



# City of Richmond

## Report to Committee

**To:** General Purposes Committee **Date:** June 14, 2019  
**From:** Elizabeth Ayers **File:** 06-2055-20-12/Vol 01  
 Director, Recreation and Sport Services  
 Jim V. Young, P. Eng.  
 Acting Director, Facilities  
**Re:** **Animal Shelter Guiding Principles, Building and Program Options, and Site**

### Staff Recommendation

1. That the Animal Shelter Guiding Principles, as described in the staff report titled "Animal Shelter Guiding Principles, Building and Program Options, and Site" dated June 14, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities be endorsed;
2. That Building and Program Option 2, as described in the staff report titled "Animal Shelter Guiding Principles, Building and Program Options, and Site" dated June 14, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities be approved; and
3. That the site located at 12071 No. 5 Road, as described in the staff report titled "Animal Shelter Guiding Principles, Building and Program Options, and Site" dated June 14, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities be approved.

*E Ayers*

Elizabeth Ayers  
 Director, Recreation and Sport Services  
 (604-247-4669)

*Jim V. Young*

Jim V. Young, P. Eng.  
 Acting Director, Facilities  
 (604-247-4610)

Att. 6

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance	<input checked="" type="checkbox"/>	<i>[Signature]</i>
Community Bylaws	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	INITIALS: <i>[Signature]</i>	<b>APPROVED BY CAO</b> <i>[Signature]</i>

## Staff Report

### Origin

On December 12, 2016, Council approved a budget of \$2 million for the Advanced Planning and Design for Phase 2 Major Facilities Projects, including the Richmond Animal Shelter (“Animal Shelter”). On December 11, 2017, Council approved capital funding of \$8 million for the Animal Shelter replacement facility as part of the 2018 Capital Budget.

At the General Purposes Committee meeting held on January 21, 2019, staff received the following referral in relation to the proposed program:

*That the staff report titled “Animal Shelter Guiding Principles, Program Options and Site” dated December 11, 2018, from the Director, Recreation Services and the Senior Manager, Capital Buildings Project Development, be referred to staff and report back within 60 days on the following:*

- (1) how to maximize the Council-approved \$8 million budget;*
- (2) the potential phasing of the building;*
- (3) the potential re-use of portions or all of the existing animal shelter building;*
- (4) additional information on the overall space needs;*
- (5) the potential needs and opportunities for an educational program;*
- (6) stakeholder and public input, which is to be provided to Council; and*
- (7) if there were to be an increase to the \$8 million budget, what would be the impacts to the Capital and Operating budgets.*

The purpose of this report is to respond to the above referral. The specific sections of the report that address referral items 1-7 are outlined in Table 1. This report also seeks to obtain Council’s endorsement of the Animal Shelter Guiding Principles, and Council’s approval of a building and program option, and site for the new animal shelter.

Table 1: Sections of the Report Addressing Referral Items 1-7

<b>Referral</b>	<b>Description</b>	<b>Page Number</b>
1	How to maximize the Council-approved \$8 million budget.	Page 5
2	The potential phasing of the building.	Page 8
3	The potential re-use of portions or all of the existing animal shelter building.	Pages 8-9
4	Additional information on the overall space needs.	Page 5
5	The potential needs and opportunities for an educational program.	Page 4 of Attachment 1
6	Stakeholder and public input, which is to be provided to Council.	Page 4
7	If there were to be an increase to the \$8 million budget, what would be the impacts to the Capital and Operating budgets?	Page 10 and Attachment 5

This report supports the following outcome statement under the Resource Management focus area in the 2022 Parks and Open Space Strategy:

*Our parks and open space system is managed by a responsive organization that meets community needs.*

This report supports the following outcome statement under Focus Area 1 in the Community Wellness Strategy 2018 – 2023:

*Increase the number of individuals across all ages reporting a positive state of mental wellness.*

This report supports the following strategic direction under Goal 3 Building on Social Assets and Community Capacity in the Social Development Strategy 2012 – 2022:

*Facilitate strong and safe neighbourhoods.*

## **Analysis**

### **Background**

The Animal Shelter, located at 12071 No. 5 Road, is a 4,580 sq. ft. single-storey facility that was built in 1978. The existing animal shelter consists of two buildings (dog kennel and administrative spaces) and is supported by a 455 sq. ft. portable structure that was added to the site in 2016. The shelter accommodates over 800 animals annually, ranging from companion animals (including dogs, cats, rabbits, small animals, and birds) to wildlife and small farm animals. Best practices in animal sheltering have advanced considerably over the past 40 years and are no longer being met by the existing facility, which is nearing the end of its lifecycle and is due for renovation or replacement.

The Animal Shelter plays a community safety role in temporarily housing dangerous/aggressive animals or animals that are stray or at-large. It also plays a community services role in providing residents the ability to adopt companion animals (including dogs, cats, rabbits, and small animals) and promoting awareness of animal welfare and responsible pet ownership.

The selection of a service provider for the operation of the Animal Shelter and the provision of animal control services is determined through the City's formal procurement process, and is awarded for a maximum term of five years. The current operating contract for the Animal Shelter is held by the Regional Animal Protection Society (RAPS), and is scheduled to expire on January 31, 2021, with the option for the City to execute a one-year renewal.

### **Animal Shelter Guiding Principles**

Guiding principles are benchmarks used to guide the development and execution of a project. The proposed Animal Shelter Guiding Principles were developed based on a review of industry standards and best practices in the design and operation of animal shelters, and with input from RAPS and the British Columbia Society for the Prevention of Cruelty to Animals (BC SPCA). These Guiding Principles are outlined on the next page.

The new Animal Shelter will:

- Be designed to ensure efficient and effective operations and delivery of services;
- Include design measures to reduce animal stress and promote animal welfare and health;
- Incorporate best practices and industry standards in the care of animals;
- Provide appropriate spaces for adoption activities;
- Provide adequate spaces to effectively manage disease control;
- Provide safe and appropriate spaces for staff and volunteer operations;
- Provide safe spaces for interaction between the staff and animals, between the staff and the public, and between the public and animals; and
- Be designed to integrate sustainable practices and accommodate future growth.

As standards in animal sheltering have evolved dramatically over the past four decades, the Animal Shelter Guiding Principles are intended to provide overall direction in the program development, facility design, and operation of the facility.

### Stakeholder Consultation and Development of Building Options and Program

This report presents two options for the replacement of the existing Animal Shelter for Council's consideration. The proposed options were developed through extensive and iterative consultation with key community stakeholders including RAPS (the current facility operator), and the BC SPCA, which operates 29 shelters across the province. The BC SPCA also operates an Education and Adoption Centre for cats and small animals in Richmond. In addition, staff consulted with the City of Delta Community Animal Shelter, the City of New Westminster Animal Shelter, the City of Surrey Animal Resource Centre, the Langley Animal Protection Society (LAPS) which operates the Patti Dale Animal Shelter, and Maple Ridge Community Animal Shelter (BC SPCA). The Stakeholder Consultation Summary Report is included as Attachment 1.

In addition to the Animal Shelter Guiding Principles, the development of the proposed options was guided by the *Canadian Standards of Care in Animal Shelters*, published by the Canadian Advisory Council on National Shelter Standards. These standards were developed to address deficiencies in the care of companion animals in shelters and are regarded as industry best practices in the design and operation of animal shelters. Key considerations identified in these standards that are applicable to the replacement facility are provided in Attachment 2.

The program development process considered the needs of today's population of approximately 223,000 residents, as well as the City's future needs of anticipated population growth, which the Official Community Plan (OCP) projects to be 280,000 residents by 2041.

### Minimum Service Levels and Space Needs

A review of the existing shelter's data informed the identification of minimum service levels for the replacement facility. This includes examination of animal species-specific data provided by RAPS related to intake, adoption rates, and length of stay for the years 2017, 2018, and the first quarter of 2019.

The recommended minimum service level, or animal holding capacity, is depicted in Table 2 and is based on considerations such as:

- Maintaining a steady flow of animals and minimizing their length of stay in the shelter, thus reducing stress on the animals and mitigating the spread of infectious diseases; and
- Enabling the shelter to operate at 70 to 80 per cent of the maximum animal holding capacity on a day-to-day basis, to allow for peak volumes during unexpected and seasonal animal intake fluctuations.

Table 2: Recommended Minimum Service Levels for Replacement Animal Shelter

<b>Animal Type</b>	<b>Average Capacity Needs (stray, adoption, isolation)</b>	<b>Adjustment for Peak Volumes</b>	<b>Recommended Minimum Animal Holding Capacity</b>
Dogs	9	+4	13
Cats	19	+9	28
Rabbits	6	+2	8
Small animals	4	+2	6

Maximizing the Council Approved Budget

In response to feedback and direction received at the General Purposes Committee meeting held on January 21, 2019, two options are presented for Council’s consideration:

- Building and Program Option 1 – Construction of a new building (4,200 sq. ft.); and
- Building and Program Option 2 – Renovation and expansion of the existing building (6,180 sq. ft.).

Both options seek to maximize the Council approved budget of \$8 million and will be designed, where possible, to meet the *Canadian Standards of Care in Animal Shelters*. The existing 455 sq. ft. portable is proposed to be retained in both options to accommodate the desired program.

Summary of Building and Program Options

The proposed programs associated with the two Building and Program Options are outlined in Table 3 on the next page, with an overview of animal holding capacities and a comparison to the existing Animal Shelter program.

Building and Program Option 1 provides a shelter that incorporates many, but not all, of the best practices in animal shelter construction materials and design. In order to maximize the Council approved budget of \$8 million, alternative lower cost approaches would be used in place of best practices. These include wood-frame versus masonry construction, solid doors to the cat rooms versus glass sliding doors, and the use of trench drains, chain-link doors, overhead heating, and fibre-glass reinforced plastic in the dog areas.

At the existing facility, administrative and operational areas have been altered over time to accommodate animals, resulting in animal housing that does not meet industry standards, specifically for cats and small animals. Options 1 and 2 will provide sufficient space to meet animal housing requirements, resulting in more space provided per animal than in the existing facility.

A more detailed breakdown of program areas, including square footages, is included in Attachment 3.

Table 3: Summary of Building and Program Options for the Animal Shelter

<b>Program Area</b>	<b>Existing Facility*</b>	<b>Option 1 – New Building \$8 million</b>	<b><u>Recommended</u> Option 2 – Renovation and Expansion \$8 million</b>
<b>Total Building Area</b> (Does not include 455 sq. ft. portable)	<b>4,580 sq. ft.</b>	<b>4,200 sq. ft.</b>	<b>6,180 sq. ft.</b> Includes existing facility plus 1,600 sq. ft. new addition
<b>ANIMAL HOLDING</b>			
1. Dogs	16 dogs	13 dogs	17 dogs
2. Cats	38 cats	30 cats	40 cats
3. Rabbits (Indoor)	✗ (8 rabbits outdoor)	✗ (8 rabbits outdoor)	8 rabbits
4. Small animals	6 animals	6 animals	6 animals
<b>ADMINISTRATION</b>			
5. Animal intake/surrender room	✓ (portable)	✓	✓
6. Volunteer space	✗	✗	✓
7. Staff lunch room	✗	✓	✓
8. Reception/administration/offices	✓ (building and portable)	✓	✓
<b>MULTIPURPOSE / EDUCATION</b>			
9. Multipurpose room	✗	✗	✓
<b>SERVICE AREAS</b>			
10. Animal control receiving area	✗	✓	✓
11. Food preparation and storage	✓	✓	✓
12. Animal grooming room	✗	✓	✓
13. Circulation and support areas – corridors, storage, laundry, mechanical, etc.	✓	✓	✓

### Building and Program Option 1 – Construction of a New Building (\$8 million)

Building and Program Option 1 (“Option 1”) involves the construction of a new, approximately 4,200 sq. ft. wood-frame facility, as outlined in Attachment 4. While this option is smaller than the existing facility (4,580 sq. ft.), the efficient and modern design would allow for more effective delivery of the services offered at the existing animal shelter.

#### **Proposed Program**

Option 1 improves on the current Animal Shelter with the addition of an animal control receiving area, grooming room, and staff room, as well as a larger reception and office area. The existing 455 sq. ft. portable would be retained and relocated to the rear of the site, and used for cat isolation (with 8 cat capacity) and storage.

Due to budget constraints, indoor space specifically designated for rabbits is not included as part of the proposed program. Consequently, the proposed program area for rabbits is unconditioned covered outdoor space, similar to how rabbits are housed at the existing shelter. This is not consistent with best practices, which is to house domestic rabbits indoors.

Building and Program Option 1 can be achieved within the \$8 million (2021 dollars) budget approved by Council. The building will be designed so it can be expanded if there is a future need.

Should Council choose to add program spaces to Option 1, to be comparable to Building and Program Option 2 (as described on pages 8–10), the financial impact would be approximately \$3 million in additional project funding, which would increase the total cost to \$11 million. A breakdown of additional costs is included in Attachment 5.

#### **Service Continuity**

The construction strategy will allow for the existing shelter to continue operating while a new one is being built at the north side of the site. A sufficiently wide driveway can be made available from No. 5 Road for access to the facility during the construction period. This driveway will be shared with construction crews, following all the necessary safety measures. Upon completion of the new facility, the existing shelter will be demolished and the vacant space will be available for outdoor program opportunities.

#### **Feasibility of a New Two-Storey Building**

As an alternative to constructing a new single-storey building, staff investigated the feasibility of building a two-storey facility to reduce the footprint of the building on the site and to maximize the potential program space. Through this process, it was discovered that no net benefit will be achieved with a two-storey option due to extra costs required to accommodate the addition of staircases and an elevator, which are required for the facility to comply with the *B.C. Building Code* and the Enhanced Accessibility Design Guidelines and Technical Specifications for City buildings. Accommodating these additions within the existing budget would require the removal of critical program space, resulting in a less functional shelter.

Should Council choose Option 1 (new building) to be constructed with infrastructure to support a future second-storey, this infrastructure can be added at an additional cost of \$200,000.

**Building and Program Option 2 – Renovation and Expansion of the Existing Building (\$8 million) (Recommended)**

A high level building condition assessment of the existing facility was completed in February 2019. This revealed that the existing building can be renovated and upgraded to extend its life span, and identified critical items to be addressed such as the roof and in-slab electric heating throughout the dog kennel area. During renovation, additional upgrades would include the building envelope, mechanical, electrical and security systems to meet current building standards.

Building and Program Option 2 (“Option 2”) reflects a facility that has a combined area of approximately 6,180 sq. ft. as outlined in Attachment 6. This option involves renovation of the existing 4,580 sq. ft. building and the addition of an approximately 1,600 sq. ft. expansion, thus providing a larger program and higher service level than Option 1, which meets the minimum animal holding capacities, as outlined on page 4, and allows for increased demand due to population growth. The building will meet industry standards in providing adequate space per animal to minimize stress on the animals and mitigate the spread of disease.

**Proposed Program**

In this option, the existing dog kennel facility would be renovated to reduce animal stress and the spread of disease by extending the masonry walls separating the kennels to the ceiling and adding solid doors to each kennel. Furthermore, the trench drains would be replaced with in-suite drains in each kennel, which mitigates odours and the spread of disease.

The existing administration building would be renovated and repurposed to provide more space for operations and animal housing. The 455 sq. ft. portable would be relocated on-site and continue to be used for cat isolation.

The expansion would be wood-framed construction and added to the east side of the existing administration building. It would be the publicly accessible part of the facility and would include a new reception area, an intake/surrender room, cat and small animal adoption rooms, and more suitable administrative and animal control offices. Option 2 would include a volunteer space and multipurpose room, which are common spaces in modern animal shelters to support programming and operations.

Option 2 can be achieved within the budget of \$8 million (2021 dollars) approved by Council as part of the 2018 Capital Building Program.

Option 2 is recommended as it provides approximately 47 per cent more program space than Option 1, includes a higher number of best practice construction features, meets the minimum service level required for the animal shelter replacement facility, and allows for increased demand due to population growth. This is the preferred option by the stakeholders that were consulted as part of the engagement process.

With these renovations and expansion, it is anticipated that this facility will have a life expectancy of approximately 45 years, assuming there is regular maintenance. By comparison, the wood-frame structure proposed in Option 1 is anticipated to have a higher maintenance cost and a lower life expectancy.

### **Service Continuity**

The renovation and expansion of the existing facility will have an impact on the delivery of services for a period of approximately 18 to 24 months.

The tender and award processes for the renovation and construction services are anticipated to begin by mid-2020. The City will investigate options to provide animal shelter services to Richmond residents during construction, which may include soliciting bids for provision of animal control services through its formal procurement process. The procurement documents will note that such services will need to be offered through an off-site facility.

As the current shelter consists of two stand-alone facilities (the dog kennels and administrative building), staff reviewed the merits of phasing construction whereby one of the two facilities would remain open. Although animals would still need to be relocated, this opportunity would enable animals to be relocated in phases, such as only relocating dogs when the dog kennel building is being renovated. It is anticipated that this approach would reduce operating costs associated with relocating animals during construction, and is preferred by the existing shelter operator. However, this approach is not recommended by staff as it would extend the construction schedule and hinder construction logistics, which are anticipated to result in the capital project budget being exceeded.

### Site

The existing site continues to be well-suited for the purposes of a new animal shelter as it:

- Is City-owned;
- Has minimal site servicing costs;
- Poses no land use or zoning challenges;
- Is familiar to current users;
- Has access to dog walking routes; and
- Is accessible by public transit.

Staff recommend that the new animal shelter be constructed on the existing site at 12071 No. 5 Road.

### Financial Analysis

Should Council approve the staff recommendation of Building and Program Option 2 (renovation and expansion), the project can be achieved within the budget of \$8 million approved by Council as part of the 2018 Capital Buildings Program.

Should Council endorse Building and Program Option 1 (new building) and the associated program as outlined in this report, the project can be achieved within the approved budget of \$8 million.

Alternatively, should Council endorse Building and Program Option 1 and choose to add the program spaces outlined in Attachment 5, to achieve a comparable service level as that in Option 2, the Council approved budget would be exceeded by \$3 million, bringing the total cost of Building and Program Option 1 to \$11 million. In this circumstance, staff recommend that the additional amount be funded by the Capital Buildings and Infrastructure Reserve, and that the Consolidated 5-Year Financial Plan (2019 – 2023) be amended accordingly.

### **Operating Budget Impact**

The preliminary Facility Operating Budget Impact (OBI) for the replacement shelter is currently projected to be approximately \$65,000 (2022 dollars). The OBI will be refined and submitted to Council for consideration once the details of the design are known.

The operation of the Animal Shelter is subject to tender and determined through a formal procurement process. The current agreement with RAPS is scheduled to expire on January 31, 2021, with the option for the City to execute a one-year renewal.

### **Construction Cost Escalation**

The current uncertainty within the local construction market, coupled with industry volatility, has led to difficulties commencing construction projects due to high bids and/or receipt of little interest on tendered projects. Some of the driving factors include:

- Current market conditions are such that there is an overabundance of work so that contractors/trades are unwilling to commit to more.
- Tariffs on various construction-related materials have contributed to significant cost escalations. While tariffs on steel and aluminium have recently been removed, it is anticipated there will be a delay before any cost reductions (if any) are realized.

These market conditions are anticipated to continue for the foreseeable future. Recent discussions with consultants in the building industry have indicated that cost escalation is up to 18 per cent per year in some areas of construction. Staff have included an allowance of 8 per cent per year cost escalation, as recommended by a Professional Quantity Surveyor.

### **Next Steps**

Should Council approve the Animal Shelter Guiding Principles, Building and Program Option 2, and the site for the new animal shelter facility, staff will proceed with the design process.

It is estimated that the project can be completed and ready for occupancy in approximately 30 to 36 months after program approval.

### **Financial Impact**

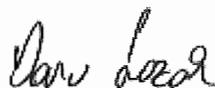
Both options presented in this report can be achieved within the budget of \$8 million (2021 dollars) approved by Council on December 11, 2017, as part of the 2018 Capital Building Program.

### **Conclusion**

The Richmond Animal Shelter will be designed to ensure effective and efficient operations that uphold industry standards in animal sheltering. The new or renovated and expanded facility will integrate best practices where possible within the Council approved \$8 million budget. The existing site continues to be well-suited for the purposes of a new animal shelter.



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Doru Lazar, MBA, P.Eng., PMP  
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- Att. 1: Stakeholder Consultation Summary Report
- 2: Canadian Standards of Care in Animal Shelters
- 3: Program Details for Animal Shelter Options
- 4: Animal Shelter Building and Program Option 1 – New Building
- 5: Additional Program Spaces for Building and Program Option 1
- 6: Animal Shelter Building and Program Option 2 – Renovation and Expansion



# **RICHMOND ANIMAL SHELTER REPLACEMENT PROJECT**

**STAKEHOLDER CONSULTATION SUMMARY REPORT**  
MAY 2019



## *Background*

The replacement of the existing animal shelter, currently located at 12071 No. 5 Road, will modernize the facility and operations in order to address current and future needs in the community. The facility design aims to incorporate best practices and industry standards in the care of animals.

## *Overview*

Consultation and engagement activities were conducted with key publics and stakeholders. In addition, a review of industry guidelines and best practices, and visits to regional animal shelters informed the development of the program. Industry resources, such as the *Canadian Standards of Care in Animal Shelters* published by the Canadian Advisory Council on National Shelter Standards, were also considered to guide the planning and program development progress.



The objectives of the engagement program were:

- To ensure the building program reflects best practices and industry standards in the care of animals;
- To ensure efficient and effective operations and delivery of services;
- To ensure the health, safety and welfare of animals in the care of the shelter;
- To ensure the facility provides adequate space to service current and anticipated future needs; and
- To ensure stakeholders feel informed, engaged, and excited about the facility.

## *Key Publics and Stakeholders*

The following key publics and stakeholders were consulted throughout the program development process:

- Regional Animal Protection Society (RAPS);
- BC Society for the Prevention of Cruelty to Animals (BC SPCA);
- Langley Animal Protection Society (LAPS);
- Maple Ridge Community Animal Shelter (BC SPCA);
- Surrey Animal Resource Centre;
- Delta Community Animal Shelter;
- New Westminster Animal Shelter;
- City of Richmond Bylaws Staff; and
- City of Richmond Facilities Staff.

## *Trends in Animal Sheltering*

Through consulting with the BC SPCA and RAPS, interviewing Shelter Managers during best practices tours and focus groups, and reviewing the Canadian Federation of Human Societies' *Animal Shelter Statistics 2015* and *Cats in Canada 2017* publications, the following trends in animal sheltering were identified:

- The number of dogs coming into animal shelters is declining. The number of cats and small animals relative to dogs in shelters is increasing. The number of cats coming into animal shelters is approximately twice the number of dogs;
- Dogs or cats that come into the shelter as strays are quickly returned to owners as a result of effective licensing, micro-chipping, and other animal identification programs;
- Animal shelters have evolved from primarily serving a community safety and impoundment function to also include animal surrender/adoption and the promotion of animal welfare;
- Shelter management practices have evolved over the years to focus on animal welfare and reducing animal stress. Animals under stress are more susceptible to sickness and disease, which can result in longer stays in shelters and also infection of other animals;
- Animal sheltering organizations have become increasingly professionalized, using data, science, and metrics to achieve strategic positive outcomes for animals, families, and communities;
- Intake must be managed in order to prevent the number of animals in care from overtaking the shelter's capacity to provide conditions that meet basic needs. Rather than accepting any surrendered animal at any time, appointments are scheduled to take in surrendered animals when the shelter's capacity permits it;
- Rescue organizations are playing an increasing role in the sheltering of homeless animals. This emergence of rescue organizations is alleviating the pressure on municipal shelters;
- Digital technology has made it easier for people to adopt animals and transfer ownership of animals from sources other than municipal animal shelters (e.g., breeders, rescue agencies, Craigslist, Kijiji, etc.);
- Foster programs for companion animals that are not readily adoptable are essential to limit an animal's length of stay in a shelter, thereby easing pressures on capacity and also improving the animal's welfare; and
- Inter-municipal collaboration to transfer animals from areas where they are overpopulated to areas where they are in lower supply or higher demand increases the rate of adoption for some animals.



## Key Themes and Outcomes

The following key themes and outcomes emerged when key publics and stakeholders reviewed program options for the new animal shelter:

- **Animal care and welfare** – Further to the *Canadian Standards of Care in Animal Shelters*, and best practices from the Association of Shelter Veterinarians and American Society for the Prevention of Cruelty to Animals, engagement participants highlighted important industry standards such as space requirements, stress mitigation, capacity allocations, indoor and outdoor access, outdoor weather protection, and animal, staff and public flow throughout the facility.
- **Capacity and growth** – It was recommended that animal holding spaces are given top priority within the program in order to meet the desired service level, with consideration of industry trends and anticipated demand. Flexible rooms and design features are recommended so that spaces can be adapted and repurposed for fluctuating needs.
- **Safety and security of staff, volunteers and animals** – Engagement participants highlighted safety and security considerations such as break-ins and theft of animals, animal handling and interactions, management of dangerous dogs, exterior fencing, gates and access points, occupational health and safety, and accessibility.
- **Materials and finishes** – Recommendations were provided regarding selection of construction materials, finishes and installation methods to maximize the life span and maintenance of the building, and contribute to the welfare of animals in the shelter's care. These included features such as in-suite drains and radiant underfloor heating in each dog kennel, solid, masonry walls throughout the shelter, and glass sliding doors in pet adoption areas.
- **Sanitation and disease control** – Recommendations regarding design features for preventing the spread of disease included building systems such as ventilation and drainage, the strategic location of isolation rooms, as well as construction finishes and materials to contribute to a healthy, sanitary space for animals and staff.
- **Educational programs and community outreach initiatives** – Engagement participants spoke about the multipurpose rooms in their animal shelters that are utilized for training sessions, children's programs, camps and birthday parties, as well as skill development and pet obedience workshops. They indicated several benefits of providing such programs and initiatives including reduced rates of animal surrenders and increased responsible pet ownership. Engagement participants encouraged the City to include a multipurpose room in the animal shelter.



### *Benefits of Educational Programs and Community Outreach Initiatives*

Through the consultation process, it became evident that many animal shelters provide educational programs and community outreach initiatives with the intention of promoting responsible pet ownership and animal welfare. These programs are provided using multipurpose space within their facilities or, in the absence of such a space, through outreach or collaboration with other agencies.

Engagement participants reported the following benefits associated with educational programming and community outreach initiatives:

- Responsible pet ownership;
- Increased awareness of animal welfare;
- Increased adoption rates;
- Reduced rate of animal surrenders, which reduces pressure on the shelter;
- Development of compassion and empathy for all living things amongst residents of all ages;
- Community involvement and a strengthened sense of belonging; and
- Increased public safety.

### *Benefits of Multipurpose Space*

In addition to the delivery of educational programs, multipurpose rooms allow animal shelters to host meetings and workshops, volunteer training sessions, children's programs, summer camps, birthday parties, and skill development workshops for pets and their owners. Multipurpose rooms can also provide emergency housing for domestic pets in crisis situations such as apartment fires or natural disasters.



## Conclusion

The engagement activities provided valuable insight into the complex operations of animal shelters and the various considerations that go into the design and construction of successful operations. The key themes and outcomes resulting from the animal shelter engagement activities contributed to the development of the program for the animal shelter replacement facility.



## Canadian Standards of Care in Animal Shelters

The *Canadian Standards of Care in Animal Shelters*, published by the Canadian Advisory Council on National Shelter Standards, is a guiding document which informed the proposed program options and will inform the detailed design of the shelter. These standards were developed to address deficiencies in the care of companion animals in shelters and are considered industry best practices in the design and operation of animal shelters.

Key considerations identified in these standards, and to be applied in the new City of Richmond Animal Shelter, include the following:

- Facilities must be appropriate for the species, the number of animals receiving care, and the expected length of stay in order to ensure the physical and psychological well-being of the animals.
- Shelter design should provide for proper separation of animals by species, health status, age, gender, temperament and predator-prey status.
- Shelter design should include sufficient space for operations, including intake, examination, holding, adoption, isolation, treatment, food storage and euthanasia.
- Entrances and exits, hallways, and rooms should be arranged so that movement through the facility and cleaning should proceed from the areas housing the most susceptible to disease and/or healthiest animals to those who are most likely to be a source of contagious disease.
- At least 10% of the facility housing capacity should be made available for isolation of animals diagnosed with, or suspected of having, a contagious disease.
- An animal's primary enclosure must be structurally sound and maintained in safe, working condition to properly confine animals, prevent injury, keep other animals out, and enable the animals to remain dry and clean.
- In addition to size considerations, proper layout of the primary enclosure is essential to maintain animal health and welfare. Food and water bowls or receptacles must be provided. The location of food, water, and litter containers relative to each other, resting areas, and doors can have a significant impact on the well-being of animals.
- As the length of stay increases (e.g., beyond 1-2 weeks), it becomes increasingly important to provide space that is both mentally and physically stimulating. Alternatives to traditional housing must be provided. For animals housed long term, the physical environment must include opportunities for hiding, playing, resting, feeding, and eliminating. For cats, the environment should also allow for scratching, climbing and perching.
- Protected indoor-outdoor access is ideal for most species, especially when animals are held long-term. Outdoor spaces must be suitably enclosed to protect from adverse weather, vandalism, and prevent escape or predation.
- Every sheltering organization has a maximum capacity to provide humane care, and the population in their care must not exceed that level. Factors that determine capacity for care include: the number of appropriate housing units; staffing for programs or services; staff training; average length of stay; and the total number of reclaims, adoptions, transfers, release, or other outcomes.

## Program Details for Richmond Animal Shelter Options

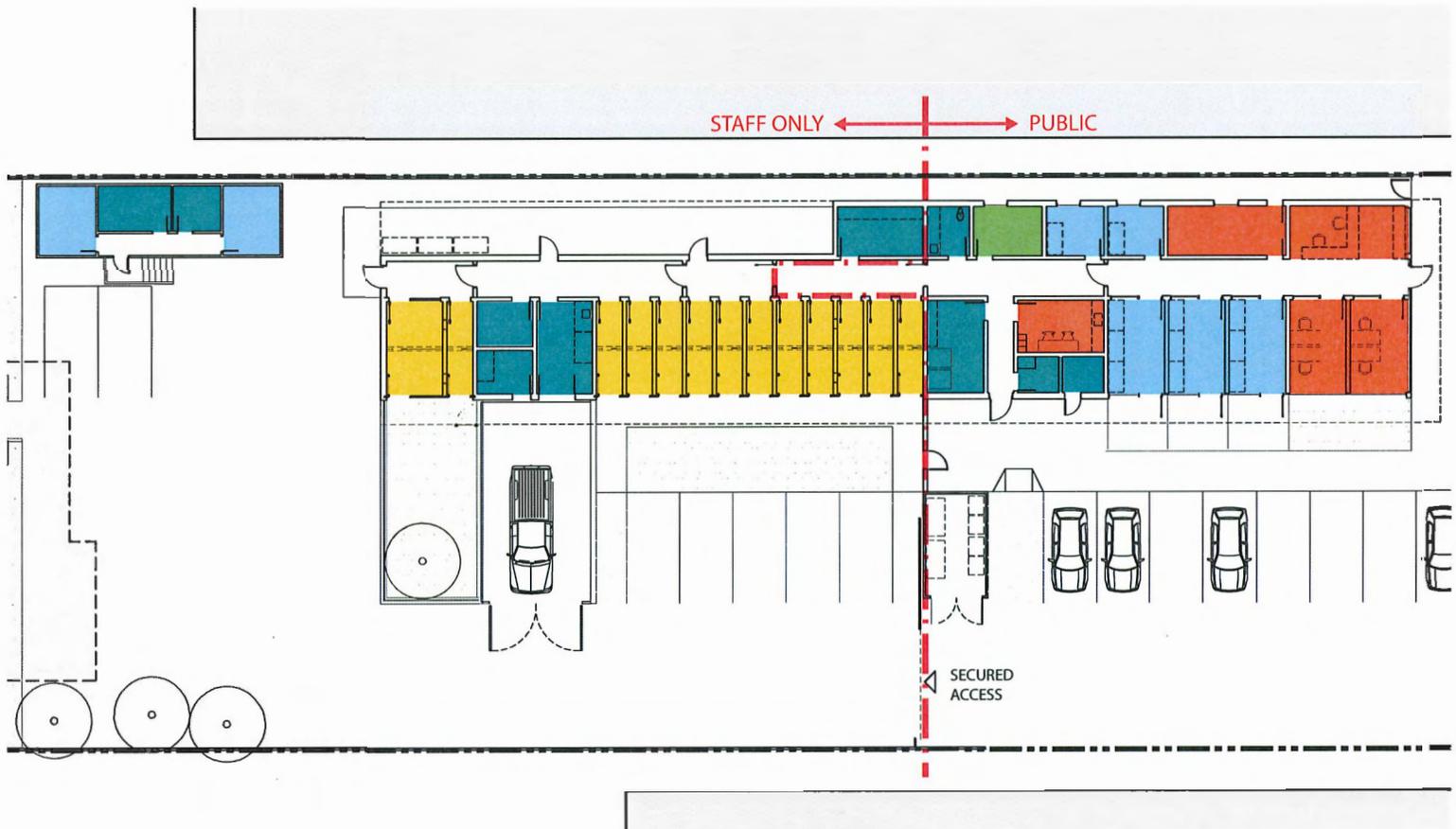
Program Area*		Existing Facility	Option 1 – New Building \$8.0 million	<u>Recommended</u> Option 2 – Renovation and Expansion \$8.0 million
<b>ANIMAL HOLDING</b>				
1.	Dogs	798 sq. ft.	450 sq. ft.	818 sq. ft.
2.	Cats	483 sq. ft. (+100 sq. ft. in portable)	565 sq. ft. (+200 sq. ft. in portable)	623 sq. ft. (+200 sq. ft. in portable)
3.	Rabbits	0 sq. ft. (outdoor)	0 sq. ft. (outdoor)	150 sq. ft.
4.	Small animals	112 sq. ft.	90 sq. ft.	129 sq. ft.
<b>ADMINISTRATION</b>				
5.	Animal intake/exam room	0 sq. ft. (79 sq. ft. in portable)	150 sq. ft.	129 sq. ft.
6.	Volunteer space	0 sq. ft.	0 sq. ft.	43 sq. ft.
7.	Staff/volunteer lunch room	0 sq. ft.	120 sq. ft.	138 sq. ft.
8.	Reception/administration/ offices	186 sq. ft. (+100 sq. ft. in portable)	378 sq. ft.	463 sq. ft.
<b>MULTIPURPOSE / EDUCATION</b>				
9.	Multipurpose room	0 sq. ft.	0 sq. ft.	600 sq. ft.
<b>SERVICE AREAS</b>				
10.	Animal control receiving area	0 sq. ft.	137 sq. ft.	129 sq. ft.
11.	Food preparation and storage	117 sq. ft.	113 sq. ft.	117 sq. ft.
12.	Animal grooming	0 sq. ft.	64 sq. ft.	48 sq. ft.
13.	Laundry	131 sq. ft.	139 sq. ft.	183 sq. ft.
14.	Circulation and support areas – corridors, storage, laundry, washrooms, mechanical, etc.	2,753 sq. ft.	1,994 sq. ft.	2,610 sq. ft.
<b>Total Building Area<sup>†</sup></b>		<b>4,580 sq. ft.</b>	<b>4,200 sq. ft.</b>	<b>6,180 sq. ft.<sup>‡</sup></b>

\* Program areas subject to change during detailed design.

<sup>†</sup> Does not include the 455 sq. ft. on-site portable.

<sup>‡</sup> Includes existing building (4,580 sq. ft.) and new addition (1,600 sq. ft.).

# Animal Shelter Building and Program Option 1 – New Building



- DOGS
- CATS
- SMALL ANIMALS / RABBITS
- SERVICE AREAS
- ADMINISTRATION

ANIMAL HOLDING CAPACITY:  
 DOGS: 13  
 CATS: 22 + 8 ISOLATION  
 SMALL ANIMALS /  
 RABBITS: 1 ROOM

NOTE: CONCEPT DRAWING ONLY; LAYOUT SUBJECT TO CHANGE DURING DETAILED DESIGN.

## Additional Program Spaces for Building and Program Option 1

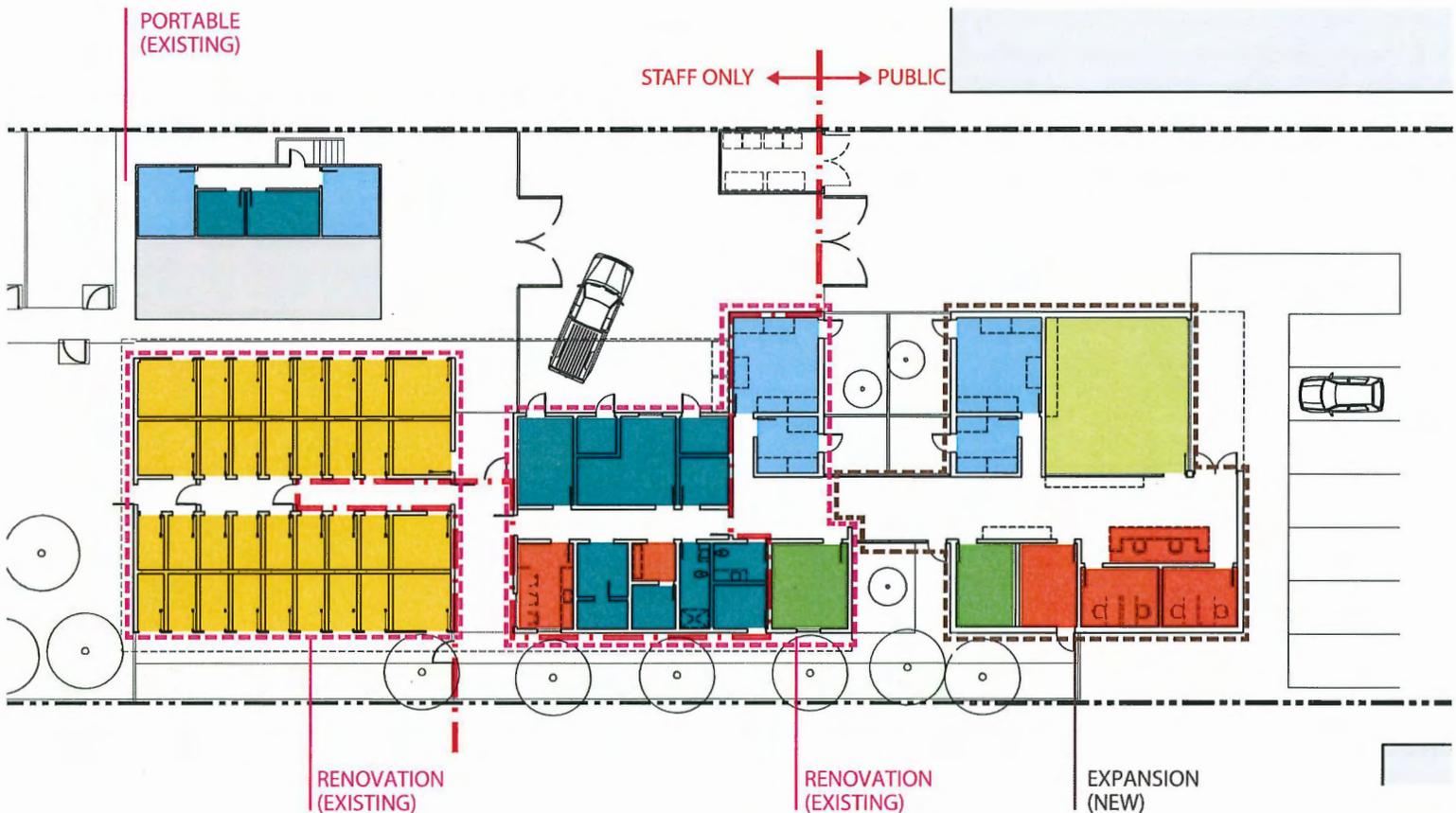
In order for Building and Program Option 1 (New Building) to include a similar level program as Option 2 (Renovation and Expansion), an estimated additional \$3.0 million in project funding would be required. A breakdown of costs to achieve this level of program is illustrated in Table 4 below.

Table 4 – Cost of Additional Program Spaces for Building Option 1

Program Space		Cost
1	2 x small animal/rabbit rooms	\$ 403,000
2	Cat room (6 cats)	\$ 242,000
3	3 dog kennels	\$ 338,000
4	Large family dog suite	\$ 255,000
5	Multipurpose room (MPR)	\$ 926,000
6	Volunteer room	\$ 123,000
7	Staff washroom and shower	\$ 135,000
8	Dry storage rooms	\$ 441,000
9	Flex room (cats or small animals)	\$ 123,000
<b>Total</b>		<b>\$2,986,000</b>

Council endorsement of additional program spaces would require an increase of approximately \$3.0 million to the Council-approved budget of \$8.0 million.

# Animal Shelter Building and Program Option 2 – Renovation and Expansion



- DOGS
- CATS
- SMALL ANIMALS / RABBITS
- SERVICE AREAS
- ADMINISTRATION
- MULTIPURPOSE / EDUCATION

ANIMAL HOLDING CAPACITY:  
 DOGS: 17  
 CATS: 32 + 8 ISOLATION  
 SMALL ANIMALS / RABBITS: 2 ROOMS

NOTE: CONCEPT DRAWING ONLY; LAYOUT SUBJECT TO CHANGE DURING DETAILED DESIGN.