

Inquiry into the Animal Care and Protection Amendment Bill 2022

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[REDACTED]

State Development and Regional Industries Committee

Dear Parliamentary Committee,

Submission on proposed amendments to the *Animal Care and Protection Act 2001*

Thank you for the opportunity to make a submission on the proposed amendments.

My name is [REDACTED], I became involved in dog training in 2019 when I adopted a difficult rescue dog. Since then, I have been on a very steep learning curve and have now completed a nationally accredited Certificate III in Dog Behaviour and Training. I now work as a dog trainer in Cairns, where I teach people how to communicate effectively and build strong relationships with their dogs. Without access to the required tools during training, I know that the happy and well-adjusted dog I share my home with would not be here today, enjoying the quality of life that she deserves. For this reason and many more, I am strongly against the proposed amendments to the *Animal Care and Protection Act 2001*. Please see below for further details.

POINT A

The government has not followed its own best practice guide for the amendment of legislation. As a result, key stakeholders and the wider community have not been afforded the opportunity to be consulted on the proposed

The Queensland Government Guide to Better Regulation May 2019 states that:

The COAG Best Practice Principles For Regulation Making include:

- A. Consulting effectively with affected stakeholders at all stages of the regulatory cycle
- B. Ensuring that government action is effective and proportional to the issue being addressed
- C. Considering a range of feasible policy options including self-regulatory, co-regulatory and nonregulatory approach
- D. Adopting the option that generates the greatest net benefit for the community

Evidence that the government has not followed its own best practice guidelines:

I refer to the "REVIEW OF THE ANIMAL CARE AND PROTECTION ACT 2001 CONSULTATION OUTCOMES REPORT", prepared by the Department of Agriculture and Fisheries and published in October 2021.

I refer to page 37 of the report, section titled "Relevant E-Petitions". It is acknowledged that "there were six animal welfare related e-petitions that were tabled in the Legislative Assembly during the consultation period. Issues raised in these e-petitions (listed below) are also being considered as part of the ACPA review process".

Of these six petitions, the relevant subject matter of three of these petitions was also included as part of the initial discussion paper; as such, stakeholders and the community were provided the opportunity to give feedback on these matters. I have included the 3 relevant petitions below:

- Make suitable shelter mandatory for all farmed animals (Petition no. 3499-21)
- Tethering of dogs must be prohibited (Petition no. 3501-21)
- Continue the use of all methods, including dogs, to control feral pigs (Petition no.3515-21)

There remains three relevant e-petitions, for which there was no correlating subject matter in the initial discussion paper:

- Ban the use of shock collars on dogs (Petition no. 3526-21)
- Illegal to import - Prohibit the use of prong collars in Queensland (Petition no. 3530-21)
- Prohibit the use of choke collars in Queensland (Petition no. 3531-21)

These three petitions were made to the Hon. Mark Furner, with closing dates in May 2021 and a response due date in June 2021. I wish to note that, since the closing of these petitions, there has been no opportunity provided to relevant stakeholders or the community to be surveyed on these matters. All three petitions listed above closed on 23rd May 2021. The closing date for feedback on the review of the *Animal Protection and Care Act (2001)*, as detailed in the Outcomes Report, was 21st May 2021.

With reference to the “*Animal Care and Protection Amendment Bill 2022 Explanatory Notes*”, page 33, section titled “*Consultation*”. The use of prong collars or any other restraint based tools is in fact missing from the key consultation outcomes of the discussion paper.

It is of concern to me that the following has been stated in the bill (I refer to page 18), given adequate community consultation has not been completed:

“New section 37A allows for the possession of additional types of collars or devices to be prescribed. The amendment is required because continuous developments in collars and devices for animals means that some existing and new collars and devices become unacceptable to the community”

POINT B

Lack of genuine community consultation means the impacts on the community have not been adequately assessed.

The “*Queensland Government Guide to Better Regulation May 2019*” states that “*The depth of analysis and consultation undertaken for a proposal should be proportional to the complexity and significance of the problem and the size of the potential impacts*”.

To quote from page 14 of the bill: “*New section 37A prohibits the possession of a prong collar or another restraint device prescribed by regulation, unless the person has a reasonable excuse*”

The proposed banning of restraint-based training tools presents a number of adverse impacts on the community, which have not been considered due to insufficient community consultation (as evidenced above). To quote from The Queensland Government Guide to Better Regulation May 2019, these include:

Business Impacts

Although not necessary in a majority of cases, these tools are vital in helping some dogs overcome behavioural issues. Without the use of these tools, there will be people who are struggling with their dogs that we as trainers will be unable to help. The fate of those dogs with behavioural issues (that have the potential to become loveable family pets) is a burden that professional dog trainers, veterinarians and dog owners will all have to bear.

Social and environmental impacts

There are countless members of the community who have large breed dogs that simply would not be able to manage taking them out in the community safely (for exercise, for stimulation/enrichment, for healthcare provision etc.) without the use of these tools. Make no mistake, preventing the use of these tools will result in reduce public safety through more instances of dog attacks, and people being injured when overpowered by dogs on a walk. It will also significantly impact the welfare of dogs that are unable to be safely handled without these tools, as they will not have access to the basics such as exercise.

POINT C

Conclusions drawn regarding restraint based tools, specifically the prong collar, have been made based on unsubstantiated research and without meaningful consultation of key stakeholders.

I refer to page 25 of the bill, which states:

“Imposing restrictions on the use of prong collars and other devices is justified as they are considered to be inappropriate as a training aid because they cause pain and fear in dogs which is used as a punishment. Research has shown that using aversive training methods including the use of prong collars can cause pain and distress and can compromise the dog’s welfare”

I would request a more comprehensive review of tools be considered prior to drawing such conclusions, as the above statement demonstrates a lack of understanding of behavioural science and the means in which training tools are most commonly used as a means of Negative Reinforcement (guiding the dog towards the correct behaviour), not Punishment. Adequate consultation with key stakeholders, including but not limited to:

- Members of the Queensland Government currently utilising these training tools, including Police and Military units
- Certified Animal Training Professionals, working to improve standards of pet ownership and care, community safety and education around responsible pet training and ownership
- Animal Welfare Organisations
- Members of the public who own pets or have pet dogs living in their community

This would generate a more comprehensive understanding of the use of training tools in behavioural modification and the betterment of animal welfare.

I refer to page 3 of the bill, which states:

Prohibiting inhumane practices

The Bill amends the ACPA and introduces new offences which will prohibit the inhumane practice of:

- *possessing or using a prong collar, which is designed to bruise or pierce an animal’s skin, or another prescribed restraint on an animal*

The above statement is factually incorrect – the tool is not **designed** to bruise or pierce an animal’s skin. I refer further to page 25 of the bill, which states:

If used incorrectly, prong collars can also cause physical injuries, such as bruising, scratching, and punctures to the skin of the dog. Over time, this can lead to scar tissue developing on the dog. In extreme but rare cases, prong collars have been associated with spinal cord injuries and other severe injuries.

This refers specifically to the **incorrect** use of the prong collar. It is reasonable to state that incorrect use of **any** tool (for example a leash, flat collar or harness) has the potential to cause injury. It is also reasonable to state that **correct** use of the prong collar does not cause injury to the dog. In my personal experience using these tools they offer the clearest communication to the dog through the least possible pressure applied through the lead. Unlike a flat collar which applies heavy pressure to one section of the neck, with a prong collar it is distributed evenly and does not result in pain or injury. You need only attend a training session with dogs accustomed to these tools, to see their enthusiasm and willingness to engage and work with their handler. Once you have been educated, you will understand that these are not tools designed to punish or shut down dogs, quite the opposite!

Additionally, it is of great concern to me, that, as per the wording of the bill above, the use of potentially **any and all** restraint based tools is considered to be inhumane. I am especially concerned by this wording given key stakeholders and members of the community have not been given room to provide feedback on this.

My understanding is that an individual can currently be convicted of animal cruelty for the misuse of any training tool. I would request that current and historical data on such convictions be cited and included in the consideration of amendments to regulation.

CONCLUSION

Based on the above, I would request that amendments to the use, availability and legality of tools not be considered as part of the proposed amendments to the Act, until such time as best practice process is followed, and the community is consulted on the proposed changes.

Yours sincerely,

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