

**REPORT NO. 100** of the  
**ENVIRONMENT, TRANSPORTATION & PUBLIC SAFETY**  
**STANDING COMMITTEE**  
of its meeting held January 23, 2013

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**Present:** Councillor J. Gignac  
Councillor A. Halberstadt  
Councillor R. Jones, Vice-Chair  
Councillor H. Payne

**Regrets:** Councillor F. Valentinis

That the following recommendations of the Environment, Transportation and Public Safety Standing Committee **BE APPROVED:**

Moved by Councillor Payne, seconded by Councillor Halberstadt,

**THAT** the report entitled "*Response to M284-2012 – Additional Controls Related to Animal Welfare and 2012 Spay/Neuter Voucher Program*" responding to the Windsor Essex County Humane Society's suggestions for additional animal welfare controls and summarizing the 2012 Cat Voucher Program **BE RECEIVED** for information; and

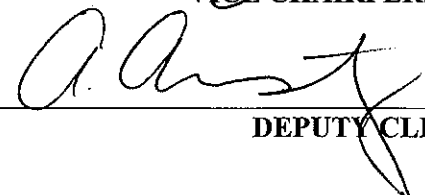
**THAT** the Keeping of Animals By-law 8156 **BE AMENDED** to allow for 3 dogs per household; and

**THAT** the 2012 surplus totaling \$25,000.00 from the Cat Voucher Program (Dept. I.D # 0125162 ) **BE CARRIED FORWARD** to the 2013 Cat Voucher program.  
Carried.

Clerk's Note: The administrative report authored by the Corporate Policy Coordinator dated November 13, 2012 entitled "Response to M284-2012 – Additional Controls Related to Animal Welfare and 2012 Spay/Neuter Voucher Program" is attached as background information.

Liveline 16290, ACL/10884

  
VICE CHAIRPERSON

  
DEPUTY CLERK

| NOTIFICATION:   |         |  |           |     |
|---|---------|--|-----------|-----|
| Name  | Address | Email Address  | Telephone | FAX |
| Melanie Coulter<br>Windsor Essex County<br>Humane Society |         | <a href="mailto:melanie@windsorhumane.org">melanie@windsorhumane.org</a> |           |     |



**THE CORPORATION OF THE CITY OF WINDSOR**  
**Environment, Transportation & Public Safety Standing Committee –**  
**Admin Report - Public Safety**



**MISSION STATEMENT:**

*"The City of Windsor, with the involvement of its citizens, will deliver effective and responsive municipal services, and will mobilize innovative community partnerships"*

|  |   |
|--|---|
| <b>LiveLink REPORT #: 16290 ACL/10884</b>  | <b>Report Date: November 13, 2012</b>               |
| <b>Author's Name: Sandra Bradt &amp; Anna Ciacelli</b>                                 | <b>Date to Standing Committee: January 23, 2013</b> |
| <b>Author's Phone: 519 255-5200 ext. 5381<br/>519-255-6222 ext. 6532</b>               | <b>Classification #:</b>                            |
| <b>Author's E-mail:<br/>sbradt@city.windsor.on.ca<br/>aciacelli@city.windsor.on.ca</b> |   |

**To: Environment, Transportation & Public Safety Standing Committee**

**Subject: Response to M284-2012 – Additional Controls Related to Animal Welfare and 2012 Spay/Neuter Voucher Program**

**1. RECOMMENDATION: City Wide:  Ward(s): \_\_\_\_\_**

**THAT** this report responding to the Humane Society's suggestions for additional animal welfare controls and summarizing the 2012 Cat Voucher Program **BE RECEIVED FOR INFORMATION.**

**2. EXECUTIVE SUMMARY:**

N/A

**3. BACKGROUND:**

The City of Windsor is a diverse and caring community. The Corporation takes seriously its obligations for animal control and well-being. Residents continue to have regard for the community's animals, as evidenced by animal welfare issues being raised repeatedly before City Council. A chronology of activities dating from the implementation of the Livelink records system to present has been attached for reference as Appendix "A".

At the Council meeting of May 20, 2008 Councillor Hatfield made the following motion:

*"WHEREAS the Windsor-Essex County Humane Society has been searching for solutions to the cat population explosion for several years; and*

*WHEREAS despite the society's best efforts, four thousand cats a year are still euthanized; and*

*WHEREAS other municipalities in Ontario have enacted by-laws shifting the focus of animal control from the regulation of animals and put the onus for responsibility on the owners of pets; and*

*WHEREAS responsible pet ownership involves four principle components: licence and identity, spay and neuter, appropriate care, and not allowing pets to become a nuisance; and*

*WHEREAS the Humane Society is willing to work cooperatively with the City to find common ground on a new approach to the problem; and*

*WHEREAS there would be a need for broad public consultation before considering any change;*

***THEREFORE BE IT RESOLVED THAT the City of Windsor FACILITATE (through the Council Assistants) public meetings in each of the five wards so the Humane Society can explain the concept of a proposed pet owner's responsibility by-law and that the public's response be documented and reported back to Council to determine whether such a by-law has wide community support and is worth pursuing."***

The motion was carried (M198-2008) and public consultations took place over the course of the summer. A report was drafted by the former Licensing Commissioner although not brought before Council. Following the corporate reorganization in 2010, the Manager of Policy, Gaming and Licensing was tasked with addressing the motion.

A working group comprised of staff from Policy, Gaming & Licensing; By-law Enforcement; and Finance; along with Councillors Halberstadt and Payne; and the Humane Society met to discuss how to address the public comments received in 2008 and report back to City Council. Councillor Hatfield was invited but unable to attend the meeting. Administration was directed to respond with a history of activities to date and present options for Council to consider.

**February 7, 2011 - BASIS Report #15072 addressed M198-2008. Options presented to City Council to reduce the number of homeless cats and high euthanasia rates ranged from status quo to a complete revamp of the Licensing and Animal Control By-laws. By CR57/2011 City Council requested further information on only four issues:**

1. Voluntary Licensing of Cats;
2. Grant Funds to Humane Society;
3. Implement Voucher Program;
4. Implementation of the Licensing of Breeders.

**June 15, 2011** - BASIS Report #15236 addressed the four issues noted by CR57/2011 at the Public Safety Standing Committee. Additionally, as it had been discussed at the January Windsor Licensing Commission meeting, the report addressed raising the limits on the number of dogs and cats allowed per household. The report suggested that increasing household limits on the number of animals and implementing licensing would not materially affect the budget, whereas licensing breeders, executing a voucher program and granting funds to the Humane Society would. The report recommended that consideration of any of the above actions be done within the context of 2012 budget deliberations. The Public Safety Standing Committee adopted PSSC6/11 which requested a report providing budget estimates for a spay and neuter voucher program for low income cat owners which would bring about a potentially significant reduction in the cat population in the City.

**July 4, 2011** - By M160-2011 City Council adopted report #15236, which was considered at the June 15 Public Safety Standing Committee meeting, and approved PSSC6/11, the Committee's request for budget estimates for a spay/neuter voucher program.

**July 20, 2011** - After receiving the above-noted reports outlining options to improve the welfare of animals and reduce the number of homeless cats and high number of euthanizations, and BASIS #15384 which presented costs for a voucher program, the Public Safety Standing Committee approved PSSC 10/11 which directed:

*"That the establishment of a voucher program in the amount of 1000 vouchers with a face value of \$75 to assist with the spaying and neutering of cats INCLUDING feral cat colonies in Windsor BE CONSIDERED during the 2012 Budget Deliberations."*

City Council approved \$75,000 in annual funding to establish a voucher program for cats through M104-2012 at its budget meeting of March 5, 2012. This action directly supported the intent of Councillor Hatfield's 2008 motion as it addressed the "cat population explosion" which Council had been wrestling with for years.

At the same meeting Councillors requested information on the outcome of a pilot Trap-Neuter-Return project that had been undertaken in 2003/2004 and the benefits and successes of voluntary cat licensing. Subsequent to that meeting Administration was advised that the Councillor had all the information required regarding the voluntary cat licensing and nothing further was needed.

**September 21, 2011** - BASIS Report #15472, an update on an earlier Trap-Neuter-Return project is provided to the Public Safety Standing Committee.

**December 5, 2011** - Councillor Payne registers CQ77-2011 which asked for:

*"....a report on the changes that would be necessary to By-Law 395-2004 to require pet stores to obtain dogs and cats from humane societies, rescue groups and shelters to help reduce the number of animals bred in inhumane conditions in puppy mills and backyard breeding operations."*

**May 16, 2012** - BASIS #15913, which responded to CQ77-2011 and recommended that changes to Licensing By-law 395-2004 not be pursued, was presented to the Public Safety Standing Committee.

**July 9, 2012** - City Council accepted the above report by M281-2012. During discussion of the matter at the meeting Councillor Payne asked the Humane Society to suggest any further actions that could provide for the well-being of animals in the City. Council adopted M284-2012, which stated:

*"THAT the Humane Society BE REQUESTED to submit to Administration any additional controls required as it relates to animal welfare."*

**August 17, 2012** - Council Services received the attached letter (Appendix "B") from the Humane Society requesting consideration of the following initiatives:

1. Amend by-law 8156 to allow residents to have up to 3 dogs per household.
2. Amend by-law 8156 to prohibit tethering/chaining of dogs.
3. Amend By-Law 395-2004 to require a licence to offer a dog or cat for sale.
4. Follow the lead of the Town of Essex and adopt a by-law to prohibit the dumping of animals.

Administration's response to the Humane Society's letter and details of the 2012 Spay/Neuter Voucher Program are discussed below.

#### **4. DISCUSSION:**

While respectful and supportive of the mission of the Windsor Essex County Humane Society to prevent cruelty to animals and to eliminate their suffering, it is the position of Administration that over the years the Corporation has taken many steps to ensure the welfare of animals. The City's current by-laws, as well as provincial and federal legislation, provide the authority to take action where animals are in/are caused distress.

The City of Windsor's Keeping of Animals By-law 8156 s.4 (1) states that anyone keeping an animal must "treat it in a humane manner".

The Ontario Society for Prevention of Cruelty to Animals Act states that no person shall cause an animal to be in distress or permit an animal to be in distress (S. 11.2 (1)&(2)). The Act defines distress as "the state of being in need of proper care, water, food or shelter or being injured, sick or in pain or suffering or being abused or subject to undue or unnecessary hardship, privation or neglect".

The Criminal Code of Canada addresses cruelty to animals prohibiting unnecessary pain, suffering or injury to an animal (s.445.1) and abandonment, wilful neglect or failure to provide suitable and adequate food, water, shelter or care for a domestic animal or animal in captivity (s.446).

Currently By-law Enforcement officers respond to animal issues when a complaint is received. Other enforcement activities (dirty yards/noise, etc.) are prioritized by Council direction. From 2005 when 311 began collecting statistics to November 2012, By-law Enforcement officers have investigated 58,010 complaints, 862 of which were for Keeping of Animals. Based on the number of complaints received, animal issues are a low priority in the community.

To specifically address the most recent correspondence from the Humane Society, Administration submits the comments below:

1. Amending By-law 8156 to allow more animals per household has been brought before City Council in the past, most recently in June 2011 (BASIS#15236), without any changes being adopted by Council. Administration respects the right of City Council to revisit the issue and advises that any increase in licensing revenue as a result would not be significant. However, should more dogs be allowed, By-Law Enforcement staff may be freed from investigating incidents where the only complaint is one additional dog. ✓
2. Tethering or chaining of dogs to the point where an animal is in distress is already provided for in the Keeping of Animals By-law 8156 s.4 (1), OSPCA Act S. 11.2 (1)&(2), and the Criminal Code s.445.1 and s.446.
3. BASIS reports #15236 and #15913 both address the challenge of licensing those offering animals for sale. Licensing By-law 395-2004 provides that businesses selling dogs and cats must be licensed. Licensing individuals selling animals would require diligent monitoring and the burden of proving intentional non-compliance rests with the Corporation. Enforcement activity is complaint driven. Current By-Law Enforcement resource levels preclude the pro-active monitoring required to enforce an amended by-law. There is a concern that such amendment would penalize responsible owners/breeders and irresponsible citizens would continue to flaunt the law.
4. Dumping animals could be construed as causing an animal distress and/or abandonment, which is prohibited under By-law 8156 s.4 (1), OSPCA Act S. 11.2 (1)&(2) and the Criminal Code of Canada s.445.1 and 446. It should be noted that Essex has not yet charged anyone under their new by-law, so it is not clear if the by-law would withstand a challenge.

The Corporate Policy Coordinator surveyed other Ontario municipalities regarding the issues raised by the Humane Society to compare best practices. Of the fifteen municipalities surveyed, thirteen responded. Pickering, Markham and Toronto prohibit the tethering of animals through their pet ownership and animal control by-laws. All other cities require that animals be leashed or tethered. None of the responding municipalities required individuals to be licensed to offer animals for sale, nor did any of them have an "anti-dumping" by-law. A chart of the individual responses is attached as Appendix "C".

City Council has devoted a considerable amount of time to the pursuit of activities and regulation to support the well-being of animals in the City of Windsor and to specifically address the high number of homeless cats in the community. To this end, City Council authorized a Spay/Neuter Voucher Program for 2012.

Once budget approval for the voucher program was granted, a working group was struck consisting of the Manager of Policy, Gaming and Licensing, 211/311 Call Centre Manager, Financial Planning Administrator, Manager of Administration and Corporate Policy Coordinator. The group reviewed voucher programs in other jurisdictions and formulated a plan to deliver Windsor's voucher program consistent with Council's direction.

To summarize the activities, the group determined that requests for vouchers would be handled through 311 to allow for data collection and mapping, residents would be asked to self-declare their income levels which would be matched against an accepted Canada Revenue Agency income chart to determine eligibility, that vouchers would be evenly distributed and capped at 500 for feral caregivers and 500 for pet cat owners, that 2 vouchers per household would be issued for owned cats and 4 vouchers per household would be issued for ferals, and that veterinarians with whom the City had an existing relationship would be asked to participate in the program for the first year. The group also developed the function and form of the vouchers, the terms and conditions of participation, and a communications plan.

A media release was issued on Monday, June 18, 2012 indicating that 311 would begin accepting requests for vouchers on June 19. By noon on June 20 all of the feral vouchers had been spoken for. All vouchers for owned cats were claimed by the end of the same week (June 22). 1000 vouchers were requested by 437 callers. A further press release was issued on June 26 to advise the community that all of the vouchers were claimed. By that time 73 callers were on a waiting list requesting 221 feral vouchers. A waiting list for owned cats was not required.

Each voucher provided \$75 towards the cost of a cat spay or neuter surgery. Any additional monies owing were the responsibility of the client. Vouchers expired 60 days after date of issue. Most vouchers expired by the end of August.

Throughout its reporting, the Policy, Gaming and Licensing division attempted to present statistical data regarding cats in Windsor and/or best practices in animal control from other municipalities. In many instances, such data did not exist. In executing the voucher program, the division enlisted the assistance of 311 to begin to collect information about cats in the city.

Several questions were asked of callers requesting vouchers. The average age of the feral cats to be altered was 1 year, 4 months and 1 year, 6.5 months for owned cats. Clients that responded indicated that only 10 feral cats had ever been to the vet and only 34 owned cats had done so. These numbers support the assertion that a voucher program does not cannibalize the existing client base of veterinarians, but rather provides an introduction to a service provider that may develop into a long-term relationship.

At the end of the program, 663 vouchers had been redeemed. Of these, 336 were for owned cats and 327 were feral. Anecdotally it appears that unused vouchers are a result of issues catching ferals, some kittens still being too young to alter, as well as sometimes life gets in the way of plans and people never made it to the vet.

311 developed maps to show the location of the customers requesting vouchers (Appendix "D"), who redeemed the vouchers (Appendix "E"), and also the location of identified feral cat colonies (Appendix "F"). From the calls received from those requesting assistance with feral cats, 311 was able to calculate that 1388 colony cats in the city were reported. The map indicates that cats needing assistance are spread throughout the city.

Just as it was difficult to definitively report on the number of homeless cats in Windsor, it was equally difficult to find empirical data to support how many births were prevented by one spay or neuter surgery.



Claims range from one female having 100 kittens in a lifetime, to projections that one mating pair and their offspring can produce 420,000 cats in seven years. Suffice it to say that the surgeries performed did prevent unwanted births. Customers receiving vouchers and veterinarians honouring them were commending City Council for implementing the program.

## **5. RISK ANALYSIS:**

Not changing the by-laws of the City of Windsor does not present any risk as those by-laws, in addition to provincial and federal legislation, are sufficient to protect the well-being of animals in the city. By-law Enforcement officers have the tools to respond, and do so, where the welfare of animals is compromised.

Regarding the voucher program, with a finite amount of vouchers available, there is always a risk that there will be requests that cannot be fulfilled. As well, there is a risk that the vouchers will expire before being used, or will be used by someone who really didn't qualify.

The College of Veterinarians of Ontario (CVO) regulates the delivery of veterinary services in the province. The Veterinarians Act states that a member shall not participate directly or indirectly in a system in which another person steers or recommends clients to a member for a professional service or an ancillary service. R.R.O. 1990, Reg. 1093, s. 38.

The voucher working group interpreted the steering regulation as not being applicable in this instance as the program was a pilot - new and not established - and clients were offered a choice of service providers, rather than being directed to just one. The group also consulted extensively with participating veterinarians and the City's Legal department. All believed that the program did not contravene the steering regulation. The College disagreed with the City's position, and indicated that either all Ontario veterinarians be allowed to participate or the program must cease. However, the Manager of Policy, Gaming and Licensing and the Corporate Policy Coordinator were able to negotiate a solution which allowed the program to continue. For its pilot year, the CVO allowed the program to accept only Windsor veterinarians who wished to participate.

The College advised that there have been several issues lately surrounding the steering regulations and the policy is set to be discussed at the board level in late 2012. In future years, continued consultation with the College of Veterinarians of Ontario is recommended to ensure compliance with all regulations prior to opening the voucher program.

Any program requires an investment of time to ensure success. Administration suggests that the program continue to be evaluated to determine its effectiveness.

## **6. FINANCIAL MATTERS:**

On March 5, 2012, during the 2012 budget deliberations, City Council endorsed the Cat Voucher program and approved an expenditure budget of \$75,000 to provide 1,000 vouchers to spay/neuter cats. At the close of the 2012 program, \$49,069 had been paid to veterinarian clinics to perform the spay/neuter procedure and \$309 was spent to mail the \$75 vouchers to 1,000 feral

caregivers and pet cat owners. The 2012 surplus of \$25,000 in the program will be presented during the 2013 budget process as a budget reduction.

The Corporation of the City of Windsor has invested substantially in the animal control program with the Windsor Humane Society for many years. The current contract period is from July 1, 2011 to June 30, 2014 and includes providing annual funding dedicated to education, board and pound fees, a percentage of the dog licence sales collected by the City and the base contract for animal control services. Table A illustrates funding provided to the Windsor Humane Society in 2011 and projections for 2012 based on financial information available at November 30, 2012.

Table A – Windsor Humane Society Financial Activity

| Windsor Humane Society                    | November 30, 2012 | 2011       |
|---|-------------------|------------|
| Base Contract for Animal Control Services | \$ 808,000        | \$ 775,472 |
| Education                                 | \$ 20,000         | \$ 20,000  |
| Board and Pound Fees                      | \$ 33,025         | \$ 40,510  |
| Dog Tag Sales Commission                  | \$ 20,365         | \$ 16,091  |
| Total                                     | \$ 881,390        | \$ 852,073 |

## 7. CONSULTATIONS:

Over the years consultations regarding animal welfare issues have been held with City Council, members of the public, many other municipalities, the Windsor Essex County Humane Society and other animal welfare agencies, Policy, Gaming and Licensing, By-Law Enforcement, Finance, Legal, City Clerk, Council Secretariat, No Kill Committee, and the Windsor Licensing Commission.

As the voucher program was developed, Policy, Gaming and Licensing consulted with the City Clerk and Manager of Administration, as well as Communications and Customer Service, 311, Legal, Finance, By-Law Enforcement, other municipalities and organizations issuing vouchers, participating veterinarians, College of Veterinarians of Ontario, and the Manager of Records & Elections.

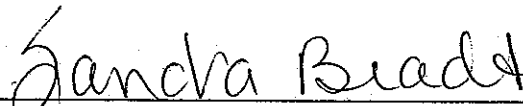
In order to complete this specific report, consultations were held with Policy, Gaming and Licensing, Finance, By-Law Enforcement, City Clerk, Coordinator of Social Planning, the Humane Society, Communications and Customer Service/311 and the list of municipalities attached as Appendix "C".

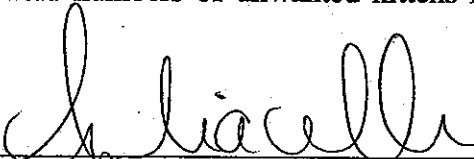
## 8. CONCLUSION:

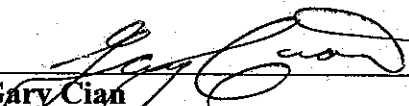
The City of Windsor is a caring community that takes animal welfare issues seriously. Both the Criminal Code of Canada and the Ontario Society for the Protection of Animals Act provide consequences for causing distress to any animal. These two pieces of legislation supersede any municipal by-law, although the City's own Keeping of Animals By-law 8156 requires humane treatment of animals. Considering the resource constraints, and existing legislation and by-laws,

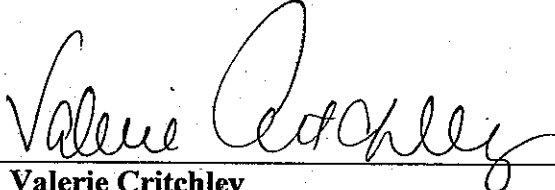
Administration is confident that it has the tools to take action where the welfare of animals is compromised. Changes to existing by-laws to address the four issues identified in the Humane Society's August 2012 letter are not required at this time.

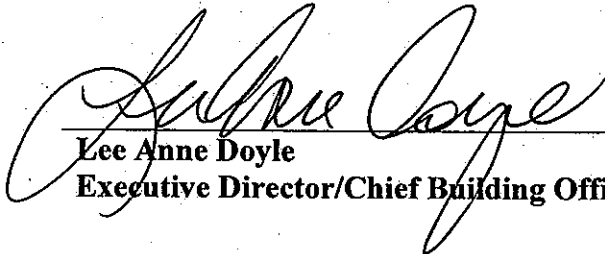
The provision of vouchers for spay and neuter surgery for cats directly addresses the overpopulation issue. General customer feedback indicated that City Council is to be commended for taking action to address the community issue of homeless cats and high cat euthanasia rates. Many stories were shared regarding how it was cost-prohibitive for the clients to fix the cats and without the vouchers it would never have happened. At the end of the program, 663 cats were sterilized, preventing untold numbers of unwanted kittens from being born.


  
 Sandra Bradt  
 Coordinator of Social Planning

  
 Anna Ciacelli  
 Corporate Policy Coordinator (A)

  
 Gary Cian  
 Manager of Policy, Gaming & Licensing/  
 Deputy Licence Commissioner

  
 Valerie Critchley  
 City Clerk and Licence Commissioner

  
 Lee Anne Doyle  
 Executive Director/Chief Building Official

  
 Helga Reidel  
 Chief Administrative Officer

SB

- APPENDICES: Maps courtesy of 311**  
 "A" – Chronology of Animal Welfare Activities  
 "B" - Windsor Essex County Humane Society – Letter of August 17, 2012  
 "C" – List of municipalities contacted re: Humane Society suggestions  
 "D" – 311 Map of Vouchers Requested  
 "E" – 311 Map of Vouchers Redeemed  
 "F" – 311 Map of Cat Colonies Reported

| NOTIFICATION :                      |                               |                           |              |     |
|-------------------------------------|-------------------------------|---------------------------|--------------|-----|
| Name                                | Address                       | Email Address             | Telephone    | Fax |
| Windsor Essex County Humane Society | 1375 Provincial Road, Windsor | melanie@windsorhumane.org | 519-966-1818 |     |

**By-laws**

Licensing By-law 5900 - Schedule 17 amended by By-law 5980 May 23/78  
Provided for licensing kennels for breeding of cats and for boarding of cats.  
By-law 72-2001 repealed 5900 – new by-law does not provide for licensing of kennels.

Part II of Licensing By-law amended by By-law 6608 June 23/80 to license pet shops.

By-law 11366 passed March 1/93 allows Jazzpurr to operate 10 shelters in the City, and each is allowed an additional 5 cats. (CR208/93)

Animal control by-law 8156 initially authorized only 2 cats per household.

By-law 75-2002 March 18/02 amended by-law 8156 to allow maximum 4 cats per household.

**Chronology**

- June 26/95 CR736/95 asks that the contract for animal control - with Humane Society - examine cat licensing and control. (A motion to accept a contract with H.S. and amend Windsor Act to provide for cat control and licensing was lost.)
- July 2/96 A request by Jazzpurr for an amendment to By-law 8156 to permit an animal shelter is denied.
- Oct 20/97 CR1240/97 proclaims October 31, 1997 Jazzpurr Day – to promote fundraising and increase awareness for the need for responsible pet ownership.
- Feb 2/98 CQ35-98 Councillor Masse asks that steps be taken to control the feral cat population, and to consider licensing and education for those who feed feral cats.
- Feb 23/98 CR185/98 – That a public hearing BE HELD on Thursday, April 2, 1998 at 7:00 o'clock p.m., in the City Council Chambers, to receive public input on policy options for the licensing and control of cats in Windsor, including control of the feral cat population; and further, written submissions BE ENCOURAGED to provide for full information to be compiled in a report and recommendations to City Council. BASIS 2730.
- Nov 1/99 CR1180/99 BASIS 4945 A discussion paper compiled by Commissioner of Council Services & City Clerk (Tom Lynd) on the regulation of cats and dogs is submitted to Council with the request that it be forwarded to interested parties for comment.
- Mar 27/00 CR309/2000 - That the report regarding regulation of cats and dogs in the City BE TABLED for consideration at the April 17, 2000 meeting of Council; and further, a copy BE SENT to all persons who have expressed

## Appendix A

an interest in this matter for their information (14 respondents to paper, along with Jazzpurr and Humane Society).

- Apr 17/00 CR381/2000 BASIS 5434 Resolution approves "in principle" mandatory registration, identification and altering of cats. Report speaks in support of neutering efforts, but lack of funding to implement any programs.
- Oct 30/00 CR1152/2000 approves 5 year contract for animal control services with Humane Society. Wording allows Council to advance a "no-kill solution" for animal control. BASIS 6198.
- Oct 1/01 CR1167/2001 BASIS 7569 Recommendations regarding licensing of cats tabled to October 29 to allow for public consultation, which occurs with breeders, pet shop owners, veterinarians, Humane Society and Jazzpurr. CQ409-2001 asks for public notice of report, which is done through newspaper ad. CR1222/2001 BASIS 7627.
- Oct 29/01 CR1236/2001 BASIS 7569 Authorizes that a committee be formed to investigate a "no-kill" solution for cat control, mandatory requirements to spay/neuter, and mechanism for registration/microchipping. Membership to be referred to striking committee. Also authorizes increase to 4 cats per household.
- Dec 16/02 CR1053/2002 Report in response to CQ205-2002 regarding policy options for dangerous dogs referred to No-Kill committee.
- 2002/2003 No Kill Committee holds nine meetings. Belief that feral cats are a community problem requiring a community solution. M101-2003 defers their report to the May 12, 2003 Council meeting.
- May 12/03 M107-2003 Report of No-kill committee noted and filed. \$30K granted to committee to implement two year pilot trap/neuter/release program pending public meeting in pilot area and RFP to tender project.
- June 11/03 No Kill Committee public meeting reports that Committee decides against mandatory registration program for cats and mandatory neutering for all owned cats as the cost was too prohibitive. Committee believes that public education and incentives will accomplish same goal. Committee decides to focus on feral cats, believing if they can be controlled, fewer cats will be handled/euthanized by Humane Society and fewer complaints will be received regarding nuisance cats.
- Sept 5/03 M152-2003 Petition submitted by Councillor Halberstadt for a regulatory By-law to prohibit feeding pigeons and other birds on private property or public rights of way. Petition sent to City Solicitor and Licensing to review and report back to Council.
- Sept 22/03 BASIS 9684 Humane Society is the successful proponent for pilot spay/neuter project. CR652/2003 authorizes entering into a contract with

## Appendix A

the Society for pilot trap/neuter/release program and also directs discussion regarding feral colony management and care-giving to the No-kill Committee.

- Feb 2/04 BASIS 9906 speaks to Humane Society requesting to cease dog patrol activity, due to stretched resources and amendments to Dog control by-law. CR83/2004 repeals aspects of the dog bylaw and directs Administration to meet with the Society re: liability and costs of enforcement.
- Feb 16/04 M31-2004 Striking committee meeting of Feb 9 abolishes the No-Kill Committee as its mandate is complete.
- June 29/04 CQ134-2004 Councillor Halberstadt asks about the status of the pilot neuter program.
- July 26/04 BASIS 10573 reports that far fewer cats have been altered than the 300 anticipated. Report recommends that Council and Humane Society hold more public meetings to gain support of program. CR691/2004 authorizes this meeting.
- July 12/04 CQ141-2004 Councillor Valentinis asks Administration for better/best practices regarding a preventative strategy for the proliferation of unwanted cats and other animals. (Question answered by M187-2004 Sept 20, no record of response received.)  
BASIS 10566 is a report discussing the solvency of the Humane Society.
- May 24/05 CQ72-2005 Councillor Halberstadt asks for a report on the cost benefit analysis of tendering neutering and wildlife trapping. CR653/2005 BASIS 10260 Refers initiatives to 2006 budget committee \*\*See also CQ126-2005.
- Sept 26/05 CQ126-2005 Councillor Halberstadt asks D. Sibley's opinion re: cost benefit of partnering with Essex County for neuter program. First step a report on the County's response to request. CR773/2005 BASIS 11741 Report noted & filed \*\*See also CQ72-2005.
- June 12/06 CQ44-2006 Councillor Halberstadt asks if Licensing can amend rules to have pet shops disclose origins of animals for sale, in order to protect public from puppy/kitten mills.
- June 26/06 M159-2006 requests a draft by-law for the purposes of prohibiting the feeding of pigeons and stray animals.
- Nov 21/06 Windsor Licensing Commission held a public meeting to which all licensed pet shops, the Humane Society and Jazzpurr were invited to attend. The WLC also requests that the Commissioner hold public meetings to discuss a voluntary prohibition of selling dogs and cats in pet

stores. Report #99 of the WLC adopted by Council Dec 18, 2006 M282-2006.

- July 18/07 Meeting regarding voluntary prohibition on sale of animals held with License Commissioner, Windsor Essex Humane Society, two pet shops, and one rescue organization. Comments also received from private citizens.
- Aug 21/07 Report re: Schedule P1 of By-law 395-2004 be deferred to allow all WLC members the chance to review concerns and investigate grandfathering existing pet shops, as well as spay/neuter and licensing of cats.
- Oct 9/07 WLC Meeting – Commission supports a report to City Council re: amendment of By-law 395-2004 - licensing and animal.
- Nov 13/07 By-law to prohibit feeding of pigeons and stray animals. BASIS 13107 CR441/2007 tables the report for 30 days to allow for public consultation. Councillor Valentinis suggests a name change to By-law to *regulate* feeding pigeons and stray animals.
- Dec 10/07 M344-2007 approves WLC 115. Licensing by-law amended by By-law 51-2008, March 31, 2008.
- Requires that a register be kept with date of purchase, full description of dog or cat, along with the name, address and description of person from whom the dog or cat was purchased or otherwise obtained. Further, the keeper shall make every reasonable effort to obtain the name, address and description of anyone offering a dog or cat which the keeper has cause or reason to believe may have been stolen or unlawfully obtained. He/she shall report this promptly to the police. Does not address licensing, neutering or ban on sale of animals in pet shops.
- Dec 17/07 BASIS 13186 Summary of public comments on By-law to prohibit feeding pigeons and strays is received for information.
- BASIS 13186 By-law to prohibit feeding of pigeons and stray animals is deferred until Legal and By-law Enforcement can determine if existing property standards by-law is sufficient to be applied in this instance. CR488/2007.
- Mar 25/08 BASIS 13362 is a report dealing with the Humane Society animal control contract. Current contract was expiring and the Society responded to a call for proposals. CR112/2008 authorizes entry into contract.
- Same meeting - Councillor Hatfield gives notice that he intends to introduce a motion for consideration at a subsequent meeting of Council, that would call for public input in a proposed bylaw being promoted by the Humane Society for a new approach to animal control and responsible

pet ownership, which would include the licensing of cats, as a means to try to prevent over 4000 cats a year from being put down in Windsor.

- May 20/08            **M198-2008** authorizes public meetings with Humane Society in each ward to explain proposed new pet responsibility bylaw. Public's response to be documented and reported back to Council to determine if there is community support for By-law and if it's worth pursuing.
- Aug 13-28/08        Ward meetings (5) take place. Attendance ranges from 12-25 at each meeting, plus staff, Councillors and media.
- July 28/09            Licensing begins.draft report regarding responsible pet by-law, but report not completed due to departure of License Commissioner.
- Dec 15/10            Meeting with City Clerk and Manager of Policy, Licensing & Gaming and Corporate Policy Coordinator. File officially assigned to Policy Coordinator (A). Prior work of staff and Council reviewed. Consultations scheduled (Dec 22/10) with Policy, Gaming & Licensing, Enforcement, Finance, interested Councillors and the Humane Society.
- Feb 7/11             BASIS #15072 reports to Council on activities undertaken as a result of Councillor Hatfield's 2008 motion and recent discussions. CR57/2011 requests more information.
- Mar 28/11            BASIS #15156 asks permission to extend the current Animal Control contract with the Humane Society to allow for fulsome review of the RFP to provide animal control services in the future. (CR96/2011).
- May 18/11            BASIS #15260 outlines the contract as negotiated by Policy, Licensing & Gaming and the Humane Society. Accepted by the Public Safety Standing Committee PSSC3/2011.
- June 7/11            Animal control contract adopted by City Council M138-2011.
- June 15/11            As directed by CR57/2011, BASIS #15236 reports to Public Safety Standing Committee regarding voluntary licensing of cats, granting of funds to the Humane Society, issuance of vouchers to alter cats and licensing of breeders and increasing the limits of animals per household. PSSC6/11 asks for a detailed report regarding implementing a voucher program for cats.
- July 4/11            M160-2011 adopts the PSSC report at City Council meeting.
- July 20/11            BASIS #15384 provides details on the costs and steps to implement a voucher program for cats. PSSC 10/11 refers the program to the 2012 budget process. At this Public Safety Standing Committee, administration is also asked to report on the outcome of the pilot Trap-Neuter-Return project of 2003/2004 and the benefits and successes of voluntary cat



licensing. Administration subsequently advised that no further information regarding licensing was required.

- Sept 21/11      Reported TNR outcomes to PSSC – BASIS #15472.
- Dec 5/11        Councillor Payne asks CQ77-2011 which would amend by-laws to require pet stores to get dogs and cats from shelters, rescues and the Humane Society in order to reduce inhumane breeding and puppy mills.
- March 5/12     Council approves \$75,000 for 1000 vouchers to be used to alter owned and feral cats. M104-2012.
- May 16/12     BASIS #15913 reports on CQ77-2011 and recommends no changes at this time.
- June 19/12     Voucher program goes live and 311 begins accepting voucher requests. Feral vouchers allocated by noon June 20 and owned cat vouchers allocated by June 22.
- July 9/12       City Council accepts CQ77-2011 report and adopts M284-2012 asking the Humane Society to submit ideas for any other controls required for animal welfare.
- July 18/12     BASIS #15989 addressing CR488/2007 responding to the issue of feeding pigeons and stray animals is submitted to Public Safety Standing Committee.
- Aug 7/12        Council adopts Report 34 of the Public Safety Standing Committee by M49-2012 agreeing that no by-laws be passed by council to deal with the regulation or prohibition of the feeding of pigeons or stray animals.
- Aug 17/12      Letter received from Humane Society requesting that the following initiatives be considered:
1. Amend by-law 8156 to allow residents to have up to 3 dogs per household.
  2. Amend by-law 8156 to prohibit tethering/chaining of dogs.
  3. Amend By-Law 395-2004 to require a licence to offer a dog or cat for sale.
  4. Follow the lead of the Town of Essex and adopt a by-law to prohibit the dumping of animals.
- Oct 1/12        Voucher program for 2012 closed and data input into 311 Customer Service System.
- Jan 23/13      BASIS Report #16290 addresses August 17, 2012 letter from the Humane Society regarding M284-2012 and the 2012 Spay/Neuter voucher program.



TO: GARY CIAN  
MICHAEL CHANTLER  
SHANDRA BRADT

APPENDIX "B"

# Windsor / Essex County Humane Society

1375 Provincial Road · Windsor · ON · N8W 5V8

Telephone: (519) 966-5751

[www.windsorhumane.org](http://www.windsorhumane.org) · [info@windsorhumane.org](mailto:info@windsorhumane.org)

August 16, 2012

Mayor Francis and Windsor City Council  
Office of the Clerk  
City of Windsor  
350 City Hall Square West  
Windsor, ON N9A 6S1  
Via email: [clerks@city.windsor.on.ca](mailto:clerks@city.windsor.on.ca)

CITY OF WINDSOR  
COUNCIL SERVICES

AUG 17 2012

**RECEIVED**

Dear Mayor and Members of Council:

As requested in Council Motion 284-2012, on behalf of the Windsor/ Essex County Humane Society, please accept the following initiatives for your consideration. We believe that each of these steps would contribute to animal welfare in our community, and would help to make the City of Windsor a more compassionate and caring place to live.

1) Amend By-Law 8156 to allow residents to have up to 3 dogs per household. Currently, residents are permitted to have two dogs per household, and up to 4 cats. The limit was likely intended to reduce nuisance canine behaviours that may negatively impact neighbours, but the reality is that one can be an irresponsible pet owner with one dog or five dogs. We suggest that most residents would be happier with a neighbour who responsibly cares for 3 dogs inside their home than a neighbour with one dog who is left in the backyard to bark all day long. Allowing residents to have three dogs (responsibly cared for) would increase license revenue and also increase the number of homes available for dogs seeking adoption. Just last month we were forced to turn down a request to adopt a dog in our care (who had been waiting for a home for two months) because the family already had two dogs. Stanley would have had a wonderful home with this family, but instead, he waited for another three weeks to find a family to take him home.

2) Amend By-Law 8156 to prohibit tethering/chaining of dogs  
A number of municipalities have passed by-laws either restricting the tethering of dogs entirely unless the owner is immediately present, or limiting the time that a dog may be tethered. We believe that such provisions are humane, as a life on a chain is no life for social animals like dogs. In addition, dogs who live their lives on tethers or chains are more likely to bite, as they have a very limited territory to protect and are more likely to do so aggressively. They are also more likely to engage in nuisance behaviour like barking.

3) Amend By-Law 395-2004 to require a licence to offer a dog or cat for sale  
The idea of licensing breeders of animals has been discussed previously, and raises a number of

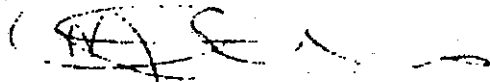
complications due to the difficulty of defining who falls into the definition of a breeder. However, it would be much more straightforward, easier to monitor, and a potential source of revenue to instead require a license to advertise an animal for sale in the City. A licence number could be required to be included in all print or online ads, and the cost of purchasing a licence would reduce the temptation of residents to engage in backyard breeding. This would not prohibit anyone from breeding their animal if they wished, but it would require them to pay a fee in order to publicly advertise the puppies or kittens for sale.

#### **4) Follow the lead of the Town of Essex and Adopt a By-Law to Prohibit the Dumping of Animals**

In 2011 the Town of Essex passed a groundbreaking new By-Law which allows the owner of a vehicle used to abandon animals in the Town to be charged with the abandonment. Anyone witnessing this cruel behaviour is encouraged to take down the licence plate number and a vehicle description, and report the activity to the Town. The owner of the vehicle can then be charged up to \$500 for the offence. Although animal abandonment is often thought to be limited to rural roads, it also happens in urban areas. For example, in June of this year a Doberman Pinscher was observed being pushed out of a car near Ypres park. In July, another dog was observed being pushed out of a car on Wyandotte St. East and when questioned, the owner indicated that he was moving and no longer wanted his dog. And of course, cats are routinely abandoned in the Brighton Beach and Ojibway areas. Although this By-Law would not prevent all these actions, it would be a strong deterrent, and make a statement that it is not acceptable to abandon an animal in the City of Windsor.

We appreciate your consideration of these proposals, and look forward to discussing them further. If you would like any additional information please don't hesitate to contact me.

Sincerely,



**Melanie Coulter  
Executive Director**

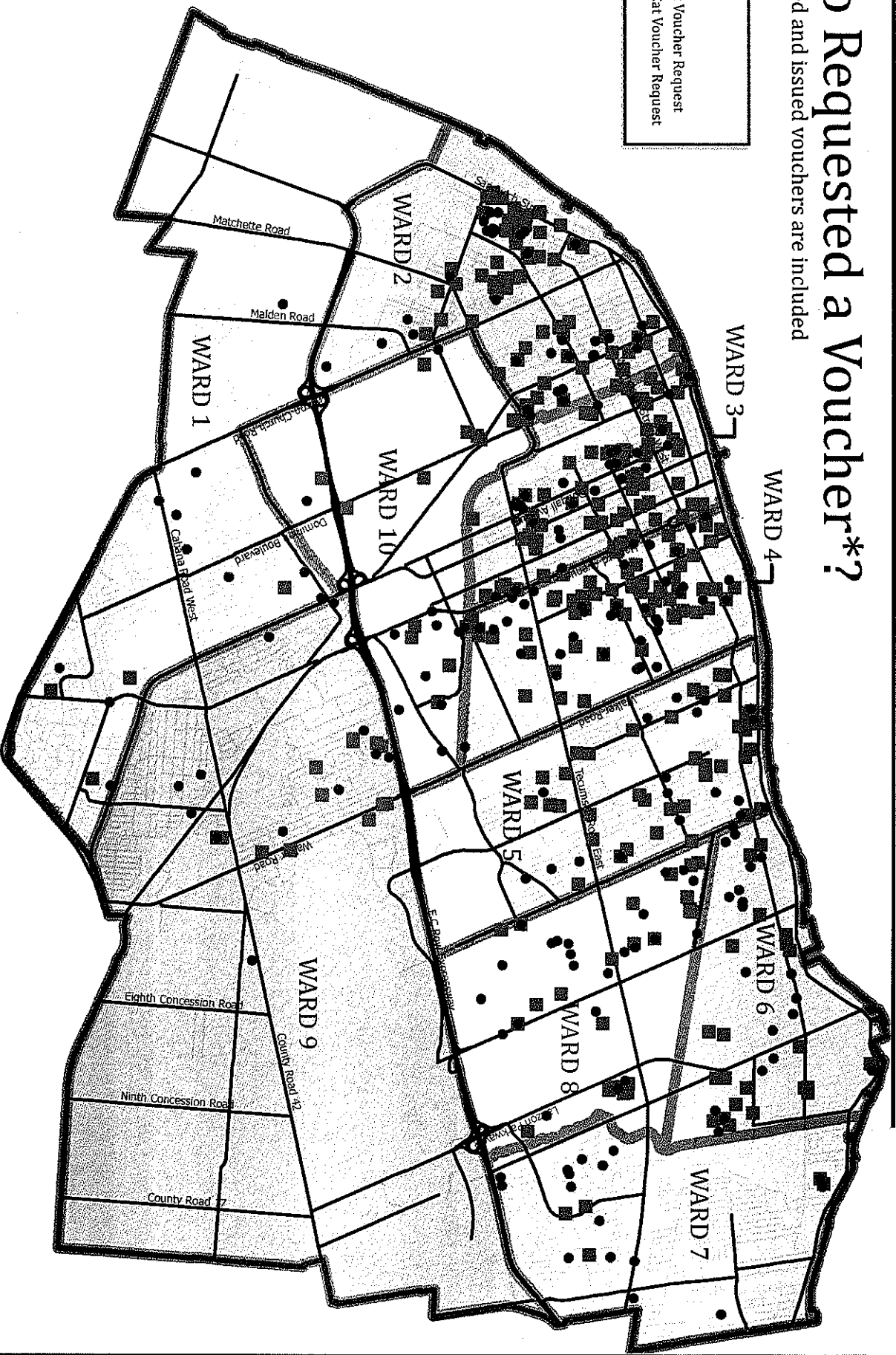
| <b>Municipality</b>    | <b>Tethering/Chaining of Dogs</b>  | <b>Require licence to offer a dog/cat for sale</b>  | <b>Prohibit the dumping/disposal of animals</b>              |
|------------------------|--|---|--|
| <b>Pickering</b>       | Tethering is not permitted as part of their Responsible Pet Ownership By-law | Breeders/pet shops require licence, individuals selling animals are not included                                    | No by-law exists   |
| <b>Toronto</b>         | Tethering is not permitted as part of their animal control by-laws           | If it is a business selling dogs then it requires a licence, otherwise individuals selling animals are not included | No by-law exists   |
| <b>Brampton</b>        | Animals must be leashed/tethered   | Kennels must be licensed, individuals selling animals are not included  | No dumping of dangerous dogs, other animals are not included |
| <b>Cambridge</b>       | Animals must be leashed/tethered   | Breeders require a licence, individuals selling animals are not included  | No by-law exists   |
| <b>Cornwall</b>        | Animals must be leashed/tethered   | Kennels must be licensed, individuals selling animals are not included  | No by-law exists   |
| <b>Oshawa</b>          | Animals must be leashed/tethered   | No by-law exists  | No by-law exists   |
| <b>Thunder Bay</b>     | Animals must be leashed/tethered   | No by-law exists  | No by-law exists   |
| <b>Hamilton</b>        | Animals must be leashed/tethered   | Kennels/Pet shops must be licensed, individuals selling animals are not included                                    | No by-law exists   |
| <b>Greater Sudbury</b> | Animals must be leashed/tethered   | No by-law exists  | No by-law exists   |
| <b>Mississauga</b>     | Animals must be leashed/tethered   | No by-law exists  | No by-law exists   |
| <b>Clarington</b>      | Animals must be leashed/tethered   | Kennels must be licensed, individuals selling animals are not included  | No by-law exists   |
| <b>Markham</b>         | Tethering is not permitted as part of their animal control by-law            | No by-law exists  | No by-law exists   |
| <b>London</b>          | Animals must be leashed/tethered   | No by-law exists  | No by-law exists   |

# Who Requested a Voucher\*?

\*Waitlisted and issued vouchers are included

**Legend**

- Feral Cat Voucher Request
- Owned Cat Voucher Request



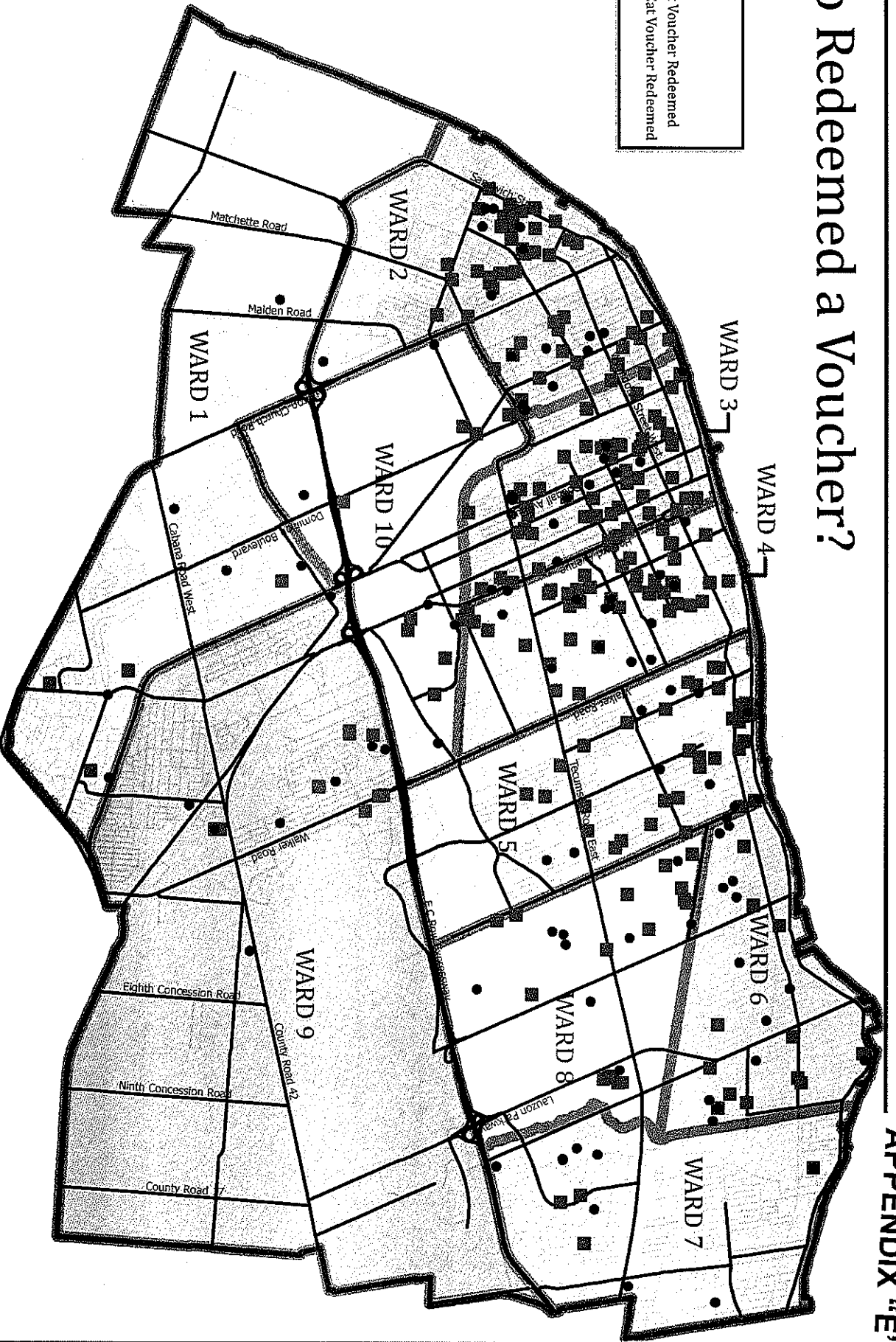
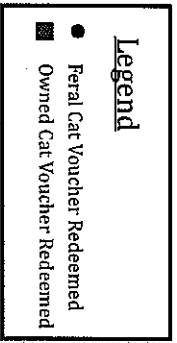
| WARD    | Feral Vouchers Issued | Feral Vouchers Waitlisted | Owned Vouchers Issued | Owned Vouchers Waitlisted |
|---------|-----------------------|---------------------------|-----------------------|---------------------------|
| WARD 1  | 23                    | 16                        | 6                     | 0                         |
| WARD 2  | 80                    | 45                        | 106                   | 0                         |
| WARD 3  | 57                    | 37                        | 123                   | 0                         |
| WARD 4  | 73                    | 49                        | 90                    | 0                         |
| WARD 5  | 45                    | 15                        | 62                    | 1                         |
| WARD 6  | 52                    | 12                        | 31                    | 0                         |
| WARD 7  | 56                    | 10                        | 8                     | 0                         |
| WARD 8  | 54                    | 12                        | 38                    | 0                         |
| WARD 9  | 33                    | 16                        | 20                    | 0                         |
| WARD 10 | 25                    | 9                         | 18                    | 0                         |

This map was produced by the City of Windsor's 311 Call Centre and is intended for illustrative purposes only. Every attempt has been made to ensure the accuracy of this data however, errors may occur.





# Who Redeemed a Voucher?



| Ward    | Feral Vouchers Issued | Feral Vouchers Redeemed | Owned Vouchers Issued | Owned Vouchers Redeemed |
|---------|-----------------------|-------------------------|-----------------------|-------------------------|
| WARD 1  | 23                    | 23                      | 6                     | 6                       |
| WARD 2  | 80                    | 56                      | 106                   | 68                      |
| WARD 3  | 57                    | 39                      | 123                   | 85                      |
| WARD 4  | 73                    | 40                      | 90                    | 62                      |
| WARD 5  | 45                    | 36                      | 62                    | 53                      |
| WARD 6  | 52                    | 41                      | 31                    | 15                      |
| WARD 7  | 56                    | 24                      | 8                     | 5                       |
| WARD 8  | 54                    | 29                      | 38                    | 21                      |
| WARD 9  | 33                    | 20                      | 20                    | 12                      |
| WARD 10 | 25                    | 19                      | 18                    | 9                       |

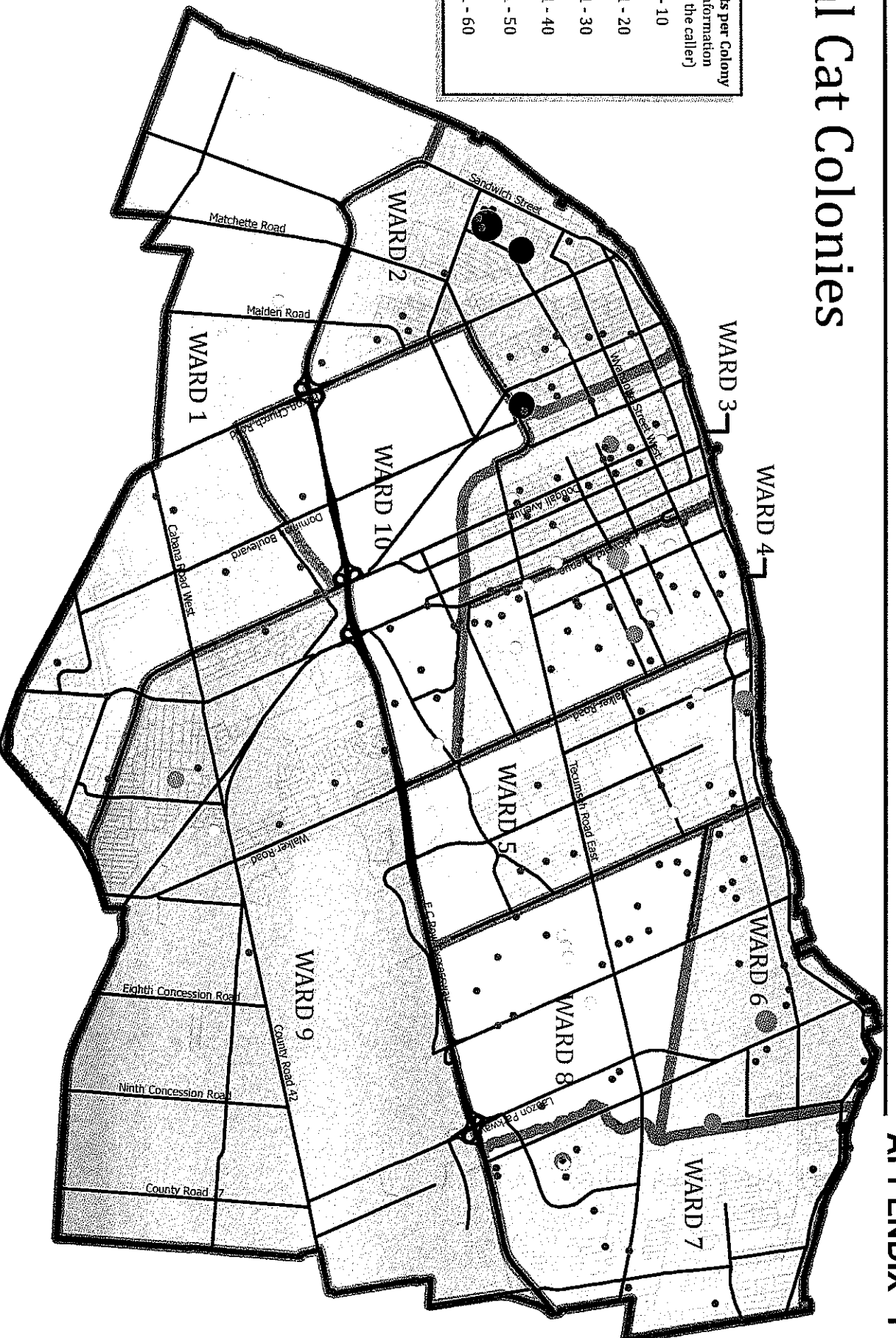
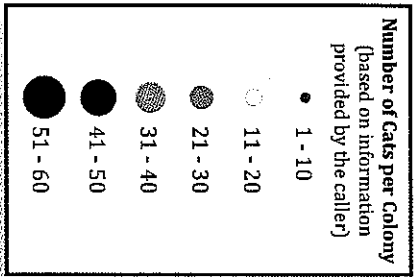
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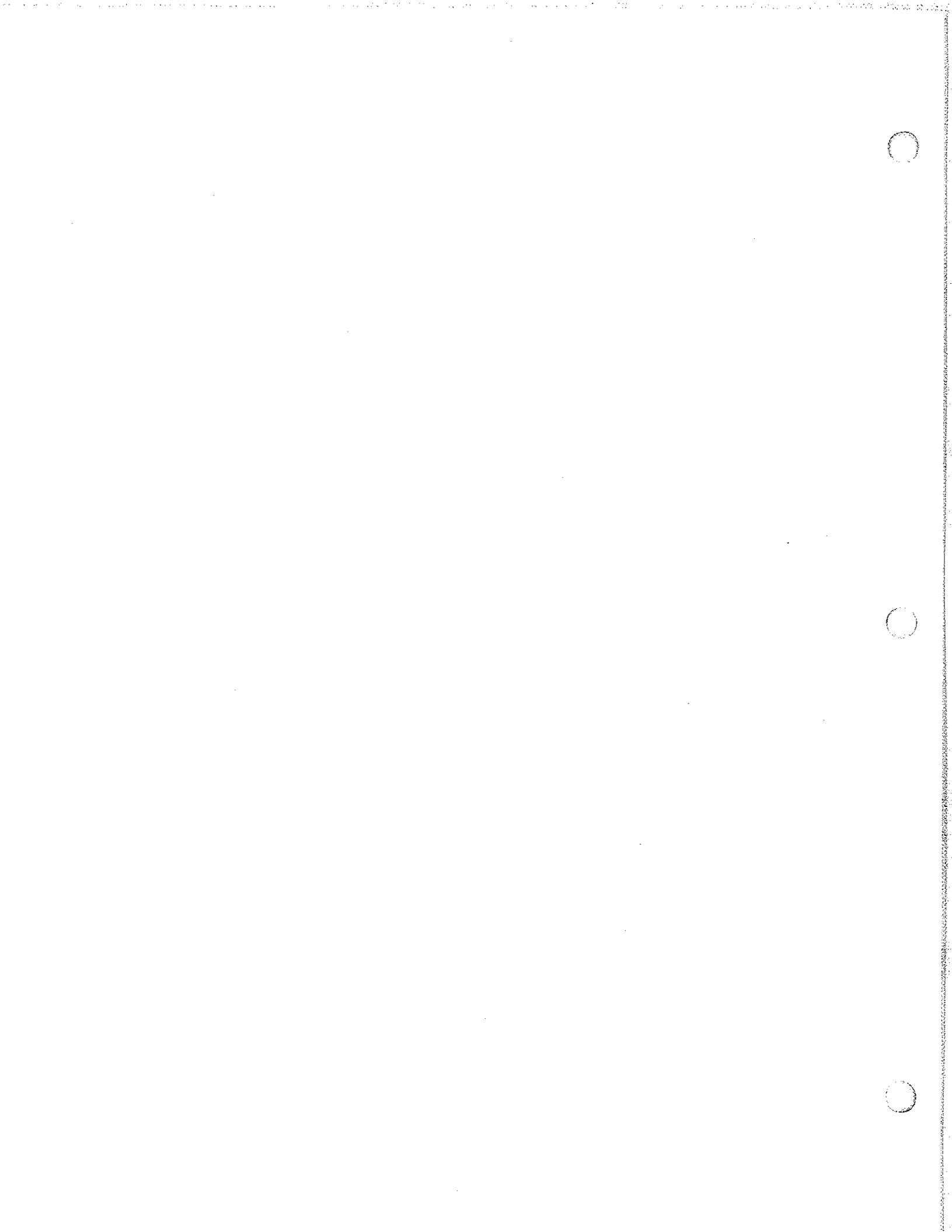
# Feral Cat Colonies



| WARD 1                      | WARD 2                      | WARD 3                      | WARD 4                      | WARD 5                       | WARD 6                      | WARD 7                      | WARD 8                      | WARD 9                      | WARD 10                     |
|-----------------------------|-----------------------------|-----------------------------|-----------------------------|------------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|
| Feral Cat Colony Population | Feral Cat Colony Population | Feral Cat Colony Population | Feral Cat Colony Population | Feral Cats Colony Population | Feral Cat Colony Population | Feral Cat Colony Population | Feral Cat Colony Population | Feral Cat Colony Population | Feral Cat Colony Population |
| 70                          | 291                         | 187                         | 269                         | 128                          | 116                         | 91                          | 116                         | 70                          | 50                          |

This map was produced by the City of Windsor's 311 Call Centre and is intended for illustrative purposes only. Every attempt has been made to ensure the accuracy of this data however, errors may occur.





**FEB 19 2013**

**ADDITIONAL  
INFORMATION** ↙

**From:** Debbie Morrison

**Sent:** January 28, 2013 10:50 AM

**To:** Gignac, Jo-Anne (Councillor); Maghnieh, Al; Payne, Hilary; Marra, Bill; Hatfield, Percy; Sleiman, Ed; Halberstadt, Alan; Valentinis, Fulvio; Jones, Ron; Dilkens, Drew; mayoro

**Subject:** 2 dog per household bylaw

**ITEM NO.** REPORT NO. 100.  
ENVIRONMENT, TRANSPORTATION  
& PUBLIC SAFETY STANDING  
COMMITTEE

Dear Jo-Anne Gignac and Councillors and Mayor Francis:

I was told that Windsor Essex County Humane Society and the Public Safety Standing Committee are trying to get the 2 dog bylaw changed to three dogs per household in the City.

**Yes, I agree with this and the sooner the better.**

The existing old bylaw is out dated and needs to be changed as soon as possible. Many people would want to care for a third dog. As long as these dogs are licenced and cared for, how can this not benefit the city? It angers me that so many people can have many cats, yet only 2 dogs. Many 2 dog families would love to have another dog. When it is so easy and inexpensive now to spay and neuter our pets, why not allow citizens of Windsor to own 3.

**I urge you all to please review and change this bylaw.**

Thanking you in advance,

Debbie Morrison

