

TO:	CHAIR AND MEMBERS COMMUNITY AND PROTECTIVE SERVICES Meeting on September 9, 2013
FROM:	G. KOTSIFAS, P. ENG. MANAGING DIRECTOR, DEVELOPMENT & COMPLIANCE SERVICES AND CHIEF BUILDING OFFICIAL
SUBJECT:	RFP 12-28 ANIMAL WELFARE SERVICES

RECOMMENDATION

That on the Recommendation of the Managing Director, Development & Compliance Services and the Chief Building Official, the following actions **BE TAKEN**, with respect to the Animal Welfare Services contract recognizing the vision for animal services where all pets have a caring, respectful and responsible home.

- a) The Submission from Urban Animal Management Inc. operating as London Animal Care Centre (LACC) for implementing an expanded scope of animal welfare initiatives for the City of London and their submitted total annual cost for services of \$2,927,081 **BE ACCEPTED** noting that total annual cost represents a service enhancement and includes the annual cost for core services of \$2,371,619;
- b) That the Civic Administration **BE AUTHORIZED** to undertake all administrative acts which are necessary in connection with this contract;
- c) Approvals hereby given **BE CONDITIONAL** upon the Corporation entering into a formal contract or issuing a purchase order relating to the subject matter of this approval;

BACKGROUND

The City of London issued a Request for Proposal (RFP) to seek interested qualified proponents to explore the range of potential opportunities for expanding the scope of animal welfare initiatives in London. Municipal Council has directed City staff to issue this RFP to identify service providers interested and qualified to perform activities in one or more of the areas identified in the RFP.

The City's current Vision and Mission Statement for Animal Services is as follows:

The Vision: London, a city where all pets have a caring, respectful and responsible home.

The Mission: To increase awareness, partnerships & community capacity building by:

- 1) Ensuring by-laws protect and support Londoners, visitors and
- 2) Promoting responsible actions for individuals, families and organizations, and
- 3) Supporting community animal welfare initiatives.

The preparation and issuance of the RFP is part of a procurement process to identify, qualify and possibly select a private partner or partners as a part of the service models utilized by the City in the delivery of animal welfare services. The scope of work focussed on the following:

- Education & Awareness Services for Responsible Pet Ownership;
- Coordination of Community-based Animal Welfare Initiatives (including trap, neuter, return program for cats, volunteer coordination);
- Fostering & Adoption Facility(ies) and Program for Stray Cats;
- Fostering & Adoption Facility(ies) and Program for Stray Dogs;
- Pet Identification (Licensing) System;
- Animal Services Community Patrol;
- By-law Enforcement pertaining to animals (PH-3, PH-4, PH-7 and PH-12)
- Enforce Pit Bull Dog and DOLA by-laws
- Dog Bite Investigations
- Shelter Facility for Stray and Impounded Animals
- Provide Lost and Found Services for Stray Cats and Dogs
- Pick up Service for Sick or Injured Wildlife
- Provide Quarantine Kennelling for Bite or Suspected Rabies Infected Animal

The respondents were evaluated on the capability of financing; the design, operation and construction (if needed) of a facility (or facilities); and the provision of a program that delivers a progressive animal welfare service model which is affordable to taxpayers and animal owners and cost beneficial to the City.

RFP Submissions

Four submissions were received. Of the four submissions, there were two respondents that entered a bid for the entire contract. Urban Animal Management Inc. (UAM) and Progressive Animal Welfare Services (PAWS) each sent a proposal(s) that included all the requested services set out by the City in the RFP. UAM is the City of London's current animal service provider and operates as London Animal Care and Control (LACC). In the UAM submission there were three options provided for consideration and an array of optional services offered. The PAWS submission did not have an operational facility however PAWS proposed two sites and both contained existing buildings that would require renovations in order to accommodate the needs of a pound. Neither of the two proposed sites held the zoning designation that would permit a kennel. These two comprehensive submissions were selected for further deliberations and negotiations.

Evaluation Team

In an effort to ensure transparency and accountability in the evaluation process, and given that components of the scope of work are beyond the expertise of existing City Administration to conduct a full evaluation of multiple bids, City Administration contacted experts in the field of animal welfare services. Bruce Roney, Executive Director Ottawa Humane Society, Dr. Tyrrel de Langley, DVM, Director of Animal Care and Veterinary Services and Assistant Professor Pathology, Schulich School of Medicine & Dentistry, University of Western Ontario, and Dr. Cheryl Yuill, DVM, owner and Director of Blue Cross Animal Hospital, Kitchener Ontario all were retained as consultants and members of the evaluation team. All three of these experts participated in the evaluations and submission presentations.

The remainder of the evaluation team was comprised of City staff, including George Kotsifas, Orest Katolyk, Heather Chapman and Ron Oke of the Development and Compliance Service Area. Jay Stanford, who formerly administered the animal control contract and who spearheaded the new model of animal welfare, was also a team member. Emily Schinbein with the City's Financial Services area was the team member who provided financial evaluations. The evaluation team was administered by Chris Ginty for procurement policy compliance.

The evaluation scoring procedure was completed by each team member separately and confidentially. The three expert consultants were involved in proponent interviews and were requested to provide a summary of their findings related to each of the two comprehensive submissions. These summaries have been included as appendices to this report.

Split Services Model

After reviewing the comprehensive bids, one preliminary concept that the evaluation process produced was the potential for some split services and the possibility of having two service providers engaged in the core animal services activities. Requests made from the evaluation team for the two bidders to respond to a partnership model of split services as follows:

Proposed UAM responsibilities:

- ✓ Education & Awareness Services for Responsible Pet Ownership (Adults and Children);
- ✓ Fostering & Adoption Facility(ies) and Program for Stray Dogs;
- ✓ Pet Identification (Licensing) System for Dogs & Cats;
- ✓ Animal Services Community Patrol;
- ✓ By-law Enforcement pertaining to animals (By-laws PH-3, PH-4, PH-7 & PH-12)
- ✓ Enforce Pit Bull Dog and DOLA By-laws
- ✓ Dog Bite Investigations
- ✓ Shelter Facility for Stray and Impounded Dogs
- ✓ Provide Lost and Found Services for Stray Dogs
- ✓ Pick up Service for Sick or Injured Wildlife
- ✓ Provide Quarantine Kennelling for Bite or Suspected Rabies Infected Animal

Proposed PAWS responsibilities:

- ✓ Education & Awareness Services for Responsible Pet Ownership (Adults and Children);
- ✓ Fostering & Adoption Facility(ies) and Program for Stray Cats;
- ✓ Pet Identification (Licensing) Satellite location for cats – new licenses only
- ✓ Shelter Facility for Stray Cats
- ✓ Provide Lost and Found Services for Stray Cats

Both bidders were receptive to this proposal and thus were each requested to revise their submissions to reflect the costs based on a split service. Upon receipt of the revised submissions the team again asked the bidders to provide a more detailed “break down” of the services offered and the associated costs. The team's expectation was that, despite initial “start-up” costs, the combined ongoing service costs would be similar to that of the current single service provider. The cost and financial arrangements with PAWS was examined on a number of occasions to ensure that the team understood the numbers and requirements behind the numbers. Based on the financial analysis as part of the negotiations, a split services model is not recommended as City staff do not feel it is not financially affordable to taxpayers and animal owners.

Recommendation

After many months of lengthy discussions and negotiations with UAM and PAWS, the evaluation team concluded that UAM be the recommended service provider for the improved animal welfare model.

Proposed Service Delivery – Including New Service Initiatives

The proposed service delivery model includes four key components:

- A. Pet Identification
- B. Animal Services Community Patrol
- C. By-law Enforcement
- D. Shelter Facility for Stray and Impounded Animals

A. Pet Identification

LACC has provided a Pet Identification (Licensing) System on behalf of the City of London for 30 years. As reported in the Ontario Municipal Benchmarking Initiative, the City's efforts in conjunction with LACC's service delivery models has ranked London first in both dog licenses and cat registrations per 100,000 people and first in recovery of animal control costs. The submitted Service Delivery Model for Pet Identification (Licensing) is divided into four parts: Base Model; Proactive Service Delivery; Foster Home Registry and Trap, Neuter, Return.

1. Base Program for Licensing Dogs, Cats and Pit Bulls

LACC provides and can continue to provide full licensing services and support for the licensing of dogs and cats in London. LACC does procure, maintain and keep available for inspection such licenses, permits or approvals for Federal, Provincial, Municipal authorities, as may be necessary to deliver the Pet Identification (Licensing) System. This system does include a comprehensive licensing and renewal system for dogs and cats for the City of London via a comprehensive invoicing system. A separate comprehensive invoicing system for pit bull dogs will continue to be maintained. As part of a pet identification system, the benefits of pet identification will continue to be promoted through education and compliance of licensing. All revenue from the licensing of dogs cats and pit bulls will be retained by the City.

2. Proactive Licensing Program – New Service Model

It has been documented that licensing revenues can be increased by implementing proactive licensing blitzes. LACC has demonstrated this fact in 2001, 2002 and 2003 by implementing a proactive licensing program which increased the base of licensed and identified animals. The submitted proactive program is four months in length and has proven to increase the number licensed animals in the City substantially. The program has been the foundation of recognizing London as the #1 municipality in cost recovery of animal control costs. The new service model will have all new revenues retained by the City.

3. Foster Homes and Proposed Registry System – New Service Model

As part of the new model of animal welfare, a review by City Administration will be undertaken of current by-laws in an effort on introduce the concept of animal fostering in residential settings. LACC is proposing to maintain the registry of foster homes that meet the requirements set by forthcoming by-law amendments. LACC proposes that a City cat identification tag or dog license tag accompany every animal that is placed into an approved foster home. The City may consider licensing payment exemptions for initial licences for pets in a foster home care setting.

4. Trap/Neuter/Release Colonies and Proposed Registry System – New Service Model

In 2008, the City of London implemented a Trap, Neuter, Release (TNR) program to address the growing feral cat population. The feral cats are humanely trapped, transported to licensed veterinarians for sterilization, inoculation and are ear-tipped. These cats are provided post-operative care and then released back to their original colonies. The City of London addresses the problem of feral feline overpopulation in a humane and effective manner by stabilizing the feral cat colonies and preventing the potential spread of disease. LACC proposes to maintain a registry of Trap, Neuter, Release colony(s) including information on locations, numbers of animals etc.

B. Animal Services Community Patrol

LACC's proposed model for Animal Services Community Patrol program will be to provide the following services in an effort to achieve the goal of long-term responsible pet ownership, resolution of conflict, and by-law compliance. This service will include: addressing non-reported by-law infractions when observed and witnessed while on patrol; assisting neighbours in resolving animal related disputes; assisting in animal related situations where the provision of public safety is paramount; and patrols for stray dogs including pit bull dogs. This service model also provides for 24 hour emergency service to address matters requiring immediate action outside of regular community patrol hours and on statutory holidays.

C. By-law Enforcement

LACC has provided by-law enforcement services to the City of London for the past 30 years. As provincial legislation has evolved, enforcement initiatives have been adopted to satisfy all legislative changes. The Proposed Service Delivery Model for By-law Enforcement is divided into two parts: Base Service Model and Enhanced Parks Enforcement.

1. Base Enforcement Model

LACC proposes to provide by-law enforcement services for all animal related by-laws. Animal Control Officers will have the full authority and discretion to address matters via a number of enforcement options including verbal and written warnings, notices of contravention and Provincial Offence Notices. Officers will also have full powers to enforce provisions of the Dog Owners Liability Act, Animals for Research Act and f Municipal Act. Officers will assist London Police Services as requested and will provide evidence in a court of law when requested.

2. Enhanced Parks Enforcement – New Service

There has been growing demand for animal control enforcement in City parks. LACC proposes to add a full time fully trained Animal Control Officer for the provision of regular patrol and by-law enforcement in Harris Park, Springbank Park, Gibbons Park, and Greenway Park and in other parks upon request. The service would be provided for 40 hours weekly. This Officer will provide all services as described for those performing regular Animal Services Community Patrol and By-law Enforcement.

D. Shelter Facility for Stray and Impounded Animals

LACC has provided a shelter facility for stray and impounded animals for the City of London since August 1982. In 1986, UAM Inc. constructed a 4,200 square foot building at 121 Pine Valley Boulevard in London. In 2007, the building was expanded with an 800 square foot addition to house impounded pit bull dogs. The facility is owned by UAM Inc. and operated by LACC.

The proposed Service Delivery Model is divided into three parts: Base Model of Shelter Facility and Services for Stray and Impounded Animals; Base Model plus Enhanced Veterinary Care including an expansion to the existing shelter space to incorporate a fully accredited veterinary facility and; a new Shelter Facility with UAM Inc. and the City of London forming a joint venture in which the City would eventually own the facility out right.

1. Base Program for Shelter Facility for Stray and Impounded Animals

LACC is proposing to maintain the current Shelter Facility at 121 Pine Valley Boulevard, and provide the same programs, procedures and protocols for stray and impounded animals. The shelter houses animal quarters, a small medical area, general office space for LACC, a public reception area for adoption, licensing and pick and drop off of animals.

The Shelter is operated using proven and industry standard, procedures and protocols for shelter facilities. The shelter has been inspected numerous times by the Ontario Ministry of Agriculture and Food. The shelter is operated in accordance with the provisions of the Public Pound By-law, the *Pounds Act*, *Animal for Research Act*, *Municipal Act*, and all other applicable legislation.

The base model encompasses LACC receiving all animals (stray dogs and cats, sick, injured or dying animals) delivered by Animal Control Officers, confined cats delivered by the general public, and other domestic animals from the public all from within the municipal boundaries of the City of London. Services provided include: intake of stray animals; vaccination regime; maintenance of animal records; physical examination of strays; lost & found; illness recognition; injury recognition and cursory treatment; housing and feeding standards; public education on animal behaviour; wildlife rehabilitation; redemption period; Pit Bull sheltering compliance; humane euthanasia; dog transfer program; rehabilitation of wildlife program and cat transfer program.

2. Expanded Shelter Facility for Stray and Impounded Animals

In association with the base model outlined above, LACC proposes the expansion of the current Shelter Facility at 121 Pine Valley Boulevard to provide the required space to include enhanced veterinary care through the addition of an accredited veterinary facility. The expansion may also result in an increase of shelter space to house additional stray animals. The proposed expansion to the current facility would be approximately 2200 sq ft and include the following amenities and service provisions to serve the stray and impounded animals within the City of London:

- Examination area and table facilities
- X-Ray unit, table, and dark room facilities with viewer
- Surgery suite, operating tables, surgical lighting, gas scavenging system, oxygen system, anaesthetic machine
- Laboratory and testing facilities
- Treatment facilities and preparation areas
- Pharmacy and drug storage facilities
- Isolation areas for sick / injured dogs and cats
- Additional cat holding capacity and recovery areas
- Additional dog holding capacity and recovery areas
- Additional laundry facilities
- Staff office and lounge areas
- Reception and waiting area
- All fixed and other equipment required to operate an accredited veterinary clinic

Cats and dogs that are behaviourally sound but currently unadoptable due to minor medical issues would benefit significantly. Cats may exhibit the following: flea allergy dermatitis, weight loss, umbilical hernias, heart murmurs etc. Dogs may exhibit the following: heartworm, moderate dental issues, urinary tract diseases, deafness, heart murmur manageable bone fractures, etc.

By providing treatment for these manageable ailments the animal can be reassessed from unadoptable (euthanized) to adoptable and set for a caring, respectful and responsible home.

3. New Joint Venture Shelter Facility for Stray and Impounded Animals

UAM has proposed the development of a new Shelter Facility for Stray and Impounded Animals through a joint venture between UAM and the City of London. The City has the opportunity to consider a new modern shelter facility as part of expanding the program for Animal Welfare Initiatives. The development of a new facility is beyond the scope of this RFP, nevertheless it is worth considering this option as a long term goal. Subject to negotiated agreements, UAM is prepared to invest up to \$1M towards a new Shelter Facility for Stray and Impounded Animals. A new facility would leave the municipality less vulnerable as there are very few qualified groups that have an appropriate zoned and operational facility, coupled with the knowledge and experience to effectively operate such a facility adhering to all the provincial legislations.

City Initiatives

In order to move towards a new vision of animal services, the City will initiate a number of actions and by-law amendments.

1. Pet Limits with Existing By-laws

At present the City of London has an Animal Control By-law PH-3, and a Dog Licensing and Control By-law PH-4 which stipulate the limits on the number of cats and dogs per dwelling.

The current regulation applicable to cats is as follows: within a dwelling each adult may have not more than 2 cats. The current regulation applicable to dogs is no more than 3 dogs per dwelling unit. Therefore if three persons, of at least 18 years of age, resided together in a dwelling unit the maximum number of cats residing there would be 6; and the maximum number of dogs residing there would be 3.

It has been noted that there are some municipalities that have opted to have no pet limitations, while others continue to regulate limitations; some of which are less restrictive and others that are more restrictive than London's. Civic Administration recognizes that the regulation applied to cats within By-law PH-3 presents a problem when an adult occupant no longer resides in the dwelling unit but his/her cat(s) remain in the unit. This might occur if an adult child moves out but cannot take his/her cat(s), or if a marriage dissolves and pets are left behind, or in the instance of a death of a family member where the occupant number is reduced, but the cat number has not.

Civic Administration is committed to reviewing the by-law limitations and will propose changes that will benefit animal welfare, all the while keeping public interests balanced as well.

2. Pet Fostering

In an effort to find every adoptable pet a home it is sometimes necessary to temporarily house pets in foster homes. Often occupants who foster, or wish to foster, cats or dogs have a number of animals of their own and as such have reached their maximum number of pets by limitation of the by-law. Currently London does not have any exemptions related to pet limits for foster homes, or any regulations specifically designed for foster homes. Civic Administration recognizes the need for foster homes and anticipates by creating provisions for foster homes, more homeless cats and dogs can and will be sheltered while awaiting adoption and a permanent home.

Civic Administration is committed to reviewing the by-law limitations and will propose changes that will benefit animal welfare, all the while keeping public interests balanced as well.

3. Micro Chips as a form of Pet Identification

Micro chipping of companion animals is a permanent form of identification and extremely beneficial provided the animal guardian maintains an up to date web based registration (eg. current address and contact information). Civic Administration feels that micro chipping serves as excellent tool for identification of animals especially for cats that may roam and often refuse to wear a collar with a licence tag. Pet identification tags provide "peace of mind" to the public and other dog guardians, as they are an indication that vaccinations and rabies shots have been administered. LACC currently implements the "Free Ride Home" program. Once the pet Identification number is called into the LACC the pet can be picked up and returned to its home. Utilizing a micro chip reader, an increased number of micro chipped cats can be reunited.

Civic Administration will review micro chipping as a form of pet identification and licensing for cats and dogs.

4. Off Leash Parks

London currently maintains three Off Leash Parks, with a fourth one in the works. These parks are well received and utilized by dogs and their guardians within our community. Civic Administration will continue to support the Parks Planning Division in the development of future parks as resources become available. Additionally Civic Administration will continue to communicate with the Planning Division in an effort to intertwine animal welfare with city planning and "ReThink London".

Civic Administration suggests that in addition to the larger Off Leash Parks, smaller "pocket parks" for off leash use should be considered during the development of all new residential subdivisions.

5. Additional Feral Cat Programs

Although the City of London has implemented a Trap Neuter Return (TNR) program, there are still more feral cats than can be accommodated in the existing managed colonies within the City. Administration proposes to review other options such as the “Barn Cat program” which is been a very successful program in St. Thomas. This program involves farm owners accepting feral cats that have been spay or neutered to reside in their barns as hunters of mice.

In the United States, there has been an animal welfare movement known as Shelter Neuter Return (SNR) where citizens use shelters to collect feral cats and deliver them to a spay neuter facility. Following the spay or neuter of the feral cats, they are then returned to same area found. Jacksonville, Florida has run a very successful SNR program. SNR cats are not volunteer managed like a TNR colony. As there are not enough volunteers or colonies, the SNR feral cats are unmanaged. SNR cats survive by instinct and are sometimes become “semi-owned” as citizens chose to provide some food. Public response in Jacksonville has been positive and the program has led to a significant reduction in euthanasia of feral cats.

Civic Administration will review these and other programs and will partner with the community to implement additional feral cat programs.

6. Spay Neuter Program

PAWS has proposed a regional full service companion animal hospital that will focus on a high volume low cost spay neuter service for a service area which would include the City of London and surrounding areas. This is a positive service enhancement to the London area. Regulations for these facilities are set out by the College of Veterinarians of Ontario (CVO). City Administration has had several discussions with the CVO on directing potential clients to this facility. As this is not a City-owned facility, the City of London and its staff would not be able to steer, direct or influence potential clients towards this facility or limit their choice in where they can access veterinary services. Animal rescue groups are also prohibited from steering or directing potential clients.

City Administration recognizes the importance of this regional spay neuter program and will continue to explore all options available and in conformity with regulatory agencies in increasing spaying and neutering of animals. One option City Administration will give initial priority to is the development of a “preferred list of service providers” which would offer spay neuter services at a price as determined by the City. At this time, it is unknown how many veterinarian clinics may be interested in performing this service at a low cost. Members of the public can access services at any of the comparable clinics offering the service.

Formal recommendations related to these initiatives will be provided to the Community and Protective Services Committee under a separate report.

Financial Summary

After many months of lengthy discussions and negotiations, the evaluation team concluded that UAM be the recommended service provider for the improved animal welfare model.

The proposed service delivery model includes four key core service components:

- Pet Identification
- Animal Services Community Patrol
- By-law Enforcement
- Shelter Facility for Stray and Impounded Animals

The total expenditure for the core services provided is \$2,371,619.

Additional enhanced programs include the following:

- Proactive Licensing
- Parks Patrol
- Expanded Shelter Facility
- Enhanced Veterinarian Care

The total expenditure for the core services and enhanced services is \$2,927,081.

Expected revenue returned to the City from licensing including proactive licensing is \$1,355,219. The net cost of the animal welfare services program including enhanced services is \$1,571,861.

PREPARED BY:	RECOMMENDED BY:
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