Victorian Cat Management Strategy

Consultation draft





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We acknowledge and respect Victorian Traditional Owners as the original custodians of Victoria's land and waters, their unique ability to care for Country and deep spiritual connection to it.

We honour Elders past and present whose knowledge and wisdom has ensured the continuation of culture and traditional practices.

DEECA is committed to genuinely partnering with Victorian Traditional Owners and Victoria's Aboriginal community to progress their aspirations.



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Minister's Message

I am pleased to present the draft Victorian Cat Management Strategy, an important initiative aimed at addressing the complex challenges surrounding cat management in our community.

Cats hold a special place in our lives as cherished companions and family members. However, as cat numbers increase, so do challenges surrounding their wellbeing, native wildlife and resourcing for councils, shelters, pounds and other animal care groups.

Our goal is to build on current achievements and create a comprehensive and integrated strategy that promotes responsible cat ownership and management across Victoria. This Strategy will also help to safeguard our native wildlife, improve cat welfare and reduce nuisance and disease concerns.

The draft Victorian Cat Management Strategy has been developed after extensive research, expert insights, and engagement with a wide range of stakeholders including councils, animal welfare organisations, land managers, conservation groups and veterinary professionals.

To develop a strategy that effectively meets the diverse needs of our community and ensures the long-term wellbeing of both pet cats and our environment, we need your valuable feedback and input.

This draft strategy outlines key areas of focus, including responsible cat ownership, desexing, urban cat population control, feral cat management, collaboration, community engagement, and education.

I encourage you to get involved in the consultation process and share your insights with us. Your contributions will help shape a final strategy that truly reflects the diverse viewpoints and expertise within the Victorian community.

I extend my sincere gratitude to everyone who contributed to the development of this draft strategy, including professionals, organisations, and community members, who generously shared their time and knowledge to support this important initiative.



The Hon. Ros Spence Minister for Agriculture

Key issues for consideration when providing feedback

Vision and Objectives

What do you think about the vision, "Cats are cared for by responsible owners, ensuring the wellbeing of cats, wildlife and the community".

What are your views on the key objectives of the strategy which are to:

- 1. Promote cat welfare and responsible ownership.
- 2. Protect the environment and community from the negative impacts of cats.
- 3. Improve processes, cooperation and knowledge sharing in cat management.

There are currently seven themes proposed for the strategy, with each looking to unpack a series of key questions.

Theme 1

Promote cat welfare and responsible cat ownership

How can we improve education and information on cat welfare and responsible cat ownership?

What platforms, formats or sources of information would you trust and how would you prefer to receive information about this topic?

Theme 2

Increase cat desexing rates

How can we increase cat desexing rates?

What factors have influenced your decision on whether or not to desex your cat?

Theme 3

Expand cat containment

How can we expand cat containment efforts?

What resources or support would encourage owners to transition their cat to a more contained setting like inside the home?

What challenges do you anticipate when implementing measures to contain your cat?

Theme 4

Reduce the impacts of semi-owned and unowned cats

How can we encourage people who feed semiowned cats to take full ownership and a more active role in their care?

Theme 5

Manage feral cat populations and impacts

What factors should be considered when making decisions about managing feral cats on both public and private land? e.g., protecting biodiversity, ensuring animal welfare, potential impacts on pet cats.

Theme 6

Improve collaboration and information sharing

What are the key barriers to collaboration between stakeholders on cat management and how can these be overcome?

Theme 7

Improve laws and processes

Are there any obstacles preventing owners from registering their cat?

What measures could be taken to make registration more appealing?

Are there specific aspects of current cat management laws and processes that you find problematic?



Introduction

Managing cats in Victoria

Victoria has a comprehensive cat management framework in place, with ongoing efforts to improve it. The main groups involved in cat management are state government departments and agencies, local councils, shelters and animal welfare organisations. Each of these groups have different roles, responsibilities, and challenges.

The Victorian Government sets the overall framework for cat management through laws, codes of practice, policies and plans. The framework is based on the principles of animal welfare, responsible ownership, environmental protection, and community safety and amenity. The state government offers financial support to councils and other groups through Animal Welfare Fund Grants. These grants have been used to provide low-cost, accessible veterinary and desexing services to Victorians. It is also responsible for managing feral cats on Crown land, like National Parks.

Councils are responsible for implementing and enforcing domestic cat management laws. This includes registration, identification, desexing, containment, impoundment, and reuniting lost pets with their owners. Councils can tailor domestic animal services to the needs of their community by setting registration fees, as well as through Domestic Animal Management Plans (DAMPs), and introducing local laws on cat containment, desexing and pet limits. Council authorised officers have powers to enter properties, seize animals, issue fines and prosecute matters in court.

Animal welfare organisations play a vital role in domestic cat management by providing shelter, care, adoption, and education services. They also collaborate with councils and the state government to improve domestic cat welfare and reduce cat overpopulation. In addition, RSPCA Victoria inspectors hold powers to prosecute illegal breeding and animal cruelty offences.

These organisations face significant emotional and financial strain due to the large number of cats that are impounded, adopted or euthanised each year. A more detailed overview of the current management framework is provided in the <u>Appendix</u>

Cat management challenges

Cat overpopulation

There are approximately 227,000 cats registered with Victoria's 79 councils, however there are likely to be many more cats unaccounted for in our urban and natural environments.

Categories of cats for management purposes

Domestic cats have some form of dependence on humans, either directly or indirectly. They can be classified into three subcategories based on their relationship with humans. These subcategories are:

Owned—these cats are identified with and cared for by a specific person and are directly dependent on humans. They are usually sociable although sociability varies.

Semi-owned—these cats are fed or provided with other care by people who do not consider themselves owners. They are of varying sociability, with many socialised to humans, and may be associated with one or more households.

Unowned—these cats are indirectly dependent on humans, with some having casual and temporary human interaction. They are of varying sociability, including some being unsocialised, and may live in groups (e.g., at rubbish tips, shopping centres and other urban environments where they can scavenge for food).

Feral cats are unowned, unsocialised, have no relationship with or dependence on humans, and reproduce in the wild. (Adapted from RSPCA Australia. (2018). Summary of findings and recommendations: Identifying best practice domestic cat management in Australia. Note: In Victoria, the feral cat is a declared established pest animal on specified public land under the Catchment and Land Protection Act 1994)

Cat overpopulation presents a significant challenge for councils, shelters, community foster care networks, and rescue groups, who are often managing more cats than can be sustainably housed or rehomed.

The main cause of cat overpopulation is the lack of desexing among domestic cats. Domestic cats can begin breeding as early as four months of age and produce up to three litters per year. This means that even a small number of undesexed cats can quickly lead to a large and unsustainable population.

While some of the challenges of cat overpopulation can be addressed for registered cats by providing incentives for owners to desex their pets, managing and desexing semi-owned and unowned cats proves to be more difficult. These cats often lack registration, identification, owners and access to proper care. Consequently, they are more likely to reproduce uncontrollably and live short, precarious lives.

These cats can also contribute to the feral cat population as a source of new individuals. Cats may move between the different sub-population categories outlined in this section depending on their level of socialisation, dependence, and relationship with humans.

Cat welfare

Each year, tens of thousands of domestic cats find themselves in Victorian pounds and shelters. Unfortunately, only about 10% are reclaimed by owners, while 40-50% are rehomed, leaving the remainder to be euthanised. This means that 90% of impounded cats are either semi-owned, unowned or never reunited with their owners. In contrast, more than 50% of dogs are typically reclaimed from pounds and shelters.

These statistics paint a troubling picture when it comes to cat welfare outcomes, especially considering many of these cats are unowned and semi-owned, often with underlying health or behaviour issues that make them unsuitable for rehoming.

Biodiversity

Large numbers of cats, both domestic and feral, pose a significant threat to Victoria's biodiversity. Cats are highly effective predators that can kill native wildlife and spread diseases and parasites. Effective feral and domestic cat management is important to help protect and conserve Victoria's diverse ecosystems.

Education

Communicating responsible cat ownership principles, which encompass cat welfare, wildlife protection, public amenity, and population control, presents a significant challenge.

Stakeholders must collaborate to clarify and simplify responsible ownership, emphasising essential welfare needs, pre-pubertal desexing (by 4 months), containment, microchipping, and registration. These behaviours address various issues, including cat overpopulation, disease transmission, nuisance behaviour, wildlife predation, and pet reunification.

Collaboration and information sharing

Cat management faces challenges due to the perceived lack of coordination and collaboration among stakeholders. In a landscape where domestic cat management involves 79 councils, various pounds, shelters, rescue groups, and community

foster care networks, sharing information and improving processes and outcomes can be particularly challenging.

This challenge is further complicated when managing feral cats on Crown land. Feral cats are hard to manage because they're wary, and the methods to control them have limitations. These limitations include, how well they work, where they can be used, how much effort they need, their effects on the cats' wellbeing, how they affect other animals and distinguishing between domestic and feral cats.

To address these issues, the strategy aims to improve collaboration, coordination, and information sharing to make cat management more effective and to facilitate the broader dissemination of key information and best practices across the cat management landscape.

Laws and process

It is important that government continuously review laws and processes associated with cat management to make sure the best outcomes are achieved for cat welfare, the community and the environment.

There are opportunities for the strategy to improve laws and processes that will improve outcomes associated with domestic cat containment, desexing, registration, rehoming and feral cat management.



Why is a Cat Management Strategy necessary?

Cats play a complex role in our society. They are beloved pets offering affection, companionship, and comfort to many Victorians. However, predation by cats also poses a significant threat to susceptible wildlife. Unrestricted domestic cat roaming and reproduction cause concerns for animal welfare, nuisance and disease.

While Victoria's existing laws (see Appendix 1) promote humane and responsible management of cats, management issues persist and cats remain a concern for many individuals and organisations.

Issues such as cat overpopulation, wildlife impacts and overcrowding in pounds and shelters are becoming increasingly pronounced.

The Strategy is an important step towards addressing these and other challenges in a more integrated and effective way. Through community engagement and implementing coordinated strategies, we can improve animal welfare, help protect wildlife, curtail cat overpopulation, minimise nuisance concerns, encourage compliance and advocate for responsible cat ownership.



Purpose

The draft Strategy is seeking community input on how to improve cat management in Victoria, prioritising the health, welfare, and safety of domestic cats, native animals and the community.

The Strategy will guide the management of cats in Victoria over the next decade. Its objectives centre around improving collaboration and systems, ensuring the wellbeing of domestic cats, and mitigating issues associated with cat roaming and predation. It acknowledges the importance of responding to cat management issues, in both urban and natural settings, while protecting animal welfare and considering different stakeholder and community needs.

The Strategy outlines seven key themes, and related actions, to achieve its objectives. These themes focus on promoting responsible cat ownership, encouraging cat desexing and containment, reducing the number of roaming domestic cats and improving collaboration, systems and processes.

The Strategy recognises the importance of community involvement, and seeks to create a shared vision for a more effective approach to cat management in Victoria.



Guiding Principles

The draft Strategy has been shaped by the following principles, which will serve as the guiding framework for its implementation.

Cats deserve caring owners: Cats are very popular companion animals and deserve owners that will take care of their overall wellbeing, including their nutrition, health, behaviour and housing needs. Roaming domestic cats pose a significant threat to wildlife and the community. It is important for cat management decisions to acknowledge that populations of roaming, unowned cats are not having their basic welfare needs met.

Empowering communities: **Improving** management is a shared responsibility between government, key stakeholders, and the community. Government plays a key role in considering and delivering reforms to improve the cat management framework, and how it functions. Improvements aim to empower people to actively participate, encourage flexibility and collaboration, enhance stakeholder capacity and capability, and ensure better access to data and information. By working together, we can achieve a more efficient and integrated cat approach management that benefits communities, the environment, and animal welfare.

Embracing diverse perspectives: Improving cat management requires acknowledging and respecting the varied views held by the community regarding cats and their management. Rather than demonising cats or their owners, it is crucial to approach cat management issues with understanding and compassion. Collecting data is essential to ensure decisions and solutions are evidence-based and human-centered. By fostering cooperation, welfare, and empathy, we can develop effective strategies that address cat management challenges in a thoughtful and inclusive manner.

Progress over perfection: Striving for excellence is always commendable, but it is important to remember that cat management can present significant challenges. Adopting a progress-oriented approach allows us to make progress toward our objectives while maintaining the flexibility to respond to new information and emerging challenges. Through step-by-step methods, we can refine our approach over time and adapt to changing circumstances, ensuring that we continually improve and evolve our cat management practices.

Vision

"Cats are cared for by responsible owners, ensuring the wellbeing of cats, wildlife and the community".

This vision embraces a future where cats are highly valued as beloved pets, and every cat belongs to a caring owner who knows how to keep their cat happy and healthy at home. In this future, cats pose a reduced threat to wildlife, community safety and amenity, and they no longer endure challenging lives on our streets.

Objectives

The overarching objectives of the strategy are to:

- 1. Promote cat welfare and responsible ownership.
- 2. Protect the environment and community from the negative impact of cats.
- 3. Improve processes, cooperation and knowledge sharing in cat management.

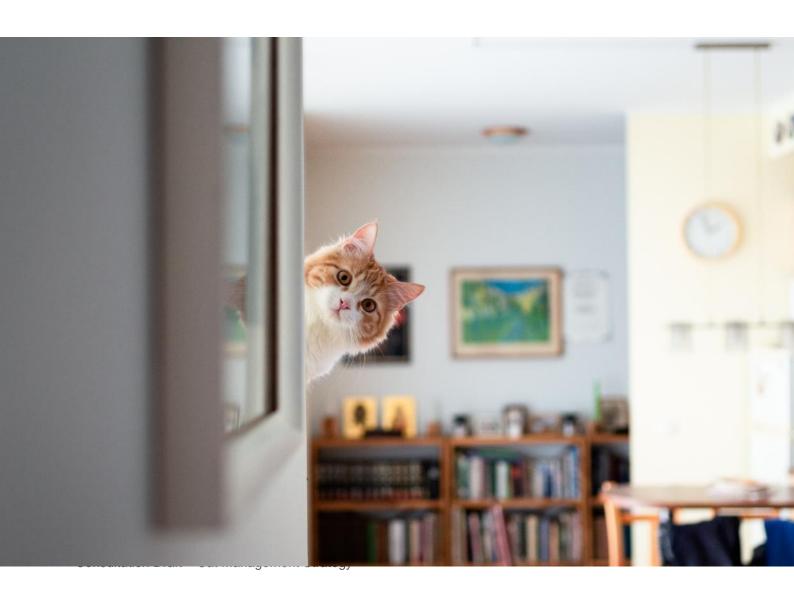
Scope

The Victorian Cat Management Strategy (the Strategy) aims to achieve the objectives of the Strategy, improve cat welfare and reduce cat overpopulation by working with all stakeholders to:

- Improve responsible cat ownership, including increasing desexing and cat containment rates.
- Improve collaboration and coordination between different groups.
- Develop and implement more effective approaches to managing cats.
- Focus on education and awareness-raising to help change community attitudes towards cats and cat ownership.



What are your views on the draft strategy's vision and objectives?

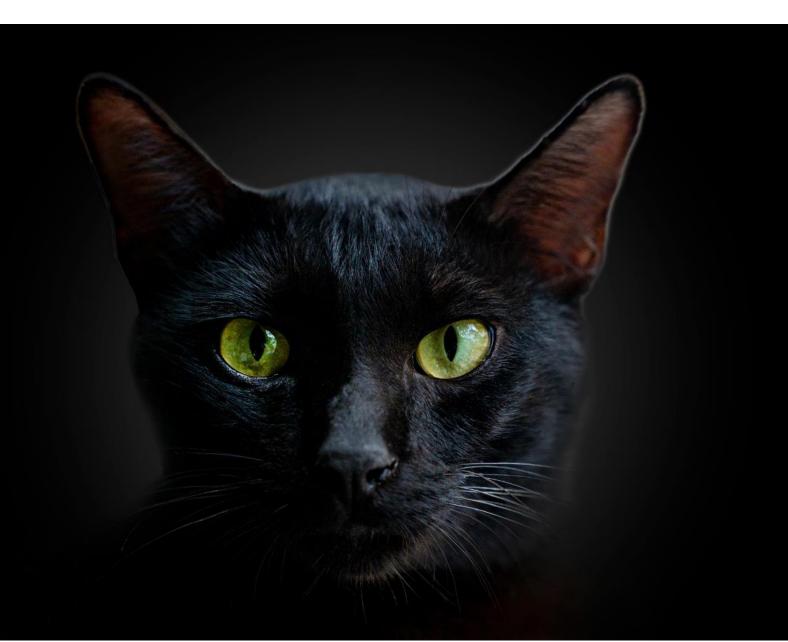


Key partners and stakeholders

The Strategy's success relies on collaboration and cooperation between a suite of stakeholder groups, including government and the general community. A diverse array of partners and stakeholders all share a vested interest in how cats are managed. Collecting input from these partners, stakeholders and community groups is essential to help shape the final strategy and ensure realistic and practical outcomes, resulting in a more thorough and effective cat management strategy.

Key partners/stakeholders	Roles and responsibilities
Government	Councils (local government) are the primary regulator of domestic cats, including registration, local laws and management of nuisance issues. State government sets a state-wide cat management framework through various pieces of legislation (e.g., <i>Domestic Animals Act 1994</i> , <i>Catchment and Land Protection Act 1994</i>), policy, codes of practice and strategies e.g., The 2037 DEECA Biodiversity Plan identifies responsible cat ownership as a key action for Victorians to protect biodiversity. Commonwealth government develops position documents on feral cat management like threat abatement plans.
Traditional owners	Have an interest in managing feral cats to support healing Country. Traditional Owners may want to be involved in feral cat management and monitoring the outcomes as part of their role in managing Country. We need to start conversations with Traditional Owners to understand the impacts of feral cats on biocultural and cultural values and the outcomes they are seeking from feral cat management.
Victorian residents	Participate in cat management through activities like feeding unowned/semi- owned cats, reporting nuisance behaviour, cat trapping, surrenders, foster care and adoptions.
Cat owners	Required to care for, register and microchip their cat, and ensure it does not trespass on private property. Depending on their council, may be required to contain their cat to property and desex it prior to registration.
Public land managers	The Department of Energy, Environment and Climate Action, Parks Victoria, Alpine Resorts Victoria and Phillip Island Nature Parks manage feral cats on public (Crown) land. These land managers can also work closely with the Commonwealth and other groups like Catchment Management Authorities and Zoo's Victoria on specific biodiversity programs.
Australian Veterinary Association (AVA)	The AVA is the peak representative organisation for veterinarians across Australia. It promotes the interests and welfare of the veterinary profession by providing advocacy, education, strategy, policy, career development and support services.
Veterinary Practitioners Registration Board of Victoria (VetBoard)	The VetBoard is a statutory body responsible for regulating veterinary practitioners in Victoria, to ensure high quality veterinary care across the state. Among other responsibilities it registers veterinarians, issues guidelines, handles complaints and enforces disciplinary procedures.
Veterinary practitioners	Provide care and treatment for pets, and are an important source of information and advice on pet care and wellbeing.
Royal Society for the Prevention of Cruelty to Animals (RSPCA)	RSPCA Australia advocates for improved animal welfare and management practices. RSPCA Victoria is partly funded by the Victorian Government to undertake compliance functions (e.g. investigations, seizures, prosecution) associated with animal welfare and domestic animal legislation. It also provides animal education, care, and rehoming services.
Animal shelters and pounds	Provide care, veterinary, adoption, education and rehoming services. Humanely euthanise cats that are unsuitable for rehoming.

Key partners/stakeholders	Roles and responsibilities
Rescue Groups and Community Foster Care Networks	Provide foster care, education and rehoming services. Some working relationships with pounds or shelters to reduce the pressure on these facilities.
Breeders and sellers	Breeders with three or more fertile females must be registered with council, or be a member of an Applicable Organisation.
	All cats must be microchipped before being sold or given away, and any advertisements must include the seller's <u>Pet Exchange Register</u> source number, and the individual animal's microchip.
Rural landholders	Land management, including pest animal control
	Manage cats on agricultural land and private sanctuaries
Conservation groups	May be involved in monitoring programs.
Researchers	Research and develop new tools for management of invasive species, including feral cats, that are humane, efficient, and effective. Undertake research to address key knowledge gaps and uncertainties about feral cats and their management. Undertake research on cat ownership behaviour and attitudes.
Pet shops	Source of information and products for cat care and may sell pet cats in Victoria from approved sources (i.e. council registered shelters, pounds, and foster carers).



Themes and actions summary

The proposed cat management strategy themes and corresponding actions are outlined below.

Theme	Act	ions	Delivery/ Partners
1. Promote cat welfare and responsible cat ownership	1.	Develop state-wide accessible, clear, and consistent information resources that all stakeholders can use. Resources should have simple messages on responsible cat ownership and cat containment that acknowledge the value cats bring as pets.	AWV /Key stakeholders
	2.	Develop specific information resources for multicultural communities and encourage stakeholders to use existing multicultural engagement channels to reach different communities.	AWV/Councils
2. Increase cat desexing rates	3.	Support innovative desexing trials and training programs, such as high-volume clinics and pre-pubertal desexing initiatives.	AWV/Shelters, vets
	4.	Explore place-based desexing services in regional communities with limited veterinary access. This could include fostering partnerships between stakeholders, including veterinary practices.	AWV/Shelters, vets, Councils
	5.	Invest in affordable desexing options, especially for low-income earners, including targeted grants to assist vulnerable Victorians in desexing their cats	AWV/Councils
3. Expand cat containment	6.	Provide cat containment support to councils with curfews to aid in the transition to new requirements.	AWV/Councils
	7.	Enhance cat containment education and programs, including reviewing and simplifying enclosure guidelines and conducting research on the welfare of contained cats	AWV/RSPCA Vic, conservation groups
8	8.	Foster partnerships with local organisations to assist residents in constructing safe and simple cat enclosures	Councils/local organisations
4. Reduce the 9 impacts of semi-owned and unowned cats	9.	Provide ongoing education on the benefits of taking full responsibility for semi-owned cats.	AWV/Councils, Shelters
	10.	Consider implementing shorter holding periods for unidentified cats in shelters and pounds to expedite adoption.	AWV/Shelters
	11.	Develop guidelines to support the cat behaviour assessment process for adoption suitability.	AWV/Shelters, rescue groups, CFCNs
	12.	Promote targeted Capture, Desex, Adopt programs in 'hot spots' with high unowned and semi-owned cat populations and need.	AWV/Councils, shelters
	13.	Explore options to improve cat management on private land.	DEECA/VFF, Councils
5. Manage feral cat populations and impacts	14.	Implement and monitor humane and effective feral cat control programs informed by decision tools that target and protect key biodiversity values.	DEECA Biodiversity/ Land Managers
	15.	Collaborate with local, interstate, and national authorities to enhance feral cat management in Victoria through knowledge sharing and relevant programs.	DEECA Biodiversity/ Other jurisdictions, Land Managers

Theme	Act	ions	Delivery/ Partners
	16.	Engage with Traditional Owners to understand the impact of feral cats on biocultural and cultural values, and collaborate to recognise 'two ways of knowing' in feral cat management decision-making.	DEECA Biodiversity/ Traditional Owners
	17.	Support innovative, humane, and effective methods for feral cat control and address knowledge gaps in feral cat management through research and development.	DECCA/Other jurisdictions
6. Improve collaboration and information sharing	18.	Establish a working group with key stakeholders to drive and monitor Strategy implementation.	AWV/Key stakeholders
	19.	Share cat management data on centralised platforms	DEECA/Councils
	20.	Expand opportunities for councils and other land managers to share information and successful cat management practices	DEECA/Councils
	21.	Distribute key findings summary report of all council Domestic Animal Management Plans	AWV
7. Improve laws and processes	22.	Review the cat management framework to identify further options for reform including funding models	AWV
	23.	Investigate aligning cat registration with puberty (4 months) to encourage early desexing.	AWV/Councils, vets, shelters
	24.	Provide more flexible registration options to encourage desexing, containment, adoption, and cat registration	AWV/ Councils



Cats cared for by responsible owners ensuring the



Promote cat welfare and responsible ownership

Protect the environment and community from the negative impacts of cats

Improve processes, cooperation and knowledge sharing in cat management



Promote cat welfare and responsible ownership

Increase cat desexing rates

Expand cat containment

Reduce the impacts of semi-owned and unowned cats

Manage feral cat populations and impacts

Improve collaboration and information sharing

Improve laws and processes



Clear concise information resources in multiple languages and formats

Incentives to desex and contain cats

Increased number of cat containment orders by councils

Strategy working group

Improved online platforms for data sharing and collaboration by key stakeholders

Standardised cat behaviour assessment guidelines

Trial new desexing programs including early age desexing, regional access, high-volume desexing and capture, desex adopt

Additional feral cat management tools or methods

New and amended laws to reduce shelter holding periods, incentivise registration and adoption



Improved cat welfare

Reduce pressure on key stakeholders (councils, shelters, rescue groups etc)

Increase prepubertal desexing and cat containment rates

Decrease cat impoundment and euthanasia rates

Decrease impacts of cats on environment. wildlife and agriculture

Increase awareness of responsible cat ownership and the value of cats

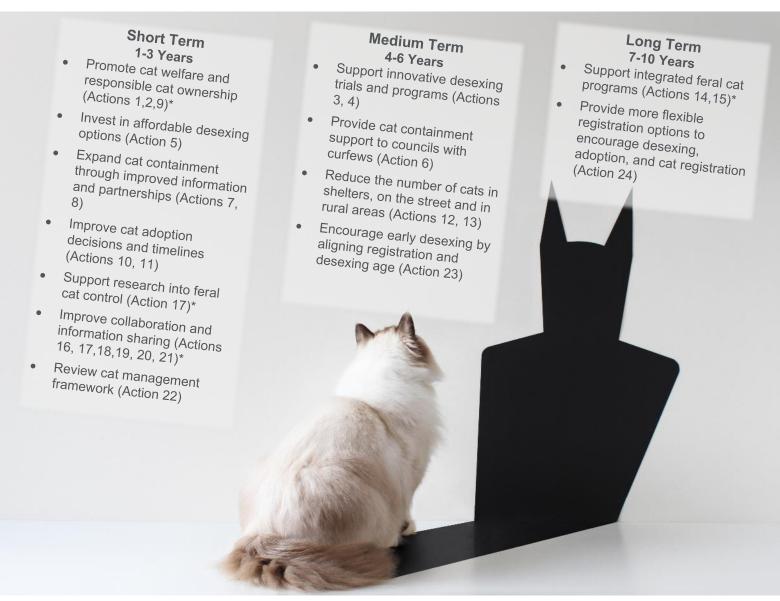
Increase effective use and sharing of information, data and improved processes. programs and outcomes

wellbeing of cats, wildlife and the community



Implementation

The implementation timeline involves a phased approach to ensure the establishment of essential foundations While some actions will be ongoing*, the strategy recognises that certain initiatives require additional time and resources for proper consultation, development and implementation. Following discussions with key stakeholders and the implementation working group, sequencing may be adjusted to maximise effectiveness.



Monitoring, evaluation, reporting and improvement framework

A monitoring, evaluation, reporting, and improvement framework will be developed to measure the strategy's effectiveness as it advances toward its long-term vision and assess its performance against its objectives. The framework will maintain flexibility to support adaptive, efficient, and transparent management practices.

Additionally, actions 18 will establish a working group to help drive and monitor implementation, ensuring the strategy remains relevant.

Reforms introduced in 2023 related to mandatory reporting of animal fate data will also provide broad indicators from shelters and pounds, including admissions, transfers, reunifications, rehoming, returns and euthanasia.

The Strategy will be formally evaluated against its objectives and outcomes in year ten.

Themes and Actions

Theme 1: Promote cat welfare and responsible cat ownership

Cats are wonderful pets that provide valuable companionship and joy to their owners. Responsible cat owners must understand how to fulfill the needs of their feline friends, ensuring they receive appropriate care and protection for a healthy and happy life.

This theme helps to define what constitutes responsible cat ownership, which includes:

- Fulfilling a cat's welfare needs
- Microchipping and registering cats with council
- Desexing cats before puberty (4 months)
- Containing cats to their owner's property.

Besides meeting a cat's essential needs, like humane treatment, adequate diet, shelter, veterinary care, exercise, and play, owners must also comply with relevant laws that support responsible cat ownership.

If you have a cat in Victoria, you must microchip and register it with your local council by 3 months of age.

Microchipping and registration help councils to identify and reunite lawful owners with their pets if they become lost, and to understand the distribution of pets in their community. Registration also funds investigations, collections, reunification, impoundment, and rehoming.

One of the main sources of complaints about nuisance animals is cats. Cats also make up the largest proportion of animals that are captured and impounded in Victoria's shelters and pounds. This places increasing emotional, financial and resource pressure on councils, shelters, rescue groups, and community foster care networks, as they try to place cats in good homes.

Desexing cats before puberty will stop unplanned litters, mitigate potential neighbourhood disturbances, and prevent cats from having to live short, hazardous, and vulnerable lives on the streets. Desexing is a responsible decision that benefits cats, the community, and the environment.

Containing cats to their properties ensures their safety and wellbeing. See Theme 3 for more on cat containment.

Actions

Action 1

Develop state-wide, accessible, clear, and consistent information resources that all stakeholders can use. Resources should have simple messages on responsible cat ownership and cat containment, that acknowledge the value cats bring as pets.

Action 2

Develop specific information resources for multicultural communities and encourage stakeholders to use existing multicultural engagement channels to reach different communities.

FOR DISCUSSION

How can we improve education and information on cat welfare and responsible cat ownership?

What platforms, formats or sources of information would you trust and prefer to receive information about this topic?



Theme 2: Increase cat desexing rates

Cats are successful breeders. Females can start breeding from 4 months old, having up to three litters a year, with an average of four kittens per litter¹.

Desexing cats before they can reproduce is important to stop unplanned litters and reduce the issues caused by cat overpopulation.

When cats breed prolifically, their numbers can quickly increase, posing significant challenges for communities and ecosystems.

Unowned cats have difficult and significantly shorter lives than pet cats, with less than half surviving their first year². They can negatively impact local amenity, wildlife, spread diseases and threaten not only their own health, but the wellbeing of other pets, livestock, and people.

This overabundance also puts a significant strain on councils, vets, animal shelters and rescue groups, resulting in overcrowding, stretched resources and in some cases, euthanasia.

Research and current practice show that desexing cats before they reach puberty (4 months old) is safe – this is known as pre-pubertal desexing (PPD). Shelters routinely conduct a form of PPD called earlyage desexing (EAD), typically done between 8 to 12 weeks of age, for healthy kittens weighing around 1kg³. EAD is a way to ensure kittens are desexed before adoption.

The actions in this strategy will seek to increase desexing rates by removing some of the barriers to desexing, and supporting innovative desexing trials and training programs to encourage pre-pubertal desexing.

FOR DISCUSSION

How can we increase cat desexing rates?

What factors have influenced your decision on whether or not to desex your cat?

Actions

Action 3

Support innovative desexing trials and training programs, such as high-volume clinics and prepubertal desexing initiatives.

Action 4

Explore place-based desexing services in regional communities with limited veterinary access. This could include fostering partnerships between stakeholders, including veterinary practices.

Action 5

Invest in affordable desexing options, especially for low-income earners, including targeted grants to assist vulnerable Victorians in desexing their cats.



¹ Little, S.E. (2011) Female Reproduction In: The Cat: Clinical medicine and management. *Elsevier Health Sciences*, pp 1195-1227.

² Crawford, H. M., & Fleming, T. (31 August 2021). Street life ain't easy for a stray cat, with most dying before they turn 1. <u>So what's the best way to deal with them? The Conversation</u>.

³ RSPCA Australia (2021) Pre-pubertal desexing in cats, RSPCA Australia Research Report, June.

Theme 3: Expand cat containment

Cat containment is an important way to keep domestic cats safe and protect wildlife. By keeping cats within defined boundaries, whether indoors or in secure outdoor enclosures, containment can significantly lengthen a cat's life, and reduce the negative impacts cats can have on the environment.

One of the most important advantages of cat containment is safeguarding the health and wellbeing of pet cats. Cats that roam are at risk of being injured or killed by cars, other animals, or people. They may also contract and spread diseases. In a recent survey, about two thirds of owners who allow their cats to roam had lost at least one cat, with a third of these losses resulting from car accidents⁴.

Another significant advantage of cat containment is protecting local wildlife. Roaming cats can have a devastating impact on bird populations and other small animals. Studies estimate that in total, Australian pet cats kill approximately 143 million reptiles, 134 million birds and 252 million mammals (both native and introduced) each year⁵. Cat containment can help to reduce these impacts and protect our native wildlife.

Containing cats can also address concerns related to public amenity and nuisance behaviour, such as noise disturbances, soiling, and trespass disputes. These behaviours can strain neighbourly relationships and make it difficult for people to enjoy their homes and communities. Cat containment can help to reduce these behaviours and create a more peaceful and enjoyable environment for everyone. Containing domestic cats can aid feral cat management by removing the challenge of distinguishing between domestic and feral cats.

While research on the welfare of indoor cats is not extensive, it is clear that indoor cats have longer lifespans, face fewer hazards, and are also less likely to become lost. This can reduce the burden on councils, animal shelters and rescue organisations, as there will be fewer nuisance, lost or abandoned cats.

Many councils and communities have already recognised the benefits of cat containment. Over half (42) of Victoria's 79 councils have introduced a cat curfew, and another 16 are considering introducing one.

Despite the many benefits of cat containment, there are still some barriers that prevent people from containing their cats. These barriers include the cost of enclosures, the lack of education about cat

containment, and beliefs that cats need to roam outdoors.

By addressing these barriers, the Strategy can help to make cat containment more accessible for everyone. This will help to protect cats, wildlife, and Victorian communities.

Actions

Action 6

Provide cat containment support to councils with curfews to aid in the transition to new requirements.

Action 7

Enhance cat containment education and programs, including reviewing and simplifying enclosure guidelines and conducting research on the welfare of contained cats.

Action 8

Foster partnerships with local organisations to assist residents in constructing safe and simple cat enclosures.

FOR DISCUSSION

How could we expand cat containment efforts?

What resources or support would encourage owners to transition their cat to a more contained setting like inside the home?

What challenges do you anticipate when implementing measures to contain your cat?

Dawson et al. (2022) "Counting the bodies: Estimating the numbers and spatial variation of Australian reptiles, birds and mammals killed by two invasive mesopredators." Diversity and Distributions 28, no. 5, 976-991

⁴ Elliott, A., Howell, T.J., McLeod, E. and Bennett, P.C. (2019). Perceptions of Responsible Cat Ownership Behaviours among a Convenience Sample of Australians. Animals, 9(9), 703.

Stobo-Wilson, Alyson M., Brett P. Murphy, Sarah M. Legge, Hernan Caceres-Escobar, David G. Chapple, Heather M. Crawford, Stuart J.

Theme 4: Reduce the impacts of semi-owned and unowned cats

Victoria has around 227,000 registered cats, but many more are unregistered, semi-owned or unowned. Semi-owned and unowned cats, often referred to as strays, are the most challenging to manage. Unlike owned pets, semi-owned and unowned cats lack a consistent and responsible caregiver, leading to a range of issues that affect both the cats themselves and the environment they live in.

One of the primary challenges is the size of these cat populations. They can reproduce rapidly, leading to unchecked population growth. Their often nomadic and unmanaged lifestyles can increase the risk of disease transmission, injury, conflict with other animals and impact on wildlife and biodiversity. They are also a potential source of individuals into feral cat populations.

Tragically, many of these cats end up in pounds and shelters, where their unsocialised nature and compromised health reduce their likelihood for successful adoption. This can lead to a disproportionate number being euthanised, highlighting the need for targeted interventions to address welfare concerns and reduce the burden on communities, councils and animal shelters.

The Strategy will address these challenges via an ongoing education program to encourage responsible ownership of semi-owned cats, considering shorter holding periods for unidentified cats in shelters and pounds (to facilitate quicker adoption), and working with stakeholders to establish guidelines for cat behaviour assessment processes regarding adoption suitability.

The Code of Practice for the Management of Dogs and Cats in Shelters and Pounds, supported by the broader DA Act framework, outlines the admission and assessment process for cats entering pound or shelter facilities. Cats lacking identification that are wild, uncontrollable, or diseased may currently be euthanised. Guidelines to support cat behaviour assessments will play an important role in enabling rehoming groups to better, and more consistently, determine a cat's suitability for adoption based on temperament.

The Victorian Government will also promote targeted Capture, Desex, Adopt programs in areas with high cat impoundment rates — i.e. 'hot spots'. While the primary goal of these programs will be to rescue and adopt out as many cats as possible, it is important to acknowledge that compromised health and sociability may unfortunately lead to euthanasia in some circumstances.

Managing cats on private land is also complex. Some of this complexity arises from the declaration of feral cats as a pest species (see Theme 5), with pest

classification not applying to private land, and the challenge of distinguishing between feral and owned cats, resulting in limited available management tools in certain circumstances.

The Strategy will explore options to improve the management of cats on private land, to achieve improved cat welfare outcomes and reduce their impact on biodiversity and other values.

The actions under this theme aim to strike a balance between finding loving homes for as many cats as possible, while taking into account the overall welfare of the cats.

Actions

Action 9

Provide ongoing education on the benefits of taking full responsibility for semi-owned cats.

Action 10

Consider implementing shorter holding periods for unidentified cats in shelters and pounds to expedite adoption.

Action 11

Develop guidelines to support the cat behaviour assessment process for adoption suitability.

Action 12

Promote targeted Capture, Desex Adopt programs in 'hot spots' with high unowned and semi-owned cat populations and need.

Action 13

Explore options to improve cat management on private land.

FOR DISCUSSION

How can we encourage people who feed semi-owned cats to take full ownership and a more active role in their care?

Theme 5: Manage feral cat populations and impacts

The Strategy recognises the urgent need to address the significant threat feral cats pose to Victoria's biodiversity. Feral cats, being unowned, unsocialised, and independent from human care have established themselves as a formidable challenge to the survival of the state's native wildlife.

To protect Victoria's vulnerable biodiversity and improve the survival chances of threatened species, feral cats have been declared an established pest animal on specified Crown (public) land under the *Catchment and Land Protection Act 1994.* Public land managers are responsible for controlling feral cats under this Act on public land through a range of methods, including cage traps, ground shooting, fencing and baiting.

These methods follow specific procedures, approvals, or codes of practice, to ensure ethical and effective feral cat management. However, each approach has its own set of limitations including scalability, effectiveness, necessary effort, applicable locations, animal welfare outcomes, and impacts on non-target species.

Predation by feral cats is recognised as a potentially threatening process under the *Flora and Fauna Guarantee Act 1988* with 43 species listed as threatened and at risk of extinction because of feral cat predation.

Eradicating feral cats from the Australian mainland is currently unfeasible. Therefore, the focus is on protecting the most susceptible native wildlife. Beyond predation, feral cats also impact ecosystems through competition, behaviour changes in native species, and disease transmission to animals, including livestock and humans.

Effective feral cat management in Victoria requires well-planned, coordinated, monitored, and sustained efforts at a landscape scale. Haphazard removal of feral cats can lead to unintended consequences.

Furthermore, feral cats can impact the biocultural and cultural values that are valued by Traditional Owners in Victoria, including culturally identified species. The Strategy seeks to start conversations with Traditional Owners to understand the impact of feral cats on biocultural and cultural values and the outcomes they are seeking from feral cat management to support healing Country and recognise two ways of knowing, which blends Traditional Knowledge and western science, in decision making.

The Strategy will also seek to support implementation of targeted and effective feral cat control programs, collaborate with the Commonwealth and other jurisdictions to improve feral cat management through

knowledge sharing and support research and innovation to improve feral cat management methods.

Actions

Action 14

Implement and monitor humane and effective feral cat control programs informed by decision tools that target and protect key biodiversity values.

Action 15

Collaborate with local, interstate and national authorities to enhance feral cat management in Victoria through knowledge sharing and relevant programs.

Action 16

Engage with Traditional Owners to understand the impact of feral cats on biocultural and cultural values and collaborate to recognise 'two ways of knowing' in feral cat management decision-making.

Action 17

Support innovative, humane, and effective methods for feral cat control and address knowledge gaps in feral cat management through research and development.

FOR DISCUSSION

What factors should be considered when making decisions about managing feral cats? e.g., protecting biodiversity, ensuring animal welfare, potential impacts on pet cats.



Consultation Draft – Cat Management Strategy

Theme 6: Improve collaboration and information sharing

Improving collaboration and information sharing will be vital to achieving the Strategy's objectives. By fostering a partnership-oriented approach, the Strategy seeks to create a dynamic framework to support implementation of its vision and actions.

An integral step toward this is establishing a working group to drive and monitor the Strategy's implementation. This group will serve as a central point to review the Strategy as needed, and facilitate the exchange of insights, challenges, and successful cat management practices. Through this group, the Strategy aims to harness the collective wisdom and experience of invested stakeholders, ensuring actions remain relevant and adaptable to the evolving landscape of cat management.

In tandem, the strategy endeavours to enhance access and transparency to crucial data (e.g. registration/curfew statistics) through centralised platforms (e.g. Data Victoria). Recognising the dispersed nature of cat management, involving several land managers, shelters, and welfare organisations, this data-sharing approach will be instrumental to support innovation, and overcome challenges associated with a lack of evidence-base.

By streamlining data dissemination, decision-makers will be better supported, the community will gain a clearer understanding of the scope and complexity of cat management, and land managers can collaborate more effectively. It will foster collaborative learning among stakeholders, enabling agencies to share insights and strategies that will support continuous improvement and inform decision-making processes.

As part of the commitment to enhance collaboration and information sharing, the Strategy acknowledges the importance of increasing opportunities for councils to share ideas and practices in cat management. By working closely with councils, Action 20 seeks to understand their preferences on how to collaborate more effectively. Council feedback will guide how the Victorian Government then works to improve current tools, or support new ways to collaborate. This action leverages collective expertise to foster a culture of proactive information exchange and sharing of best practice.

Additionally, the Strategy recognises the wealth of knowledge embedded within council Domestic Animal Management Plans (DAMPs), and commits to compiling and distributing a key findings summary report of all 79 plans. This approach seeks to bridge any knowledge gap by highlighting advancements, innovative ideas, and successes. This summary report will enable councils and other stakeholders to glean valuable insights for their own cat management initiatives.

The collaborative exchange of information promoted by theme 6 actions will not only encourage direct knowledge transfer, but also lay the foundation for ongoing connections, discussions, and collaboration among land managers to refine cat management methodologies based on shared practices and initiatives.

Actions

Action 18

Establish a working group with key stakeholders to drive and monitor Strategy implementation.

Action 19

Share cat management data on centralised platforms.

Action 20

Expand opportunities for councils and other land managers to share information and successful cat management practices.

Action 21

Distribute key findings summary report of all council DAMPs.

FOR DISCUSSION

What are the key barriers to collaboration between stakeholders on cat management and how can these be overcome?



Theme 7: Improve laws and processes

The Strategy acknowledges the importance of improving Victoria's laws and policies to effectively address the complex challenges associated with cat management.

Action 22 will involve conducting a more detailed review of the current cat management framework to identify additional options for reform that could improve cat management outcomes.

Action 23 relates to key stakeholder feedback and seeks to align council registration for cats with puberty (i.e. four months of age) to promote early desexing, a critical element for cat welfare and population control. By aligning the registration age with the period of early age desexing, the Strategy not only complements its education actions but also creates a valuable window for promoting desexing among cat owners.

Currently, cats are often desexed after three months, which is the mandated council registration age, which results in higher fees for non-desexed cats and may act as a registration deterrent. Adjusting the registration age to four months, when cats could potentially start breeding, enables early-age desexing before registration. This strategic shift raises awareness about the importance of early desexing, encourages responsible cat ownership, and helps manage the cat population effectively. This approach also aligns registration with the critical 3-4 month period. During this time primary vaccinations are carried out, veterinary engagement is high, and comprehensive cat health management is facilitated.

Action 24 of the Strategy focuses on providing more flexible council registration options to incentivise desexing, adoption, and cat registration. Greater flexibility in cat registration fees will empower councils to innovate with programs that promote responsible cat ownership behaviours, and incentivise owner participation. While maintaining existing maximum fees for specific scenarios (such as for non-desexed cats) this action aims to enable councils to implement strategies like offering free registration periods for cats that are both desexed and registered by a certain age, or reduced fees for cats that are adopted from shelters, or contained indoors or in enclosures.

This approach fosters a dynamic approach that empowers councils to shape responsible cat management behaviour through more strategic and innovative fee structures. Councils and shelters have both identified the importance of flexible legislation to drive cat registration and adoption rates. By offering incentives for registration, desexing, containment, adoption, and responsible ownership, this action contributes to the overall success of the Strategy's vision.

Actions

Action 22

Review the cat management framework to identify options for reform, including funding models.

Action 23

Investigate aligning cat registration with puberty (4 months) to encourage early desexing.

Action 24

Provide more flexible registration options to encourage desexing, containment, adoption, and cat registration.

FOR DISCUSSION

What measures could be taken to make cat registration more appealing?

Are there specific aspects of current cat management laws or processes that could be improved?



Appendix

Overview of Victorian cat management framework

Regulatory element	Description
Domestic Animals Act 1994 (DA Act)	In Victoria, domestic cats are primarily managed under the DA Act, with councils as the primary regulators. While the DA Act provides certain powers for feral cat control, public land managers, like DEECA and Parks Victoria, manage feral cats on Crown land (e.g. National Parks, State Forest and Nature Conservation Reserves) under the <i>Catchment and Land Protection Act 1994</i> .
	The DA Act also requires Victorian councils to prepare a Domestic Animal Management Plan every four years. This plan outlines council programs, services and strategies that look to promote responsible pet ownership and address overpopulation and high euthanasia rates for dogs and cats within their municipality.
	Dependent on resources and objectives, councils can provide a variety of measures to assist in cat management (e.g. targeted desexing or rehoming programs). Councils are also involved in managing lost, unowned or unwanted cats through pound and shelter facilities.
Council registration	Every cat over three months of age must be registered with its local council (section 10 DA Act).
Microchipping	All cats are required to be microchipped prior to being sold or given away (section 12A DA Act), and before being registered with local council (section 10C).
Identification marker	All registered cats outside the owner's premises must wear their council issued identification marker (section 20 DA Act).
Cat containment	Unlike dogs, the DA Act does not specifically require pet cats to be confined to their owner's premises, unless an order by resolution is made by council under section 25 of the DA Act. Councils can make orders that require cats to be confined to their owner's premises, or prohibit cats in a specified part of the council during specified times (section 25). Out of Victoria's 79 councils, around 53% of councils (42) have a cat curfew and another 20% (16) are considering introducing one.
Trespass and nuisance	If a cat is found on private property on more than one occasion without the permission of the property owner, the cat can be seized and its owner fined. The process involves a notice of objection and graduated fines up to a maximum of three penalty units (section 23 DA Act).
Mandatory desexing	Councils can make a resolution to refuse to register cats unless they are desexed (section 10A DA Act). Around 27 (34%) councils have compulsory desexing for cats.
Holding period	Once a cat enters a pound or shelter it must be scanned for a microchip within 3 days (section 63J). The owner of the cat must collect the cat within 8 days (section 84M). Cats not collected within the 8-day holding period can be rehomed or euthanised (section 84O(3)). Cats without identification that are wild, uncontrollable or diseased can be euthanised without a holding period (section 84O(1)).
Pet limits	Councils can make local laws limiting the number of cats that can be kept on a premises (section 42 DA Act).
Pet bans	Councils can make local laws that prohibit the keeping of cats in specified areas of the municipality where threatened native fauna are at risk (section 42 DA Act).
Pets in rental accommodation	Landlords cannot unreasonably refuse consent for tenants to keep pets (section 71C Residential Tenancies Act 1997)

Regulatory element	Description
Pet Exchange Register (PER)	The (PER) is an online database that helps to improve the traceability of dogs and cats being sold in Victoria.
	The PER requires all individuals, organisations and businesses that advertise to sell, rehome or give away a dog or cat in Victoria to obtain a source number. This source number must be displayed on all advertisements along with each animal's microchip number. The PER helps to improve traceability by linking a dog or cat's microchip number to their source number. This information can be used to track down the breeder or seller of a dog or cat if it is lost or stolen.
Prevention of Cruelty to Animals Act 1986 (POCTA ACT) and POCTA	The POCTA Act looks to prevent, and where necessary respond to, acts of animal cruelty.
Regulations 2019	In addition to imposing penalties for animal cruelty offences, section 9 of the POCTA Act makes it an offence for a person to abandon an animal usually kept in a state of confinement or for a domestic purpose, including domestic cats.
	The Code of Practice for the Private Keeping of Cats is made under the POCTA Act. It provides recommended minimum standards of accommodation, management and care appropriate to the physical and behavioural requirements of owned cats.
	The POCTA Regulations 2019 also contain provisions relevant to cats relating to the use of traps, containment collars and transportation of animals.
Catchment and Land Protection Act 1994 (CaLP Act)	The CaLP Act governs the management of invasive plants and animals in Victoria. Cats (feral or wild) are a declared established pest animal on specified Crown land (public) in Victoria under the CaLP Act. The declaration only applies to areas of Crown land managed by public land managers.
	These public land managers (and their agents) are responsible for implementing feral cat control on public land, ensuring feral cat control can be carefully planned and managed to minimise potential adverse animal welfare issues, help safeguard the safety of free-roaming domestic cats and ensure efforts are targeted to help protect the threatened wildlife most at risk from predation by feral cats.
	Feral cats have not been declared an established pest on private land, meaning farmers and other private landholders are not required to control feral cats. Private landholders can manage cats on their property in accordance with the DA Act
Flora and Fauna Guarantee Act 1988 (FFG Act)	Predation of native wildlife by cats is listed as a potentially threatening process under the FFG Act.
Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)	Predation by feral cats is listed as a key threatening process under the Commonwealth <i>Environment Protection and Biodiversity Conservation Act</i> 1999 (EPBC Act). The threat abatement plan for predation by feral cats (2015) sets out a national framework to guide and coordinate Australia's response to the impacts of feral cats on biodiversity. It aims to guide the responsible use of public resources and achieve the best conservation outcome for native species threatened by predation by feral cats, given the opportunities and limitations that exist. An updated draft of this plan was released for public comment in September 2023.

Regulatory element	Description
Code of Practice (CoP)	Codes of practice set out recommended minimum standards and practices for the keeping of a wide range of species and animal related activities. They are read in conjunction with other relevant legislation such as the DA Act and POCTA Acts.
	The Victorian Government has developed a <i>Code of Practice for the Control of Feral Cats on Crown Land</i> ⁶ (the Code). It details the policy and legislative obligations that must be met by public land managers and their agents, and specifies what techniques can be used to control feral cats on public land where the feral cat declaration applies. Standard Operating Procedures (SOP's) have also been developed to support the Code. These include SOPs for ground shooting and cage trapping. All public land managers undertaking feral cat control are required to abide by the Code and SOPs.
	The requirements of all DA Act codes are mandatory. Examples of CoP include, CoP for the: management of dogs and cats in shelters and pounds; operation of breeding and rearing businesses; operation of boarding establishments; private keeping of cats etc.
Animal Welfare Fund Grants	The DA Act established the <u>Animal Welfare Fund</u> to support eligible organisations that rehome pets, provide low-cost veterinary services or free or low-cost desexing programs. Many successful applicants use the grant funding to assist with cat welfare, desexing and rehoming needs.

⁶ Department of Jobs, Precincts and Regions (unpublished), Code of practice for feral cat control on Crown land in Victoria. Victorian Inter-Agency Invasive Species Committee, 2019.

Resources

General guides

Responsible cat ownership course – Animal Welfare Victoria

Keeping your cat safe and happy at home

Codes of practice and guidelines

Code of practice for the private keeping of cats

Code of practice for the management of dogs and cats in shelters and pounds

Humane cage trapping of cats

Legislation

Domestic Animals Act 1994

Prevention of Cruelty to Animals Act 1986

Catchment and Land Protection Act 1994

Websites

Animal Welfare Victoria - Cats

Animal Welfare Victoria - Choosing a pet

Animal Welfare Fund Grants Program

Biodiversity 2037

DEECA - Feral cats

Safe cats, safe wildlife

Keeping cats safe at home

Fact sheets

How to keep your cat safe at home

Settling your new cat into the family

Transitioning to the safe at home lifestyle

What your cat needs at home

Enrichment: help your cat live their best life at home

Introducing your new cat to your dog

Introducing your new cat to your existing feline family

The impact of roaming pet cats on Australian wildlife (June 2023)

Videos

Stray cats, the right thing to do: The story of Tanya and Tom

A safer life for cats: The story of Penny and Bella

Keeping cats safe...indoor life

Cats and wildlife

Five pillars of a healthy feline environment

Caring for Country: Managing cats

Impact of roaming pet cats on Australian wildlife

<u>Cat borne diseases and their impacts on agriculture</u> and livestock in Australia

<u>Cat borne diseases and their impacts on human</u> health

Documents of interest

Draft Animal Care and Protection Bill

<u>Identifying best practice domestic cat management</u> in Australia

Threat abatement plan for predation by feral cats

<u>Draft updated threat abatement plan for predation by</u> feral cats

<u>Inquiry</u> into the control of invasive animals on Crown land (Victorian)

Inquiry into ecosystem decline in Victoria

<u>Inquiry into the problem of feral and domestic cats in Australia (Commonwealth)</u>

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