


Inquiry into the Animal Care and Protection Amendment Bill 2022

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31st May 2022


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 , I have been participating in regular training with our 18mth old Labrador for approximately 16 months. This training has been undertaken with Certified Trainers, both in class environments and one-on-one training sessions.

Recently, the proposed amendments to the *Animal Care and Protection Act 2001* were brought to my attention. The purpose of my communication today is to advise why I am strongly against these proposed amendments, and to detail my own personal experience regarding the use of a Prong Collar specifically.

1. The Queensland Government has not followed its own best practice guide for amendment to legislation.

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

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.

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”

2. 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 not only presents several adverse social and environmental impacts on the wider community, but it also impacts Canine businesses regarding Training, Sport and Competition. I believe that community consultation should at least include detail and specificity in relation to: 'restraint device' and 'reasonable excuse'. The majority of the community want to do 'the right thing', but not allowing consultation and explanation of the proposed changes takes that privilege away.

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

These stakeholders include, but are 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

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.

4. My own experience with our 18mth old Labrador, is that the Prong Collar has reduced the risk of damage. As stated earlier, we have been undertaking regular training with Certified Professionals since our dog was 2 months old. During that time, I was taught the correct handling procedures for using a flat collar and leash, as well as a slip lead. Due to the nature of our dog (both excitable and nervous when around both dogs and people), using these tools resulted in some extremely unpleasant experiences for both the dog and I. Pulling while on the flat collar even led to a Vet visit requiring medication due to inflammation of her throat. We also have a harness, for those instances where she is allowed more freedom (off lead or dragging a long line), however this is the only device we use that she shows any resistance towards.

When it was first suggested I consider a Prong Collar for our dog, **I cried... a lot!**

At this point, I was very close to ceasing formal training and never taking our dog out in public. I was one of the people that looked at the collar and questioned its efficacy and purpose. To the eye, it is an emotion evoking device. It was solely due to the level of trust in my Trainers and their knowledge, and I did question them intensely, that I agreed to trial it for one month.

4 months later we are still using the prong collar, and it has changed our world. The improvements over this time have been immeasurable. The activities that we can participate in have increased dramatically. There is absolutely no hesitation shown towards the prong collar by our dog, unlike the resistance to her harness. We won't need the collar forever, but the availability of this training tool has been invaluable in our progress to a richer and more fulfilling life for our outgoing, smart and loving dog.

Additionally, it is of great concern 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.

Based on the above, I would request that amendments to the use/availability/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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