

City of Belleville

Report No: DPCS-2025-02

Meeting Date: September 22, 2025



To: Mayor and Members of Council

Department: Corporate Services

Staff Contact: Marie Doherty, Director, People and Corporate Services

Subject: Pound Service Agreement with Quinte Humane Society

Recommendation:

That pursuant to the Director of People and Corporate Services' Report No. DPCS-2025-02, that 2026 pre-budget approval to increase the Pound Services Agreement in the amount of \$255,800, to be funded by Taxation for a total budget amount of \$460,000;

And, in accordance with Section 30.3 Sole and Single Sourcing - Approval and Reporting of the City's Purchasing By-law Number 2023-183, Council authorize a Sole and Single Sourcing to Quinte Humane Society in the amount of up-to \$460,000 for Pound Services Contract for 2026.

Strategic Plan Alignment:

The City of Belleville's Strategic Plan identifies nine strategic themes. This report aligns with each of the City's nine strategic themes and the City's mission statement by providing innovative and efficient services in support of our community's vision.

Background:

Quinte Humane Society (QHS) has been operating for over 50 years in our community. QHS is a community-based shelter, with a staff of 17, including a team of registered veterinary technicians and administrators. QHS strives to be strong community partners—investing in local education, offering employment and volunteer opportunities, and contributing to the overall well-being of Belleville.

Currently, eight municipalities contract the services of the Quinte Humane Society (QHS) with the City of Belleville accounting for more than 40% of all animal intakes. In 2024 alone, QHS welcomed a total of 1,635 animals, including 674 from Belleville, ranging from cats and dogs to small animals. The other municipalities served include Brighton, the City of Quinte West,

Mohawks of the Bay of Quinte, Stirling-Rawdon, Trent Hills, Tweed, and Tyendinaga Township.

Public expectations around animal care have evolved significantly, with growing emphasis on animal welfare, quality of life, and ethical treatment. These shifting values reflect a broader societal trend that increasingly prioritizes compassion, responsible stewardship, and balanced approaches to animal care within our communities.

Municipalities in Ontario have the ability to pass by-laws with respect to animals under the Municipal Act, 2001. This includes managing stray, abandoned, or dangerous animals, enforcing pet licensing, and addressing other community concerns related to animals.

Financial/Analysis:

The current Pound Services Contract is set to expire at the end of the year. While the Humane Society operates as a charitable nonprofit, they operate with the same financial discipline as a corporation and securing this renewal is essential for their ability to budget responsibly for the up-coming year. Allowing for pre-budget approval of these service costs will allow staff to draft and execute a contract that meets Council's Level of Service.

Currently the City has been funding the Humane Society approximately \$100,000 annually, with an approximate additional \$100,000 provided in 2025. Records show that only a modest annual cost-of-living adjustment has been applied since at least 2017. The broader issue of under-evaluation became evident when QHS transitioned into their new facility and conducted a comprehensive review of all contracts, with the objective of developing a sustainable service model for the future. At this stage, QHS initiated engagement with the City of Belleville to address the underfunding of the service being provided. For purposes of due diligence and transparency, City staff requested that QHS conduct a comprehensive cost analysis to help determine an appropriate funding model for the service moving forward and also to ensure accountability for the recommended changes.

The following is the cost analysis for the Belleville Pound Services:

	2024 Belleville Cost Analysis		
	Dogs	Cats	Total
Admissions	169	467	636
Avg Stay	38	55	
Avg Daily cost	\$9.23	\$6.96	
Total Cost	\$59,275	\$178,767	\$238,042
Total Cost to Spay or Neuter	\$54,925	\$117,217	\$172,142
Routine Care*	\$9,310	\$23,500	\$32,810
Microchipping	\$2,535	\$7,005	\$9,540
DOA Disposal			\$1,800
Total			\$454,334

**Routine Care (flea, deworming, vaccinations)*

The average costs quoted here represent only routine, basic veterinary care and are significantly lower than typical market rates. QHS are fortunate to work with veterinarians who offer volume discounts and maximize funds as best as possible. Each year, QHS repays over \$30,000 toward loan repayments of their new facility, and nearly \$40,000 in property taxes as the site is located in the City of Belleville.

In preparing this report for Council's consideration, staff did a survey of other municipalities to see how they manage their pound services. In 2024 and 2025, City of Peterborough's contract with Peterborough Humane Society was \$445K and \$456K respectively. The City of Kingston underwent a KPMG study and review of their pound service contract in 2019 and transitioned to a reasonable valuation model to fund the Kingston Humane Society. Further, the City of Quinte West has also recently renewed their contract with QHS with a reasonable valuation model.

QHS proposes the following as a Reasonable Valuation Model for the next agreement:

- The 2026 contract value is a fixed price contract established based on 2024 actuals (each following year the contract can be renewed, with the rate to be agreed on by each party.);
- Level of Service to stay status quo
- Divided in 12 for equal monthly installment payments (invoices to be sent with Purchase Order listed);
- A written quarterly report from QHS detailing the number of impounded animals, length of detention, and outcome statistics.

The agreement is for a term of one year and can be renewed annually, based on agreement by both the parties. The proposed model ensures that Pound Services for all participating municipalities are delivered through a centralized contracted provider, with costs shared through pro-rated agreements among participating municipalities. This collaborative approach promotes fairness, transparency, and financial sustainability, ensuring that each municipality contributes in proportion to the volume of services their community requires, while maintaining consistent standards of animal care across the region.

Total Base Budget (2025)	\$ 335,800
Other Contract Commitments	(131,600)
Budget Available - Humane Society Contract	204,200
2026 Contract Proposed	460,000
Total Pre-budget Approval Required	255,800
	125.27%
<i>Budget Increase</i>	0.19%
<i>Tax Impact</i>	

Conclusion:

It is recommended that 2026 pre-budget approval to increased the Pound Services Agreement in the amount of \$255,800, to be funded by Taxation (total budget amount of \$460,000); and that Council authorize the issuance of a Sole and Single Source for the operation of 2026 Pound Services through a service agreement with Humane Society of Hastings Prince Edward.

Attachments:

[Humane Society - Pound Services Contracted by City of Belleville](#)
[SS-2025-21 Humane Society Contract](#)

Reviewed by:

Jaclyn Morgan, Purchasing Supervisor
Brandon Ferguson, Director of Finance/Treasurer
Doug Irwin, City Clerk
Matt MacDonald, Chief Administrative Officer

Status:

Approved - 17 Sep 2025
Approved - 17 Sep 2025
Approved - 17 Sep 2025
Approved - 18 Sep 2025



Pound Services contracted by City of Belleville

**Humane
Society**
Hastings Prince Edward

Thank you for the opportunity to discuss the upcoming contract renewal. We greatly value our partnership with the City of Belleville.

With the contract set to expire in 100 days, these discussions come at a crucial time for planning ahead. Although we are a charitable nonprofit, we operate with the same financial discipline as a business, and securing this renewal is essential to our ability to budget responsibly for the coming year.

Our shelter continues to operate at full capacity, and the City's support plays a vital role in ensuring we can sustain services and provide consistent care for the animals who rely on us

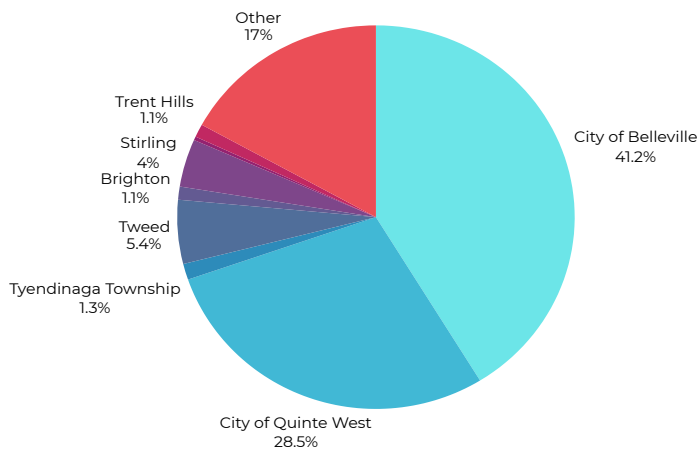


We are deeply grateful to the City for its ongoing support and for the generous loan that made our new shelter a reality. The favorable terms of this agreement are truly appreciated. Each year, HSHPE pays over \$60,000 toward loan repayments and nearly \$40,000 in property taxes.

Our commitment goes beyond providing animal care. We strive to be strong community partners—investing in local education, offering employment and volunteer opportunities, and contributing to the overall well-being of Belleville.

The City's support enables us to do so much more for our community than sheltering animals alone.

CURRENT MUNICIPAL CONTRACTS



Brighton
 City of Belleville
 City of Quinte West
 Mowhawks Bay of Quinte
 Stirling
 Trent Hills
 Tweed
 Tyendinaga Township



Currently, eight municipalities contract our services, with the City of Belleville representing more than 40% of all animal intakes. In 2024, we welcomed a total of 1,635 animals, including 674 from Belleville alone—ranging from cats and dogs to small animals.

Through the City’s contract, we provide essential care: daily shelter, spay/neuter services, vaccinations, flea and tick prevention, and deworming.

Please note, the Mohawks of the Bay of Quinte (MBQ) are contracted for a maximum of five animals annually and are not shown on the chart. “Other” refers to animals brought to us from municipalities that do not have existing contracts with HSHPE.

Scope of Services in City of Belleville Contract



Basic Care Only

- daily care (feeding, bedding, daily monitoring, administration of medications)
- spay/neuter
- vaccinations
- flea/tick treatments
- deworming

The contract covers essential basic services but does not include several important areas such as care for small animals, specialized veterinary treatments, transportation, grooming, building maintenance, insurance, and promotional activities.

While we remain committed to providing comprehensive care, these additional services depend largely on fundraising efforts beyond the contract.

Services not included in contract



Costs not included

- all small animals
- special vet care beyond basics (dental, amputations, bloodwork and other workups, humane euthanasia, other)
- transportation to and from vets and clinics
- grooming
- ongoing building maintenance
- Insurance
- Property Tax
- IT expenses
- Marketing and promo for adoptions

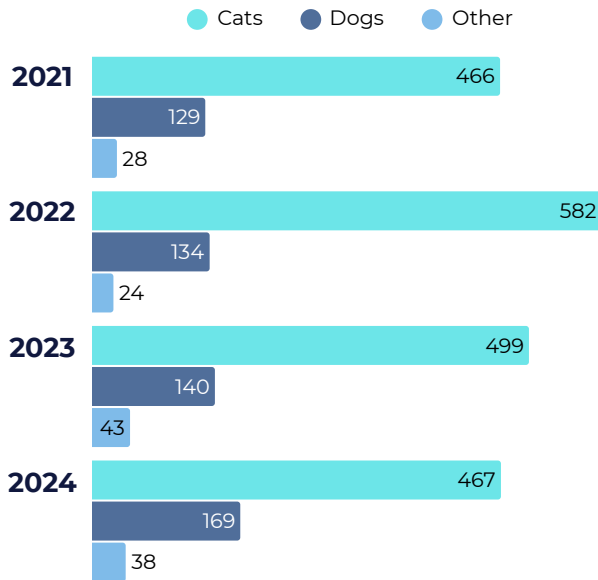


HSHPE's contracted services focus on dogs and cats, but many essential services fall outside this scope, including care for all small animals. Critical needs such as specialized veterinary care—routine bloodwork, surgeries beyond spay/neuter—along with transportation to vet appointments, grooming, and ongoing building maintenance are not covered.

Additional important expenses include insurance, property taxes, loan repayments, IT costs, education and outreach programs, and marketing and promotion efforts to support adoptions.

These essential services and costs continue to grow, reflecting the comprehensive care required for the wellbeing of every animal we serve.

Belleville Intakes



Intakes through the duration of current contract have remained relatively constant. Our reality is that we have limits in our capacity, so the number of animals that we can house will always be somewhat capped, although we do everything possible to meet whatever the current demand may be.

The building was designed to hold around 48 dogs and 60-80 cats, but it's like a revolving door and we are chronically at capacity.

In this chart, the "other" category is small animals.... rabbits, guinea pigs, birds, bearded dragons.

2021 - 623

2022 - 740

2023 - 682

2024 - 674

2024 Cost Analysis	Dogs	Cats	Total
2024 Admissions from Belleville	169	467	636
Avg Length of Stay	38 days	55 days	
Avg Daily Care Cost	\$9.23	\$6.96	
Cost/animal avg stay	\$350.74	\$382.80	
2024 Total	\$59,275	\$178,767	\$238,042
Cost/Avg Spay or Neuter	\$325	\$251	
2024 Total	\$54,925	\$117,217	\$172,142
Routine Care (flea, deworming, vaccinations)	\$70	\$50	
Yearly Total	\$9,310	\$23,500	\$32,810
Microchipping (\$15)	\$2,535	\$7,005	\$9,540
DOA Disposal			\$1,800
Value of Service to City of Belleville in 2024			454,334



Cost Analysis
based on 2024 year end stats

Daily Care Cost
+
Spay/Neuter
+
Routine Care
+
Microchipping
+
Disposal

This cost analysis covers 636 of the 674 dogs and cats housed and treated at HSHPE in 2024. It does not include the 38 small animals, such as bunnies, which are excluded from the municipal contract.

As a side note, we currently care for 17 rabbits from the City of Belleville. The cost to spay or neuter a rabbit is roughly equivalent to that of a cat, but these costs are not covered by the City.

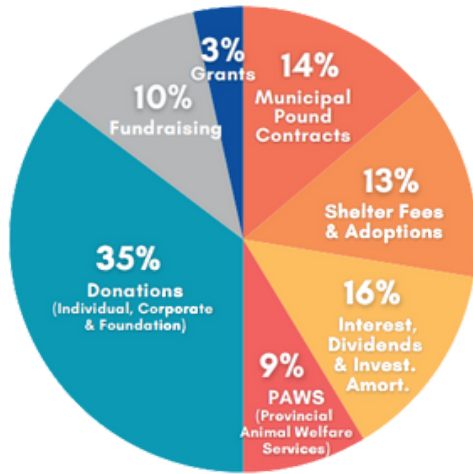
The average costs quoted here represent only routine, basic veterinary care and are significantly lower than typical market rates. We are fortunate to work with veterinarians who offer volume discounts, but without an in-house veterinary facility, we often pay standard client rates that can be much higher than the averages used in this analysis.

This analysis does not include fees for diagnostics, bloodwork, special surgeries, or treatment for injured animals—costs which are also excluded from the municipal contract and funded through separate fundraising efforts.

Given these realities, it is clear why the current contract valuation is no longer sustainable for providing these essential services to the City of Belleville.



2024 Revenue - Operations
Total Revenue \$2,068,316



Only about 25% of our revenue is from reliable, consistent funding sources. It leaves the shelter vulnerable to the capacity of the fundraising landscape.

Municipal contracts constitute a mere 15% of our total income.

We currently lose over \$500 on every Belleville animal admitted, even with timely adoptions.

City of Belleville animal costs are falling on the backs of donors and our internal ability to fundraise. There is constant uncertainty around our ability to cover costs as we are currently operating at a deficit.

**audited 2024 financial statement attached



Impact of Discontinuing the Contract with HSHPE

Alternative service provider needed for over 650 animals/year

or

City of Belleville will need to build and operate it's own municipal pound

- **Increased stray and abandoned animals resulting in public health risks**
- **Increase in overpopulation of feral animals**
- **Limited access to HSHPE surrender services for Belleville residents.**



If the contract with HSHPE is not renewed, the City of Belleville would need to identify an alternative service provider or consider establishing its own municipal pound—both of which are costly and complex endeavors.

Without our services, there is a strong risk of increased animal overpopulation and a rise in stray and abandoned animals, which could lead to public health and safety challenges. Reduced access to surrender services would also negatively affect Belleville residents.

We deeply value our partnership with the City and are committed to working together to achieve a fair, sustainable contract that accurately reflects the true cost of delivering these essential services.

Thank you



We want to express our sincere gratitude to the City of Belleville for their longstanding partnership and support—this relationship is vital to the welfare of animals and the community.

However, as a responsible organization, we must emphasize the necessity of fair compensation reflecting the actual costs and demands of service provision.

We are committed to continuing open, respectful dialogue and working together to find solutions that sustain these critical services for Belleville’s residents and their furry family members.

Thank you for your time and consideration—we look forward to a positive path forward.

CITY OF BELLEVILLE
SINGLE/SOLE SOURCING
CHECKLIST FOR
NON-COMPETITIVE PURCHASES



This checklist is a guideline to assist in determining if a purchase of goods and/or services qualifies as a single or sole source purchase. If further clarification is required, please contact Purchasing Services.

Single and Sole Source purchases must be made in accordance with Section 30 of the City of Belleville’s Purchasing By-Law 2023-183.

The approval authority is outlined in Appendix C- Levels of Approval Authority to determine and approve the procurement meets the criteria of a sole or single source purchase.

The requester must fill in the General Information below and Sections 1-3 and send to Purchasing Services for review and approval.

Single/ Sole Source (SS) Number: <i>(Purchasing to Provide)</i>	
Project Title:	
Project Description:	
Vendor:	
Vendor Contact Email:	

Requestor:	
Department Head:	
Signature:	
Date:	

1. IDENTIFICATION OF NON-COMPETITIVE PURCHASE

30.1) Sole Sourcing: *(check the appropriate item below)*

The procurement may be conducted using a Sole Source process if the goods and/or services are available from only one supplier by reason of:

Statutory or market based monopoly;

Competition is precluded due to the application of any Act or legislation or because of the existence of patent rights, copyrights, license, technical secrets or controls of raw material; or

The complete item, service, or system is unique to one supplier and no alternative or substitute exists.

For work to be performed on property by a contractor according to provisions of a warranty or guarantee held in respect of the property or the original work;

SUMMARY OF RATIONALE:

Describe the rationale for the Sole Source request:

Humane Society can deliver the comprehensive suite of services required for animal control and welfare within our jurisdiction. The Humane Society is uniquely positioned as the sole full-service provider offering expertise in animal shelter operations, rescue, and rehabilitation within our geographical area. This exclusivity ensures that they have unmatched local knowledge and established community networks crucial for responsive and effective service delivery.

30.2) Single Sourcing: (check the appropriate item below)

Single source means that there is more than one source of supply in the open market, but only one source is recommended due to predetermined and approved specifications.

The procurement may be conducted using a single Source process if the goods and/or services are available from more than one source but there are valid and sufficient reasons for selecting one supplier in particular, as follows:

An attempt to acquire the required goods and/or services by soliciting competitive bids has been made in good faith, but has failed to identify any willing and compliant, competitive suppliers;

For additional orders/deliveries by the original supplier of goods or services that were not included in the initial procurement if a change of supplier for such additional goods or services: (a) cannot be made for economic or technical reasons such as requirements of interchangeability or interoperability with existing equipment, software, services or installations procured under the initial procurement; and (b) would cause significant inconvenience or substantial duplication of costs for the procuring entity;

For purchases made under exceptionally advantageous conditions that only arise in the very short term in the case of unusual disposals such as those arising from liquidation, auction, receivership or bankruptcy, but not for routine purchases from regular suppliers;

Where it is advantageous to the City to acquire supplies (new or used) that are offered for sale by tender, or auction;

Another organization is funding or substantially funding the acquisition and has determined the supplier, and the terms and conditions of the commitment into which the City will enter are acceptable to the City;

If strictly necessary, and for reasons of urgency brought about by events unforeseeable by the City, the goods or services could not be obtained in time using open tendering.

SUMMARY OF RATIONALE:

Describe the rationale for the Single Source request:

2. IDENTIFY FUNDING STRATEGY

The Requester/ Department must identify the funding strategy to support this purchase below.
HST excluded.

Proposed Purchase Value:	\$460,000.00
Budget Account Number (GL):	1-8-5100385-2375
Cost Centre (CC)	N/A

Budget Amount:	\$335,800.00
Less Spending and Commitments:	Other Commitments: \$131,600.00
Remaining Budget	\$204,200.00

The remaining budget displayed above shall not be inclusive of the proposed purchase. The proposed purchase value must be less than the remaining budget.

3. RISK MANAGEMENT

Risk Management

1. This section must be completed for projects **\$50,000 and greater**.

Please choose the type of work being completed below:

- Supply and Delivery Only
- Supply and Installation
- Service Only
- On Site Training

2. Conflict of Interest and Code of Ethics Declaration

For all non-competitive purchases, a conflict of interest and code of ethics declaration is required.

For the purposes of this section, before the department head has approved the single/ sole source purchase, the department head has reviewed Section 4. Code of Ethics in the purchasing by-law and is in agreement that this purchase is in accordance.

If you declare a Conflict of Interest select “YES” and provide the required details. If no Conflict of Interest exists select “NO”.

- Yes
- No

Please describe if Conflict of Interest exist if you selected “Yes”

30.3) Approval and Reporting (Single and Sole Sourcing)

Purchases which qualify to be considered as a Single Source or Sole Source require the following approvals:

- For purchases where the Total Cost is **less than \$100,000**, the Department Head in consultation with the City Treasurer and the Purchasing Supervisor may declare a competitive process is not required and a written report indicating this compelling rationale that warrants a non-competitive selection will be attached to the purchase order.
- For purchases where the Total Cost is **equal to or greater than \$100,000** a written report indicating the compelling rationale that warrants a non-competitive selection will be submitted by the Department to Council for approval prior to selection. Purchasing Services shall prepare the purchase order and retain and manage the official documentation, including any renewals, if applicable.

Signature Approval



Purchasing Supervisor

Treasurer

If Required (Purchases \$100,000.00 or greater):

Council Meeting Date