Helping Community Dogs

The No Kill Advocacy Center

Photo courtesy of José Balido, love2fly.com.
Abandoned and stray dogs can no longer be found in most cities throughout the United States. In these communities, a dog roaming the streets is a rare sight and a call to action. Community dogs are now largely confined to cities with high rates of poverty, crumbling infrastructure, institutional neglect, and ineffective government. The more poverty and urban blight; the higher the number of community dogs. In fact, there is a direct correlation between the amount of garbage on streets and the number of community dogs. Since people suffer under this environment, it is no surprise that animals do, too.

Not surprisingly, these are communities where the local animal shelter is likewise suffering from institutional neglect. Because the shelter kills a lot of animals, people do not call them for assistance with community dogs fearing that doing so would be a death sentence. As a result, these dogs are allowed to remain on the street. At the same time, some people choose to abandon dogs to the streets rather than surrender them to the shelter, thinking that “at least they will have a chance.”

Historically, determining the number of community dogs has proved elusive, and when pressed, jurisdictions offer vastly inflated numbers to make the problem seem insurmountable. Under pervasive scrutiny for its high rates of killing, for example, leadership at the Houston shelter, the Bureau of Animal Regulation & Care, claims there are 1.2 million stray animals wandering the streets of their city. But how can that astronomical number possibly be true? If it was, there would be one stray animal for every two people in Houston—roughly 2,000 every square mile—an absurdity.

Such a claim defies common sense and experience, but that hasn’t stopped the city from making it or newspapers from printing it. Despite its dubious nature, the figure has been reprinted...
The number of community dogs has been exaggerated to make the issue seem insurmountable and the killing, inevitable. But when the dogs were actually counted, the numbers were a fraction of the number claimed.

Repeatedly in the media with jaw dropping headlines: “Houston’s 1.2 million stray dog problem,” “One million stray dogs in Houston,” and “Houston’s dirty, furry secret.”

In Detroit, Michigan, similarly, officials claim that 50,000 stray dogs roam city streets, a statistic then repeated by various news outlets and magazines. Citing cities like Detroit, some have claimed and news outlets like CNN have reported that there are 50,000,000 stray animals throughout the U.S., a figure that is grossly exaggerated.

Indeed, when the dogs were actually counted in Detroit through a combination of human canvassers and drones, there were as few as 1,000 dogs—1/50th of the number claimed. Looking at a worst-case scenario, if the entire country was like Detroit, then there would be just shy of 1,000,000 stray dogs in the U.S. (less than what pound leadership claims for Houston alone). And, of course, Detroit is an aberration. It has an unemployment rate twice that of the nation as a whole, six out of 10 kids live in poverty compared to two in 10 nationally, and one-third of the city is empty or described as “heavily blighted.” A city where the infrastructure provided by government has more or less begun to break down, Detroit is poor, bankrupt, and suffering from high unemployment and foreclosure rates, criteria usually associated with lack of sterilization and pet abandonment. In short, there are not millions, let alone tens of millions, of homeless dogs roaming the streets in cities across the country.

Moreover, where these dogs are found, many are not “homeless.” Instead, the dogs are allowed to roam freely, as there is less social pressure to confine them in impoverished neighborhoods. Others are “pets of the block,” fed by handouts and even rescued from the pound if they are picked up by dog catchers. In fact, many community dogs, though sometimes shy or scared, are trusting of humans. They will approach people for food and shelter.

But regardless of the actual number roaming the streets, disease, inclement weather, and the dangers presented by roads and other man-made hazards compel us to respond with a helping hand. As the most resourceful species on Earth, we have an obligation to use our intellect and abilities to assist these dogs, especially as they find themselves living in an environment altered for the benefit of humans, not the needs of their species.

Sadly, in the United States, approaches regarding what to do about the dogs have often been as extreme and disturbing as the numbers of...
dounds reported have been exaggerated. Local shelters and city officials have, to date, largely focused on lethal methods of addressing these populations of dogs, including the shocking and cruel suggestion by one American city councilmember to employ helicopter gunships to shoot and kill the dogs. Indeed, the majority of community dogs—six out of 10 of them—do not die from disease or car accidents; they are killed by the local shelter after animal control officers round them up.

It is both tragic and heartbreaking, especially since there is a humane, non-lethal, and effective solution to protect them, while reducing their numbers over time: a combination of shelter reform, adoption, and community dog sterilization.

The 3 PART APPROACH to Helping Community Dogs

Shelter reform results in dramatically enhanced shelter services that better meet the wide ranging needs of the homeless animals in the community they are tasked and paid to serve. By implementing the No Kill Equation—a series of programs and services which have already transformed shelters nationwide—cities like Houston and Dallas could move beyond the crisis mode of impound and killing and create a sustainable, lifesaving infrastructure which is not only more humane, but would increase efficiency, effectiveness, community support, and thus capacity to take in and save street dogs, too.

In addition, in places where the shelter has embraced No Kill, fewer animals are abandoned and people are more likely to call and use the shelter to help community dogs. When shelters announce and achieve No Kill goals, “owner” surrenders and stray intakes may initially increase as dogs who would otherwise end up on

SHELTER REFORM

The most progressive, innovative, and compassionate approaches to animal sheltering are vital to helping animals both inside and outside the shelter.
the street or are already on the street are surrendered instead, given that they no longer face a death sentence. As a result, the number of strays and dogs found dead on the street (DOAs) quickly declines. Combined with high volume sterilization initiatives and pet retention campaigns, the overall number of animals entering shelters also significantly declines over time.

Of course, once a city reforms its shelter and stops killing healthy and treatable animals, it does not mean community dogs completely disappear. After all, life’s inherent uncertainty and changeability makes the presence of “homeless” dogs inevitable and is the very reason animal shelters and other public agencies which serve the needy exist in the first place. But it does mean far fewer of them as cities across the nation prove.

**CREATIVE, FLEXIBLE ADOPTION STRATEGIES**

Moving animals off the streets and into loving homes doesn’t require the traditional adoption infrastructure of kennel space or foster homes.

Friendly, scared, and shy community dogs are helped and their numbers are reduced as compassionate people—including individuals and rescuer groups—adopt them into their homes or through their network of foster homes. But these dogs can also be adopted in a more structured manner right off the streets, complete with adoption applications and incentives such as identification tags, dog food, and more.

There is, for example, a large community dog population on Playa Grande Beach on the North Coast of the Dominican Republic, but no animal shelter serving that community. Instead, dogs have long lived on the beach where they are fed by tourists and vendors. If a local or tourist wants to adopt a dog, they tell one of the vendors who
contacts a local rescuer to facilitate the adoption. They use the beach as the *de facto* adoption center, a system that works well. In fact, the vendors have become fiercely protective of the dogs and are a bulwark against government overreach.

These efforts also exist in several U.S. cities,* where local rescue groups highlight community dogs on social media and adopt them to loving homes. In some cases, they are taken into foster homes for vetting prior to adoption; in others, these dogs are adopted right off the street, allowing rescuers to find them homes without having to first find and maintain foster homes. The dogs are fed and watched over by volunteers and local residents, similar to what is occurring on Playa Grande Beach.

*Unfortunately, these efforts are limited in scope, *ad hoc*, and operate on the fringes as public officials often oppose their efforts. In Dallas, for example, feeding a community dog is deemed “littering” by animal control officers who threaten caretakers with citations and prosecution.

**STERILIZATION**

The last prong of a humane approach to helping community dogs is sterilization, an effort that has a powerful track record of success not only in places where it is already being implemented, but in its widespread use for another historically at risk population of animals: *community cats.*

To some, the notion of sterilizing and releasing dogs is viewed as extreme. The reasons given are, ironically, similar to the arguments that used to be made for cats. As sterilizing community cats gained widespread acceptance within the humane movement and government municipalities, including many health departments, these arguments lost their credibility. They include the claims that the streets are not safe *for* the dogs, the public is not safe *from* the dogs, people will not accept the idea of re-releasing dogs, and it is illegal to do so. None of these claims are true (see FAQs).

In fact, many of the movement’s pioneers, including Henry Bergh, the great founder of the nation’s first SPCA 150 years ago, not only...
advocated against round up and kill campaigns for community dogs, they advocated leaving them alone. Others even raised money to bail community dogs out of the pound and release them back on the street. But one need not go back to the 19th century. Sterilization of dogs, in lieu of killing, is being done successfully by rescue groups in U.S. cities, on reservations, in U.S. territories like American Samoa, the Bahamas, and Puerto Rico, throughout Europe, and in other countries.

While community dog sterilization is ideally reserved for “feral” and semi-feral dogs who are not candidates for adoption, it is also a way to help all community dogs, even before shelter reform is undertaken. Many of the communities in the United States complaining about the presence of street dogs, for example, lack a coordinated and sustained effort to address them. Animal rescuers concerned about such dogs but loathe to the idea of rounding up and killing them, meanwhile, feel hampered in their ability to assist such dogs due to a lack of resources for fostering and rehoming, especially where the local shelter is ineffective or even hostile. Community dog sterilization serves the interest of both groups—a way that municipal government can leverage the untapped potential of local animal lovers and animal welfare non-profit organizations that are willing to help, but unwilling to kill.

Public-private partnerships such as these translate into fewer dogs over time through lack of reproduction and the adoption of dogs that occurs once they are in the care of rescuers.* They also result in a decrease in perceived “nuisance” behaviors, and transfer costs from taxpayers to private philanthropy. For the dogs, for the rescuers, and for local governments otherwise content to lament but ultimately do little to actually address the issue, such an approach is a win for the dogs, a win for rescuers and animal lovers, and a win for local taxpayers and good government.

* An identification tag noting the dog is sterilized, vaccinated, and in need of a home would also encourage individuals to take these dogs in as they encounter them and allow rescuers who do adoption from the street to more readily find them homes.
A Practical, Effective & Ethical NECESSITY

Today, as has been true throughout the history of animal sheltering, public officials and animal control officers serving cities with large numbers of community dogs are failing these animals. Rather than provide a compassionate helping hand, they either ignore their needs or, worse, they round them up and put them to death.

Tens of thousands of dogs are being rounded up and killed every year in cities like Houston and Dallas and the end is nowhere in sight. And yet, even in spite of this killing, these cities still have relatively higher rates of community dogs. Maintaining this status quo is thus unworkable and intolerable. Why? Rounding up and killing dogs is not only immoral, it is ineffective at solving the perceived problem. If communities could kill their way out of community dogs (and cats), the U.S. would be a No Kill nation already as killing is...
something local governments and local shelters have been doing efficiently and effectively for decades. Indeed, many shelters in these communities do little else. Prescribing death for animals in need of a gentle and loving helping hand is not only an obvious obscenity; it is to propose a slaughter with no end. It is ironic, but not surprising, that the presence of street dogs is proportional to the effectiveness and commitment of a community’s shelter: the more animals a shelter kills; the higher the number of community dogs.

It is time for a philosophical and policy reorientation that values lifesaving, embraces innovation, and reflects the progressive values of a compassionate and dog-loving American public.* Community dog sterilization meets each of these criteria.

Not only does sterilization provide immediate and long-term health and safety benefits, but with the exception of killing, it does not preclude any of the more traditional approaches. Dogs can always be brought into the shelter for adoption during low-intake months when space is not at a premium, similar to what many shelters already do with community cats. They can also be placed through networks of rescue group foster homes or adopted by individuals directly off the street.

Once shelters are fully reformed, community dog sterilization will largely disappear or be reserved for “feral” dogs who are not social with people. But when the alternatives are either death or simple neglect, as they are in some cities because of dysfunctional shelters and ineffective governance, community dog sterilization is as ethical, effective, and practical alternative.

* Over 70% of Americans believe it should be illegal for U.S. shelters to kill dogs who are not irremediably suffering and, as a general rule, community dogs are not.

THINK DIFFERENT

People in cities with community dogs care about them, feed them, protect them, and consider them communally ‘owned’ pets. When community dogs in Havana, Cuba, were threatened with impoundment and killing, caretakers mobilized to save them. The Associated Press reports that “More than a dozen state institutions, including Cuba’s Central Bank, have taken community dogs under their wings in recent years, assigning them official IDs and housing and granting them year-round medical care and protection from the city dogcatcher.”

“My name is Vladimir. I live at the Museum of Metalworks.”

Photo courtesy of José Balido, love2fly.com.
LEARNING

Will the animal protection movement learn from its history of opposition to sterilization of community cats? Or is it doomed to repeat the same mistake, needlessly forestalling the embrace of an effective and humane means of helping our nation’s neediest dogs?

Tragically, there are some in the rescue and animal protection movement who will argue that death in a dog pound is preferable to life on the streets. Not only is this deadly view incompatible with the definition of what constitutes animal protection, it is myopic as well, drawing a connection between cause and effect that does not exist, perpetuating the misperception that life outside a human home must by definition result in irremediable suffering, and perpetuating the very attitudes towards animals that the animal protection movement exists to combat.

Removing an animal from one set of potentially harmful circumstances to deliver her to an even graver fate—death—is the antithesis of animal rescue. It is also a fate that no animal, given a voice, would choose for herself, as evidenced by every animal’s instinct to flee, not approach, a perceived threat. Indeed, it is impossible to imagine any rescue agency committed to the welfare of at-risk human populations, such as war refugees or famine victims, arguing that they should be executed for their own good; nor would any of these people choose that fate for themselves.

Sadly, too many people in rescue work accept the belief that “killing is kindness” because they believe there are “fates worse than death,” even though such a view is patently false and incorrectly assumes only two choices are available: killing at the pound or being killed on the streets. There are many ways to respond to the needs of animals that are simply ignored because the notion that killing is the logical outcome for dogs who have no human address has dominated the sheltering dialogue for so long and so completely, it is regarded as acceptable and inevitable even though it is the most extreme and inhumane of all possible responses.

An animal subjected to pain and suffering can be rescued. An animal subjected to savage cruelty can even become a therapy dog, bringing comfort to cancer patients, as the dog fighting victims of
football player Michael Vick show. There is still hope. Death, however, is hope’s antithesis. It is the eclipse of hope because such animals never wake up, ever—a fact each of us would be quick to recognize if we were the ones being threatened with death. And it is an arrogant abuse of our power over defenseless animals to argue that killing them is done for their benefit and it is our right to make such a determination.

Such a view also perpetuates the fundamental betrayal that is at the heart of so much animal suffering: the idea that animal lives do not matter, that they are cheap and expendable, that their deaths are no tragedy to mourn. When those championing animal protection are the very ones killing them, how can we ever hope to create a truly humane society?

Those who claim to care about community dogs must give them those things which history demonstrates do not always come easy for some but, when bestowed, embody love and compassion as nothing else can: an open mind, the courage to challenge untested beliefs and assumptions, and a willingness to embrace change.
Past is often prologue, and when it comes to the sterilization of community cats, history teaches us that opposition by the sheltering industry and the large, national organizations which represent it proved no bar against its eventual acceptance by local governments and the cat loving American public. In fact, despite their intense opposition, it was these organizations that had to evolve their approach to ultimately embrace, rather than continue to thwart, this more humane and life-affirming approach. Their resistance did, however, delay acceptance of sterilization programs for community cats, resulting in needless deaths. Whether the humane movement learns from this deeply tragic chapter in its history by refusing to allow these organizations to slow the acceptance of a better and brighter future for community dogs remains to be seen. But this much is clear, the widespread acceptance of sterilization for community dogs in lieu of killing is, as it was for community cats, an inevitability.

“Ownerless animals must be destroyed. It is as simple as that.” - HSUS, the ASPCA, American Humane Association, 1976

1976: The Humane Society of the United States, the ASPCA, the American Humane Association, the American Veterinary Medical Association and other “humane” organizations meet in Denver at a conference on “Dog and Cat Control.” Their report, copies of which were sent to shelters and health departments nationwide, embraces mass killing of community cats, community dogs, and other animals: “Ownerless animals must be destroyed. It is as simple as that.”

Early 1990s: Following decades of successful programs in Europe, a small number of U.S. communities, such as San Francisco, begin sterilizing community cats as an alternative to impound and killing.

1992: HSUS promotes the extermination of community cats, calling mass slaughter in the nation’s shelters “the only practical and humane solution” and programs to sterilize them nothing more than “subsidized abandonment.” After asking
As grassroots rescuers and local humane societies begin to sterilize community cats, HSUS actively opposes them, calling mass slaughter of cats in shelters “the only practical and humane solution” and programs to sterilize them “inhumane,” “abhorrent,” and “subsidized abandonment.”

1993: The Fund For Animals promotes legislation to criminalize outdoor cats in California and to empower animal control officers to kill cats in the field if they are not wearing proof of a rabies vaccine. Locally, they embrace an ordinance to prohibit trapping community cats except “for proper disposal.”

1994: Calling sterilization of community cats “inhumane” and “abhorrent,” HSUS officials write a criminal prosecutor in Outer Banks, North Carolina, urging arrest and prosecution of cat caretakers for cruelty to animals. HSUS blames community cats “for traffic accidents, bites, spread of contagion, and enhanced municipal expenditures to retrieve them from public space.”

1995: American Humane Association hosts a “feral cat summit.” Dozens of local, statewide, and national animal protection groups from across the nation attend, with all but a few organizations embracing eradication programs.

1998: Over the objection of shelters and national groups such as HSUS, California passes legislation making it illegal for shelters to kill community cats if their caretakers come forward to reclaim them or if a rescue group offers to save them.

2001: Funded by the health department, the animal shelter in Tompkins County, New York, embraces a sterilization program for community cats. The deaths of community cats in the county’s shelter falls to zero, the first community in the nation to end their killing. Eventually, NYS health regulations would also embrace community cat sterilization, declaring it “to be the policy of New York State that every feasible humane means of reducing the production of unwanted puppies and kittens be encouraged.”

2004: HSUS, the ASPCA, AHA, and other humane organizations meet in Asilomar, California, to lay out a “vision” for the future of American sheltering. Ignoring over a decade of U.S. success, they classify healthy community cats as “untreatable” and demand that rescuers and caretakers stop criticizing shelters that kill them. Under the “Asilomar Accords,” community cats share the same category as animals who are irremediably suffering and the same fate: death.

Mid 2000s: Despite opposition from groups like HSUS, the practice of community cat sterilization becomes widespread, as municipal shelters and health departments across the country conclude that it furthers public and animal health, safety, and welfare.
2007: A national poll finds that 81% of Americans support non-lethal community cat programs in lieu of killing.

2006: HSUS accuses cats of being a public rabies threat: “cats are now the most common domestic vectors of rabies;” of decimating wildlife: “free-roaming cats kill millions of wild animals each year;” of being invasive, non-native intruders: “cats are not a part of natural ecosystems, and their predation causes unnecessary suffering and death;” and, of causing neighborhood strife: “they also cause conflicts among neighbors.”

2007: A Harris poll finds that 81% of Americans support non-lethal community cat programs in lieu of killing.

2008: The Town Council of Randolph, Iowa, offers residents a cash bounty of five dollars for anyone who brings a community cat to the pound to be killed. When pressed for comment, HSUS states it “doesn’t have a problem with humanely euthanizing a stray cat.”

2012: An Associated Press national poll finds seven in 10 Americans think it should be illegal to kill cats (and dogs) who are not irremediably suffering.

2014: HSUS embraces community cat sterilization: “Programs that attempt to use lethal control to eliminate cat populations are inhumane, ineffective, and wasteful of scarce resources.”

2014: The International City/County Management Association, representing municipalities worldwide, embraces community cat sterilization.

2015: Shelters across the country embrace a “million cat challenge” to sterilize, rather than kill, one million community cats.

Today

Cities across the U.S. pass laws authorizing community cat sterilization and exempting both community cats and their caregivers from “ownership,” pet limit, anti-feeding, and leash laws.
Do community dogs suffer?

Most community dogs die because they are rounded up and killed by the shelter, not because of the challenges of life on the street. In a survey of Baltimore dogs, almost seven out of 10 street dogs were killed after impoundment by the shelter. As such, the mandate for those who are genuinely concerned about the health and safety of community dogs is clear: keep them out of kill shelters.

While some community dogs also die from preventable diseases and car accidents, not only is a vaccination component a part of every community dog sterilization effort (eliminating the threat of many diseases), but the number of dogs hit by cars declines as their numbers are reduced through sterilization.* They also roam less. The average home range for community dogs is only 0.1 to 0.6 square miles, which is further reduced if they are sterilized and fed. All countries and communities

* As shelters are reformed, moreover, fewer people abandon dogs by highways, also leading to fewer accidents.
which sterilize and vaccinate community dogs report that the dogs are healthier, roam less, and live longer.

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Are community dogs dangerous?

Community dogs generally do not fight: they show little territorial behavior, almost never engage in territorial barking, and tend to have high tolerance towards other dogs.* As a general rule, community dogs eat garbage and handouts; they do not engage in predation.

In addition, the vast majority of dogs never bite. Of the rare few who have, two-thirds involved “owned” dogs, not community dogs, and were provoked—either victim-provoked or play-provoked.**

Moreover, data from communities and countries that sterilize community dogs shows a decline in the number of dog bites. While the exact cause of this decline has not been specifically studied, officials point to a variety of factors: the obvious effect of sterilization on dog behavior, including behaviors associated with mating, reduced numbers of dogs and reduced home range of individual dogs resulting in fewer chance encounters with humans, an increased respect and thus kinder treatment towards dogs due to the positive role model of rescuers, and the impact of community education by rescuers that often accompanies these efforts. Whatever the cause, the positive impact on public safety has been proven and is profound, causing public officials, including those from agriculture and health departments, initially opposed to the idea of sterilizing community dogs, to embrace it.

Will the public accept community dog sterilization?

They already do. Many people in cities with large populations of community dogs care about them, feed them, protect them, and consider them

* The one exception to this general rule is mother dogs protecting puppies, which is addressed by sterilization.

** In those rare cases where a community dog may pose a direct and immediate threat to public safety, animal services officers can be called to assist and intervene.
The vast majority of dogs never bite. Of the rare few who have, two-thirds involved “owned” dogs, not community dogs, and were provoked — either victim-provoked or play-provoked. 

Not only did a Baltimore study find that neighborhood dogs adopted into homes from the street tended not to gain much weight as they were already getting enough to eat from handouts, dogs impounded by the shelter were sometimes reclaimed and released back to the neighborhood by local residents.

Moreover, the experiences of communities where this approach is already working, but which originally met resistance by public officials, prove that they will embrace such programs with the right education about them. In addition, local merchants and residents who initially asked public officials “to do something” about the dogs (i.e., round up and kill) have, post sterilization, become the dogs’ most ardent defenders.

Like the U.S. experience with community cats, it is not necessarily the presence of dogs people object to, but certain aspects of behavior. As with cats, sterilization has immediate and profound benefits in that regard. In those communities with a track record of community dog sterilization, when a clinic is scheduled, organizers simply pass out leashes, collars, rope and, as necessary, traps and the community comes together to get community dogs to the clinic. Residents also help with aftercare when the dogs are released following surgery.
Is it legal?

Depending on each locality, the effort to help these dogs would be aided by changes to local ordinances, such as the elimination of feeding bans, exempting community dogs from leash laws, and exempting community dogs from “ownership” laws. But the sterilization and care of community dogs is already consistent with existing legal frameworks. Most states, for example, define abandonment as “the leaving of an animal without adequate provisions for the animal’s care.” The basic premise of a community dog sterilization program, by contrast, is the opposite: to provide care for animals abandoned by someone else.

Moreover, sterilization provides for the dog’s health, allows vaccination, prevents breeding, reduces roaming which limits danger, and improves the animal's ability not just to survive, but to thrive. Especially if the community dog program includes supplemental care, anti-cruelty laws should not be construed as coming into play.

The No Kill Advocacy Center would like to thank Kristen Auerbach for her invaluable assistance with this guide.
A No Kill Advocate’s TOOLKIT

For step-by-step guides to shelter reform — from banning the gas chamber to adopting your way out of killing — visit:

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