

P.O. Box 1749 Halifax, Nova Scotia B3J 3A5 Canada

Item No. 10.1.6 Halifax Regional Council May 14, 2013

TO:	Mayor Savage and Members of Halifax Regional Council
	Original signed by R
SUBMITTED BY:	Q
	Richard Butts, Chief Administrative Officer
	Original Signed by
	Mike Labrecque, Deputy Chief Administrative Officer
DATE:	April 22, 2013
SUBJECT:	Affordable and Accessible Spay/Neuter Pilot Project

<u>ORIGIN</u>

At the December 11, 2012 Regional Council meeting, a motion was passed requesting staff to prepare a report on implementing an Affordable and Accessible Spay/Neuter Pilot Project for Halifax Regional Municipality (HRM) to be administered by an outside agency through an RFP process with possible funding assistance by HRM; and that HRM assist in forming a Domestic Animal Advisory Committee to oversee the project with members including, but not limited to, representation of local Veterinarians, SPCA, Cat Rescue groups, and Provincial representatives of Department of Natural Resources.

LEGISLATIVE AUTHORITY

Section 79(1)(av)(vii) of the *HRM Charter* permits the Municipality to expend funds on a grant or contribution to a registered Canadian charitable organization.

RECOMMENDATION

It is recommended that Halifax Regional Council await the outcome of the current staff review of the overall granting policy, so as to be able to adequately evaluate a spay/neuter program within the larger context of corporate granting priorities.

BACKGROUND

Staff has completed a review of various Spay and Neuter Programs offered within 15 municipalities in Canada. Additionally, meetings were held with the Nova Scotia Veterinary Medical Association (NSVMA) and the Provincial Department of Natural Resources.

Within 12 of the 15 Canadian Municipalities investigated, the spay and neuter programs offered were substantially supported by organizations such as humane societies, veterinary hospitals and rescue groups. Only 6 of the 15 municipalities offered a municipal program that assists with spay and neutering. These six programs are identified in Appendix A.

A principal highlight of municipal programs includes subsidy access to low income families. Calgary offers no cost spay and neutering for low income families utilizing its own veterinary clinic in their municipal animal shelter. Last year, 742 animals (369 cats and 373 dogs) were treated in the facility. The focus in Calgary is on resident owned animals and does not assist with feral cats. The revenue generated by the cat licensing program offsets annual operating expenses.

Currently in HRM, there are numerous agencies that offer low cost spay and neutering to low income families and/or students. These agencies include the Metro SPCA, Bide Awhile, Spay Day and various Veterinary Clinics.

The majority of agencies managing discounted spay and neuter programs for low income households use a tool referred to as "low income cut-offs (LICOs)". Statistics Canada has established a widely recognized approach to estimating low income cut-offs (LICOs). "A LICO is an income threshold below which a family will likely devote a larger share of its income on the necessities of food, shelter and clothing than the average family". A chart providing the 2011 LICO statistics is provided as Appendix B.

DISCUSSION

It is staff's understanding that the primary motivation for Council's motion was concern for the feral cat population and affordable access to spay/neuter services. Based upon staff's research, there are a number of possible approaches that can be used to estimate resident owned domesticated cat population. One such industry approach estimates HRM's resident owned cat population to be 60,050. Another formula, based on number of households, estimates the owned cat population to be 107,350. These cat populations are based on statistics of the 2011 census. Staff was unable to locate a formula that would calculate the stray/feral (untamed domestic) cat population; however, it has been suggested that the stray/feral cat population is equivalent to the resident owned domestic cat population, placing it between 60,000 and 107,000 animals.

Consultation with the Nova Scotia Veterinary Medical Association (NSVMA), combined with HRM Animal Services' experience, indicates that there is a cat overpopulation problem, primarily with un-owned feral cats in urban and suburban HRM, but that same problem does not extend to the dog population. Regional Council may therefore wish to consider a program for cats only.

It has been estimated that a minimum of 1,200 cats would require to be spayed or neutered in an established annual program to create a reasonable impact on the HRM cat population. Based upon industry advice, in order to meet a target benchmark of 1,200 cats, a program could potentially cost upward to \$100,000.

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Benchmark research from other municipalities suggests there are essentially two main program approaches: Municipal owned and operated program, or a Humane Organization(s)-run program. Legal Services was consulted, and it is staff's view that the *HRM Charter* does not enable consideration of a Municipal owned and operated program. Without a change to the *HRM Charter*, a spay/neuter program would have to be implemented through a grant or contribution under section 79(1)(av)(vii) to a registered Canadian charitable organization; however, there are current limits to HRM's granting framework.

HRM Grants Program

Currently, HRM does not have a grant funding program that could accommodate the level and type of funding anticipated by Council's motion. HRM's current Community Grants program provides for program grants in the amount of \$5,000 and capital grants in the amount of \$25,000. Also, under HRM's current Community Grants program, operating costs are not eligible for funding and therefore any costs associated with utilities, wages, etc., are deemed ineligible.

Recently, Regional Council has received multiple requests for funding support in amounts that exceed and fall outside the current Community Grants and other program guidelines. As part of the work on the Auditor General's report on Grants and Donations, staff is currently reviewing the overall granting policy. In the interim, the existing programs continue to apply. Regional Council may consider exempting requests from the existing programs on a case by case basis, as the *HRM Charter* permits Regional Council to provide a grant or contribution to a variety of charitable organizations.

Nova Scotia Society for the Prevention of Cruelty to Animals (NSSPCA)

Subsequent to the December 11, 2012 motion of Regional Council, staff was approached by the NSSPCA, a registered charitable organization, who requested one-time funding of \$40,000 to assist with establishing a Veterinary Clinic. NSSPCA's proposal is attached as Appendix C and is summarized as follows:

- In addition to providing veterinary care to the animals in the Society's custody, their intent is to increase their capacity to assist low income families and other rescue or trap, neuter and return groups by performing nearly 1000 surgeries the first year;
- The Society will take on all operating costs;
- The Society has all funds necessary for the equipment for the surgical clinic; and
- The request is for HRM to fund \$40,000 for infrastructure, i.e., electrical, heating, cabinetry, etc.

• Staff was under the impression the NSSPCA had opened a veterinary clinic at their location at 5 Scarfe Court in Burnside Industrial Park. NSSPCA had advised staff that they had to proceed to open the clinic due to obligations to their funding partner, PetSmart, and to control their veterinary costs with the onset of breeding season. NSSPCA further advised staff that they continue to rely on receipt of a \$40,000 grant from HRM and that "it would be a true hardship for the SPCA not to get this funding and we would incur a deficit as a result that we may not be able to resolve without grave consequences to life-saving programs".

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• Further communications with the NSSPCA indicate that the clinic is currently in a "holding pattern and will open as soon as they are able."

Program Options

In consideration of the foregoing discussion and the motion of Council, staff believes the following options exist for Council:

- 1. Request that the Province amend the *HRM Charter* to permit HRM to provide a spay/neuter program via an RFP process as defined in Council's motion. Considering the length of time it takes to amend the *HRM Charter* and considering Council's current slate of priority Charter amendments, this option is not recommended.
- 2. Await the outcome of the current staff review of the overall granting policy to be able to situate a potential spay/neuter program within larger corporate granting priorities. This approach could potentially enable all registered charitable Humane Organizations in the Region to consider participating in a spay/neuter program in alignment with Council's desired objectives. Further, this is consistent with the Auditor General's Recommendation 2.4 from the "Corporate Grants, Donations and Contributions" Report, which recommended that Regional Council adopt a comprehensive policy on grants to align with corporate strategic objectives. Finance staff anticipates that the granting policy report will be provided for Council's consideration in September, 2013. This is staff's recommended option.
- 3. Direct staff to prepare a report that enables Council to proceed in advance of the Grant Program review and amend the Community Grants Program to permit a one-time grant in the amount of \$40,000.00 to the NSSPCA, a registered charitable organization, for infrastructure improvements to its shelter to facilitate a spay/neuter clinic. Should Council wish to proceed in this direction, consideration needs to be given to the source of funding and any conditions to be placed on the grant. Any motion in this regard will require at least 7 days' notice whereby it is an amendment to a policy.

Advisory Committee

Staff considered establishment of an advisory committee as proposed in Council's motion; however, if Regional Council approves funding for a spay/neuter program, administrative

requirements may be established within the grant/contribution process thereby negating the need for a committee.

FINANCIAL IMPLICATIONS

Funding for a municipal spay/neuter program has not been allocated in the 2013/14 budget. Funding for a pilot program could potentially be directed from:

- a. Surplus realised from the 2012/13 fiscal year; or
- b. Specific allocation within the 2013/14 operating budget.

It should be noted that discussions with the Provincial Department of Natural Resources staff did not conclude that financial support for a municipal spay/neuter program would be forthcoming. Any decision to fund the program would be brought forward in a future report to Council.

COMMUNITY ENGAGEMENT

Consultations have been held with the Province of Nova Scotia Department of Natural Resources, the Nova Scotia Veterinary Medical Association, animal advocates, and representatives of the Nova Scotia Society for the Prevention of Cruelty to Animals.

ALTERNATIVES

- 1. Regional Council could request that the Province amend the *HRM Charter* to permit HRM to provide a spay/neuter program.
- 2. Regional Council could proceed in advance of the Grant Program review and amend the Community Grants Program to permit a one-time grant in the amount of \$40,000.00 to the NSSPCA, a registered charitable organization, for infrastructure improvements to its shelter to facilitate a spay/neuter clinic.
- 3. Regional Council could maintain status quo.

ATTACHMENTS

Appendix A - Canadian Municipalities - Spay/Neuter Program Appendix B – Statistics Canada – Low income cut-offs (1992 base) before tax Appendix C – NSSPCA Proposal

15 1	obtained online at http://www.halifax.ca/council/agendasc/cagenda.html then choose the appropriate g the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.
Report Prepared by:	Andrea MacDonald, Manager, License Standards, 490-7371
Report Approved by:	Jim Donovan, Manager, Municipal Compliance, 490-6224
Report Approved by:	Brad Anguish, Director of Community & Recreation Services, 490-4933
Financial Approval by:	Greg Keefe, Director of Finance & ICT/CFO, 490-6308
Report Approved by:	Sara Knight, Solicitor, Legal, Insurance and Risk Management Services, 490-3295

Municipality	cipality Municipal Program Humane Organization Program					
	Nova Scotia					
Kings County		SPCA - offers discount vouchers (issued monthly) to pet owners in need of financial assistance - \$50 off neutering a cat or dog; \$75 off spaying cat or dog. The pet owner is required to complete an application.				
Halifax		Metro SPCA- offers a discounted rate to low income families (as per LICO). Families on Social Assistance automatically qualify. Surgeries are performed at Eastern Passage Village Vet 2 days a month. The cost for cats is \$120 (male) and \$140 (female); the cost for dogs is \$175 (male) and \$225 (female). Vaccines are not included with this program. The SPCA will transport the cat/dog to Eastern Passage Village Vet. Bide Awhile - low cost on an individual basis; based on income and situation - \$100-\$150. Spay Day Program - assists students & low-income families to 				

Appendix A - Canadian Municipalities - Spay / Neuter Program

	Newfoundlan	d
St John's	The City of St John's offers a subsidized spay/neuter program for residents in need of financial assistance. To qualify, owners must have a total household income of less than \$25K, be a single parent with a net income of \$25K or less, single with a net income of \$15K or less, or be 65 years or older and receiving a guaranteed income supplement. An application form and supporting documents (proof of identification, resident of the City of St John's, current tax assessment and/or letter of confirmation from the Government of Canada) must be returned to Humane Services via mail or in person. The cost of spaying or neutering, after the subsidy, is \$120 for dogs and \$85 for cats (cat and dog license included). Due to the limited number of surgeries that can be provided, only those selected are contacted.	In 2009, the Avalon Animal Hospital initiated the Cat Neuter Assistance program. They offered one day of complementary male cat neutering for residents of St John's unable to afford the service. All cats were tested for Feline Leukemia as part of a Province wide study by the Department of Natural Resources and Memorial University.
	Ontario	
Ottawa	Since 1978, the City of Ottawa has funded a Spay/Neuter clinic. It was initially designed to aid low income residents with the spaying/neutering of their pets. Due to the vast number of requests for financial assistance, the spay/neuter service is now available to the general public. The clinic performs, on average, 2500 surgeries a year. The cost for the pet owner to spay/neuter a dog ranges from \$230 to \$330; the cost to spay/neuter a cat ranges from \$125 to \$170.	

Windsor	Feb 2012, the City of Windsor announced it would fund a spay/neuter program to aid in controlling the cat population; budget amount of \$75,000. The goal was to spay /neuter 1000 cats at a cost of \$75.00 each; 500 feral and 500 owned by low income owners (no information on website of what is deemed as "low income").	
Niagara Region		In 2011, the Niagara Peninsula Veterinary Association (30 members) discounted spay/neuter fees by 50% for low income owners (no information on website on what is deemed as "low income").
Greater Sudbury	City funded program initiated by volunteers serving on the Animal Control Advisory panel (revenue from license tags sold). A limited number of discount coupons are issued (\$115 spay; \$65 neuter), which are redeemable at participating vets located within the city. Coupons are attainable on a first come, first serve basis. The applicant must reside within the city, and the dog/cat must be licensed.	
Durham		In 2012, the Humane Society teamed up with local vets to offer low cost spay/neuter assistance to qualified cat owners (based on eligibility criteria from the Ontario Vet Medical Association's <i>Farley Foundation:</i> seniors receiving a Federal Guaranteed Income Supplement, disabled individuals receiving Ontario disability support or Canada Pension, women at risk of abuse entering a registered shelter, individuals receiving financial assistance through the Ontario Works program, and cats owned by senior care facilities in Ontario). Vouchers were issued for \$100 spay/\$80 neuter, which are redeemable at any of the 42 Animal Clinics in Durham. The applicant has 60 days from receipt of voucher to book an appointment.

Ontario SPCA	Various SPCA clinics throughout Ontario offer a discounted rate for spay/neutering of cats and dogs - \$50 spay/neuter a cat; \$60 neuter/ \$80 spay a dog. A blue tattoo is placed on the stomach to mark the pet as having been altered. The clinic will also trim pet's nails at no cost, vaccine (\$10 each), and remove any hernias during surgery (\$15). Individuals must call to book an appointment. Due to the high volume of requests, it may take up to 12 weeks to get a response.
Kingston	The Kingston Humane Society offers a spay/neuter clinic on a limited, funds available basis. Individuals or families on Welfare/Disability or not working at all can apply for one of the 10 or 15 spots available per month. There is a co-payment of \$50.00 to cover the cost of vaccines as well as the spay or neuter operation to be paid prior to the first set of vaccines. There is a limit of one animal per individual/family, and the program may be used only once in your lifetime.
	Western Canada
Winnipeg	The Winnipeg Humane Society offers a Spay/Neuter Assistance program (SNAP) to low income families to have their cat spayed/neutered for a fee of \$25. Proof of household income or Social Assistance must be provided. Subsidized spay/neutering is available for dogs, rabbits, and pets residing outside the City of Winnipeg if pet owners qualify according to household income.

Regina	The Humane Society, through a partnership with the City of Regina, offers subsidized pet spay/neuter surgeries to financially disadvantaged households, and animal rescue organizations in support of the Low Income Cat Spay Program. To qualify, the participant must be a resident of the City of Regina, 18 years of age, be the owner/caregiver of the pet, and be able to offer proof of being eligible for Social Assistance, or falling into the specified family income or charitable rescue category. The sterilization surgery and related medical/identification procedures are fully subsidized for pet owners who qualify. There is no cost, with the exception that a City of Regina Pet License must be purchased at the time of surgery - \$20 for cats; \$25 for dogs. The same procedures are partially subsidized for those who qualify, and will pay a total of \$60 for the service (tax included). A City of Regina Pet License must be purchased separately at the time of surgery, for the same cost as the above-mentioned. Each pet will also be provided with a microchip for identification. Those interested in the program must complete an application and be approved prior to scheduling the spay/neuter surgery.
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Saskatoon	The Subsidized Spay and Neuter Program (SSNP) is an	Saskatoon New Hope Dog Rescue Low Income Neuter Program
	initiative of the City of Saskatoon, the Saskatoon Academy	- This is a registered charity with all donations going towards
	of Veterinary Practitioners, and the Western College of	medical expenses. The program will cover some or all of the
	Veterinary Medicine. Significantly discounted and financial	cost of spay/neutering your dog. The surgery is completed by
	resources are being provided to assist low income pet	their vet. Pet owners are responsible for additional fees
	owners to have their pets spay/neutered. Eligible applicants	charged by the vet if the owner has requested
	- any Saskatoon resident whose household income falls	services/treatment unrelated, or for complications during or
	under the Statistics Canada's Low Income Cut Offs. Each	following the surgery. Pet owners are required to provide
	income earner in the household must provide their most	proof of income (recent pay stub or most recent income tax
	recent Notice of Assessment from Revenue Canada. The	return) or participation in a financial assistance program.
	before tax income (line 150) will be added together to	
	determine total household income. Current funding will	
	allow for approx. 200 surgeries per year. Pet owners are	
	encouraged to apply quickly as funding will be allocated on	
	a first come, first serve basis. Applicants will be notified by	
	mail of approval/rejection. Approved applicants will receive	
	a Surgery voucher, a Surgery agreement and waiver, and a	
	License Application if the pet is unlicensed. Applicants pay a	
	non-refundable payment of \$25 per cat;\$40 per dog. The	
	veterinarians provide their services at a 25% discounted	
	rate. The City funds the balance, with proceeds coming from	
	fine revenue for violations of the Animal Control By-Law and	
	Dangerous By-law. This program is reviewed annually.	

Calgary	The City of Calgary Animal and By-Law Services sponsors a No Cost Spay/Neuter Program which provides free spay/neutering of cats and dogs for eligible low income pet owners. Services provided at no cost are: spay/neuter surgery of a cat or dog; post-op pain medication at the discretion of the Animal Services Centre Clinic Vet; Elizabethan collar, if required; 6 month cat or dog license; and a microchip. Applicants may apply online or call 311 to request an application to be mailed. The applicant must be 18 years old, a resident of City of Calgary, and the annual household before tax income cannot exceed 85% of Statistics Canada's Low Cut Off (LIOCs).	
Kamloops		The BC SPCA opened its low cost Spay/Neuter clinic in Kamloops on April 25, 2009. The clinic offers a discounted rate to the public for spay/neuter and vaccines for pets. The costs are: Dogs - spay is \$145 to \$215/neuter is \$130 to \$195 (cost determined by weight of dog). Cats - spay is \$110/neuter is \$75. They rely on public support and donations for funding.
Prince George		The BC SPCA officially opened its low cost Spay/Neuter Clinic in Prince George on October 29, 2005. The clinic offers a discounted rate to the public for spay/neuter and vaccines for pets. The costs are: Dogs - spay is \$125 to \$190/neuter is \$110 to \$160. Cats - spay is \$101/neuter is \$70. Their goal is to carry out 4000 spay/neuter operations a year. All adopted pets are sterilized prior to leaving the Shelter. They rely on public support and donations for funding.

Appendix B

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Table 2

Low income cut-offs (1992 base) before tax

Size of family unit		Community size				
	Rural areas			Census Metropolitan Area (CMA)		
	outside CMA or CA ¹	Less than 30,000 inhabitants ²	Between 30,000 and 99,999 inhabitants	Between 100,000 and 499,999 inhabitants	500,000 inhabitants or more	
			Current dollars			

1992 – 2010 data removed

2011					
1 person	16,038	18,246	19,941	20,065	23,298
2 persons	19,966	22,714	24,824	24,978	29,004
3 persons	24,545	27,924	30,517	30,707	35,657
4 persons	29,802	33,905	37,053	37,283	43,292
5 persons	33,800	38,454	42,025	42,285	49,102
6 persons	38,122	43,370	47,398	47,692	55,378
7 or more persons	42,443	48,285	52,770	53,097	61,656
	e small population cen tion centres with less th	tres. Ian 10,000 inhabitants.	·		

Date Modified: 2012-06-18

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Important Notices

Appendix - C

February 28, 2013

Halifax Regional Municipality Regional Council PO Box 1749 Halifax, NS B3J 3A5



Dear Honorable Mayor Savage and Respected Council:

It is my pleasure today to present, by way of this correspondence, an exciting partnership opportunity. In April 2013, the Nova Scotia SPCA will be opening the first low-cost/high-volume, dedicated spay and neuter service in the province! This program has been in development for nearly 3 years and has been endorsed by the Nova Scotia Veterinary Medical Association. In order to attain this goal, the Nova Scotia SPCA is looking for a one-time funding commitment from the Halifax Regional Municipality of \$40,000.

At this point in time, the Society has successfully been granted all of the funds necessary to equip the surgical clinic, which will be located at the Provincial Animal Shelter in Burnside (5 Scarfe Court). PetSmart Charities of Canada is contributing \$76,500 to the project for all equipment related costs. We are looking to Halifax Regional Municipality for financial support for the infrastructure improvements needed for the shelter to house the new clinic.

With HRM's partnership, this clinic will come on line in time for <u>this year's anticipated breeding season</u> and help <u>all</u> animal welfare organizations in HRM tackle the growing cat overpopulation crisis with increased capacity and resources. This clinic will also be open to low income families, thus making veterinary services more accessible and ensuring that as many cats as possible are spayed or neutered. **This is a turn-key project that only requires one-time funding and then it will be sustainable long term for HRM!**

Description	Cost
Electrical	\$8,000
Lighting	\$2,000
Plumbing	\$2,000
Infrastructure	\$13,000
Ventilation	\$2,500
Heating (Heat Pump)	\$5,500
Cabinetry	\$1,000
Stainless Steel Countertops	\$1,500
Signage	\$4,500
Surgical Equipment and Housing	\$ 76,500
Donated Materials	\$5,000
Discounted Values	\$20,000
Total Costs	\$141,500
Total Net Costs	\$40,000

The budget is outlined as follows:

The SPCA has been able to secure \$5,000 in donated materials, including some labour, flooring, doors, demolition and debris removal. We have also been able to secure a significant discount on the above noted costs, which would retail for nearly \$60,000, thus saving \$25,000 in infrastructure costs overall.

The SPCA is also in the position to take on all of the operational costs associated with running the clinic. We have partnered with Eastern Passage Village Veterinary Hospital's owner/operator, Dr. Lesley Steele. The SPCA will cover the costs of the surgical team and associated labour resources as well as ongoing surgical material costs by remitting modest user fees for the clinic.

The anticipated fee structure is outlined as follows:

Surgery Type	Preliminary Fee Structure
Feline Spay	\$95
Feline Neuter	\$65
Canine Spay (21-40lbs)	\$135
Canine Neuter (21-40lbs)	\$125

Dr. Lesley Steele brings more than 15 years of direct shelter medicine experience to our partnership and her team brings the precise high volume spay/neuter surgical expertise required to achieve the surgical volume necessary in order to make this social enterprise successful. Similar models have been successful in Ontario, British Columbia and Alberta as well as throughout the United States. For the SPCA, the clinic will release the current cap on intake we experience as a result of the present fee-for-service model, thus expanding our overall scope and capacity to care.

Last year, our Provincial Animal Shelter In Dartmouth saved more than 2000 animals and we expect that capacity to grow by at least 15% in the first year with the new clinic. Based on our current capacity to assist low income families and other rescue or trap, neuter and return groups, this capacity will grow by 341% in its first year to nearly 1,000 surgeries! Additional capacity may also be possible with volunteer veterInary resources on weekends and we look forward to exploring all possible ways to develop as much capacity as possible.

The Society's mission and mandate is the prevention of cruelty to animals and the most humane and responsible way to avoid the cycle of abuse, neglect and cruelty is to tackle overpopulation with spay/neuter strategies. It is my pleasure to present this opportunity to HRM and it is my sincere hope that you will partner with us on this exciting initiative. For your information, I have also attached a brief presentation about the Nova Scotia SPCA. Thank you in advance for your attention and support!

Respectfully,

Original signed

Kristin Williams Executive Director Nova Scotia SPCA

CC: Dr. Hugh Chisholm, Dr. Lesley Steele

 Nova Scotia Society for the Prevention of Crueity (to Animals) Provincial Office

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