



Agenda item:

Overview and Scrutiny

On 28th March 2011

Report Title. **Progress implementing Scrutiny recommendations on Animal Welfare**

Report of **Director Of Urban Environment, Niall Bolger**

Signed :

 . 7th March . 2011

Contact Officer : **Robin Payne, Head of Enforcement**

Wards(s) affected: **All**

Report for: **Non Key Decision**

1. Purpose of the report (That is, the decision required)

1.1. This report provides an update on the progress made against recommendations made by an Overview and Scrutiny review of Animal Welfare in Haringey as reported to Cabinet on 16 June 2009.

2. Introduction by Cabinet Member (if necessary)

2.1. [click here to type]

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1. The improvements reflected in this plan are consistent with Council Plan priorities for a Better Haringey with cleaner, greener and safer places and for Driving

change, improving quality.

4. Recommendations

4.1. That the Overview and Scrutiny Committee notes the update provided in Appendix 1

5. Reason for recommendation(s)

5.1. This is a report back on progress.

6. Other options considered

6.1. None considered.

7. Summary

7.1. The recommendations made by the Scrutiny review of Animal Welfare focussed on the council performance against an RSPCA benchmark for local authorities, and a specific recommendation to amend the policy banning performing animals on Council owned land.

7.2. The RSPCA benchmark covers four areas of responsibility; stray dogs, animals in managed housing, emergency planning and animal welfare principles. Under each element of this standard three categories of award are available by the RSPCA. The Council has established a Haringey Animal Welfare partnership involving key Council services and local partner agencies to develop how animal welfare and control is delivered in Haringey. This group has developed a programme of activity and a draft charter covering the full range of scrutiny recommendations.

7.3. The Cabinet agreed a Scrutiny recommendation to allow, for a trial period, performing domestic animals on Council land. A review of the policy amendment has been undertaken and shown that feedback from those attending performances was positive with no complaints being received about specific animal welfare concerns. Veterinary and officer inspections also showed full compliance with animal welfare standards.

8. Chief Financial Officer Comments

8.1. The actions to address the recommendations as outlined in this report have been contained within existing budgets.

9. Head of Legal Services Comments

9.1. There are no specific legal implications arising out of this report.

10. Equalities & Community Cohesion Comments

10.1. No equalities issues have been identified for this report.

11. Consultation

11.1. The Animal Welfare Partnership has been consulted upon the proposed Animal Welfare Charter.

11.2. The Parks service has provided specific feedback on their review of performing animals at circuses on their land.

12. Service Financial Comments

12.1. There are new financial implications arising from this report for the Enforcement service. The impact on income for the Parks service is included in the report.

13. Use of appendices /Tables and photographs

13.1. Appendix 1 – Table of recommendations, service comments and progress.

14. Local Government (Access to Information) Act 1985

14.1. Scrutiny review of Animal Welfare in Haringey 2009

14.2. Cabinet Report on Scrutiny review of Animal Welfare in Haringey 2009

15. Background

15.1 This report provides an update on the progress made delivering recommendations made by an Overview and Scrutiny review of Animal Welfare in Haringey and reported to Cabinet on 16 June 2009.

16 Update on Animal Welfare in Haringey

16.1 Most of the recommendations made by the Scrutiny review of Animal Welfare focussed on the council performance against an RSPCA benchmark for local authorities called Community Animal Welfare Footprints (CAWF). These provide 4 categories of standard and awards from bronze to gold. Scrutiny believed that this

standard would provide a framework for improvement and a mechanism for demonstrating success.

16.2 In response to the recommendations by Scrutiny, a new Haringey Animal Welfare Partnership was established in 2009 involving agencies and services involved in animal welfare and control in Haringey. This group is chaired by Haringey Council's Head of Enforcement and includes –

- Council - Enforcement Service, Recreation - Parks service, Haringey Youth Offending Service, ASBAT and Emergency Planning.
- Partners - Wood Green Animal Shelter, Homes for Haringey, Haringey Police, and the Status Dogs Unit – Metropolitan Police.

16.3 The partnership has been developing a response to the Scrutiny recommendations as they relate to the RSPCA Community Animal Welfare Footprints (CAWF) for –

- Stray Dogs – collection, re-homing and schemes and services that may reduce the number of strays, such as micro-chipping and neutering. An application for a bronze award was submitted for 2010 but was unsuccessful largely because the Council has been unable to retain a permanent Dog Warden. This post remains vacant pending restructuring of Frontline Services. The service will reapply in 2012 and based upon improvements in place believes it could achieve a gold standard.
- Housing – the provision of a positive and clear policy on pet ownership, which is both enforceable and enforced. Other elements include proactive work to educate tenants about responsible pet ownership, and the benefits of micro-chipping and neutering. Homes for Haringey have undertaken an initial consultation on proposals for compulsory micro chipping of dogs and are looking into the issues raised.
- Emergency Planning – arrangements for managing domestic pets during an emergency have been reviewed and the Council has received a silver award in 2010 for the work undertaken.
- Animal Welfare Principles – this includes the provision of a written policy on animal welfare and examples of good practice sharing. The Haringey Animal Welfare Partnership has been steering progress on all CAWF projects and has developed a draft charter that establishes the roles, responsibilities and policies for animal welfare and control in Haringey. In addition this partnership has developed surveillance and intervention group working on dangerous and status dogs, and a responsible dog ownership project initially focussing on dog fouling.

16.4 Provided as Appendix 1 is a table that shows the original Scrutiny recommendations, the service response reported to Cabinet and a summary progress report for February 2011.

17 Performing Animals

- 17.1 Recommendation 12 specifically referred to circuses and allowing animals to perform. The Council's policy for the use of performing animals in circuses on Council land was amended in July 2009 to allow certain domestic animals (horses, ponies, donkeys, dogs and budgerigars) to appear for a trial period.
- 17.2 Since this agreement a circus operator using performing domestic animals (Zippos) applied to hold a circus in Finsbury Park on two occasions (i.e. 8 – 13 October 2009 and 22 – 27 April 2010). These two events generated income of £9,466 for the Parks service. A planned event for March 2011 will generate £3,888 of income
- 17.3 Zippos circus had historic evidence of compliance with animal welfare requirements and adhered to strict criteria to ensure no animal suffered by performing or being part of a travelling circus.
- 17.4 The Council appointed a vet at the expense of the operator to verify that the operator met high standards of welfare when on site in Haringey. Inspections were undertaken by a vet together with Council Officers together with mystery shopping visits. No concern was reported by any person attending a show and no problems were found during any inspection or visit made.
- 17.5 Whilst some in principle objections to the use of performing animal were received, these often reflected a misunderstanding of the council's policy and the assumption wild animals were involved.
- 17.6 The Parks Service will be seeking agreement by Cabinet that the current policy as amended should remain. It is hoped to include circuses with performing animals as part of the regular Parks events booking programme.

18 Summary and Conclusions

- 18.1 There has been good progress establishing a partnership of key services operating in Haringey on animal welfare. This group has developed an agenda for work that is using the RSPCA Community Animal Welfare Footprint standard and has made two applications for award status in 2010. Most recommendation areas are developing although the absence of a permanent Dog warden has been a limiting factor. This issue will be addressed as part of the pending Single Frontline restructure. A specific success has been the Emergency Planning service achieving a Silver award from the RSPCA for its work.
- 18.2 The Council has amended its policy on performing animals to allow certain domesticated animals to perform on council land for a trial period. A review has demonstrated that there is no evidence that any animal has suffered as a consequence of this policy change.

APPENDIX 1 – Service Update - Overview & Scrutiny Recommendations for Animal Welfare

Recommendations	Service Response to Cabinet July 2009	Service Update February 2011
<p>1. The Panel recommend that the Council adopt the Community Animal Welfare Footprints scheme to measure its performance in animal welfare and sets the Bronze award as a minimum local target for 2009/2010. Once achieved, the Service should carry out an assessment into the feasibility of achieving Gold Standard.</p>	<p>Agreed</p> <p>The service believes it can easily meet Bronze Standard. A new Dog Warden took up his post on 15 June. This role will support achievement of the bronze standard.</p> <p>A feasibility study for the Gold Standard for stray dog collection will substantially look at options for delivering micro chipping and will build on recommendations for a welfare strategy.</p> <p>We will aim to apply for bronze standard by March 2010</p>	<p>The RSPCA Community Animal Welfare Footprints scheme in 2010 had 4 categories.</p> <ul style="list-style-type: none"> • stray dog services • housing • contingency planning • animal welfare principles <p>The Council made two applications in 2010 achieving one silver award.</p> <p>Stray dogs - The Council has been unable to retain a permanent dog warden and has covered the service with a pool of trained Street Enforcement Officers. The Council applied for the bronze standard for its stray dog collection but failed to achieve an award largely due to the lack of a permanent Dog Warden. This post remains vacant pending restructuring of Frontline Services. The service will reapply in 2012 and based upon improvements in place believes it could achieve a gold standard.</p> <p>Emergency Planning - The Council's Emergency Planning Service applied for and achieved a silver standard for contingency planning.</p>
<p>2. The panel recommends that the appointment of a Dog Warden should be a priority for the Service and that other strategic roles around</p>	<p>Agreed</p> <p>The Enforcement service has appointed a new Dog Warden.</p>	<p>Subsequent to the review the service appointed a dog warden. However this officer was subsequently successfully promoted to a Street Enforcement Officer role. Apart from an</p>

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<p>animal are carried out as part of the duties of other posts.</p>	<p>Strategic and other operational responsibility for animal related enforcement has been built into enforcement roles for Street Enforcement, Enforcement Response, Commercial Inspections and Licensing.</p> <p>The Head of Enforcement will act as a Strategic Coordinator for other roles identified within a proposed Animal Welfare Strategy</p> <p>Achieved</p>	<p>unsuccessful re-deployment the post has remained vacant. The post will form a part of the future Single Frontline service.</p> <p>Despite this vacancy the service maintains a 24/7 reception facility and kennels offering chipping, re-homing and responsible dog ownership advice.</p> <p>Remaining functions of animal control and welfare have been developed.</p> <ul style="list-style-type: none"> • A specialist Environmental Health Officer undertakes welfare investigations; • The Service Manager for Street Enforcement is the borough's Dangerous Dog Coordinator, and works with intelligence from the Police, Status Dog Unit, ASBAT, Homes for Haringey and Animal Wood Green Shelter. • Responsible pet ownership activity is delivered through a range of partners and steered through a Haringey Animal Welfare Partnership. • Dog Fouling – the Street Enforcement Service initiated a programme at dog fouling hotspots. Activity in 2010 reflected 38 patrols, distribution of over 7,000 leaflets and a schools competition. • Inspection of licensed premises is a contracted service paid for through licensing fees.

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<p>3. The Panel recommends that the Urban Environment Directorate explore the idea of encouraging voluntary micro chipping or tattoo for all cats and dogs.</p>	<p>Agreed</p> <p>Micro chipping is part of the Gold Standard in recommendation 1 above. This can assist the return of stay dogs or reconnecting an owner with an animal found killed.</p> <p>The new Dog Warden will promote a responsible dog ownership campaign as part of their normal duties. This is particularly relevant given the council's statutory role to collect stray dogs.</p> <p>Any activity will need to be self funding and linked to other strategies for promoting responsible pet ownership such as links to tenancy conditions.</p> <p>Review to be considered as part of a wider Animal Welfare Strategy by October 2009</p>	<p>The Enforcement service provides a chipping service for stray dogs at full cost to the owner.</p> <p>The service signposts pet owners to alternative providers of chipping services for other pets, including the Wood Green Animal Shelter.</p> <p>In 2010 Homes for Haringey consulted their Tenancy, Estate Management and Leaseholder Panel. Views at this stage are mixed with concerns over funding, the efficacy of the scheme and enforcement arrangements. Next actions are under discussion but will reflect future budget and resources available to support any initiative.</p>
<p>4. The Panel recommends the Urban Environment Directorate should look into whether or not there are any illegal dog breeding activities in the Borough and to take appropriate action against any individuals found to be breaking the law</p>	<p>Agreed</p> <p>This review will be undertaken. The licensing rules in relation to dog breeding relates to commercial scale operations and does allow for small scale hobby breeding to take place without regulation. Where a breeder is licensed controls include restrictions on how puppies can be</p>	<p>The Breeding of Dogs Act 1973 and Breeding and Sale of Dogs (Welfare) Act 1999 restrict sale of dogs and breeding. Under this legislation anyone considered to be carrying on a dog breeding business will normally be regarded as needing a licence. However, a person is only presumed to be carrying on a business if in a 12 month period any number of their bitches gave birth in total (i.e. collectively)</p>

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	<p>sold and this would therefore be part of any review.</p> <p>Review to be considered as part of a wider Animal Welfare Strategy by October 2009</p>	<p>to 5 litters or more.</p> <p>Currently there are no licensed dog breeders in Haringey and no specific evidence available that any breeders have exceeded the threshold of 5 litters per year. However, once a dog warden is employed further work will be undertaken to monitor private sales.</p>
<p>5. The Panel recommends that the Urban Environment Directorate carry out an assessment with Community and Strategic Housing for a commitment from Homes for Haringey for developing a Service Level Agreement with Community and Strategic Housing Services; and Registered Social Landlords to ensure an effective animal welfare service across the borough</p>	<p>Agreed</p> <p>Action proposed:</p> <ul style="list-style-type: none"> • ALMO team to ensure Homes for Haringey develops Service Level Agreement with Community and Strategic Housing Services and; • Involve Housing Development team to ensure SLA is extended to RSLs through the RSL forum. <p>Review to be considered as part of a wider Animal Welfare Strategy by October 2009</p>	<p>Both Strategic and Community Housing and Homes for Haringey are active members of the Haringey Welfare Partnership.</p> <p>Activity to date has reflected a review of tenancy conditions for Homes for Haringey tenants and consultation on micro chipping.</p> <p>No SLA is currently in place; however provision will be made into the Animal Welfare charter to include a requirement for all council owned accommodation to meet minimum welfare standards. Again, next actions are under discussion but will reflect future budget and resources available to support any initiative.</p>
<p>6. The Panel recommends that the Urban Environment Directorate encourage Homes for Haringey to participate in educational initiatives to ensure that tenants and leaseholders are aware of issues</p>	<p>Agreed</p> <p>Action proposed:</p> <p>ALMO team to encourage Homes for Haringey to participate in educational</p>	<p>A poster campaign around responsible pet ownership was delivered by Tenancy Management and was subsequently displayed on HfH poster Boards around the Borough.</p>

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<p>relating to animal welfare and responsible pet ownership.</p>	<p>initiatives by raising awareness of animal welfare issues in Home Zone newsletter for secured tenants and for new tenants during induction. It is anticipated that this can be achieved within existing resources.</p> <p>Review to be considered as part of a wider Animal Welfare Strategy by October 2009</p>	
<p>7. The Panel recommends that the Emergency Planning Officer work with Homes for Haringey and Registered Social Landlords to agree emergency contingency procedures to ensure a managed response for the evacuation of pets in the event of a local emergency.</p>	<p>Agreed</p> <p>The following actions are proposed.</p> <ul style="list-style-type: none"> - Emergency Planning and Business Continuity Team (EPBC) to work with local vets and animal welfare organisations to draw up a Memorandum of Understanding covering support available to pet owners in emergencies, and to map local capacity - EPBC team to provide information on preparing for emergencies for pet owners on the Council website and elsewhere - EPBC team to ensure issues 	<p>An agreement on emergency planning has been included in the Haringey Animal Welfare Charter.</p> <p>The Council's Emergency Planning Team have developed credit card sized folding guides which offer advice on how to prepare for an emergency. These awareness guides can be carried in your wallet, purse or pocket and remind people about what to do in an emergency. The Emergency Awareness Pocket Guides can be collected from libraries, leisure centres and Council customer service centres. An Emergency Awareness Pocket Guide has been developed specifically for pet owners, this focuses on how to plan for an emergency in regards to the welfare of your pet. These can also be collected from the Wood Green Animal Shelter on Lordship Lane.</p>

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	<p>relating to pet evacuation are addressed in training events and exercises on an ongoing basis.</p> <p>To be considered as part of a wider Animal Welfare Strategy by October 2009</p>	<p>Pet evacuation is part of planned training events.</p>
<p>8. The Panel recommends the Urban Environment Directorate, as part of the Corporate Animal Welfare Strategy, ensure that the Animal Welfare Education Program pull together existing resources and support from local organisations such as Wood Green Animal Shelter and the RSPCA to ensure a proactive, co-ordinated education approach</p>	<p>Agreed</p> <p>The Head of Enforcement will seek to develop a Strategy Steering Group to implement this proposal. Contributions from those bodies named will be included.</p> <p>Review to be considered as part of a wider Animal Welfare Strategy by October 2009</p>	<p>Haringey has an Animal Welfare Partnership chaired by the Head of Enforcement. This partnership includes</p> <p><u>Council</u></p> <ul style="list-style-type: none"> • Enforcement Service • Parks and Leisure • Haringey Youth Offending Service • ASBAT • Emergency Planning <p><u>Partners</u></p> <ul style="list-style-type: none"> • Wood Green Animal Shelter • Homes for Haringey • Haringey Police • Status Dogs Unit – Metropolitan Police <p>This group meets to pursue a range of educational measures including status dog training, responsible pet and dog ownership, dog fouling. A charter representing the roles and responsibilities of each member is under development.</p>

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<p>9. The Urban Environment Directorate consult with Homes for Haringey, Registered Social Landlords, Children and Young People Services and Adult Social Services; the RSPCA; Battersea Cats and Dogs Home and Wood Green Animal Shelter to devise appropriate procedures to enable the sharing of information when animal welfare issues, child abuse or domestic violence are brought to their attention. These bodies should be alert to animal abuse as a possible indicator for domestic violence and child abuse.</p>	<p>Agreed</p> <p>The Head of Enforcement will seek to develop a Strategy Steering Group to implement this proposal. Specifically this will include –</p> <ul style="list-style-type: none"> - Reporting arrangements will be proposed to the Local safeguarding Children Board. - A process for referral of domestic violence cases to Hearstone will be put in place. <p>Action on above to be effective July 2009.</p> <ul style="list-style-type: none"> - The ALMO team will work in partnership with relevant teams within Strategic Community Housing to raise awareness about animal welfare issues with all the named agencies. - Links will be made to agencies including the Dog Trust Freedom Project, Battersea dog and cats home, RSPCA and Wood Green Animal Shelter. <p>We will go further here and look at</p>	<p>The Haringey Animal Welfare Partnership has established a sub group that meets to review intelligence on dangerous dog activity. This group will make links to relevant safeguarding and domestic violence agencies where intelligence makes this appropriate. The partnership includes housing and youth services.</p> <p>Strategic and Community Housing and Homes for Haringey are actively involved with other Haringey Animal Welfare partners.</p> <p>The RSPCA has recently launched an educational outreach programme called; 'Breaking the Chain', working in partnership with Local Authority Youth Offending Services. The scheme is primarily aimed at raising awareness of animal abuse as a possible indicator for domestic violence and child abuse. The Animal Welfare Partnership has agreed in principle to work with the RSPCA and other partners to implement this scheme. Next steps should be agreed at the next meeting of the group on the 3rd March.</p>

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<p>10. The Panel recommends that the Urban Environment Services produce an Animal Welfare Charter/Policy for Haringey that this should include animals on allotments</p>	<p>options that facilitate pet homing for those at risk of domestic violence.</p> <p>To be considered as part of Animal Welfare Strategy by October 2009.</p> <p>Agreed</p> <p>The Head of Enforcement will seek to develop a Strategy Steering Group to implement this proposal.</p> <p>Recreation Services have welcomed more coordinated approach, and will actively contribute to developing content/implementation.</p> <p>Draft to be considered as part of a wider Animal Welfare Strategy by October 2009</p>	<p>The Haringey Animal Welfare Partnership is expected to agree a draft charter at it next meeting on the 3rd March. The charter will compile Council and partner policies and priorities in areas of animal welfare that we are responsible for overseeing.</p> <p>It is intended that the charter will form the cornerstone of the Council's developing welfare agenda.</p> <p>The charter contains the Council's key policies in relation allotments and to wildlife and habitat preservation.</p>
<p>11. The Panel recommends that consideration be given to amending the current policy prohibiting the use of performing animals at organised events on Council land in order to allow animal circuses using domestic animals to be held on the Council's open spaces.</p>	<p>Agreed</p> <p>This will enable the Council to broaden the range of acceptable leisure provision available to borough residents. It would also support delivery of income generation from events use of our parks sites, and thus contribute to our revenue strategy.</p> <p>High standards and compliance will be condition to any agreement to operate on Haringey Council land.</p>	<p>The Cabinet has amended its policy on performing animals to allow animal circuses to operate on Council land. This policy is subject to review by Cabinet in 2011.</p> <p>Any permitted event will be subject to examination by a veterinary surgeon, and only equine, canine and budgerigar acts are permitted.</p>

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<p>12. The Panel recommends that procedures be put in place for the registration and inspection of any circuses under the relevant legislation as part of the event application process</p>	<p>To have immediate effect, subject to Cabinet agreement.</p> <p>Agreed</p> <p>The Council is responsible for the health and safety of circuses visiting the borough, the licensing of regulated entertainment and has powers available under the Animal Welfare Act to take action where animal welfare is prejudiced. There are no registration requirements beyond the need for the licensing of regulated entertainment.</p> <p>In circumstances where the Council allows a circus to use our land, we can require as part of the hire agreement that appropriate veterinary inspection takes place as part of our general enforcement inspection. This can ensure that the care of animals meets welfare standards, and restrict the animals used.</p> <p>Where any circus fails obligations to ensure animal welfare, offences can be pursued under the Animal Welfare Act. Where any issue purely relates to conditions of the hire agreement, enforcement would be through the agreement not through use of powers and</p>	<p>Circuses operating on Council land are regulated by the land rental agreements which bind the operator to restrictions and conditions of use.</p> <p>Inspection is by veterinary surgeon contracted to the Enforcement Service but paid for by the operator.</p> <p>No evidence of breach or welfare infringement has been identified for any circus that has performed since the policy was amended by Cabinet.</p>

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	<p>criminal sanction.</p> <p>Veterinary costs incurred will be recovered through the hire agreement.</p> <p>To have immediate effect, subject to Cabinet agreement.</p>	