking statistics by species is a place to begin.

Determining age

The Basic Data Matrix uses five months as the break point between puppy or kitten and adult. There are changes in an animal's teeth at or near five months of age that can help guide trained staff regarding proper categorization of the animal. For cats, at four to five months of age, permanent canines, premolars and molars are coming in (they're all in by six months of age). For dogs, at five to seven months of age, permanent canines, premolars and molars are coming in (they're all in by seven months of age).[1]

Beginning and ending shelter counts

These numbers help frame the population of the animals sheltered and cared for by the organization. Do a shelter walk-through and physically count the animals sheltered within the organization. Don't forget to count those animals who have been admitted but who are not currently in the shelter (e.g. those in foster care, in the care of a veterinary hospital). Beginning and ending counts aren't broken down by age, since the age of animals will change while they are at the shelter.

Live admissions only

For the purposes of the Basic Data Matrix, track live admissions only (i.e., animals who are alive when they come into the agency's possession). The number of animals who are dead when taken into an agency's possession may be a data point to track, but that information is not tracked by this matrix.

Defining owner-intended euthanasia

Some shelters offer pet euthanasia to the public as a service whose cost may be subsidized and therefore more affordable than local veterinary clinics, thus ensuring access to this service. Defining when euthanasia should be recorded as "at the request of the owner," or not, is the subject of much discussion.

For the purposes of this document, "owner-intended euthanasia" is defined as the euthanasia of a pet whose owner brought the pet to the shelter for that service. In other words, the owner brought the pet in specifically for that service; it was the owner's intent before arriving. Any other definition of owner-requested euthanasia leaves much to interpretation, and therefore leads to a great deal of variation among organizations and their reporting. Shelter Animals Count believes the simplicity of this definition helps to ensure consistent application and record-keeping.

TNR vs. RTF

Trap-neuter-return (TNR) programs involve the management of community cats by trapping, sterilizing and returning cats to where they originated. Return-to-field (RTF) programs also manage community cats by sterilizing and returning them to their original locations, but in RTF, cats are admitted for sheltering (brought in by animal control personnel or by members of the public) and are therefore part of the animal sheltering function. In a TNR program, cats are not admitted for sheltering, only for services (sterilization and/or vaccination). Both programs are lifesaving, but the admission for sheltering, or not, is an important distinction.

Possession

"Adoption" and "Transferred to another agency" both make reference to possession. The primary concept here is one of ownership. For example, when an animal is in foster care, the agency still has possession or ownership. If the animal is adopted or transferred to another agency, possession is now with the new owner or with another agency.

Focus on cats and dogs

The Basic Data Matrix focuses on canines and felines. Many organizations also provide extraordinary services for other pets (e.g., pocket pets, rabbits, ferrets) and animals (wildlife), but data on that good work is not captured here.

NOTE

1. "How to Determine a Cat's or Dog's Age," *Animal Sheltering*. Available at animalsheltering. org/magazine/articles/determine-age.

SHELTER ANIMALS COUNT
BASIC DATA MATRIX
Version 2.2018

	Species	Canine		Feline		Total	
A	**Beginning Animal Count** (date: __/__/__)					0	Should include animals in shelter and animals admitted but currently in foster care or other offsite facility.

LIVE INTAKE		Adult	Up to 5 months	Adult	Up to 5 months	Total	
B	Stray/at large					0	Admitted through animal control/stated to be unowned or free-roaming.
C	Relinquished by owner					0	Admitted by owner, including adoption returns. All returns should be tracked as owner relinquishment.
D	Owner intended euthanasia					0	Limited to this definition: Admission of pets whose owner brought the pet to the shelter with the INTENT of requesting euthanasia.
E	Transferred in from agency					0	An admission from another agency, for adoption, large scale seizure support, etc.
F	Other intakes					0	Impounds for cruelty cases & protective custody. Also, pets born while in care, and other types of admission not captured above.
G.1	**TOTAL LIVE INTAKE**	0	0	0	0		Sum of B, C, D, E and F by Species & Age
G.2	**TOTAL LIVE INTAKE**	0		0		0	Sum of B, C, D, E and F by Species only

OUTCOMES		Adult	Up to 5 months	Adult	Up to 5 months	Total	
H	Adoption					0	Final adoptions only, having permanently left the agency's possession. For example, it does NOT include animals placed in foster care or on overnight 'trial' stays.
I	Returned to owner					0	Stray or Owner Relinquished animals returned to their owner.
J	Transferred to another agency					0	Transferred out of the agency's possession to another entity.
K	Returned to field					0	Animals included in intake, altered and returned to stray capture location to be released (this is not TNR, see TNR/ RTF in definitions).
L	Other live outcome					0	Barn cat programs, etc.
M.1	Subtotal: Live outcomes	0	0	0	0		Sum of H, I, J, K and L by Species & Age
M.2	Subtotal: Live outcomes	0		0		0	Sum of H, I, J, K and L by Species

		Adult	Up to 5 months	Adult	Up to 5 months	Total	
N	Died in care					0	Animals who die, unassisted, while sheltered.
O	Lost in care					0	Animals whose outcome is unknown (may have escaped the shelter, outcome was not recorded and unknown).
P	Shelter euthanasia					0	All euthanasia other than that performed by the definition below as owner intended euthanasia.
Q	Owner intended euthanasia					0	Limited to this definition: Euthanasia of pets whose owner brought the pet to the shelter with the INTENT of utilizing euthanasia services.
R.1	Subtotal: Other outcomes	0	0	0	0		Sum of N, O, P and Q by Species & Age
R.2	Subtotal: Other outcomes	0		0		0	Sum of N, O, P and Q by Species only
S.1	**TOTAL OUTCOMES**	0	0	0	0		Sum of M.1 and R.1 by Species & Age
S.2	**TOTAL OUTCOMES**	0		0		0	Sum of M.2 and R.2 by Species only

T	**Ending Animal Count** (date: __/__/__)					0	Should include animals in shelter and animals admitted but currently in foster care or offsite facility.

Note: To check your statistics and calculations - A plus G.2 should equal S.2 plus T

Total Column for Rows A + G.2 = [0]

Total Column for Rows S.2 + T = [0]

APPENDIX P
Dangerous Dog Investigations

By James W. Crosby, M.S., CBCC-KA, expert in canine aggression and dog bite related fatalities

In the U.S., approximately 4.5 million dog bites are reported every year.[1,2] Though the majority of dog bites aren't serious, over the past few years, approximately 35 people per year have lost their lives as a direct result of dog bite injuries.[3]

The primary duties of an animal control or animal services officer include reporting and investigating dog bites and other negative contacts between humans and canines. In these cases, the animal control officer is often the first, or only, responder. Even in the most serious cases, the animal control officer is expected to provide expert advice and guidance regarding the animal. It is the animal control officer who must capture and take custody of the animal. And if the dog is killed on the scene, the animal control officer is responsible for recovery and disposition of the body. Thus, it falls to the animal control officer to ensure that a proper investigation is conducted, that necessary evidence is collected, and that legal procedures regarding treatment and disposition of the animal are followed.

The greatest number of dog bite calls that animal control officers respond to are minor. According to hospital admission statistics, only about 800,000 of the 4.5 million reported bites each year require medical intervention, and less than 50,000 require hospital admission for treatment.[1] Despite the minor nature of most of these, the animal control officer cannot simply assume, as the expert, that "the dog did it" and fail to complete a full investigation. Reported "dog bite injuries" have proven at times to be less, or more, than represented. Dog bite related fatalities may not always be what they appear. Dog bites have been used to conceal other criminal activity, including child abuse and criminal homicide.

Further, although dog bite injuries are certainly traumatic for the victims, the objective severity of a bite must be considered by the animal control officer. "Really bad" is not quantifiable, nor is it comparable from agency to agency. "Severe" is often ambiguous. The use of medical treatment decisions to establish dog bite severity is a false foundation, as treatment decisions vary from doctor to doctor, and standard protocols vary from medical facility to medical facility.[4,5]

The tool that has come to the fore as the best objective, quantifiable assessment method for classification of dog bite injuries was developed by Ian Dunbar (DVM, Ph.D., CPDT) of California, a veterinarian and veterinary behaviorist. The Dunbar Dog Bite Assessment[6] has been utilized in courts and other legal processes for many years. First developed in the 1970s, this assessment tool uses specific physical characteristics as benchmarks for comparison, regardless of perception or medical treatment decisions. Characteristics used include number and depth of punctures and the presence or absence of deep bruising and tissue damage. These are specific, quantifiable, and comparable from dog to dog and case to case.

Using objective criteria allows an investigator to make decisions and take legal action based on facts, not perception. Knowledge of the criteria also assists an investigator in establishing a clear investigative process and protocol that applies across all bite investigations.

In this guide, the assessment criteria will be presented and, based on the specific factors that must be considered in these specialized cases, animal control officers will have a clear protocol and checklist to guide their process and later decisions. This protocol will help support those decisions in possible legal actions.

Bite assessment

The Dunbar Dog Bite Assessment is as follows:

- Level 1: Dog growls, barks, lunges, snarls — no teeth touch skin. Mostly intimidation behavior.

- Level 2: Teeth touch skin, but no puncture. May have red mark or minor bruise from dog's head or snout making contact.

- Level 3: Puncture wounds, no more than half the length of the dog's canine tooth, one to four holes, single bite. No tearing or slashes. Victim not shaken side to side. Probable bruising.

- Level 4: One to four holes from a single bite, one hole deeper than half the length of a canine tooth, typically with contact or punctures from more than just the canines only. Deep tissue bruising, tears and/or slashing wounds. Dog clamped down and held, shook or slashed victim.

- Level 5: Multiple bites at Level 4 or above. A concerted, repeated attack.

- Level 6: Any bite resulting in the death of a human.

To the initial assessment tool drawn by Dr. Dunbar, we can add behavioral notes. Let us look at each of these assessment levels and what they mean, functionally and behaviorally.[7]

Level 1: Dog growls, barks, lunges, snarls — no teeth touch skin. Mostly intimidation behavior.

This behavior is often the initial negative contact between a human and a dog, and is probably the most common. A person, friendly or not, approaches a dog and the dog responds by growling, barking and possibly lunging, and in general scares the stew out of the targeted human. Said human typically backs off immediately. This is an example of clear and concise interspecies communication. The dog is alarmed by the human's approach. The dog gives external signals, audible and visible, that he/she does not want any further advance by the human. The human acknowledges those signals and retreats.

Dogs have an extensive vocabulary of communication tools, using signals to convey fear or discomfort. Growling, snarling and barking are audible signals, but many signals are non-verbal. Signals are a way for the dog to say, "You are bothering me (or threatening to me or frightening me). BACK OFF!"

An animal's reaction on perceiving a threat is to either freeze, flee or fight. The safest reaction to a perceived threat is to seek to retreat to a safe distance. Warning signals are a means to gain the space needed to make that retreat. In a dog's case, retreat may not be possible. The dog may be on a leash, enclosed in a small space or tethered out on a chain, and the dog may sense that his/her avenues of flight have been removed. Thus, the dog is giving fair warning that any further approach may precipitate a fight response.

Given the opportunity to withdraw, a dog may quickly calm down and show a reduction in excitement. Ten feet further away, the growling and lunging may abate completely. We understand that this is intimidating and scary to humans, but if the human backs off, the dog has communicated clearly.

Level 2: Teeth touch skin, but no puncture. May have red mark or minor bruise from dog's head or snout making contact.

This behavior is a bit more serious; it is the first level of actual physical contact between dog and human. Many dog/human contacts never proceed past this point, and these do not usually need medical treatment.

Is this aggression? Let us look at this bite from the viewpoint of dog/dog and dog/human interaction. In canine communication of alarm or fear, the barking and lunging stage is merely the first level of warning. A dog who gets no relief from the first level proceeds to the next level.

At this stage, the dog may make a single thrust at the intruding target, snapping short of the target and then withdrawing. This attack is decidedly brief: Dogs are fast enough to strike as many as three times in a single second. The teeth are not directly engaged. Scratches and/or bruising may be the result of the dog pushing back off the target, or from simple blunt snout contact. The dog has controlled and inhibited the contact.

Pups learn bite inhibition and control in the litter, both from their dam and from their litter mates during play. This is a controlled encounter.

Level 3: Puncture wounds, no more than half the length of the dog's canine tooth, one to four holes, single bite. No tearing or slashes. Victim not shaken side to side. Probable bruising.

This is an escalation of contact. Not only do teeth contact skin, but injury results. There is, however, still a single bite. This level may best be termed "engage and release." The key here is that there's no tearing or slashing, no clamping down, no repeated contact; the victim is not dragged, pulled or shaken. The true difference between this bite and a Level 2 bite is the presence of clear injury. One or more teeth pierce the skin of the target.

Is this aggression? Maybe, but again maybe not. This attack shows less inhibition than the Level 2 attack, since the skin is broken, but it is still within the range of an engage-and-withdraw action. The dog here may have a higher level of excitement or fear, or may have suppressed bite inhibition due to medication.

This is, however, the highest level of bite normally encountered. The animals involved in a bite of level 1, 2 or 3 are those with the greatest chance of being safely retained by their owners, provided that appropriate training and behavioral guidance are obtained.

Level 4: One to four holes from a single bite, one hole deeper than half the length of a canine tooth, typically with contact or punctures from more than just the canines only. Deep tissue bruising, tears and/or slashing wounds. Dog clamped down and held, shook or slashed victim.

A Level 4 bite is a serious bite. This may be defensive behavior from a threatened animal; it may be predatory behavior leading into a kill; it may be aggressive behavior precipitated by territorial concerns or resource guarding. This bite level requires a detailed investigation, both physical and behavioral. A full account of the bite and the circumstances leading up to the bite is essential.

"Once a dog has tasted blood, he/she will attack again" is a common belief, but it is utter nonsense. Propensity to attack is based on behavior, genetics, socialization and a host of other factors. Yet this may be a dangerous, or potentially dangerous, dog. Simple control measures and obedience classes are probably not sufficient to allow this dog to remain in the general population. For the owner to be allowed to retain this dog, clear measures must be taken to ensure that the dog does not pose a threat to the safety of the public.

Stringent, legally mandated levels of liability insurance, secure containment, closely supervised public contact and measures such as mandatory muzzling are common and appropriate. This dog may never bite again, but if he/she does, there is a likelihood that it may

be another serious bite. This dog may have learned to manipulate his/her owners and others using aggression and force.

Level 5: Multiple bites at Level 4 or above. A concerted, repeated attack.

This is the highest level of bite that most animal control officers will encounter. There is no question that this is a full-scale aggressive attack. The animal in this type of incident is attacking with full intent to do massive damage to the intended target. There is no question of interspecies communication here.

An animal identified in this sort of attack, unless he/she is a trained police dog who is apprehending a combative suspect (a completely separate subject), is clearly a danger to the public, and to his/her owners. This animal is out of control. Full sanctions from local animal control authorities are appropriate, and the owners should generally be held fully responsible for the consequences of the animal's behavior.

It is most likely inappropriate for the average owner to retain such a dog. Consideration of provocation may be in order in such a case, but the provocation must amount to a clear, immediate and unrelenting threat to the dog's life to be considered seriously.

Level 6: Any bite resulting in the death of a human.

Although this seems to be an easy category to address, there are some complications. This level is not necessarily composed of those Level 5 attacks that go on, unabated, until the human or dog is dead. These attacks are those that directly result in the death of a human.

There are some who would argue against lumping all fatal incidents together. After all, a single bite by a dog that happens to nick a major blood vessel could result in that person's death. Other possibilities are always out there.

For an incident of dog/human contact to result in the demise of the human is very rare.[1,8] The Centers for Disease Control[9] relates that an average of less than 35 fatal bites occur in the U.S. each year. More people are killed each year by lightning strikes, but dog bites get the press coverage. Stories of dogs mauling and killing people guarantee high-visibility reportage.

With dog bite related fatalities, we must consider liability. If, in a fatal attack, the dog was returned to the owners by a government agency or publicly or privately funded humane organization, any involvement in another, even dissimilar incident may result in litigation. This litigation, even if unproductive, would be costly both in dollars and in public trust. Thus, I recommend that all dogs involved in dog bite related fatalities be destroyed as a matter of policy. This policy is unfortunate, and possibly unfair to the dogs and owners, but the difficulties broached above make this almost a necessity.

Investigative procedures

Immediate actions for first responders

1. Secure the scene from contamination. A "double ring" perimeter is extremely useful in major cases.

   a. Exclude unnecessary personnel. Log any personnel who enter the scene and keep this list.

   b. Identify the condition of the victim and of the suspect animal(s). Render aid to the victim or ensure that qualified first responders can access the victim if he/she is alive. If the animal(s) are alive, contain safely.

   c. Plan for capture of the animal(s) with appropriate tools and safety equipment.

2. Identify and secure potential witnesses. Separate them from each other and from the immediate scene.

3. Exclude media from filming the victim, suspect animal(s) or the crime scene until all processing and removal is complete.

   a. Media coverage can wait. It is more important to keep the scene intact, calm and controlled. Media should be prevented from getting "perp shots" as the dog(s) are loaded because the behavior filmed may not be consistent with normal behavior of the dog(s). Additionally, at this point the investigation is just beginning and the dog(s) accused may not be the dogs responsible.

Initial response: animals

1. Observe the demeanor of the dog(s) while handling immediate tasks. Take notes.

   a. How are they acting toward EMS workers?

   b. How are they acting toward others? Each other?

   c. Are they aggressive, fearful, quiet? Watch for unusual behaviors: excessive salivation, chewing on themselves or unusual objects.

   d. Is there vomiting? Mark the location for collection of the vomitus.

   e. Try to prevent the animal(s) from eating or drinking before capture and testing.

2. Physically capture or secure the animal(s) and separate them using proper safety equipment and protective gear. Keep the encounter as low-key and calm as possible for your safety.

   a. Don't get in a hurry. If the dog(s) are contained, you have time.

   b. Make sure you are fully gloved before you touch the animal to avoid contaminating the animal with human DNA.

   c. Do not secure multiple animals in the same kennel. Ensure that they are each placed in a clean kennel, and that the kennels are not next to other animals, or each other, to prevent cross contamination.

    d. If the victim is deceased and no one else has been bitten, there is no need to kill the animal on-site for rabies testing. Normal protocols for observation post-bite are sufficient. Destroying the dog needlessly is destroying evidence.

3. If animal(s) vomited or defecated at the scene, collect the material for analysis.

4. Your next priority is sample collection.

    a. The dog(s) may have to be sedated to be safely handled or captured using approved chemical capture methods. If so, document the type and dosage of sedative.

    b. Once the dog(s) are safely restrained and docile, collect DNA swabs of the upper and lower jaw areas of each animal. Swabs must be separate for each dog and must be handled and packaged using correct protocol to eliminate contamination.

    c. Examine the dog(s) for visible signs of blood or fluids on the fur. If any is seen, either use swabs to collect it, or cut and collect fur in the stained areas. If no blood is visible, the investigating officer should still take sterile swabs, moistened with sterile saline or unopened bottled water, and pass the swabs across the fur on the dog's face, chest, shoulders and other surfaces. A dark- or brindle-colored dog may not seem to have blood present, but blood is difficult to see in some cases. If possible, re-examine for further stains or fluids using an ultraviolet lamp.

    d. Have a veterinarian evacuate the stomach of each animal and save the contents separately for testing for human tissue or DNA. Document any pieces of tissue visible in the stomach contents, labeling them as "potential tissue: unknown origin."

    e. Have blood samples from each dog collected and preserved for testing. Two five-milliliter tubes for each animal should be sufficient.

    f. While collecting samples, check for a microchip on each involved dog. If there are no microchips, you should microchip (or have the veterinarian microchip) each dog. The dogs are evidence, and must be individually identifiable throughout the process. Samples can be cross-indexed by microchip number to ensure positive chain of custody. Since this is a potential criminal investigation, the minimally invasive procedure of microchipping should not be a legal issue, regardless of the owner's desires.

5. If the animal is deceased at the scene, the same samples must be collected. A veterinarian or medical examiner can dissect the stomach for contents.

    a. Use a clean body bag to transport the animal after external samples are taken to avoid contamination. Try to avoid using simple trash bags, blankets, etc.

    b. If you cover the animal during scene processing, use a clean sheet from EMS and retain the sheet with the body after transport.

    c. Blood samples must also be collected from each animal and should be gathered by a veterinarian or technician using care to prevent contamination of the sample.

6. Once samples are collected from the animal, they must be securely identified. Check for microchipping.

   a. If the dog(s) are not microchipped, have each dog immediately microchipped and use the chip numbers to label all samples for continuity. Photos are not enough: You don't want to lose evidence because of a questioned identification of a dog.

7. If the animal is alive, then transport and secure properly at the animal control facility.

   a. An animal involved or implicated in a fatality must not be allowed to remain in the custody of the owners during the investigation. These animal(s) must be securely and separately contained. Keep them apart from other animals and each other.

   b. Only a limited number of experienced animal control personnel or authorized and qualified evaluators should be allowed direct contact with these animals. The safest management is to use a two-sided kennel run for each dog that allows them to be separated from personnel while cleaning and feeding is done. Until the investigation progresses, walks and exercise outside the kennel should not be permitted. Kennels should be locked to avoid tampering.

   c. Volunteers should be excluded from any contact with the dog(s) due to evidentiary and safety issues.

8. If possible, even if the owners request or permit euthanasia, keep the animals alive for evaluation by a behavior expert. There is no hurry to kill the dogs. The owner may wish the dog destroyed, but until the investigation is complete, the dog(s) are evidence and belong to the state.

   a. Observation and evaluation of the animals may give valuable information regarding recreating the incident. Most jurisdictions provide for a 10-day observation period for rabies control. Professional shelter or animal control personnel handle dogs with no known history daily. Implication in a fatal attack is no cause for panic.

   b. Evaluation and assessment of suspect dogs should only be conducted by competent and experienced persons accepted in court as experts. Basic dog trainers, K9 police handlers and others without credentials and past court acceptance are not typically competent to evaluate dogs involved in fatalities.

9. If the animal is deceased at the scene and rabies testing is needed, please request that the state lab use only the minimum amount of brain tissue needed for their testing, and return the cranium and skull. The lab facility should retain and return the animal's head, keeping chain of custody, so that bite impressions and comparisons can be made.

   a. The animal's brain should be examined by a skilled veterinarian for evidence of lesion or physical abnormality that may have affected the animal's behavior.

   b. Note: If law enforcement personnel are forced to destroy the animal at the scene for safety reasons, please instruct them to shoot for center of body mass, not a head shot. A head is a small moving target that's well-armored, and damage to the brain and jaw of the dog may limit the information needed for a full investigation.

Initial response: human victim(s)

1. Treat the scene like any homicide: control access, protect evidence, prevent contamination. Remember, human homicide suspects may use a dog attack or dog-caused damage to conceal a murder.

2. Take as many samples as possible on the scene, before the body is disturbed. If the body is undisturbed, seek samples of tissue, hair, blood and other fluids in the immediate surrounding area.

3. Limit access to the body and the general scene until after photos have been taken.

    a. The disturbed ground around the scene may give clues to the event, such as fleeing footsteps, initial impact with the ground and subsequent dragging.

    b. Look for evidence that may indicate an additional animal involved, such as blood stains going up to a fence.

    c. A person may be killed in one place and then dragged, sometimes by an animal who did not participate in the actual death. Once a human is dead, other animals have no more regard for a human body than for any other carrion. Look for signs that the body has been disturbed.

4. Have the medical examiner take DNA swab samples from within the wounds. Canine DNA can be individually compared and identified, so identification of the individual animal who inflicted a specific bite can be identified.

5. Have the medical examiner save the clothing so that DNA testing may be done on the articles the victim was wearing during the attack. Saliva may have been deposited, and that carries DNA.

6. Have detailed photos, including reference measurements, taken of all bite wounds. Such photos can be compared later with bite molds and documentation to determine which dog bit where.

    a. The photographs should be taken including a standard evidence scale in the frame. The evidence scale should be parallel to the plane of the bite. The scale should be as close to the plane of the bite as possible.

7. Ask the medical examiner to identify, as far as possible, the bite(s) that were the proximate cause of death, along with which bites were peri-mortem, and which tissue damage was post-mortem.

    a. A dog who did not participate in the actual killing may have inflicted damage after death.

    b. Cases have occurred in which people were murdered, then the body was placed with dogs and they were induced to bite the dead person to confuse or obscure the actual mode of death.

8. Document any scratches, dirt marks or other non-fatal wounds to determine whether these are indicative of flight or defense.

The level of detail that an investigation requires is dependent on the severity of the case. A fatal attack certainly requires a full investigation, as do life-threatening cases or cases in which there is a likelihood of permanent, disabling injury, such as loss of a limb. Although lesser cases do not usually rise to the requirement for detail that fatalities do, this framework can be a guide to best investigative practices.

Regardless of severity, a good investigation should be based on a regular checklist of questions. Following is a suggested checklist that officers can apply and adapt as they need. This checklist, while not exhaustive, includes information that has proven over time to be important and that can directly aid a bite investigation. If the officer can answer most or all of the questions in the checklist, there is a high probability that the investigation is complete and addresses most of the legal issues presented. This questionnaire will also allow the collection of dog bite information in the future to perhaps assist in better education, more effective legislation, and better tools to keep people and animals safe.

NOTES

1. J. J. M. Sacks, M. Kresnow and B. Houston, "Dog Bites: How Big a Problem," *Injury Prevention* 2 (1996): 52-54.

2. B. Beaver et al., "A Community Approach to Dog Bite Prevention," *Journal of the American Veterinary Medical Association* 218, no. 11 (June 1, 2001).

3. National Canine Research Council, *Final Report on Dog Bite-Related Fatalities* (2016). Updated March 8, 2018. Available at nationalcanineresearchcouncil.com/sites/default/files/Final-Report-on-Dog-Bite-Related-Fatalities-2016.pdf.

4. J. W. Crosby, *The Specific Use of Evidence in the Investigation of Dog Bite Related Human Fatalities*, presentation to the University of Florida graduate school, 2016.

5. J. W. Crosby, "The Investigation of Dog Bite Incidents and Procedures for Gathering Evidence," in *Dog Bites: A Multidisciplinary Approach*, eds. Daniel S. Mills and Carri Westgarth (Sheffield, U.K.: 5M Publishing, 2017).

6. I. Dunbar, *Dunbar Dog Bite Assessment Scale* (2015). Available at dogtalk.com/BiteAssessmentScalesDunbarDTMRoss.pdf.

7. J. W. Crosby, *Investigating Serious and Fatal Dog Attacks: A Suggested Protocol*, published in the proceedings of the Georgia Institute for Legal Education (2005).

8. J. J. M. Sacks et al., "Breeds of Dogs Involved in Fatal Human Attacks in the United States Between 1979 and 1998," *Journal of the American Veterinary Medical Association* 217, no. 6 (2000): 836-840.

9. Centers for Disease Control, "Dog Bite Related Fatalities, 1995-1996," *Morbidity and Mortality Weekly Report*, May 30, 1997. Available at cdc.gov/mmwr/preview/mmwrhtml/00047723.htm.

Dog Bite Investigative Checklist

Agency _____

Case number _____ Bite level classification _____

Date _____ Time _____

Location of attack _____

Number of dogs involved in the attack _____

Nature of the location (inside, outside, etc.) _____

Lighting _____

Weather at the time of the attack _____

Dog name(s) _____

Breed _____

Sex _____ Age _____

Color, markings _____

Height _____ Weight _____

Owner name and address _____

Owner race _____ Sex _____

Disposition of dog _____

- Euthanized? Date, time, by whom? Euthanasia chemical used? Who authorized?

- Returned to owners? Date, time, by whom, authorization?

- Destroyed at scene? By whom? Circumstances? Body retained for analysis?

Source of dog (name and address) _____

Type of source (breeder, pet store, etc.) _____

Number of previous homes _____

Parents of dog known? _____ Yes _____ No

Parents' owners: (name and address of each) _____

Supplementary case numbers _____

Parents/owners available for exam/interview? _____ Yes _____ No

Parents' source (name and address) _____

Parents' source type _____

Siblings of dog known? _____ Yes _____ No

Siblings' owners (name and address of each) _____

Supplementary case numbers _____

Siblings/owners available for exam/interview? _____ Yes _____ No

Reproductive status of dog _____

Ever bred? _____ Yes _____ No

If female, is dog in estrus / recently been in estrus / expected to be in estrus soon?
_____ Yes _____ No

Identity and location of progeny _____

Illness/injury? _____ Yes _____ No

If yes, describe. _____

Medical Condition

Vaccine history _____

Is dog currently on any medication? _____ Yes _____ No

If yes, describe. _____

Hearing? _____

Eyesight? _____

Hip conditions? _____

Blood tests _____

Samples taken: Date _____ Time _____

By whom? _____

Fresh or post-mortem? _____

_____ Chem/CBC

_____ Thyroid

_____ Steroids

_____ Testosterone

_____ Amphetamines/stimulants

_____ Hormones

Body condition/musculoskeletal _____

Parasites _____

Training/Socialization

Has dog had training? _____ Yes _____ No

By whom, when, where, type? _____

Any earned titles? _____ Yes _____ No

If yes, list. _____

_____

_____

Dog used as:

Guard dog: _____ Yes _____ No

Military dog: _____ Yes _____ No

Police dog: _____ Yes _____ No

Schutzhund: _____ Yes _____ No

Has dog ever been fought? _____ Yes _____ No

Living Conditions

Type of neighborhood (rural, suburbs, urban) _____

Type of residence (apartment, townhome, patio home/duplex, single-family home,

property over one acre, other) _____

Containment (fence, chain, tether, pen, indoor, none) _____

Primarily kept indoors or outdoors _____

Sleeping arrangements _____

Diet _____

Fed by _____

Where, how often? _____

Who disciplines dog? _____

Usual method _____

Who has the most frequent interaction with dog? _____

Does dog have regular contact with other dogs? _____ Yes _____ No

List type, duration, frequency, location. _____

Has dog shown aggression toward other dogs/animals? _____ Yes _____ No

Describe fully. _____

Family

Family makeup (number of adults, children, infants) _____

Basic dynamics _____

Quantity of contact with human family _____

Quality of contact with human family _____

Aggression toward family members? _____ Yes _____ No

Contact with other humans? _____ Yes _____ No

If yes, how often?_____ Where? _____

   Adults, children, infants? _____

   Different races? _____

   Disabled persons? _____

Aggression toward other humans?

Adults: _____ Yes _____ No

Children or infants: _____ Yes _____ No

Races: _____ Yes _____ No

Persons with disabilities: _____ Yes _____ No

Males vs. females? _____ Yes _____ No

Bite Incident Victim Information

Name _____

Address _____

Sex _____ Race _____ Height _____ Weight _____

If female, was victim menstruating at the time of the attack? _____ Yes _____ No

Relationship of victim to owner _____

Relationship to dog _____

Was victim disabled or ill? _____ Yes _____ No

Was victim under treatment for mental disability? _____ Yes _____ No

Did victim have any unusual physical attributes? _____ Yes _____ No

If yes, describe. _____

Does victim have a history of seizures? _____ Yes _____ No

Does victim have a history of heart disease? _____ Yes _____ No

How was the victim dressed at the time of the attack? _____

Victim's actions immediately before the attack _____

Was victim known to the dog? _____ Yes _____ No

Did victim have contact with the dog prior to this incident? _____ Yes _____ No

Was there prior aggressive contact? _____ Yes _____ No

Description of the Incident

Witnesses to the incident:

Name _____ Phone _____

Address _____

Name _____ Phone _____

Address _____

Name _____ Phone _____

Address _____

Describe details of the actual attack (sequence of events; responses of victim, dog and witnesses).

_____

_____

_____

_____

_____

Describe exact injuries to the victim (order of injuries if established).

_____

_____

_____

_____

_____

Describe details of any injuries to the dog, including when in the course of the attack the injuries occurred.

_____

_____

_____

_____

_____

Was the attack on the dog's home territory or in a place familiar to the dog?
_____ Yes   _____ No

Were other animals present or involved in the attack? _____ Yes   _____ No

Give full information and actions of each one.

_____

_____

_____

_____

_____

Describe the relationship of other dogs to the victim and to the primary dog.

_____

_____

_____

_____

_____

Behavioral Evaluation of the Dog

Date _____ Time _____

Location of evaluation _____ Location type _____

Physical demeanor of the dog at initial contact _____

Responses of the dog to stimuli (if available):

GR: growl   RR: retreat, run away

BT: bare teeth   SR: submissive roll or urination

LU: lunge or charge   AG: evacuate anal gland

SB: snap/bite, engage and release   PR: positive reaction

BF: full bite   NR: no reaction

                                               NA: not available

Approach dog		Bend over dog, demand down	
Pet dog		Enter or leave room	
Hug dog		Reach toward dog w/o leash	
Approach on furniture		Reach toward dog w/leash	
Call off furniture		Put on / take off leash	
Push/pull off furniture		Put on / take off collar	
Disturb while resting/sleeping		Place in crate/pen	
Approach while chewing/playing		Remove from crate/pen	
Approach while eating		Leash restraint	
Touch while eating		Collar restraint	
Take dog food away		Bathe/groom dog	
Take human food away		Trim nails	
Take toy/chewy/bone		Response to obedience command	
Verbally correct		Veterinary clinic visit	
Physically punish		Strange adult enters house/yard	
Stare at dog		Strange child enters house/yard	
Response to familiar dog on leash		Familiar adult enters house/yard	
Response to strange dog on leash		Familiar child enters house/yard	
Response to familiar dog off leash		Stranger sudden approach	
Response to strange dog off leash		Familiar person sudden approach	

APPENDIX Q
Progressive Animal Control Ordinances

By Ledy Vankavage, senior legislative attorney, Best Friends Animal Society, Kanab, Utah

It is hard to find truly "model" animal control ordinances, since every community is different and has different needs. With that said, this appendix comprises some resolutions, statutes and ordinances that have specific provisions that we think will help you formulate comprehensive and responsible animal control ordinances to help protect people and pets. When drafting an ordinance, remember that your ultimate goal should be to help achieve a safe and humane community for both pets and humans.

The appendix also contains a listing of states with provisions against breed discrimination and some information on ordinances that can be passed to limit the impact of puppy and kitten mills on shelters and communities.

TABLE OF CONTENTS

PERSONNEL & ANIMAL WELFARE

RESOLUTION

WHEREAS the stated goal of the City of Los Angeles is to save the lives of all of the healthy and adoptable dogs and healthy cats in the possession of Los Angeles Animal Services ("Animal Services" or "LAAS") and help them find good "forever homes;" and

WHEREAS a no-kill community is generally considered as saving 90 percent or more of the cats and dogs coming through the sheltering system; and

WHEREAS over the course of the last fifty-plus years, Animal Services and its predecessor, the Department of Animal Regulation, have worked in cooperation with the public, the humane community and the City's elected officials to improve its "live release" rate from well less than 50 percent to a level where it is approaching the accepted standard for no-kill; and

WHEREAS Animal Services continues to invest energy and resources in the collective and collaborative drive to improve its equipment and facilities, enhance support and training for its staff, and strengthen its relationships with rescuers, rescue groups, humane organizations and others in the community and across the country in the effort to increase adoptions, spay/neuter and protection from cruelty and abuse for animals in Los Angeles, while maintaining a strong commitment to public safety; and

WHEREAS, while the no-kill goal is in sight and potentially within reach, there is more to be done in order to save all of the adoptable and healthy animals in the department's care and jurisdiction.

NOW, THEREFORE BE IT RESOLVED that the City of Los Angeles reconfirms its commitment to achieving the accepted no-kill live release for all healthy and adoptable dogs and cats at Los Angeles Animal Services by December 31, 2017, or by as soon thereafter as possible; and

BE IT FURTHER RESOLVED that the City of Los Angeles work in collaboration with the No Kill Los Angeles coalition, other rescuers and rescue organizations, humane organizations and the general public to develop a comprehensive strategy to reach and maintain a life-saving rate consistent with accepted no-kill standards.

PRESENTED BY: _____
Paul Koretz
Councilmember, 5th District

SECONDED BY: _____

FEB 14 2017

ORIGINAL

ASSEMBLY RESOLUTION No. 237
STATE OF NEW JERSEY
217th LEGISLATURE

INTRODUCED MAY 11, 2017

Sponsored by:
Assemblyman TIM EUSTACE
District 38 (Bergen and Passaic)
Assemblywoman VALERIE VAINIERI HUTTLE
District 37 (Bergen)
Assemblyman PARKER SPACE
District 24 (Morris, Sussex and Warren)
Assemblyman REED GUSCIORA
District 15 (Hunterdon and Mercer)
Assemblyman DANIEL R. BENSON
District 14 (Mercer and Middlesex)

Co-Sponsored by:
Assemblymen McKeon and Rooney

SYNOPSIS
　　Urges animal shelters and pounds in NJ to adopt "no-kill" policies by no later than 2025.

CURRENT VERSION OF TEXT
　　As introduced.

An Assembly Resolution urging animal shelters and pounds in New Jersey to adopt "no-kill" policies aimed at saving the lives of all healthy cats and healthy and adoptable dogs.

Whereas, The killing of healthy cats and healthy and adoptable dogs in shelters and pounds is a needless tragedy and should be eliminated whenever possible; and

Whereas, Since its inception, the "no-kill" movement – led by organizations like Best Friends Animal Society – has been credited with saving the lives of millions of animals; and

Whereas, While the rate of animals killed in shelters and pounds has decreased significantly over the past decade both in New Jersey and nationwide, the routine killing of healthy cats and healthy and adoptable dogs continues as a matter of policy rather than necessity at many shelters and pounds; and

Whereas, According to Best Friends Animal Society, each year, an estimated 2 million (5,500 per day) healthy cats and healthy and adoptable dogs are killed; and

Whereas, According to the New Jersey Department of Health's 2015 Animal Intake and Disposition Survey, which only requires voluntary reporting by participating shelters, in 2015, approximately 21 percent of all cats and dogs impounded in New Jersey shelters and pounds were killed; and

Whereas, The exact rate of animals impounded, claimed, or killed in shelters and pounds is not known, because shelters and pounds are not required to report their statistics and, therefore, this voluntary, non-mandatory reporting is not verifiable; and

Whereas, Many of the pets that are killed each year are healthy or treatable pets that could be placed in homes, or feral cats that do not belong in animal shelters; and

Whereas, A national survey conducted for Best Friends Animal Society revealed that almost 70% of citizens do not want kittens and cats picked up and killed; and

Whereas, The "no-kill" philosophy is the idea that every healthy cat and every healthy and adoptable dog in a shelter or pound should be saved, and that euthanasia should only be an act of mercy as a last resort for animals suffering from an irremediable illness or a physical condition causing the animal continuous and irremediable pain; and

Whereas, A shelter or pound is generally considered "no-kill" when it saves at least 90 percent of the pets it takes in; and

Whereas, "No-kill" shelters and pounds implement new and innovative programs and policies to provide alternatives to the killing of pets; and

Whereas, These policies and programs include volunteer foster care networks; comprehensive adoption programs; medical and behavioral rehabilitation programs; public education and awareness programs; feral cat trap, neuter, vaccinate, and return or release programs; animal socialization programs; and many others; and

Whereas, The citizens of this State have a right to expect that animal shelters and pounds are doing everything in their power to protect the lives of animals, including implementing "no-kill" policies"; now, therefore,

Be It Resolved *by the General Assembly of the State of New Jersey:*

1. This House urges animal shelters and pounds in New Jersey to adopt "no-kill" policies aimed at saving the lives of all healthy and adoptable animals, with the goal of making New Jersey a "no-kill" state by no later than 2025.

2. This House further urges animal shelters, pounds, humane societies, and rescue organizations in the State to participate in the New Jersey Department of Health's annual Animal Intake and Disposition Survey to aid the State in better understanding the issue of animal impoundment and euthanasia.

3. Copies of this resolution, as filed by the Secretary of State, shall be transmitted by the Clerk of the General Assembly to the Governor, the New Jersey Commissioner of Health, the American Society for the Prevention of Cruelty to Animals, the New Jersey Society for the Prevention of Cruelty to Animals, the New Jersey Veterinary Medical Association, the New Jersey Certified Animal Control Officers Association, the Humane Society of the United States, and the Humane Society of the United States in New Jersey.

STATEMENT

This resolution would urge animal shelters and pounds in New Jersey to adopt "no-kill" policies aimed at saving the lives of all healthy cats and all healthy and adoptable dogs, with the goal of making New Jersey a "no-kill" state by no later than 2025.

The killing of healthy cats and healthy and adoptable dogs in shelters and pounds is a needless tragedy and should be eliminated whenever possible. While the rate of animals killed in shelters and pounds has decreased significantly over the past decade, the routine killing of healthy cats and healthy and adoptable dogs continues as a matter of policy rather than necessity at many shelters and pounds. According to Best Friends Animal Society, each year, an estimated 2 million (5,500 per day) healthy cats and healthy and adoptable dogs are killed. Many of these animals are healthy or treatable animals that could be placed in homes, or feral cats that do not belong in animal shelters, as 70% of American citizens agree.

The "no-kill" philosophy is the idea that every healthy cat and every healthy and adoptable dog in shelters and pounds should be saved, and that euthanasia should only be an act of mercy as a last resort for irremediably suffering animals. A shelter or pound is generally considered "no-kill" when it saves at least 90 percent of the pets it takes in. "No-kill" shelters and pounds implement new and innovative programs and policies to provide alternatives to the killing of pets, such as volunteer foster care networks, comprehensive adoption programs, medical and behavioral rehabilitation programs, public education and awareness programs, feral cat trap, neuter, vaccinate, and return programs, and pet socialization programs. Since its inception, the "no-kill" movement – led by organizations like Best Friends Animal Society – has been credited with saving the lives of millions of animals.

The citizens of this State have a right to expect that animal shelters and pounds are doing everything in their power to protect the lives of pets, including implementing "no-kill" policies. This resolution would further urge animal shelters, pounds, humane societies, and rescue organizations to participate in the New Jersey Department of Health's annual voluntary Animal Intake and Disposition Survey.

Illinois Animal Control Act Definitions

(510 ILCS 5/2.05a)

Sec. 2.05a. "Dangerous dog" means (i) any individual dog anywhere other than upon the property of the owner or custodian of the dog and unmuzzled, unleashed, or unattended by its owner or custodian that behaves in a manner that a reasonable person would believe poses a serious and unjustified imminent threat of serious physical injury or death to a person or a companion animal or (ii) a dog that, without justification, bites a person and does not cause serious physical injury.

(510 ILCS 5/2.11a)

Sec. 2.11a. "Enclosure" means a fence or structure of at least 6 feet in height, forming or causing an enclosure suitable to prevent the entry of young children, and suitable to confine a vicious dog in conjunction with other measures that may be taken by the owner or keeper, such as tethering of the vicious dog within the enclosure. The enclosure shall be securely enclosed and locked and designed with secure sides, top, and bottom and shall be designed to prevent the animal from escaping from the enclosure. If the enclosure is a room within a residence, it cannot have direct ingress from or egress to the outdoors unless it leads directly to an enclosed pen and the door must be locked. A vicious dog may be allowed to move about freely within the entire residence if it is muzzled at all times.

(510 ILCS 5/2.11b)

Sec. 2.11b. "Feral cat" means a cat that (i) is born in the wild or is the offspring of an owned or feral cat and is not socialized, (ii) is a formerly owned cat that has been abandoned and is no longer socialized, or (iii) lives on a farm.

(510 ILCS 5/2.16) (from Ch. 8, par. 352.16)

Sec. 2.16. "Owner" means any person having a right of property in an animal, or who keeps or harbors an animal, or who has it in his care, or acts as its custodian, or who knowingly permits a dog to remain on any premises occupied by him or her. "Owner" does not include a feral cat caretaker participating in a trap, spay/neuter, return or release program.

(510 ILCS 5/2.17c)
Sec. 2.17c. "Potentially dangerous dog" means a dog that is unsupervised and found running at large with 3 or more other dogs.
(Source: P.A. 95-550, eff. 6-1-08.)

(510 ILCS 5/2.19b)
Sec. 2.19b. "Vicious dog" means a dog that, without justification, attacks a person and causes serious physical injury or death or any individual dog that has been found to be a "dangerous dog" upon 3 separate occasions.
(Source: P.A. 93-548, eff. 8-19-03.)

Here are some good definitions of terms from Hillsborough County, Florida.

Sec. 6-20. - Definitions.

The following terms shall have the meanings as indicated. No attempt is made to define any words which are used in accordance with their established dictionary meaning, except when necessary to avoid misunderstanding. When not inconsistent with the context, words used in the present tense include the future, words in the plural number include the singular number, words in the singular number include words in the plural number, and the use of any gender shall be applicable to all genders whenever the sense requires. The words "shall", "will" and "must" are mandatory and the word "may" is permissive.

Cat shall mean, but is expressly not limited to domestic cats, *Felis catus,* and any genetic hybridization thereof, including but expressly not limited to ocelot hybrids and bobcat hybrids, that are not under the jurisdiction of the Florida Fish and Wildlife Conservation Commission.

Companion animal shall mean any dog, cat or other animal that is legally owned, harbored or kept for companionship or pleasure on or about the habitat or environment of a person and such dog, cat, or other animal is dependent upon a person for sustenance or survival, including all animals except indigenous and non-indigenous wildlife under the exclusive jurisdiction of the State and animals used in connection with pari-mutuel wagering, horses, or animals raised in connection with food or fiber industries.

Confine or *confinement* shall mean to humanely, safely and securely hold or restrict an

Department shall mean the County's Pet Resources Department, or some other designated County department.

Direct control shall mean immediate, continuous physical control of an animal at all times, such as by means of a fence, leash, cord or chain of such strength to restrain the animal.

Ear-tipped cat shall mean any free-roaming cat that may be cared for by one or more residents of the immediate area who is/are known or unknown; an ear-tipped cat shall be distinguished from other cats by being sterilized, vaccinated at the time of sterilization against the threat of rabies, and ear-tipped (removing approximately a quarter-inch off the tip of the cat's left ear in a straight line cut), the universal sign of a sterilized, unowned cat. If these requirements are met, the ear-tipped cat is exempt from licensing, certain stray and at-large provisions of this chapter and may be exempt from other provisions directed toward owned animals.

Harbor shall mean to perform any of the acts of providing care, shelter, protection, refuge, food or nourishment in such a manner as to control the animal's actions.

Humane manner or *humanely* shall mean the responsible practice of good animal husbandry, management and care in regard to feeding, watering, ventilation, space and confinement, exercise, lighting, shelter with protection from the elements, handling and treatment in a manner consistent with the physical and behavioral needs of the species as

more particularly described in the county's animal care standards promulgated by the Department. The definition also includes the provision of euthanasia consistent with lawful practices.

Nuisance animal shall mean any companion animal that unreasonably annoys humans, endangers the life or health of other animals or individuals, or substantially interferes with the rights of citizens, other than its owner, thereby interfering with the reasonable use and enjoyment of property.

Owner release and surrender statement shall mean an animal release form or statement signed by the owner or his or her authorized agent which relinquishes and vests all ownership and possessory rights to the County.

Person shall mean any natural person, society, firm, corporation, partnership, association, or other legal entity or business unit and every officer, agent, or employee thereof.

Pet pig shall mean any member of the domestic pig species *Sus scrofa* regardless of age, that is raised or intended to be raised as a companion animal, for personal use or enjoyment, or if it is raised or intended to be raised for non-commercial or non-agricultural purposes.

Shelter shall mean, provision of and access to a three-dimensional structure having a roof, walls and a floor, which is dry, sanitary, clean, weatherproof and made of durable material. At a minimum, the structure must:

(1)

Be sufficient in size to allow each sheltered animal to stand up, turn around, lie down, and stretch comfortably;

(2)

Be designed to protect the sheltered animal from the adverse effects of the elements and provide access to shade from direct sunlight and regress from exposure to inclement weather conditions;

(3)

Be free of standing water, accumulated waste and debris, protect the sheltered animal from injury, and have adequate ventilation and for dogs and cats, provide a solid surface, resting platform, pad, floormat or similar device that is large enough for the animal to lie on in a normal manner; and

(4)

Be properly lighted to provide a regular lighting cycle of either natural or artificial light corresponding to the natural period of daylight unless otherwise directed by a veterinarian. Structures with wire, grid or slat floors which permit the animal's feet to pass through the openings, sag under the animal's weight or which otherwise do not protect the animal's feet or toes from injury are prohibited except for birds where perches are provided.

Sterilized shall mean rendered permanently incapable of reproduction, such as by surgical or chemical means.

222

Sustenance shall mean access to and the provision of palatable nourishment appropriate for the type of animal which is to eat it, free from contamination and provided in a clean and sanitary manner. Food shall be of sufficient nutritional value to maintain the animal in good health and shall be provided at suitable intervals for the species, age and condition of the animal but not less than once daily except as otherwise prescribed by a veterinarian or as dictated by naturally occurring states of hibernation or fasting normal to the species.

Transfer shall mean to convey or shift ownership from one person to another, with or without the exchange of money or other consideration.

Water shall mean provision of and access to clean, fresh potable water of a drinkable temperature which is free from contamination and provided in a suitable manner, in sufficient volume, and at suitable intervals to at all times maintain normal hydration for the age, species, condition, size and types of each animal except as otherwise prescribed by a veterinarian or as dictated by naturally occurring states of hibernation. An animal confined outdoors shall have a continuous supply of clean, fresh, and potable water, unless the animal is under the direct supervision of a responsible person at events such as dog or cat shows or field trials. In such cases, the responsible person shall ensure sufficient water is provided to the animal in order to maintain normal hydration for the species of animal.

Idaho Dangerous and At-Risk Dog Statute 25-2810

(3) No dog may be declared to be a dangerous or at-risk dog when at the time an injury or damage was sustained, the precipitating cause constituted justified provocation. Justified provocation includes, but is not limited to, the following:

(a) The dog was protecting or defending a person within the immediate vicinity of the dog from an attack or assault;

(b) The person was committing a crime or offense upon the property of the owner or custodian of the dog;

(c) The person was at the time, or had in the past, willfully tormented, abused or assaulted the dog;

(d) The dog was responding to pain or injury or protecting its offspring;

(e) The dog was working as a hunting dog, herding dog or predator control dog on the property of, or under the control of, its owner or keeper, and the damage or injury sustained was to a person who was interfering with the dog while the dog was working in a place where it was lawfully engaged in such activity, including public lands;

(f) The dog was a service animal individually trained to do work or perform tasks for a person with a disability; or

(g) The person was intervening between two (2) or more animals engaged in aggressive behavior or fighting.

South Bend, Indiana

CHAPTER 5 - RESPONSIBLE ANIMAL AND PET OWNERSHIP CARE AND CONTROL REGULATIONS

Sec. 5-43. - Habitual animal offender.

(a)   It shall be unlawful to be a habitual animal offender. For the purposes of this section, an habitual animal offender shall mean any animal owner or harborer, who within any two-year period is cited with three (3) or more violations of animal care regulations of this chapter. The controlling date is the date of each animal ordinance violation.

(b)   If upon investigation by an Animal Control Officer it is found that an owner and/or harbor meets the definition of a Habitual Offender, the matter will be set for hearing before the Animal Control Commission.

(c)   If found to be a habitual animal offender the Animal Control Commission may order a limit, restriction, or prohibition against animal ownership for a minimum of five (5) years or more as determined by the Animal Control Commission based on the totality of the circumstances of the violations observed.

(Ord. No. 10309-14, § I, 5-28-14)

Jacksonville, Florida

Sec. 462.304. - Habitual nuisance.

(a) It shall be unlawful for the owner, or any person having temporary custody, of an animal or animals to permit the animal(s), either willfully or through failure to exercise due care or control, to commit a nuisance by running at-large habitually; by chasing or running after vehicles or persons habitually; by trespassing upon public or private school grounds habitually; by trespassing upon private property habitually and interfering with the reasonable use and enjoyment of the property; by barking habitually, or by making other objectionable animal noises habitually; or by doing any other thing habitually which is so offensive as to create a nuisance.

(b) For the purpose of this Section, "habitually" means at least two separate occurrences within a time period of no more than one month; except that barking habitually, or making other objectionable animal noises habitually, means making the sound persistently or continuously for at least 30 minutes occurring at least three separate times within a period of no more than eight hours. For the purposes of this Section, "persistently" or "continuously" shall mean nonstop utterances for 30 consecutive minutes with interruption of less than 30 seconds at a time during the 30 minute utterances.

(c) The animal control officer may cite the owner or any person having custody of such animal(s) for violation of this Section when either the citing animal control officer has witnessed the commission of such habitual nuisance or the animal control officer has received at least one sworn affidavit from each of at least two unrelated adult witnesses from different residences so that taken together, the affidavits attest to the committing of a nuisance pursuant to this Section.

(d) Each violation of this Section shall be punishable by a fine of not less than the amount designated in Chapter 462, Part 18. A subsequent violation of this Section occurring ten or more business days after a previous citation for violation of this Section shall be considered a separate and distinct violation.

(Ord. 2004-259-E, § 1; Ord. 2010-527-E, § 4)

Terrebonne Parish, Louisiana

Sec. 5-9.1. Tethering prohibited; exception.

a. Except as provided in subsection (b) of this section, it shall be unlawful for any person owning or keeping a dog to leave a dog tethered while unsupervised as a means of confinement.

b. A dog may be tethered to a running line, pulley, or trolley system in accordance with all of the following specifications:

1. Only one dog shall be attached to a tether at one time;

2. The minimum length of the trolley line shall be 15 feet;

3. The tether line shall weigh no more than 5% of the dog's body weight and be made of a substance which cannot be damaged by the dog;

4. The dog shall be fitted with an appropriate harness or buckle-style collar properly fitted with room enough for two fingers to fit between the collar and the dog;

5. The use of pinch, weighted, or choke collars is prohibited;

6. The clamp of proper size and durability shall connect the dog's harness to the tether line and a swivel of proper size and durability shall connect the tether line to the trolley line;

7. The trolley system shall maintain the dog's freedom of movement and freedom from entanglement, and it shall allow access to food, water, shelter, and shade;

8. Both ends of the trolley line shall be attached to the stationary objects which cannot be moved by the dog;

9. All parts of the trolley line shall be situated at least 5 feet away from any fence to prevent strangulation;

10. The dog shall be at least four months old;

11. The dog shall be neutered/spayed, unless the dog is tethered within another secured enclosure as a primary means of restraint;

12. Under no circumstances shall a female dog in estrus be restrained by a trolley system without direct supervision by the owner or attendant;

13. No dog shall be tethered to a trolley system between the hours of 10 p.m. and 6 a.m.

c. Any person violating this Section shall be guilty of improper tethering of a dog and fined $100.00 for a first offense and $200.00 for any second and subsequent offense.

d. Any person violating this section three or more times within the span of the 12-month period shall be charged with the crime of animal neglect as provided in Section 5-19.

11-1013. Establishment of county pounds; impounding and disposing of dogs and cats; reclaiming impounded dogs and cats; pound fees

A. The board of supervisors in each county may provide or authorize a county pound or pounds or enter into a cooperative agreement with a city, a veterinarian or an Arizona incorporated humane society for the establishment and operation of a county pound.

B. Any stray dog shall be impounded. All dogs and cats impounded shall be given proper care and maintenance.

C. Each stray dog or any cat impounded and not eligible for a sterilization program shall be kept and maintained at the county pound for a minimum of seventy-two hours or one hundred twenty hours for an animal that is impounded with a microchip or wearing a license or any other discernible form of owner identification, unless claimed or surrendered by its owner. Any person may purchase a dog or cat on expiration of the impoundment period, if the person pays all pound fees established by the county board of supervisors and complies with the licensing and vaccinating provisions of this article. If the dog or cat is to be used for medical research, a license or vaccination is not required. Any impounded cat that is eligible for a sterilization program and that will be returned to the vicinity where the cat was originally captured may be exempted from the mandatory holding period required by this subsection. For the purposes of this subsection, "eligible" means a cat that is living outdoors, lacks discernible identification, is of sound health and possesses its claws.

D. Any impounded licensed dog or any cat may be reclaimed by its owner or the owner's agent provided that the person reclaiming the dog or cat furnishes proof of the person's right to do so and pays all pound fees established by the board of supervisors. Any person purchasing a dog or cat shall pay all pound fees established by the board of supervisors.

E. If the dog or cat is not reclaimed within the impoundment period, the county enforcement agent shall take possession of and may place the dog or cat for sale or may dispose of the dog or cat in a humane manner. The county enforcement agent may destroy impounded sick or injured dogs or cats if destruction is necessary to prevent the dog or cat from suffering or to prevent the spread of disease.

Austin, Texas

Source: 1992 Code Section 3-3-91; Ord. 031009-9; Ord. 031211-11; Ord. 20090723-042.

§ 3-1-25 - DISPOSITION OF AN IMPOUNDED ANIMAL.

(A)

An animal surrendered by its owner to the health authority is immediately abandoned by its owner and is the property of the health authority. The health authority may transfer, place, or sell an animal surrendered by its owner at any time after intake.

(B)

Except as provided in subsection (G), the health authority shall not euthanize an animal before the animal has been impounded for seven business days.

(C)

Except as provided in subsection (D), the health authority shall hold an impounded animal not surrendered by its owner for a period of three business days following impoundment of the animal for owner reclamation. On the fourth business day, an impounded animal is the property of the health authority.

(D)

In order to save the life of an impounded animal not surrendered by its owner, the health authority may transfer that animal to a 26 U.S.C. Section 501(c)(3) (*Exemption from tax on corporations, certain trusts, etc.*) organization located in Travis County that is an animal shelter, animal rescue organization, or other animal-welfare organization prior to the expiration of the period described in subsection (C) subject to the following conditions.

(1)

The health authority shall maintain documentation, in physical and electronic form reviewable by the public, of an animal transferred under this subsection, including a photograph of the animal and all information pertaining to the animal's impoundment and transfer, at the health authority and on the health authority's website for three business days following the impoundment of the animal at the health authority.

(2)

An animal transferred under this subsection is considered abandoned by its owner, and becomes the property of the transferee organization, upon the expiration of three business days from impoundment by the health authority.

(3)

Prior to the expiration of the period described in subsection (D)(2), the transferee organization is the designated caretaker of the animal.

(4)

An animal transferred under this subsection remains subject to reclamation by its owner prior to the expiration of the period described in subsection (D)(2).

(E)

An animal in the custody of the health authority solely for purposes of sterilization, vaccination, or microchipping, is not subject to a mandatory period of impoundment. The health authority is the designated caretaker, but not owner, of such animal during any period of custody.

(F)

The health authority and any 26 U.S.C. Section 501(c)(3) organization that is an animal shelter, animal rescue organization, or other animal-welfare organization to which the health authority has transferred an impounded animal shall not sell or transfer an impounded animal, with or without consideration, to any person, entity, political subdivision, hospital, educational or commercial institution, laboratory, or animal dealer, whether or not such dealer is licensed by the United States Department of Agriculture or any other state or federal agency, for purposes of medical or biological teaching, research, study, or experimentation of any kind.

(G)

Subsection (A) does not apply to an animal that is irremediably physically suffering, as determined and documented in writing by a veterinarian licensed to practice medicine. An animal is experiencing such suffering if it has a poor or grave prognosis for being able to live without severe, unremitting pain even with prompt, necessary, and comprehensive veterinary care.

(H)

Subsections (A) through (D) do not apply to an animal that is a dangerous animal under Chapter 3-5 (*Dangerous Animals*) of this Code.

(I)

For purposes of calculating time periods in this section, the date of initial impound is not counted.

(J)

Each day the health authority's animal shelter is open to the public for reclamation and adoption is a business day.

Source: Ord. No. 20160623-002, Pt. 1, 7-4-16 .

From:

https://library.municode.com/tx/austin/codes/code_of_ordinances?nodeId=15302

Hillsborough County, Florida

This is a good ordinance for areas that have a high incidence of rabies (the East Coast or the South). Note that it only requires owned cats (not unowned cats) to be vaccinated annually and also has a medical exemption.

Sec. 6-21. - Dog, cat, and ferret rabies vaccination requirement; medical exemption.

(a)

All dogs, cats, and ferrets that are four months of age or older must be vaccinated for rabies in accordance with F.S. Section 828.30, as may be amended and owned dogs, cats, and ferrets shall be vaccinated annually for rabies. However, dogs and cats vaccinated by a veterinarian using a USDA-approved triennial vaccine are considered currently vaccinated for the entire three-year period and will not be required to have an annual re-vaccination for the purpose of obtaining a rabies tag except that dogs and cats vaccinated at less than one year of age, must be re-vaccinated with a booster one year after the initial vaccination.

(b)

No person may directly or indirectly provide false information or otherwise mislead members of the public concerning the propriety or legality of administering vaccinations to dogs, cats, or ferrets for rabies by someone other than a veterinarian. The retail seller of dog, cat or ferret rabies vaccine shall advise the buyer of such vaccine that State law requires all dogs, cats, and ferrets that are four months of age or older be vaccinated in accordance with State law.

(c)

Proof of rabies vaccination in a form containing the information required by the registration certificate shall be provided to the owner and the Department by the vaccinating veterinarian. Upon request, such certificate shall be made available to any officer or representative of any enforcement agency.

(d)

In the event the vaccinating veterinarian does not practice in Florida, other verifiable evidence of a current rabies vaccination as deemed acceptable by the Department may be substituted.

(e)

Medical exemption.

(1)

A medical exemption from any vaccination requirement of this article may be granted by the Department if the following requirements are satisfied:

a.

A veterinarian examines the animal and certifies in writing that at the time of such examination, in his or her professional opinion, administering the vaccination would endanger the health or life of the animal. The veterinarian's certification must include the basis for his or her opinion (i.e., age,

infirmity, disability, illness, or other injurious condition), the anticipated duration of this condition, and the dates of administration for the last occurring series of vaccinations or a statement that this information was not available;

b.

The animal is registered with the Department by submitting the veterinarian's certification and completing any other required forms and paying the applicable fee within 30 days of the exam; and

c.

The animal is securely and humanely confined.

(2)

In no event shall any exemption granted pursuant to this section be in effect for more than one year without re-certification by a veterinarian. As soon as the animal's condition permits, it must be vaccinated and otherwise come into full compliance with the chapter.

(3)

The Department must be contacted upon expiration or termination of the exemption and/or the animal's condition and provided proof of compliance with all vaccination requirements within 14 days.

ATTACHMENT A

ORDINANCE NO. ___

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF DEL MAR, CALIFORNIA, ADOPTING AN AMENDMENT TO TITLE 4 OF THE DEL MAR MUNICIPAL CODE BY ADDING A NEW CHAPTER 4.09 TO REGULATE THE RETAIL SALE OF DOGS, CATS AND RABBITS IN THE CITY OF DEL MAR

WHEREAS, On_____, 2017 the City Council conducted a public hearing for the purpose of considering regulations on the retail sale of dogs, cats and rabbits; and

WHEREAS, the City Council has duly considered all public testimony and the evaluation and recommendation by staff, presented at said hearing; and

WHEREAS, the Council finds that the sale of dogs, cats, and rabbits from commercial breeders contributes to the proliferation of homeless or unwanted animals that end up in the public animal shelters and humane societies; and

WHEREAS, the need exists to regulate pet shops, retail businesses, and other commercial establishments that may sell dogs, cats and rabbits; and

WHEREAS, existing federal and state laws, including the federal Animal Welfare Act, the California Lockyer-Polanco-Farr Pet Protection Act, the California Polanco-Lockyer Pet Breeder Warranty Act, and the California Pet Store Animal Care Act, illustrate society's trend towards promoting the humane treatment of animals by regulating dog and cat breeders, as well as pet shops and stores; and

WHEREAS, according to the Humane Society of the United States, hundreds of thousands of dogs and cats in the United States have been housed and bred at substandard breeding facilities known as "puppy mills" or "kitten factories" that mass-produce animals for sale to the public, and many of these animals are sold at retail in pet shops; and

WHEREAS, because of the lack of proper animal husbandry practices at these facilities, animals born and raised at these "puppy mills" or "kitten factories" are more likely to have genetic disorders and lack adequate socialization, while breeding animals utilized there are subjected to inhumane housing conditions and are indiscriminately disposed of when they reach the end of their profitable breeding cycle; and

WHEREAS, Rabbits, too, are commonly bred for retail sale in very inhumane conditions ("rabbit mills"), and rabbits are commonly purchased impulsively through pet stores and are often subsequently relinquished to shelters; and

Ordinance No. _____
Page 2 of 6

WHEREAS, prohibiting the unregulated sale of dogs, cats and rabbits in pet shops, retail businesses, or other commercial establishments may lower the sale of these animals from "mills," may lower the shelter animal euthanasia rate, and lead to a greater adoption rate of shelter animals; and

WHEREAS, while the City Council recognizes there are many reputable, responsible dog, cat and rabbit breeders who refuse to sell through pet shops and who work carefully to screen families and ensure good, lifelong matches; and

WHEREAS, not all dogs, cats and rabbits retailed in pet shops are products of inhumane breeding conditions, it is the City Council's belief that puppy mills and kitten and rabbit factories continue to exist in part because of public demand and the sale of dogs, cats and rabbits in pet shops, retail businesses, and other commercial establishments; and

WHEREAS, the City seeks to prohibit the retail sale of dogs, cats and rabbits in pet shops, retail businesses, and commercial establishments unless the animals are obtained from a city or county animal shelter or animal control agency, humane society, or non-profit rescue organization; and

WHEREAS, the City Council believes that prohibiting the retail sale of dogs, cats and rabbits obtained from sources other than a city or county animal shelter or animal control agency, humane society, or non-profit rescue organization will promote community awareness and encourage pet consumers to adopt dogs, cats and rabbits from a city or county animal shelter or animal control agency, humane society, or non-profit rescue organization, thereby saving animals' lives; and

WHEREAS, the City Council finds that, in addition to state and federal laws, the City of Del Mar has a local responsibility to promote animal welfare and encourage best practices in the breeding and purchasing of dogs, cats and rabbits; and

WHEREAS, The City Council believes that a community that promotes animal welfare will be a healthier community;

NOW, THEREFORE, the City Council of the City of Del Mar, California, hereby ordains as follows:

SECTION ONE:

The following provisions are hereby added to the Del Mar Municipal Code, to read as follows:

SEE EXHIBIT "A"

SECTION TWO: ENVIRONMENTAL DETERMINATION.

The City Council, in its independent judgment, finds that the adoption of the Municipal Code Amendment is exempt from environmental review pursuant to General Rule,

Ordinance No. _____
Page 3 of 6

Section 15061 (b)(3) of the State CEQA Guidelines (Cal. Code of Regs., Title 14, Section 15000 et seq.) because it can be seen with certainty that there is no possibility that the Ordinance may have a significant effect on the environment.

SECTION THREE: PUBLIC NOTICE AND EFFECTIVE DATE.

This Ordinance shall take effect and be in force thirty (30) days after its passage and the City Clerk of the City of Del Mar is hereby authorized to use summary publication procedures pursuant to Government Code Section 36933 utilizing the Del Mar Times, a newspaper of general circulation published in the City of Del Mar.

PASSED, APPROVED AND ADOPTED at a regular meeting of the City Council held on the _____ day of _____ 2017.

_____
Terry Sinnott, Mayor
City of Del Mar

APPROVED AS TO FORM:

_____
Leslie E. Devaney, City Attorney
City of Del Mar

Ordinance No. _____
Page 4 of 6

ATTEST AND CERTIFICATION:

STATE OF CALIFORNIA
COUNTY OF SAN DIEGO
CITY OF DEL MAR

     I, ASHLEY JONES, Administrative Services Director/City Clerk of the City of Del Mar, California, DO HEREBY CERTIFY, that the foregoing is a true and correct copy of Ordinance No._____, which has been published pursuant to law, and adopted by the City Council of the City of Del Mar, California, at a Regular Meeting held the ___ day of _____, 2017, by the following vote:

    AYES:

    NOES:

    ABSENT:

    ABSTAIN:

_____
Ashley Jones, Administrative Services
Director/City Clerk
City of Del Mar

Ordinance No. _____
Page 5 of 6

EXHIBIT "A"

CHAPTER 4.09

Retail Sale of Dogs, Cats and Rabbits (Ordinance No. _____)

Sections:
4.09.010 PURPOSE
4.09.020 DEFINITIONS
4.09.030 PROHIBITION OF THE SALE OF DOGS AND CATS
4.09.040 EXEMPTIONS 9.23.050 ADOPTION OF SHELTER AND RESCUE ANIMALS

Section 4.09.010 PURPOSE

A. It is the purpose and intent of the Del Mar City Council to promote animal welfare and encourage best practices in the breeding and purchasing of dogs, cats and rabbits if offered for retail sale in the City of Del Mar.

Section 4.09.020 DEFINITIONS

For the purposes of this Chapter only, the following words and terms shall be deemed to mean and be construed as follows:

A. "Certificate of source" shall mean any document from the source city or county animal shelter or animal control agency, humane society, or non-profit rescue organization declaring the source of the dog, cat or rabbit on the premises of the pet shop, retail business, or other commercial establishment.

B. "Commercial establishment" shall mean any business, including a sole proprietorship engaged in retail or wholesale commerce related to dogs, cats or rabbits, including grooming parlors, canine day care, and pet boarding facilities.

C. "Non-profit rescue organization" shall mean any California non-profit corporation that is exempt from taxation under Internal Revenue Code section 501(c)(3), whose mission and practice is, in whole or in significant part, the rescue and placement of dogs, cats or rabbits; or any non-profit organization that is not exempt from taxation under Internal Revenue Code section 501(c)(3), but is currently an active rescue partner with City of Del Mar or County of San Diego shelter or humane society, whose mission is, in whole or in significant part, the rescue and placement of dogs, cats or rabbits.

Section 4.09.030 PROHIBITION OF THE SALE OF DOGS, CATS AND RABBITS

A. It is unlawful for any person to display, offer for sale, deliver, barter, auction, give away, transfer, or sell any live dog, cat or rabbit in any pet shop, retail business, or other commercial establishment located in the City of Del Mar, unless the dog, cat or rabbit was obtained from a city or county animal shelter or animal control agency, a

humane society, or a non-profit rescue organization. All pet shops, retail businesses, or other commercial establishments selling dogs, cats or rabbits shall maintain a certificate of source for each animal offered for sale and make it available upon request to animal control officers, law enforcement, code enforcement officials, or any other City employee charged with enforcing the provisions of this section.

Section 4.09.040 EXEMPTIONS

The provisions of this Ordinance_____ shall not apply to the following:

A. The display, offer for sale, delivery, bartering, auction, giving away, transfer, or sale of dogs, cats or rabbits from the premises on which they were born and reared.

B. An animal control enforcement agency or animal shelter.

C. A private, charitable, nonprofit humane society or animal rescue organization.

D. A publicly operated animal shelter, nonprofit animal humane society, or nonprofit animal rescue organization that operates out of or in connection with a pet store, which has received approval from the City to display, offer for sale, deliver, barter, auction, give away, transfer, or sell dogs, cats or rabbits, on a finding by the City that allowing the exemption is consistent with the intent and purpose of this Ordinance. The approval and finding shall be made by the City Manager subject to appeal to the City Council pursuant to the process set forth in Chapter 1.12 of the Municipal Code or such other procedure specified by the City Council.

Section 4.09.050 ADOPTION OF SHELTER AND RESCUE ANIMALS

Nothing in this section shall prevent the owner, operator, or employees of a pet shop, retail business, or other commercial establishment located in the City of Del Mar from providing space and appropriate care for animals owned by a city or county animal shelter or animal control agency, humane society, or non-profit rescue organization and maintaining those animals at the pet shop, retail business, or other commercial establishment for the purpose of public adoption.

Section 4.09.060 ENFORCEMENT

Enforcement of this Chapter shall be pursuant to Chapter 1.08 of this municipal code.

RESOLUTION NO. 170528

Declaring July 21, 2017, as Kansas City Pet Project Day to honor the tireless work of the KCPP staff, volunteers, supporters and board that has enabled Kansas City, Missouri to establish itself as a No Kill Community.

WHEREAS, Kansas City is considered a national leader in animal sheltering through its partnership with Kansas City Pet Project, the current operators of the Kansas City Animal Shelter and are celebrating five years of operating as a No Kill animal shelter; and

WHEREAS, a No Kill community is generally considered as saving 90 percent or more of net intake of animals coming through the sheltering system; and

WHEREAS on July 1, 2012, Kansas City Pet Project reached a 90% live animal outcome rate and has maintained this level of lifesaving or higher for five years, reaching an unprecedented save rate of 95.6% in 2017; and

WHEREAS the residents of Kansas City voted overwhelmingly in support of funding a modern Animal Shelter; and

WHEREAS the residents and government of Kansas City along with KC Pet Project want to solidify our commitment to the dogs and cats and other animals in the care and possession of the Kansas City Animal Shelter; and

WHEREAS the residents and government of Kansas City want to solidify our commitment to creating a safe, humane community for our residents and their pets; and

WHEREAS, the positive changes that KC Pet Project has made for the lives of our City's homeless pets and for our community as a whole should be sustained and improved; NOW THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF KANSAS CITY:

That the Mayor and Council hereby declare July 21, 2017, as Kansas City Pet Project Day to honor the tireless work of the KCPP staff, volunteers, supporters and board that has enabled Kansas City, Missouri to establish itself as a No Kill Community; and

BE IT FURTHER RESOLVED that this Resolution be spread upon the Minutes of the Council in testimony thereof and that a copy hereof be presented to Brent Toellner, Teresa Johnson and Michelle Davis of Kansas City Pet Project with the appreciation of the Mayor, Council and citizens of Kansas City that the Kansas City Animal Shelter shall forever continue to save the lives of all healthy and treatable dogs, cats and other animals by maintaining a 90% or more live release rate.

States with Provisions Against Breed Discrimination (2018)

Arizona
SENATE BILL 1248
Section 1. Section 9-499.04, Arizona Revised Statutes
C. A city or town may regulate the control of dogs if the regulation is not specific to any breed.

11-1005. Powers and duties of board of supervisors
A. Each county board of supervisors may:
3. Contract with any city or town to enforce the provisions of any ordinance enacted by such city or town for the control of dogs if the provisions are not specific to any breed.

California
AGRIC. CODE §31683
31683. Nothing in this chapter shall be construed to prevent a city or county from adopting or enforcing its own program for the control of potentially dangerous or vicious dogs that may incorporate all, part, or none of this chapter, or that may punish a violation of this chapter as a misdemeanor or may impose a more restrictive program to control potentially dangerous or vicious dogs. Except as provided in Section 122331 of the Health and Safety Code, no program regulating any dog shall be specific as to breed.

HEALTH AND SAFETY CODE SECTION 122330-122331
(b) Though no specific breed of dog is inherently dangerous or vicious, the growing pet overpopulation and lack of regulation of animal breeding practices necessitates a repeal of the ban on breed-specific solutions and a more immediate alternative to existing laws.

Colorado
COLO.REB. STAT. ANN. §18-9-204.5(5)(b)
(5) (a) Nothing in this section shall be construed to prohibit a municipality from adopting any rule or law for the control of dangerous dogs; except that any such rule or law shall not regulate dangerous dogs in a manner that is specific to breed.

Connecticut
§7-148
(D) (i) Regulate and prohibit the going at large of dogs and other animals in the streets and public places of the municipality and prevent cruelty to animals and all inhuman sports, except that no municipality shall adopt breed-specific dog ordinances;

Delaware

Delaware Code Title 11, § 1327

(c): "No dog shall be considered dangerous or potentially dangerous solely because of the dog's breed or perceived breed.

Delaware Code Title 16, § 3077F

Section 2, (b): "(b) No dog may be declared potentially dangerous based solely on the dog's breed or perceived breed"

Delaware Code Title 22, § 116

"The municipal governments shall enact no law, ordinance, or regulation relating to dogs, or restrictions on dogs, based on a dog's breed or perceived breed."

Florida

FLA.STAT. ANN §767.14; 510

767.14 Additional local restrictions authorized. — Nothing in this act shall limit any local government from placing further restrictions or additional requirements on owners of dangerous dogs or developing procedures and criteria for the implementation of this act, provided that no such regulation is specific to breed and that the provisions of this act are not lessened by such additional regulations or requirements. This section shall not apply to any local ordinance adopted prior to October 1, 1990.

Illinois

(510 ILCS 5/15) (from Ch. 8, par. 365)

No dog shall be deemed "vicious" if it is a professionally trained dog for law enforcement or guard duties. Vicious dogs shall not be classified in a manner that is specific as to breed.

510 ILCS 5/24 (from Ch. 8, par. 374)

Sec. 24. Nothing in this Act shall be held to limit in any manner the power of any municipality or other political subdivision to prohibit animals from running at large, nor shall anything in this Act be construed to, in any manner, limit the power of any municipality or other political subdivision to further control and regulate dogs, cats or other animals in such municipality or other political subdivision provided that no regulation or ordinance is specific to breed.

Maine

725 Section 3950

§3950. Local regulations

Each municipality is empowered to adopt or retain more stringent ordinances, laws or regulations dealing with the subject matter of this chapter, except that municipalities

may not adopt breed-specific ordinances, laws or regulations. Any less restrictive municipal ordinances, laws or regulations are invalid and of no force and effect.

Massachusetts
Part I, Title XX, Chapter 140, Section 157
Section 157. (a) Any person may file a complaint in writing to the hearing authority that a dog owned or kept in the city or town is a nuisance dog or a dangerous dog; provided, however, that no dog shall be deemed dangerous: (i) solely based upon growling or barking or solely growling and barking; (ii) based upon the breed of the dog; or (iii) if the dog was reacting to another animal or to a person and the dog's reaction was not grossly disproportionate to any of the following circumstances:

Minnesota
MINN. STAT. ANN. §347.51
Subd. 8. Local ordinances.

A statutory or home rule charter city, or a county, may not adopt an ordinance regulating dangerous or potentially dangerous dogs based solely on the specific breed of the dog. Ordinances inconsistent with this subdivision are void.

Nevada
N.R.S. 202.500
3.   A dog may not be found dangerous or vicious:

(a) Based solely on the breed of the dog; or

(b) Because of a defensive act against a person who was committing or attempting to commit a crime or who provoked the dog.

New Jersey
N.J. STAT. ANN. § 4:19-36
The provisions of this act shall supersede any law, ordinance, or regulation concerning vicious or potentially dangerous dogs, any specific breed of dog, or any other type of dog inconsistent with this act enacted by any municipality, county, or county or local board of health.

New York
New York Ag & Markets S. 107.5
(5.) Nothing contained in this article shall prevent a municipality from adopting its own program for the control of dangerous dogs; provided, however, that no such program shall be less stringent than this article, and no such program shall regulate such dogs in

a manner that is specific as to breed. Notwithstanding the provisions of subdivision one of this section, this subdivision and sections one hundred twenty-three, one hundred twenty-three-a and one hundred twenty-three-b of this article shall apply to all municipalities including cities of two million or more.

Oklahoma
OKLA.STAT.ANN. tit.4, §46(B)
B. Potentially dangerous or dangerous dogs may be regulated through local, municipal and county authorities, provided the regulations are not breed specific. Nothing in this act shall prohibit such local governments from enforcing penalties for violation of such local laws.

Pennsylvania
PA.CONS. STAT. ANN. § 459-507-A(c)
(c) Local ordinances. Those provisions of local ordinances relating to dangerous dogs are hereby abrogated. A local ordinance otherwise dealing with dogs may not prohibit or otherwise limit a specific breed of dog.
(d) Insurance coverage discrimination. No liability policy or surety bond issued pursuant to this act or any other act may prohibit coverage from any specific breed of dog.

Rhode Island
§4-13-43 and §4-13.1-16
§ 4-13-43. Prohibition of breed specific regulation
No city or town may enact any rule, regulation or ordinance specific to any breed of dog or cat in the exercise of its power to further control and regulate dogs, cats or other animals as authorized by this chapter.

South Carolina
47-3-710(c)
(C) An animal is not a "dangerous animal" solely by virtue of its breed or species.

South Dakota
Chapter 40-34
No local government, as defined in § 6-1-12, may enact, maintain, or enforce any ordinance, policy, resolution, or other enactment that is specific as to the breed or perceived breed of a dog. This section does not impair the right of any local government unit to enact, maintain, or enforce any form of regulation that applies to all dogs.

Texas

TEX.HEALTH & SAFETY CODE ANN. §822.047

Sec. 822.047. LOCAL REGULATION OF DANGEROUS DOGS. A county or municipality may place additional requirements or restrictions on dangerous dogs if the requirements or restrictions:

(1) are not specific to one breed or several breeds of dogs; and

(2) are more stringent than restrictions provided by this subchapter.

Utah

Chapter 23, 18-2-1, Utah Code Annotated

10-8-65. Dogs -- License and tax -- Destruction, sale, or other disposal.

Subject to Section 18-2-1, a municipality may license, tax, regulate, or prohibit the keeping of dogs, and authorize the destruction, sale, or other disposal of the same when at large contrary to ordinance.

18-2-1. Regulation of dogs by a municipality.

(1) A municipality may not adopt or enforce a breed-specific rule, regulation, policy, or ordinance regarding dogs.

(2) Any breed-specific rule, regulation, policy, or ordinance regarding dogs is void.

Virginia

VA. CODE ANN. §3.2-6540(C)

C. No canine or canine crossbreed shall be found to be a dangerous dog solely because it is a particular breed, nor is the ownership of a particular breed of canine or canine crossbreed prohibited. No animal shall be found to be a dangerous dog if the threat, injury, or damage was sustained by a person who was (i) committing, at the time, a crime upon the premises occupied by the animal's owner or custodian; (ii) committing, at the time, a willful trespass upon the premises occupied by the animal's owner or custodian; or (iii) provoking, tormenting, or physically abusing the animal, or can be shown to have repeatedly provoked, tormented, abused, or assaulted the animal at other times. No police dog that was engaged in the performance of its duties as such at the time of the acts complained of shall be found to be a dangerous dog. No animal that, at the time of the acts complained of, was responding to pain or injury, or was protecting itself, its kennel, its offspring, a person, or its owner's or custodian's property, shall be found to be a dangerous dog.

The Impact of Puppy and Kitten Mills on Shelters and Communities

By Elizabeth Oreck, national manager of puppy mill initiatives, Best Friends Animal Society

Shelters can be significantly affected by the volume of animals produced by the commercial pet trade, both as competition for "customers" and as receiving agencies for pets discarded from those sales. As a result of the substandard breeding practices that commonly occur in commercial breeding facilities (aka "pet mills"), pets produced for the retail pet trade can end up being surrendered to local shelters when the cost of treating illnesses and genetic defects exceeds what the consumer is able to manage. Thus, puppy and kitten mills are not just an animal protection issue, they are a consumer protection issue. But communities throughout the country are helping to break this cycle, saving lives and taxpayer dollars, by enacting local ordinances to fight the cruelty of puppy and kitten mills.

Depending on existing local and statewide laws, and the specific needs of the community, a jurisdiction may consider implementing an ordinance from one (or a combination) of the following categories.

Animal Protection at the Source

Laws that regulate commercial breeding require breeders to be licensed and inspected, and create minimum standards of care for the animals, and may limit the number of animals a breeder is allowed to sell on an annual basis.

Consumer Protection

Pet store disclosure bills require the store to post the animals' health records, along with the name and location of the breeder, so that customers can see where the pets for sale were bred.

Pet lemon laws offer limited protection for consumers and recourse for buyers of sick pets.

Retail Sales

Bans on the sale of animals in public places are important because backyard breeders often use public venues to sell animals who are underage, unhealthy, not vaccinated and not spayed or neutered. These sales are usually unregulated, with no accountability on the part of the seller. Sadly, many of the pets are purchased impulsively and are surrendered to shelters when the cost of caring for them becomes unmanageable.

Retail pet sales bans prohibit the sale of certain companion animals (such as dogs, cats and rabbits) in pet stores unless the animals come from shelters or rescue groups. Legislation that focuses on animal sales is effective because it addresses the problem of mills and backyard breeders from the retail point of sale. Restricting the retail market for milled pets reduces the incentive to produce them. Further, it does not impact a consumer's ability to purchase a pet directly from a responsible private breeder.

A retail pet sales ordinance that includes an exemption for pet stores that offer animals for adoption from shelters or rescue groups can help to relieve the burden on local shelters by providing opportunities for adoptable shelter pets to be showcased in retail settings where they can be seen by more potential adopters. Language that is concise and unambiguous to prevent unintentional loopholes, such as that which is contained in the ordinance enacted by the city of Del Mar, California (August 2017), is imperative to achieve a positive community impact.

APPENDIX R
Fundraising for Government-Funded Shelters

By Karen Hollish, philanthropy consultant

"So … exactly how much money would you be expecting me to raise in the fundraising program's first year?"

I was sitting across from the county animal shelter director, in an old trailer that held the organization's administration offices and the dangerous dog hearing room. He wanted to start a development program for the government shelter, and he was considering hiring me to do it.

"Hmmm," he mulled. "A million dollars. Yes, a million dollars would be great!"

This seemed like an insane goal for the government agency to set. But still, I was inspired by the organization's work and I decided to take the risk. Four years and more than $7 million later, we can say that government shelter fundraising programs absolutely can succeed.

With local governments facing competing taxpayer demands and never-ending funding cuts, only the most generous municipality budgets provide lifesaving-level funding to their local shelters. And while most municipal shelters struggle with sub-optimal operating budgets, very few have started fundraising programs to bridge those critical resource gaps. The prospect of government-run shelters building a robust fundraising program is often seen as impossible, unethical or even illegal, but none of this is true. As demonstrated by my experience with Pima Animal Care Center (PACC), a large county-run shelter in Pima County, Arizona, a strong development program can help municipal shelters increase staffing levels, provide team members with quality training and equipment, and ensure that pets' medical and behavioral needs are met.

In just under four years, the development program I started at PACC raised more than $7 million in critically needed support for the county shelter. When municipal shelter leaders

put sensible fundraising policies in place, invest in a trained development officer, and give him or her a central role in their organization, their shelters could experience similar success.

Where PACC was

Pima County, Arizona, is a sprawling geographical area that's approximately the size of Vermont. PACC provides animal care and control services to almost all the jurisdictions in the county, and takes in nearly 18,000 lost and homeless pets per year. As of December 2017, PACC began working out of a brand new shelter, funded by a bond proposition passed by voters in 2014. It is currently saving more than 90 percent of the pets it takes in annually (90 percent is the industry standard for no-kill status).

PACC employs three full-time veterinarians (and a fourth, donation-funded vet is on the way), a team of medical technicians, a training and behavior coordinator, four foster-care coordinators, on-site and off-site adoption coordinators, and many more lifesaving positions, including staff members dedicated to pet retention, cat care and trap-neuter-return (TNR) for community cats. Many of these positions are funded by donations. In addition, PACC has well over 700 active and engaged volunteers, who are critical to the organization's success.

The situation was quite different when I was hired in March 2014 to start a development program for the shelter. Not only was I the first development officer for the shelter, I was the first for the county government. While many governments have grant writers and grant managers on staff, few employ directors of development, who are trained to build relationships with thousands of supporters making many different types and sizes of gifts.

During my first week, I was given a small office (that served double-duty as a storage space) and an old computer with Chameleon shelter software access. No proper donor database existed, many of my frontline county colleagues saw our clients as the enemy (not prospective donors), and we had a widespread reputation across the community as "the pound," a place with poor outcomes. Despite these odds, by the end of my first full fiscal year, we had beat that annual $1 million goal. And we continued to shatter our fundraising and lifesaving records in the years to come, thanks to donors who supported our work.

In those early days, donor help was desperately needed. When I joined the team, PACC had just hired its first shelter veterinarian, Dr. Jennifer Wilcox. A true visionary, Dr. Wilcox and her single technician worked out of a 500-square-foot room that they had turned into a MASH-style triage space. Equipped with donated medications and rudimentary equipment (for example, they had to choose between plugging in the laptop or the medication refrigerator), they worked to save the lives of the most sick and injured of the pets that PACC took in.

Before Dr. Wilcox's arrival, a veterinary team focused on spay/neuter was in place, but PACC provided almost no additional services to shelter pets. The ailments so often seen at open-admission government shelters — conditions such as broken bones, infected eyes,

distemper and parvo — were not treated. It was only because of grit, gumption and over-extended rescue partners that PACC was saving about 70 percent of pets. This marked significant progress from years before, but it was not where the community or PACC wanted to be.

How we attracted donors

To begin raising money immediately, we began actively telling our stories and sharing behind-the-scenes views of the lifesaving work being done by Dr. Wilcox and her small team. We explained how we faced a unique challenge, because we turned no pet away. Historically, local donor dollars had been directed almost exclusively to limited-admission, private nonprofit shelters. To begin attracting private investments from our community, PACC needed to tell its unique story, and explain how we were different from other shelters because no pet was turned away. We worked to show the community that PACC was now saving pets who had been injured or abused — and that we were inundated with them and needed their help. We stressed that donations to the county shelter were still tax-deductible, per Internal Revenue Code § 170(c)(1). As we spread this message on television, on social media, in newsletters and in other public outreach venues, our supporter ranks and gift revenue began to grow.

Right away, we tackled the low-hanging fruit. As the county shelter, PACC manages licensing of dogs. By simply adding a request for a donation onto the annual license renewal form, PACC was already raising (before I arrived) more than $100,000 a year. When I came onboard, we began thanking those donors in a more timely manner, and including pictures and stories of pets the donors were helping to save in the thank-you letters. By simply stewarding those donors better, we managed to increase that gift revenue to nearly a quarter of a million dollars per year (the annual salary and employee-related expenses of two full-time vets).

We identified donor data that PACC never knew it had. Many charities rent lists of names to solicit, but as a shelter that did more than 10,000 adoptions each year and utilized hundreds of volunteers, PACC had a built-in database of prospective supporters. These people knew about PACC's mission, and their lives had been enriched by volunteering with or adopting from us. We identified those who resided in our community's most affluent ZIP codes, and these names (combined with the names of people who had made a donation at the time of licensing) allowed us to send our first direct-mail appeal to about 2,000 households. We had a very high response rate (about 10 percent) and we raised nearly $40,000.

We also found people who could help us start a nonprofit. Development is a team sport, and I was lucky to be mentored and supported by several veteran fundraisers and local champions, including Barbara Brown, who was a vice president at our local community foundation. With their help, we founded the Friends of Pima Animal Care Center, which would become the nonprofit partner to PACC.

While Pima County and PACC could accept donations on behalf of PACC and were providing donors with a tax receipt, some donors (especially those who wished to make very large gifts) were more comfortable giving to a 501(c)(3) nonprofit. The Friends of PACC served that purpose of being a trusted entity for donors, and it was also able to respond to the shelter's needs more nimbly than what could be done through the county. For example, government agencies have complex procurement rules, and items must be purchased from specific vendors and in certain quantities. While this system is designed to protect taxpayer investment, it is not always helpful when there is a disease outbreak at the shelter and a new medicine is needed immediately.

Governed by a nonprofit board of directors, the Friends of PACC could quickly meet those needs. Within two and a half years of founding the Friends of PACC, we raised enough funds for the nonprofit to hire its own executive director, who now works full-time to raise funds on behalf of PACC pets. None of this would have been possible if we had not asked for and accepted help from the more seasoned experts around us.

Seizing opportunities

Development officers are trained to make connections and build lasting relationships. Having a person on staff to seize opportunities is essential, as our work with Best Friends Animal Society proved. During my second week on the job, I received news that representatives from Best Friends Animal Society were coming to Pima County to evaluate us for a possible Community Cats Project (CCP) grant. This grant to launch a CCP would be worth nearly $1 million, and would provide PACC with three full-time staff members and program support for three years. At that time, PACC was euthanizing about 1,600 community (aka feral) cats each year. We had no resources to give these cats time to decompress in the shelter setting, and local ordinances cast trap-neuter-return (TNR) efforts as "abandonment." Our overall save rate for cats hovered near 50 percent, with nearly 8,000 cats surrendered each year, many of them kittens born to feral moms. We had no programs to help them.

I stepped up to manage the visit from Best Friends staff, and with my mentor Barbara's help, we planned for them to meet with key county leaders, shelter staff, volunteers, private veterinarians, business leaders, directors from other animal welfare organizations and other friends of the shelter. During the visit, it became clear that they wanted to pick PACC for this opportunity, but they were concerned that our community did not seem to have the veterinary capacity needed to sterilize 5,000 community cats a year. Our shelter could not do it, and private vets would be paid a flat-fee "charity rate." No vets we met with wanted to do 5,000 charity surgeries on feral cats annually.

With only 24 hours before their departure, we went into overdrive. We identified a local veterinarian — Dr. Karter Neal of Santa Cruz Veterinary Clinic — who might be up for the job. Dr. Neal is an ace high-volume spay/neuter vet, and she is philanthropic. She's also an old

colleague of Dr. Wilcox's, so we seized the opportunity. On the evening before Best Friends' staff departed, Dr. Wilcox and Dr. Neal spoke at length. And on the way to the airport, we took Best Friends' staff to meet Dr. Neal, who said she would do the job. By the time the Best Friends representatives got on their plane, we seemed to be true contenders for this game-changing grant.

While Best Friends mulled its options, we worked internally to make ourselves more competitive for the gift, putting in motion plans for the county to match some of its own funds toward the grant, and change the local ordinance that prohibited TNR. The next three months were stressful, as we met many political and procedural roadblocks along the way. Having a dedicated development officer in place meant that I was there to help overcome those obstacles. In the end, we received the $1 million grant, and PACC began its CCP program in the fall of 2014, just six months after I started.

The program served as the catalyst for many good things to come. Immediately, we stopped euthanizing 1,600 community cats each year; immediately, we had more room in our kennels and could give more attention to adoptable cats; immediately, we began seeing a decrease in kitten births and an increase in our save rate. None of this would have been possible if we had not had a team member dedicated to securing the funding and building donor trust.

More opportunities, both local and national, came as a result of our association with Best Friends, and because PACC had a development officer on board, these opportunities were seized and maximized. Best Friends exposed us to another large grantor, and when its leaders visited us for a tour, we rolled out the red carpet, and gratefully accepted their advice and help. We received several small grants for adoption events, and provided them with stellar reports on the success of their investments. Over time, their investments in our organization grew, resulting in grants that funded several years of a full-time off-site adoptions coordinator, an adoptions van and a pet retention program. Over time, more national funders and local major donors joined them and invested in PACC. All of this was contingent upon PACC having a full-time staff member dedicated to managing those relationships and building new opportunities, too.

Putting guidelines in place

Over time, we put sensible guidelines in place so that fundraising could work more effectively. We built policies and procedures in response to issues that arose and were impediments to the development program's success. For example, during my first year, we received notice that a donor had left a tremendous planned gift valued at more than $1.2 million. The county had never received such a gift, and no one was sure how it should be handled. Should it go into operations, new programs or a type of savings account? How we handled this gift would either discourage or encourage others to leave a planned gift.

My director and I worked carefully with the county administrator's office to design a bequest investment plan that ensured this gift would fund visionary supplemental programs and honor the donor's intent. The investment plan included starting a behavioral and training program, sustaining grant-funded programs like the CCP beyond the Best Friends grant expiration date, and adding a key second member to the development team. After PACC publicized this planned gift, we received more inquiries from donors who wished to do the same.

With so much increased interest in giving to PACC, we took the opportunity to draft the enclosed guidelines (see the memorandum at the end of this appendix) for handling donations. They explain where donations will go, how they will be used and what donors can expect when they give to PACC. Municipal shelters may wish to emulate these guidelines from the outset, in order to set up their programs for fast success.

Making donors key stakeholders

For a municipal shelter to succeed in raising funds, donors must have a "seat at the table." It's a role filled by the development officer, who advocates for donor interests and spreads a donor-centric culture.

When shelter programs are starting or ending, major operational changes are being considered or public messages are being issued; how donors will receive this news must be considered. And in almost all municipal shelters, donors are not considered stakeholders, so this can be a difficult adjustment. You might be thinking, "We're used to wondering what our staff members, elected officials, advisory board members, volunteers and the media are going to say. And now we have to think of donors, too?" Well, yes.

PACC's fundraising program reached its highest levels of success when development became a key part of the leadership cabinet and strategic planning team. For example, several years into my tenure, we received a grant to start a pet support center phone bank, which would help people keep their pets, rather than surrender them to the shelter. As part of the grant, we would launch a managed-admissions program and, for the first time ever, we would require appointments for the surrender of healthy, owned pets.

This presented a messaging challenge, because much of our local fundraising success had been driven, up to that point, by the narrative that we helped every pet in need and we never turned away an animal at risk. So, while switching to a managed-admissions program was absolutely the right thing to do, we had to manage the rollout of this program and its messaging very carefully. First, we got our internal stakeholders on board, then we called major donors individually to share this news, and finally, in our public messaging, we stressed how this programming would help keep families together and how we would always remain the community's refuge for pets at risk. In the end, we modified our narrative

to meet our organization's growth and donors continued to support us, because they had been properly tended to.

Hiring a development officer

As you think about building a development program, you may be inclined to add these duties to someone's already full plate, or to make a lower-wage, entry-level hire in order to save money. Don't do this: A large municipal shelter needs a full-time, trained development professional to succeed. It is an investment that could yield great rewards.

The enclosed draft job description (at the end of this appendix) for a director of development is an excellent starting place, and you can search for a local Association of Fundraising Professionals group to help advertise your position. There may be a small posting fee, but it's well worth it. For my position, a veteran fundraiser sat on the interview panel. Having a similarly skilled individual on your panel could be very beneficial for your shelter, especially if nobody on your team speaks "fundraising" yet.

Conclusion

As I think back to that day when my first director set forth our fundraising program's ambitious goals, I remember what the shelter felt like then — how we struggled to meet pets' most basic needs. Water dishes went empty, pets slipped through the cracks, and thousands of animals didn't make it out each year.

While many funding needs still remain, there has been so much progress, driven by donors and community support. Today, a team of veterinarians serves Pima County's lost and homeless animals, a larger and better-trained staff helps the public, and a new, community-supported building welcomes Pima County citizens.

There is no magic bullet for municipal shelters that wish to emulate the successful trajectory of Pima County, but hiring a development officer is a very good start.

Functional Job Description for Director of Development

SUMMARY: This position is responsible for advancing the mission of Pima Animal Care Center through strategic fundraising, communications, marketing, and community engagement. This position reports directly to the department director of Pima Animal Care Center.

FUNCTIONS:

- Leads all aspects of fundraising for the shelter.
- Directs solicitation and acknowledgement strategies for annual giving, planned giving, major giving, event giving, in-kind giving, grant writing, and all other avenues of philanthropic support for the shelter.
- Directs coordination of all public-facing messaging with Central Communications.
- Leads the development of relationships with individuals, foundations, corporations and organizations within the County and beyond to further financial support of the shelter.
- Researches innovative animal-welfare grant opportunities and pursues them so the shelter can be at the forefront of lifesaving trends.
- Ensures that the philanthropic portion of annual operations budget is met through monetary gifts, grants and in-kind support.
- Designs, manages and invests annual budget for granted marketing dollars.
- In collaboration with program staff, Central Finance and Procurement, designs grant-funded program budgets and manages their spending.
- In collaboration with colleagues and organizational leaders, prepares position statements, leadership memorandums, and policy proposals.
- Leads shelter's marketing efforts in order to position the organization as local, regional and national animal-welfare leader and garner financial support.
- Studies trends in shelter fundraising, marketing and community engagement, and recommends and implements national best practices for the shelter.
- Assigns, trains, supervises and evaluates work of subordinate staff.
- Provides support for supervisors and organization leaders to help them achieve their fundraising, marketing and communications goals.
- Serves as key member of shelter's strategic planning team by helping plan, evaluate and improve programming across the organization.
- Recruits, trains and directs fundraising volunteers.
- Performs other duties as assigned.

MEMORANDUM

Community and Health Services

Date: July 19, 2016

To: C.H. Huckelberry
County Administrator

From: Jan Lesher
Deputy County Administrator

Re: **Direction for Donations Made to Pima Animal Care Center**

Introduction

On October 29, 2015 you approved an investment plan for the strategic use of two bequests for Pima Animal Care Center (PACC) that allowed for lifesaving and care initiatives that could not have been provided without the generous support of donors. Your approval of that plan identified four areas of investment for which the approximately $1.1 million received from the bequests was earmarked.

Philanthropic donations to PACC continue and it is important to the success of the Center and future fundraising efforts that the use of those dollars be clearly delineated. Your approval of this memorandum will provide the direction needed to ensure that charitable dollars supplement the services provided by Pima County.

It is important to note that a separate corporate entity, Friends of PACC, has been established and raises funds that are managed by the Community Foundation of Southern Arizona and that inure to the benefit of PACC and the animals that are in our care. While discussions have begun about how Friends of PACC might best assist PACC and the community through the solicitation of money and/or in-kind goods or services, the guidelines delineated in this memorandum address solely those funds or services received by Pima County or PACC and not Friends of PACC. Should the volume and intensity of development activities continue to grow it may be appropriate at some future date to explore whether such efforts might be contracted to this or other non-profit entity or entities.

Background

Pima County is responsible for the regulation of dogs running at large and assists in the control and prevention of rabies. Additionally, five jurisdictions have delegated authority under an

C.H. Huckelberry, County Administrator
Re: **Direction for Donations Made to Pima Animal Care Center**
July 19, 2016
Page 2

intergovernmental agreement to enforce their animal welfare codes to include licensing, investigating animal cruelty and neglect, and sheltering related functions.

Policy direction provided by the Board of Supervisors and supported by the community through the overwhelming approval of a bond issue in November 2014 to build a new facility indicates an expectation for modern, state of the art practices and a humane animal care facility. These expectations for services exceed the County's basic, statutory mandate and create a need for support beyond what might be provided by tax resources of the County or the contributions of our partner jurisdictions contributions.

Recognizing this need, in March of 2014, Pima County added a Development Officer to the staff at PACC to help cultivate the additional resources that are needed to help meet the increasing performance expectations for PACC. The development function provides a mechanism for interested donors to contribute to the mission of PACC by supporting its operations with supplemental resources.

PACC currently budgets approximately $600,000 in donations each year. These come from a variety of sources including small gifts made at the time of licensing, grants from animal welfare entities, strategic investments on the part of individual donors, and bequests. The donations are intended to supplement rather than supplant support that is provided by the County and its partner jurisdictions for mandated services. They are therefore used primarily for medical care of homeless pets in the PACC facility, spay and neuter programs, adoption programs, and other special needs.

The long term benefit of such donations are substantial: 1) homeless pets benefit from modern humane animal care and sheltering practices; 2) partner jurisdictions benefit from fewer fertile animals running at large, shorter shelter length-of-stays and improved adoptability of animals in custody, and increased adoption placement; 3) tax-payers benefit from decreased need for tax-payer support for non-mandated services and operations; and 4) Pima County benefits from responsible, strategic and impactful investment in the health and wellness of the community.

Discussion

As philanthropic donations are a critical revenue stream, it is important that such revenues are transparently managed in order to continue to enjoy the support of our generous community. Those philanthropic contributions made to PACC in excess of the budgeted donation goal should not lessen the cost liability for Pima County or our jurisdictional partners. Instead contributions made to PACC in excess of the budgeted donations should provide for supplemental investments that County leadership determine are needed but that are also in keeping with the donors' intents.

C.H. Huckelberry, County Administrator
Re: **Direction for Donations Made to Pima Animal Care Center**
July 19, 2016
Page 3

Your October 2015 memorandum provided direction for the strategic use of charitable dollars. With your approval, the four areas targeted for investment – long term sustainability of the community cats spay/neuter project, development of a behavioral rehabilitation program for dogs, creation of a pet resource center at PACC to support current pet owners and decrease pet intake, and the expansion of the development program – will be continued and funded through one of the funds established for long term sustainability.

In keeping with development best practices, donations made to PACC will be used as directed or restricted by the donor. Donors will have the option of directing their gifts to the following funds:

a. Medical Fund: Gifts to this fund underwrite extraordinary medical care that PACC provides to our community's homeless pets who come to PACC neglected, abused, injured or ill.

b. Spay and Neuter Fund: Gifts to this fund help make spay and neuter surgeries affordable and accessible for all Pima County residents' pets, and they help make this procedure free for all free-roaming, community cats.

c. Adoption Fund: Gifts to this fund help underwrite our efforts to permanently place pets into homes.

d. Unrestricted Fund: Donations to this fund will be used where they are needed the most to meet the needs at PACC to benefit our community's pets.

When or if donors do not specify a particular fund for their donation, their gift will automatically go into the Unrestricted Fund.

These designations reflect the organizational goals and programmatic priorities of PACC while providing transparency to potential donors.

Like all donations made to benefit the animals at PACC, planned gifts will be utilized as specified by the donor and in keeping with the strategic priorities of the County. When an unrestricted planned gift is made to PACC, it should be used to fund supplemental programs and services that cannot be funded within the budget approved annually by the Board of Supervisors.

These one-time contributions require the development of a plan document that articulates in detail the use of these resources in keeping with the intent of the donor (when such intent is expressed by the donor). Such a plan will be developed by PACC staff with the input of the Advisory Committee, and should be submitted to the County Administrator for approval prior to implementation.

C.H. Huckelberry, County Administrator
Re: **Direction for Donations Made to Pima Animal Care Center**
July 19, 2016
Page 4

Conclusion

It is critical that we continue to encourage and facilitate philanthropic giving to PACC that supplements government funded services. By doing so, we can continue to meet community and jurisdictional partners' expectations for the provision of modern humane animal control and welfare, and to do so in a way that is fiscally responsible.

JKL/cbc

c: Tom Burke, Deputy County Administrator for Administration
       Dr. Francisco Garcia, Director, Pima County Health Department
       Keith Dommer, Director, Finance & Risk Management
       Paula Perrera, Deputy County Attorney
       Justin Gallick, Director of Community Engagement, Pima Animal Care Center
       Jose Ocano, Director of Operations, Pima Animal Care Center
       Pima County Board of Health
       Pima Animal Care Center Partners
       Friends of Pima Animal Care Center

_____ ✓ Approved   _____ Not Approved

_____   _____
C.H. Huckelberry   7/19/16
County Administrator   Date

APPENDIX S
Public/Private Partnerships: Case Study

By Brent Toellner, co-founder and president of the board of directors, Kansas City Pet Project, Kansas City, Missouri

Cities often receive intense pressure from constituents to improve city services in spite of continually tight budgets. And as such, cities are constantly looking for ways to do more with less. This is particularly true with municipal animal shelters, which are often expected to save more lives without the benefit of increased budgets or better facilities. In the U.S., 68 percent of households have pets[1] and 95 percent of those pet owners consider their pets to be family,[2] so high euthanasia rates in shelters are no longer accepted in most communities.

The reality of inflexible budget constraints and demand for quality service from the public have led many public organizations to seek out partnerships with nonprofit service providers to supplement, or replace, work previously done by the government entity. These relationships can include working with outreach groups who help citizens in underserved areas provide better care for their pets, working with low-cost spay and neuter partners, and working with rescue groups who can help pull animals from the shelter. Some communities have even let their partnerships extend into contracting shelter operations to a community nonprofit to increase lifesaving, provide broader services and increase public support for their animal shelter.

In 2009, the animal shelter in Kansas City, Missouri, was under intense scrutiny. For years, the shelter had endured public criticism for the high mortality rate for shelter animals. The previous year, more than 60 percent of the 8,000-plus animals entering the shelter had been killed. As in many municipal shelters, the staff there struggled with handling the high volume of animals; the limitations of a small, outdated and dilapidated shelter; a small budget; and an overall lack of community support. These challenges and the constant criticism from the community created low morale and poor performance among employees.

After much dialogue, the city council made the decision to privatize the shelter's operations. A new group, Veterinary Medical Corporation, took over shelter operations in April 2009. After two years of operation, the live release rate under Veterinary Medical Corporation had improved to 61 percent, but allegations of improper care for the animals emerged.

In 2011, the city looked for a new vendor to run the shelter — and eventually selected a new nonprofit group, Kansas City Pet Project (KCPP), to take over shelter operations. In 2012, its first year of operating the shelter, KCPP doubled the number of adoptions at the shelter and saved 87 percent of the animals in their care. The following year, there was a 200 percent increase in adoptions and a 91 percent save rate, and in each of the five years since, the numbers have continued to improve. This growth has come while maintaining the open-admission structure that is important as a city service.

In the process of operating the shelter, KCPP has improved the shelter's reputation and gained public trust and support. KCPP has also increased resident engagement, added thousands of hours of volunteer support and increased donations significantly. When KCPP took over operations in 2012, the budget was almost entirely the $1.2 million that was paid as part of the city contract. By 2017, that number had grown to more than $3.5 million, mostly through the additional support of grants and donations from the public.

KCPP has not only increased its budget, it has improved public services, and animal shelter operations are a high performer in the city's annual citizen satisfaction survey.[3] This high level of citizen satisfaction and public support led to the passing of a bond initiative in 2017 that will fund the eventual replacement of the city's 45-year-old animal shelter.

Kansas City isn't alone in its success. Communities such as Independence (Missouri), Atlanta (Georgia), Baton Rouge (Louisiana) and others have turned the operations of their municipal animal shelters over to nonprofit groups with similar success.

There are many advantages to privatization. First, nonprofit shelters often find it easier to raise money than government shelters, increasing the operating budget without increasing government expenses. Second, private shelters have the ability to recruit and retain high-performing employees without the restrictions commonly found in municipal or state civil service systems. Third, private shelters can more easily innovate because they have flexibility in decision-making, which can allow for implementing new operational and marketing ideas. Finally, private organizations can more easily solicit donated services from area businesses, particularly veterinary clinics, and increase volunteer support from a public that is eager to help.

While many public/private partnerships have been successful, they are not without their challenges. One challenge is that cities and nonprofits will not always share common goals. While a city may view success as balancing the budget and minimizing citizen complaints, a private organization may define success as increased number of animal adoptions, improved and expanded operations, or progression toward limiting euthanasia and the elim-

ination of individual animal suffering. (If you want more information about this, read *Saving Fido: A Case in the Privatization of Local Animal Control Services.*[4])

Having a shared vision between the government and contracting entity is important for the ongoing success of the partnership. In addition to a shared vision, it's essential to have a solid process for shared accountability and effective communications to manage conflicts. The ability of the two entities to work with mutual accountability toward achieving a shared community vision will help increase the likelihood of success.

Privatizing shelter operations can be tricky, but a good partnership can be a win-win, as cities are able to increase services beyond what they can afford just through tax dollars, citizens are happier with the services they receive, and more animal lives are saved.

NOTES

1. American Pet Products Association, *2017-2018 APPA National Pet Owners Survey*. Information available at americanpetproducts.org/press_industrytrends.asp.

2. Nielsen survey conducted by Harris Poll (2015). Information available at nielsen.com/us/en/insights/news/2015/nothing-is-too-good-for-fido-pets-that-have-it-all.html.

3. *2017-18 Kansas City, Missouri, Citizen Survey: Final Report.* Available at http://kcmo.gov/data/wp-content/uploads/sites/45/2018/06/CitizenSatisfactionSurvey2017-18.pdf.

4. J. Pietroburgo, *Saving Fido: A Case in the Privatization of Local Animal Control Services*, The Innovation Journal: The Public Sector Innovation Journal (2012). Available at innovation.cc/case-studies/pietroburgo_saving_fido2012_5v17i2a6.pdf.

APPENDIX T
The Best Friends Network

The Best Friends Network
Collective impact is a beautiful thing.

Best Friends
Network Partner
SAVE THEM ALL

We can accomplish more when we work together.

We believe that each shelter and the community it serves has its own individual personality, just like each animal in its care. And because of that, each shelter deserves support and resources designed to address its specific lifesaving needs.

Best Friends Network in 2017: **84** percent* collective save rate

*Based on data submitted via Shelter Animals Count

- Pacific
- Mountain West
- Great Plains
- South Central
- Midwest
- Northeast
- Mid-Atlantic
- Southeast

A regional approach

Neighbors make great support systems — which is why Best Friends promotes lifesaving partnerships and programs at the community, state and regional levels. Guided by a dedicated Best Friends director and specialist, shelters in each state and region have the opportunity to participate in coalition-building, to learn from shelters in surrounding counties and states, and serve as lifesaving models for others.

Maximizing your lifesaving impact

Best Friends is committed to helping shelters save all healthy and treatable animals. We recognize that some animals are suffering from irremediable medical or behavioral conditions with no hope for quality of life, and we understand you must make those tough decisions. But for those we can help, we're here to offer support and resources to save more lives in your community.

network.bestfriends.org

Resources to help you save more lives

Animal control officer training and support

Provide your field officers with effective approaches for engaging with community members, fostering public safety and keeping animals out of your shelter. Best Friends provides hands-on training led by experienced field officers for a wide array of animal-related issues.

Community cat partnerships

Create and sustain trap-neuter-return programs for cats in your community and reduce the number of animals entering your shelter each year. Best Friends operates more large-scale community cat programs than any other organization in the country.

Events, grants and promotions

Save lives and raise money through national adoption promotions, major fundraising events and discounted registration for the Best Friends National Conference. You can also take advantage of a number of lifesaving grants reserved exclusively for network partners.

Expert mentorship and resources

Enjoy access to a variety of professional resources and support, including expert help on a range of topics through our mentorship program. You can also participate in the Best Friends Digital Community, a virtual space where partners can share best practices and connect with one another.

Shelter and field assessments

Receive an in-person visit from Best Friends' national shelter outreach team, along with a professional assessment of your shelter's operations, community programs and field operations (as needed). Ongoing support is also provided to ensure recommendations are sustainable and successful.

The Best Friends Network, comprised of

more than 2,400 public and private shelters, rescue groups, spay/neuter organizations and other animal welfare groups across all 50 states, is at the heart of the collaborative spirit that helps define Best Friends.

> *Just five years ago in Pima County, we were taking in about 25,000 animals, and half of those were dying. Best Friends Animal Society's community cat program coming to Pima Animal Care Center completely changed the game. And this past year, we didn't have to euthanize even one cat for behavioral reasons. That is a giant change for us, and our overall intake has been reduced to just over 16,000 animals now.*
>
> – Kristen Auerbach, director, Pima Animal Care Center, Pima, Arizona, Best Friends Network partner since 2013

Best Friends Animal Society is a leading national animal welfare organization dedicated to saving the lives of dogs and cats in America's shelters. In addition to running lifesaving programs in partnership with animal welfare groups across the country, Best Friends has regional centers in New York City, Los Angeles, Atlanta and Salt Lake City, and operates the nation's largest no-kill sanctuary for companion animals.

Working collaboratively with you and lifesaving partners across the country, we will achieve no-kill in America and Save Them All by 2025.

SAVE THEM ALL — Best Friends

network.bestfriends.org

Best Friends®

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