

City of Ipswich
Local Disaster Management Sub Plan

Managing Animals and Livestock in Disaster

A3980095: Jan 2020



Approval and Endorsement

Approved by resolution at the Environment Committee No. 2020(01) of 18 February 2020 and Ordinary Meeting of 25 February 2020.

Endorsement by the City of Ipswich Local Disaster Management Group as of 21 July 2020.

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PART 1: ADMINISTRATION AND GOVERNANCE

1.1 Authorising environment

This plan is prepared by Ipswich City Council under the auspices of the Local Disaster Management Plan (LDMP) for the City of Ipswich and pursuant to the provisions of Section 57(1) of the Disaster Management Act 2003.

1.2 Principles

This sub plan has been prepared as a supporting document to the LDMP. Accordingly it must be read in conjunction with the LDMP itself. With the exception of pertinent information reference to existing statements, definitions and acronyms will be excluded from the sub plan.

Each disaster event is unique and adaptations to this material will required on a case by case basis.

1.3 Purpose

The purpose of this sub plan is for the establishment and management of strategies relevant to pet and livestock management during disaster events.

This plan provides additional information on how animals and their owners are impacted by a disaster event. It will describe policies and procedures for evacuation, care and control of animals and livestock during a disaster as well as the related roles and responsibilities of participating agencies and external partners.

While owners and carers of animals are encouraged to plan ahead for the care of their pets and livestock in an emergency, it is acknowledged that due to forced evacuation and other factors some animal owners may need to bring their animals to evacuation centres and assembly buildings.

Failure to plan for the animal population will affect the viability of disaster plans for humans in those instances where people will not evacuate without their animals or will delay their own evacuation to first make preparations for animals. Further, failure to plan for animals prior to an emergency may lead to serious public health and safety concerns during an emergency or disaster.

1.4 Key objectives

The key objectives of this sub plan is to outline arrangements for:

- Domestic (including animals domiciled on land used for farming) animals that are ordinarily kept by Ipswich Residents
- Care of animals at relevant evacuation centres, temporary animal shelters and longer term animal care arrangements
- Livestock that is to be left behind by owners/carers
- The responsibility of Commercial Animal Management Industry in an emergency

This sub plan does not cover arrangements for:

- Emergency arrangements for native or introduced wildlife
- Exotic diseases in animals
- Local Government is not the lead agency with respect to animal disease outbreaks, such as Avian Influenza. For the purpose of this document Ipswich City Council may provide assistance, where requested, to the applicable state or federal agency which is responsible for such matters

1.5 Continuous improvement

This document will be reviewed at least annually¹ with relevant amendments made and distributed as needed. The review process will be in accordance with the State guidelines. Minor amendments that do not materially affect the plan are able to be authorised by the Emergency Management and Sustainability Manager.

It is acknowledged that feedback from stakeholders is essential. Proposals for amendments or inclusions can be addressed in writing to:

Post Chief Executive Officer
 Attention: Emergency Management Unit
 Ipswich City Council
 PO Box 191, Ipswich QLD 4305

Email council@ipswich.qld.gov.au

¹ Section 59, Disaster Management Act 2003, Reviewing and Renewing (the) Plan

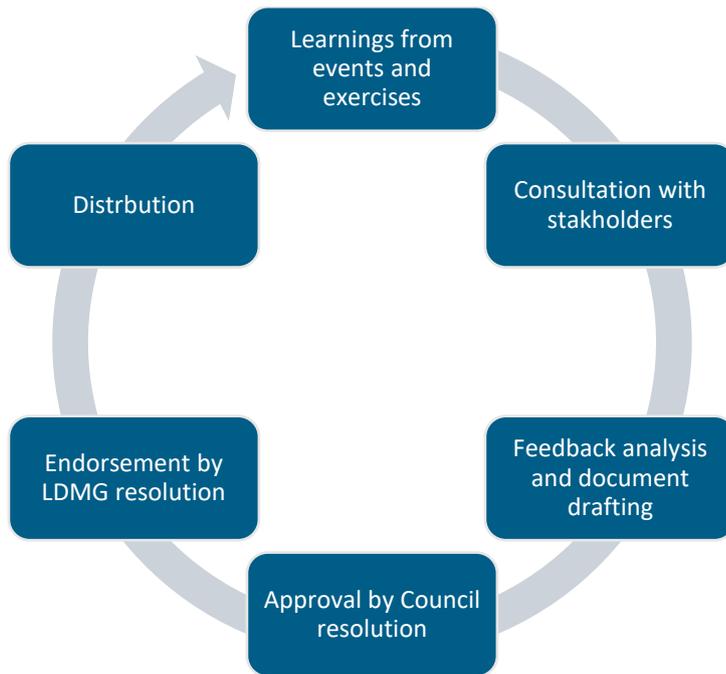


Figure 1 - Continuous improvement cycle

1.6 Amendment register

Major document review history is maintained through Council’s internal electronic document management system. Table 1 outlines minor and inconsequential amendments, between major reviews or amendments.

Vers	Date	Comment
3.00	Jan 2020	Draft for submission for Council resolution
3.01	Jan 2020	Approved by resolution of Council.
3.02	May 2020	Minor and inconsequential amendments and endorsement by the LDMG
3.03	July 2020	Endorsement by the City of Ipswich LDMG

Table 1 - Amendment register

PART 2: KEY POINTS & ASSUMPTIONS

There are a number of key points and assumptions that form the basis in which the sub plan was

<ul style="list-style-type: none">• The safety and welfare of all people is the overarching priority at all times.
<ul style="list-style-type: none">• Animal owners are ultimately responsible for their animals during an emergency. In preparation, owners who are likely to be affected should have a plan in place to protect both themselves and their animals.
<ul style="list-style-type: none">• Local government facilities should be a place of last resort. Accommodation with family or friends outside the affected area should always be the first option. Followed by potential pet friendly accommodation or boarding kennels.
<ul style="list-style-type: none">• Evacuation centres are for the most part not able to cater for animals and are unable to cater for livestock.
<ul style="list-style-type: none">• It is well documented human behaviour that many animal owners will not evacuate without their animals.
<ul style="list-style-type: none">• Consideration of animals (pets, commercial animals, livestock and other animals) can impact on people's decision making and behaviour during emergency situations.²
<ul style="list-style-type: none">• Many community members require assistance animals, this should be considered in disaster planning.
<ul style="list-style-type: none">• Whilst the Local Disaster Management Plan exists to support the community in times of disaster, it is vital the community and individuals build on their own resilience.
<ul style="list-style-type: none">• Community education is vital.

developed. These are discussed below:

2.1 Demographics and animal types

The city has over 109 square kilometres in size with an estimated 210,000 residents as of 2019.³ According to a 2016 study by Animal Medicines Australia⁴ around 59% of Queensland households are pet owners – therefore there are approximately 40,000+ households owning pets in the City of

² Taylor, M., 2019, 'Managing Animals in disasters (MAiD)'. [Online], Available:

http://www.bnhcrc.com/sites/default/files/managed/downloads/managing_animals_in_disasters_maid_-_final.pdf (June, 2019)

³ Ipswich City Council, 2019, 'About Ipswich', [Online], available: https://www.ipswich.qld.gov.au/about_ipswich, (August, 2019)

⁴ Animal Medicines Australia, 2016, 'Pet Ownership in Australia', [Online], Available: http://animalmedicinesaustralia.org.au/wp-content/uploads/2016/11/AMA_Pet-Ownership-in-Australia-2016-Report_sml.pdf, (August, 2019)

Ipswich area. Based on this study, the following is an estimate of the number of households owning dogs and cats in the City of Ipswich.

Animal Type	Percentage of households owning pets	Number of households owning pets
Dogs	18.97%	30,000 registered ⁵
Cats [#]	4.74%	5,000 registered

Table 2 - Dog and cat registrations Ipswich LGA

[#] Note: You can keep up to two cats on your property (less than 2,000m²) or four cats (more than 2,000m²) without needing a permit.

Animal Medicines Australia provide some statistics on the type of animals and percentages of households owning pets across the country, particularly in Queensland, and shows that the State average is similar to that of the national statistics on pet ownership. ⁴

Animal Type	Percentage of households owning pets in QLD
Dogs	37%
Cats	26%
Birds	10%
Fish	9%
Reptiles	2%
Small Mammals	2%
Other Pets	2%
Total Households owning any pet	59%

Table 3 - Queensland animal ownership statistics from Animal Medicines Australia

⁵ Ipswich City Council, 2019 'Dogs and Cats' [Online], available at <https://www.ipswich.qld.gov.au/residents/animals/dogs-and-cats>, (January 2020)

PART 3: ROLES & RESPONSIBILITIES

The below table provides indicative roles and responsibilities of pet owners/carers and other organisations.

Organisation	Roles and Responsibilities
Pet Owners (Primary Carers)	Hold the primary responsibility for pets in their care during an emergency. They should have plans in place to protect pets in the event of an emergency as well as the required documentation and supplies needed should the animal need to be taken to a shelter or evacuation centre.
Assistance Dogs Australia	Assist with planning for accommodation of Assistance Dogs and their owners in evacuations centres and/or temporary shelters.
Australian Veterinary Association (AVA)	Veterinary care and professional veterinary advice. ⁶
Biosecurity Queensland, Department of Agriculture and Fisheries	Provide lead agency response (e.g., animal disease outbreak) or specific animal advice. ⁷
Commercial Animal Management Industry Including; <ul style="list-style-type: none"> • Zoos • Commercial Stables • Animal re-homing Centres • Wildlife • Pet shops • Boarding Kennels/Catteries 	Under the <i>Animal Care and Protection Act 2001</i> , animal providers have a legal duty of care to take all reasonable steps to provide for the needs of their animals in a way that is appropriate. This includes having a plan of action to provide care and the best opportunities for animals in times of emergency. Including having prepared a risk assessment on potential hazards and the likelihood for them to occur. A template on creating a Commercial Animal Management Industry Plan is available through the Brisbane City Council.
Department of Agriculture and Fisheries	Provide advice on livestock welfare.
Guide Dogs Queensland	Assist with planning for accommodation of Guide Dogs and their owners in evacuations centres and/or temporary shelters.
ICC - Animal Management Operations (AMO)	Co-ordination of council animal management and pound resources in an emergency.
ICC - Environmental Health	Assist Queensland Health to respond to certain animal borne disease threats.
Local Animal Welfare Groups	Assist with fostering of animals on a temporary basis.
Queensland Health	Response to animal disease outbreaks that may impinge upon human health, (e.g., swine flu, avian flu.) ⁸

⁶ Australian Veterinary Association, 2019, 'About the Australian Veterinary Association', [Online], Available: <https://www.ava.com.au/about-us/> (August, 2019)

⁷ Department of Agriculture, 2019, 'What we do', [Online], Available: <http://www.agriculture.gov.au/about/what-we-do> (August, 2019)

Organisation	Roles and Responsibilities
Queensland Police Service	Provision of traffic control when impounding/seizing animals on roads.
RSPCA	Extracted from the State Disaster Management Plan, 2018, p 96: <ul style="list-style-type: none"> • Monitoring the responsible care of animals, provide standards of care for animals and protect animals from unjustifiable, unnecessary or unreasonable pain; • Collaboration with partner agencies and others to ensure that there is effective prevention, preparedness, response and recovery strategies and priorities for disaster management within a community; and • Assisting in identifying and addressing immediate, medium and long term animal welfare recovery needs so as to enhance the capacity of the local community to recover from a disaster.
Veterinary practices	Assessing which animals can be effectively treated in addition to humanely put down animals with more severe injury. ⁹ Assist with assessment and treatment of animals.

Table 4 - Roles and responsibilities

⁸ Queensland Government, 2019, 'Queensland Health's role in a disaster', [Online], Available: <https://www.health.qld.gov.au/public-health/disaster/management> (August, 2019)

⁹ Australian Veterinary Association, 2019, 'Natural Disasters', [Online], Available: <https://www.ava.com.au/policy-advocacy/advocacy/natural-disasters/> (August, 2019)

PART 4: COMMUNITY EDUCATION

It is vital that the Ipswich pet owning community is aware of their responsibilities in relation to their animals during an emergency. Information can be shared/obtained through the following sources.

Council Website

- Fact sheets, checklists, generic information, templates, links to external resources and support groups.

To access the following factsheets search on <http://ipswich.qld.gov.au> website:

- Caring for Animals
- Birds, Poultry and Pigeon Fact Sheet
- Livestock Fact Sheet

Social Media

- Council Facebook page
- Council Twitter account

Suburb specific information drops

- Reminders for vulnerable suburbs

Hotline

- Consider use of an animal hotline during an event to assist in response and recovery (1300 ANIMAL)

Local Media

- 94.9FM, Local newspaper and television

Community noticeboards

- Including at local shopping centres

Face to Face Contact

- Including but not limited to animal management kiosks, animal management investigations, attendance at community events.

PART 5: ANIMAL SHELTERING

Accommodation of animals in an evacuation centre or place of refuge should always be a last resort. There are a few options that should be considered to protect your pet should you need to evacuate.

Family or friends

- The first option should always be with family or friends outside the affected area that can better provide for animals.

Pet accommodation

- Pet friendly accommodation or boarding kennels may be available and appropriate.

In relation to wildlife, they should be transferred to authorised wildlife carers located in a safe area. The Functional Recovery Group Lead Agency is the Department of Environment & Science and should be consulted for reports of injured wildlife during a disaster.

5.1 Animals at evacuation centres

The ability to accept animals at an evacuation centres is often very limited, factors that determine this include:

- Size and layout of the facility
- The number of occupants or forecast occupants intending to use the evacuation centre
- Ability to care, and feed an animal which is generally extremely limited

5.2 Types of evacuation¹⁰

Shelter in place

- People and animals stay in place until it is safe to leave

Voluntary evacuation

- An individual can decide when they want to evacuate

Directed evacuation

- A declared officer under legislation can direct people to evacuate

Where the emergency is on a **small scale** and evacuation is not necessary, sheltering in a safe and secure structure at home or with family and friends is the best option. To shelter in place with

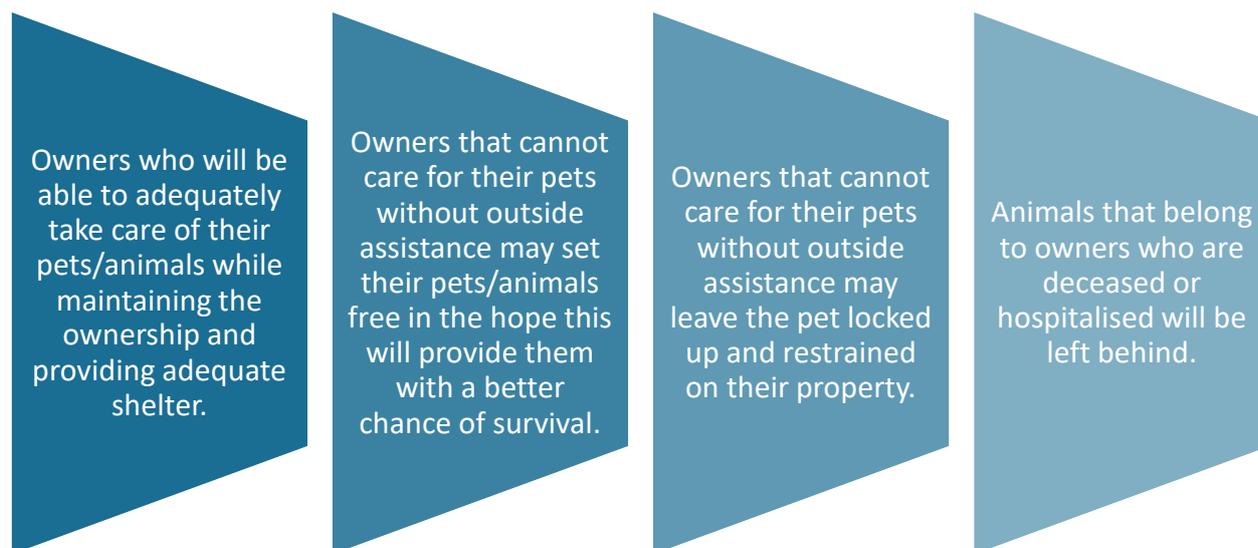
¹⁰ Queensland Government, 2018, 'Evacuation: Responsibilities, Arrangements and Management', manual.1.190, pp 13 & 31

animals effectively, prior preparation and planning is required. If animal owners are not directly at risk from the acute effects of an event, the Local Disaster Management Group would strongly recommend they shelter in place (*provided it is safe to do so*).

A checklist for sheltering in place can be found at: <http://ipswich.qld.gov.au/emergency>

5.3 Shelter-in-place

In a **large scale event** which affects a great number of local populations there will be four (4) main scenarios involving animals:



The following avenues may be available to assist with addressing these scenarios:

- Trained officers and/or volunteers may organise feeding stations where freed animals can be provided with food and water until there are sufficient capacities for their collection and sheltering.
- Facilitate volunteer foster care for animals that are lost, surrendered or left behind after owners are deceased or hospitalised.
- Where resources allow, coordinate volunteers who can distribute food and other animal rations to owners that can still take care of their pets yet are unable to access necessary supplies.

5.4 Temporary shelter facilities

Where possible the Local Disaster Management Group, prior to the event, will identify and advertise safe locations for temporary shelter and care of animals during an event. As an example these could be located in local showgrounds, warehouses, agricultural facilities, animal care facilities, road or rail livestock carriers. This may include **evacuation centres** or **places of refuge**.

Upon presentation at a temporary shelter facility (such as an evacuation centre or place of refuge), a decision will be made as to whether the animal can be adequately housed and cared for at that

evacuation centre. Some animals will not be accepted due to the species of animal, its behaviour or its need for specialised care.

5.4.1 Matters to be considered when accepting animals at a temporary shelter

The following factors will be considered by operator of a temporary shelter and should also be considered by the animal owner.

Matter to be considered	Consideration
Admission/identification	<p>Each animal will be marked or tagged to allow easy identification as soon as possible after being brought to the centre. A register will be kept containing details of the animal and their owner. This area should be protected from the weather and away from high areas of public activity. The area may be equipped with examination tables, cages and kennels, a microchip scanner and should have access to water and electricity.</p>
Animal Records 	<p>Hard copy records (consent forms) will need to be completed and later transferred to electronic database to record details about each animal. Details of each animal should include:</p> <ul style="list-style-type: none"> • Ownership • Description of each animal, breed, sex • Medical condition, pre-existing conditions • Temperament assessment • Immunisation/health declaration • Flea and Tick medication history
Preliminary Health and Behavioural Assessment	<p>Each animal will be checked for its current health condition and behavioural issues (e.g. aggression). Triage sites or access to veterinary treatment for injuries, illness and humane destruction may be available.</p>
Animal Holding Facilities 	<p>Appropriate facilities will be provided to hold the animals until the emergency/disaster event has ended or the animals are transported to an impound facility.</p> <p>To reduce the threat of zoonosis and public safety, the animal holding area will be separate from the evacuee housing area. Personnel engaged in animal welfare at temporary shelters should use cages, crates, tethers, fencing and other appropriate methods of restraint to house all animals on site. Ideally each group of animals should be contained within a larger closable area to ensure that if an animal gets loose it cannot escape. Facilities should not be located near food or drink preparation areas.</p>

Matter to be considered	Consideration
Species	Where possible, animals will be separated by species (e.g. dogs/cats)
Owner Access – Domestic animals	Access to care for and feed domestic animals in an evacuation facility is unlikely to be feasible.
Owner Access – Livestock	Where possible, animal owners will be encouraged to provide care for livestock.
Food/Water	Owners should be bring their own supplies where possible. Animal food preparation areas will require food utensils. In considering temporary shelter for pets, pre-planning should consider the availability of a clean and safe water supply.
Equipment	<p>It is recognised that all equipment/supplies may not ordinarily be kept by council, however, through adequate planning, appropriate suppliers should be sourced and contact details kept. The following equipment should be available for use in an emergency/disaster:</p> <ul style="list-style-type: none"> • Animal Record Cards and stationary • Bedding, toys and blankets • Chain/rope to tether animals • Collars, leashes and muzzles • Disinfectant, buckets and mops • Dog and cat cages • Kitty litter, litter trays/boxes, scoops and newspaper • Microchip readers • Trojan clips and D shackles for securing • Waster receptacles • Water and food containers • Flea treatment, brushes and towels
Waste Management	Sufficient and suitable waste receptacles will be made available solely for use by the temporary animal shelter. This includes specialised waste receptacles and services such as restricted and contaminated waste. These receptacles will be serviced on a regular basis.
Quarantine/Infectious Diseases	Where it is ascertained that evacuated animals may have an infectious condition, they will be quarantined, in accordance with quarantine procedures, to prevent the spread of disease to humans and other animals.

Matter to be considered	Consideration
Abandoned Animals	Animals presented at an evacuation centre by persons who are not the owner of such animals will not be accepted unless they wish to take responsibility for that animal.
Cleaning and Maintenance	Cleaning and maintenance of animal holding areas is to be carried out in accordance with the cleaning schedule. This also includes decontamination of any area used as a shelter. An animal's crate, box or pen should be cleaned daily. These should not be washed in the food preparation area. The animal cage cleaning area needs to be set up near a water source and not somewhere that the run off will cause contamination to other parts of the facility.

Table 5 - Matters of consideration when accepting domestic pets in temporary shelters

5.4.2 Temporary sheltering arrangements for livestock

Livestock will not be accepted nor held at evacuation centres except under extenuating circumstances or if directed to do so by a lead agency such as Queensland Police. In the event that livestock are temporarily held at an evacuation centre, arrangements will be made to transport the animal(s) to an appropriate impound facility as soon as resources become available.

If it is your intention to evacuate your property leaving livestock behind, it is recommended that you¹¹:

- Move livestock to higher ground if there is a risk of flooding. This can also mean opening gates to other paddocks giving animals' access to other areas in order to escape rising water or out of control bush fires.
- Remove or clear flammable items – especially near where animals may be kept. This includes rugs and halters as they can often burn or melt in fires.
- Ensure that livestock can be identified in the event they become lost and displaced. This can include brands, NLIS devices, microchips and name tags.
- Purchase emergency fodder supplies and store them in safe place, possibly undercover. Ensure adequate stocks of food, medication and water are available to last a period of emergency.
- Secure loose items around the home that may become airborne during high winds and cause damage to animals.
- Move to a neighbouring property if appropriate and permission has been sought.

¹¹ Queensland Government, 2019, 'Preparing Animals for Natural Disasters', [Online], Available: <https://www.business.qld.gov.au/industries/farms-fishing-forestry/agriculture/rural-disaster-recovery/disaster-recovery-livestock/animal-welfare/preparing-animals>, (August 2019)

5.5 Transport arrangements

The Local Disaster Management Group must acknowledge that it is a requirement of the *Animal Care and Protection Act 2001* that animals are transported appropriately and without cruelty.

- Animals must not be confined or transported without appropriate preparation, provided appropriate food, rest, shelter and water.
- In a way that is inappropriate for the animals' welfare.
- By placing the animal, during the confinement or transport, with too few or too many other animals or with a species of animal with which it is incompatible.
- By ensuring the animal is not transported in an unsuitable container or vehicle.
- Vehicle type/availability and the ratio of carers escorting animal's needs to be considered also.

PART 6: RETURNING HOME

It is recognised that being placed in an emergency situation can be a stressful time for families, therefore following a disaster it is to be expected that there will be a period of readjustment not only for yourself but for your pets as well. It is important to inspect animal living areas following your return, particularly after a flood. It may be appropriate to disinfect the area to protect animals from potential sources of contamination. You should also be mindful that your pets are not drinking any remaining flood water or eating any animal carcasses or left over debris.¹²

6.1 Monitoring your pet

If your pet resided in an evacuation centre or was released in order to survive at any point during an emergency, then it is extremely important that you are vigilant in monitoring your pet following their return home. Initially, you should be monitoring them daily making sure they are settling in, eating properly and haven't sustained any injuries from unobserved debris.¹³

6.2 Disposal of animal carcasses – Livestock

It can be expected that there will be an increase in the number of deceased animals, particularly livestock after a disaster. Following a flood, animal carcasses can be found in a variety of places and it is important to remove and dispose of the animal accordingly due to a higher risk of infectious diseases spreading as a result of contaminated water sources and unattended waste.

The responsibility for disposal of these animals, remains with the owner/carer and can be achieved through either burying or burning. It is recommended that owners intending to undertake these actions use the following precautions.¹⁴

Wear protective clothing, such as waterproof gloves, boots and protective eyewear	Cover all open wounds	Clean and disinfect all clothes and boots following handling of carcass
Wash clothes separately from other clothing	Wash hands thoroughly	Shower and wash hair after handling carcass and carcass-contaminated materials

¹²Queensland Government – Business Queensland, 2019, 'Disinfecting Animal Living Areas after Flood Damage' [Online], Available: <https://www.business.qld.gov.au/industries/farms-fishing-forestry/agriculture/rural-disaster-recovery/disaster-recovery-livestock/animal-welfare/disinfecting>, (August 2019)

¹³ Queensland Government – Business Queensland, 2019, 'Bringing animals home after a natural disaster' [Online], Available: <https://www.business.qld.gov.au/industries/farms-fishing-forestry/agriculture/rural-disaster-recovery/disaster-recovery-livestock/animal-welfare/disinfecting>, (August 2019)

¹⁴ Centres for Disease Control and Prevention, 2005, 'Animal Disposal Following an Emergency', [Online], Available: <https://www.cdc.gov/disasters/animaldisposal.html>, (August 2019)

PART 7: POTENTIAL STRATEGIES IN A CATASTROPHIC DISASTER

Emergency animal feeding avenues	Considerations	Agencies potentially involved
<p>Trained officers and/or volunteers will organise feeding stations where freed animals may be provided with food and water until there are sufficient capacities for their collection and sheltering</p>	<ul style="list-style-type: none"> • Type of animals – domestic/livestock • Type of feed required • How to locate, transport, contain and control animals • Identify safer locations as feeding sites • Register of available staff to assist • Resource requirements and financial arrangements • Personnel safety • Safe return of animals to owners • AMO to ensure areas utilised for feeding and holding animals are cleaned at the completion of operations 	<ul style="list-style-type: none"> • Ipswich City Council • RSPCA • Veterinarians/nurses • Local animal welfare groups
<p>Facilitate volunteer foster care for animals that are lost, surrendered or left behind after owners are deceased or hospitalised</p>	<ul style="list-style-type: none"> • Type of animals – domestic/livestock • Type of feed required • How to locate, transport, contain and control animals • Identify and register available foster care volunteers • Register of available staff to assist • Resource requirements and financial arrangements • Personnel safety • Safe return of animals 	<ul style="list-style-type: none"> • Ipswich City Council • RSPCA • Veterinarians/nurses • Local animal welfare groups •
<p>Where resources allow, coordinate volunteers who may distribute food and other animal rations to owners that can still take care of their pets yet are unable to access necessary supplies</p>	<ul style="list-style-type: none"> • Type of animals – domestic/livestock • Type of feed required • Transportation for volunteers to distribute feed • Registration of Requests for Assistance (RFA) and monitoring measures • Available staff to assist • Resource requirements • Personnel safety • Consider evacuating resident and animals if safe to do so and advise LDCC for their approval and action 	<ul style="list-style-type: none"> • Ipswich City Council • Local animal welfare groups

Table 6 - Potential strategies in catastrophic disasters



PART 8: ANNEXURES

8.1 Annexure 1 – Schedule of tables and figures

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