Draft Nillumbik Domestic Animal Management Plan 2017-2021

A requirement of the *Domestic Animals Act* 1994

Our Proposed Position Statement

Pets are important and valued members of our community.

The values that underpin our service

- The way we treat animals is a reflection of who we are as a community
- Animals will be cared for humanely and with respect
- Pets include more than cats and dogs. They also include rabbits, reptiles, fish, rodents and chickens
- We understand why pets are important to their families
- We aspire to be a compassionate community that cares for its animals and its people, regardless of whether they are pet owners or not
- We need help from our community to successfully address challenging and sensitive animal management issues
- We need to work with our community to provide safe haven for pets, along with their owners in times of crisis
- We have a legislated obligation to ensure compliance with state government legislation in relation to the management of pets
- We recognise that some of the issues we need to address are complex, can generate contrary reactions, and will need a mix of short, medium and long term strategies to address
- Pet owners have a responsibility to manage their pets so their pets do not adversely impact on the amenity and safety of our neighbourhoods and community.

"I want to congratulate council on its refreshing approach to understanding the important role companion animals play in the lives of their owners, and often the community."

DAMP submission respondent

80% of survey respondents1 said Nillumbik animal management staff are helpful and courteous and 75% said that 'council recognises the benefit of pets'

DAMP community survey

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	GLOSSARY OF TERMS					
Term	Definition for the purpose of this document	Term	Definition for the purpose of this document			
AMOs	(Council) Animal Management Officers	Authorised Officer	Person authorised by council under section 224 of the Local Government Act to administer/enforce any Act			
NSC/Council	Nillumbik Shire Council	DAA	Domestic Animals Act 1994			
Local Laws/ Orders	Ordinances put in place by council under various Acts of state government	LGA	Local Government Act			
POCTA	Prevention of Cruelty to Animals	Community survey	Survey conducted as part of the research carried out for the DAMP			
AVA	Australian Veterinary Association	Strategies to address issues	Stakeholder			
RSPCA	Royal Society for the Prevention of Cruelty to Animals	Strategies to address issues	Stakeholder			
AIAM	Australian Institute of Animal Management	Strategies to address issues	Stakeholder			
G2Z	Getting to Zero	Strategies to address issues	Stakeholder			

1. Background information

1.1 What is the purpose of the Domestic Animal Management Plan?

The Domestic Animal Management Plan identifies the emerging and ongoing issues for Council's animal management services that need to be considered and address over the next four years. It provides the service planning and delivery framework for animal management services, and includes the timeframe during which Council will address priorities identified in the plan.

The plan also provides an overview of the ongoing compliance and education activities carried out by Council's Animal Management Service.¹

1.2 Planning for domestic animals in Nillumbik

1.2.1 The Victorian Domestic Animals Act 1994

The Victorian Domestic Animals Act² requires all Victorian councils to prepare a Domestic Animal Management Plan to outline how councils will address matters associated with cats and dogs.

The Act also specifies a number of matters that Council must address as part of the plan. These matters relate to:

- Establishing the measures and processes for:
 - o evaluating the effectiveness of the service and associated programs
 - o reviewing local laws and orders
- Ensuring residents and Council comply with Act, particularly in relation to:
 - o identification and registration of cats and dogs
 - o training of staff
- Minimising risk and nuisance associated with:
 - o dogs, including dog attacks, barking dogs, wandering dogs, dogs defecating in public places, and dogs that are declared as 'dangerous'
 - o cats, including cats trespassing
- Animal welfare including the high euthanasia rates associated with cats and dogs
- The management of animals in times of disasters.

1.2.2 Council planning

In addition to the requirements of the Act, Council supports the need for an integrated approach to the planning for cats and dogs, as well as other pets in the community.

Consultation undertaken for the Nillumbik Heath and Wellbeing Plan currently under development identifies the benefits associated with pet ownership, particularly in terms of physical and mental health, and community networking. It also identifies the need to address the impacts to pets in situations of family violence, natural disasters; and to investigate 'pet related support programs' that enhance health and wellbeing outcomes.

Recreation planning has identified the need to address the challenges associated accommodating the needs and expectations of both dog owners and non-dog owners in parks.

Key references important to the Nillumbik DAMP:

- Domestic Animals Act, 1994
- Council Plan; Living in the Landscape
- Recreation Strategy
- Draft Health and Wellbeing Plan
- Positive Ageing Strategy

Planning for the DAMP also identified the influence pets are having on their owner's travel and recreation decisions. This potentially presents new opportunities associated with tourism and economic development within the Shire.

An integrated approach to the planning for pets in the community enables council to understand and address pet management and health and wellbeing matters, as well as wider opportunities associated with pets.

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DAMP Appendix 3

² Domestic Animals Act, section 68A, Victorian State Government.

2. How we prepared the Domestic Animal Management Plan

Research for the Domestic Animal Management Plan has taken into account the research and consultation carried out for other strategic plans, including the Draft Health and Wellbeing Plan and the Recreation Strategy³. It has also considered how the plan can help Council address the recommendations and actions of those documents.

Consultation and community engagement carried out to date specifically for the Domestic Animal Management Plan has involved:

- An online survey with 842 respondents
- 18 written submissions
- Council staff workshops and interviews, including with staff from disability, community, tourism / economic development, environmental, and recreation services
- Consultation with benchmarking councils
- Consultation with key industry groups including Getting to Zero (G2Z); the RSPCA, the Cat Protection Society, Australian Veterinary Association.

3. What did we achieve from the 2013-2017 Domestic Animal Management Plan?

The 2013-2017 Domestic Animal Management Plan identified the important role that pets play in the life of their owners. It also identified the wide-ranging expectations the community has of council's animal management service.

As a result, the plan proposed an ambitious program of initiatives that went well beyond initiatives proposed in previous plans, and which put extensive pressure on Council's Animal Management Service team to deliver upon.

In order to optimise resources, council staff put considerable resources into investigating future partnership opportunities as part of the previous plan. These will be further investigated over the next four years as identified in actions 15, 16 and 23.

The highlights from the 2013-2017 DAMP, and the last fours years of operations include:

- A significant decrease in the number of:
 - cats impounded
 - impounded cats that were euthanased (-206 / -58%)⁴
 - undesexed dogs⁵
- A continuing high rate of rehoming of impounded cats
- The provision of two fully fenced dog parks, one in Diamond Creek and the other in Hurstbridge
- The establishment of a 'Ranger Work Experience' program
- A significant increase in the number of people attending the annual Pet Expo (an estimated 6,000 at the last Pet Expo)
- Initial consultation with commercial pet service providers to investigate partnership service and promotional opportunities
- The registration of a large number of unregistered pets as a result ofCcouncil's door knock⁶ program.

³ Council Plan: Living in the Landscape; 2017- 2021; Recreation Strategy 2011-2019; Health and Wellbeing Plan, 2017-2021

⁴ A comparison between the 2012/13 and 2016/17 DAMP data

⁵ As identified on the Nillumbik pet registration database

⁶ Un-notified visitation to over 700 households

4. About domestic animals in Nillumbik

4.1 What are domestic animals?

Domestic animals are generally those animals that reside as companions to people living in Nillumbik homes, or they may be working animals such as farm dogs or assistance animals.

Domestic animals may also be unowned or semi-owned animals, as can be the case with some populations of cats that residents may feed, or tend to, but do not take ownership of. They may also be animals that are temporarily residing in shelters or with foster carers.

The Domestic Animals Act 1994 only sets requirements for the management of cats and dogs. However, Council recognises that residents have a large variety of other species of animals living with them as their pets⁷. These can include reptiles, rabbits, guinea pigs, fish, ducks and chickens.

Of the survey respondents, 11 residents (1.3 %) stated that the have never owned a cat or dog. All others stated that they owned cats or dogs now, had in the past or intended to in the future. 8 respondents (0.95 %) stated that they had never owned a pet of any type. Further:

- 83 / 9.9 % respondents stated that they currently owned pets other than cats and dogs
- 283 / 33.6 % of respondents own cats now and/or will into the future
- 530 / 63 % respondents own dogs now and / or will into the future.

4.2 What does research say about the benefits of pet ownership?

Research cited in a number of publications including 'Pet Ownership in Australia' (2016) highlights considerable research that demonstrates the significant health and well-being benefits associated with owning a pet. These include:

- People who own pets typically visit the doctor less often and use less medication
- Pet owners, on average have lower cholesterol and lower blood pressure and are less likely to report feeling lonely
- Pet owners recover more quickly from illness and surgery and deal better with stressful situations
- Pet owners show lower levels of risk factors associated with heart disease
- Pets have been shown to greatly increase quality of life for the elderly including reduced tension, fatigue and confusion and increased feelings of enthusiasm, interest and inspiration; and
- Self-esteem has been shown to be higher in children or adolescents who have a pet.⁸

In addition, in 2015 Australians spent approximately \$12.2 billion on pet products and services, a 42% increase since 2013⁹. Australians spent significantly more on their cats (up 35%), dogs (up 33%) and fish (up 54%) across most product categories in 2016 than they did in 2013.



9 Pet Ownership in Australia; 2016; p31

⁷ Including 10% of survey respondents

⁸ The Power of Pets: The benefits of companion animal ownership, Australian Companion Animal Council, 2009

5. About pets in Nillumbik

5.1 What pet owners told us about their pets

The role pets play in the families of Nillumbik is revealing and clearly indicates the impact that pets have in the daily lives of residents. Here is what the DAMP survey respondents told us¹⁰:

- 89% say their pets are an important part of their family
- 86% say it is important for them to have an animal in their life
- 84% say their pets are important because they give unconditional love
- 70% say they talk to more people because they have a pet
- 65% say they or their family exercises more because they have a pet.

5.2 Pet owner obligations

Pet owners have a number of legislated responsibilities which are well documented in Council information and on Council's website. One of the most significant challenges Council and the community has relates to pet owners who are not aware of their need to minimise the impact their pets can have on other people and other pets.

Residents make choices about the type of pets they will bring into their household based on a number of factors. These include lifestyle, preference for one type of pet over another and the cost associated with adopting a particular type of pet.

Often pet owners assume or want to believe that other pet owners and neighbours will be equally embracing of their pet as they are.

This is often not the case. As a result, a significant amount of Council time and recouces are taken up with managing different neighbour and community expectations around pets, helping pet owners understand their responsibilities, and assisting people impacted by pet owners who forget that they need to consider the needs of other residents.

The following are examples of the issues that Council needs greater understanding and support from pet owners to address:

- dogs that bark, particularly when their owners are away from home
- dogs that owners let off-leash in on-leash areas or that are allowed to annoy other people and their pets
- cats that urinate, disturb other pets, or attack wildlife in neighbours properties
- cats that are out at night.

Council does not have the resources to deal with these issues alone, and seeks to work with pet owners and the broader community to ensure pets are not regarded as an unnecessary nuisance.

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Diamond Creek fenced dog off-leath area

 $^{^{10}}$ % of DAMP survey respondents who selected 'very important' or 'important'

6. Some key statistics and trends

There are 11,058 dogs and 3,153 cats on Council's pet registration database. This is an increase of 40 dogs and 63 cats on 2012/13¹² registrations and represents a slight decrease in cat and dog populations as a proportion of the population.

Data released in 2016 indicates there could be up to 20 dogs and 16 cats for every 100 people in Australia ¹³. Actual cat and dog ownership rates might be more or less in some areas depending on household type ¹⁴, the level of urbanisation and socio-economic factors.

Table 1 – Cat and dog registrations					
Criteria	2012/13	2016/17	+/-11		
Cats	3090	3153	+63		
Cats / 100 residents	5.12	5.04	-0.08		
Dogs	11018	11058	+40		
Dogs / 100 residents	18	18	0		

Compared to a number of other outer eastern Melbourne councils, Nillumbik would appear to have a significantly higher rate of registration for dogs, and a slightly higher rate of registration for cats.

The suburbs in Nillumbik with the largest number of registered cats are Eltham, Diamond Creek and Eltham North; and the suburbs with the largest number of registered dogs are Eltham, Diamond Creek, Hurstbridge and Greensborough.

The Domestic Animals Act requires Council to collect data about cats and dogs and monitor trends that may require intervention. A full account of this data is provided in Appendix 2.

7. About Animal Management Services

Animal Management Services are part of Council's Community Safety Department, which form part of Council's Services and Planning Directorate. Council invests over \$680,000 annually in the management of the service.

The equivalent of 3.35 Effective Full Time (EFT) officer positions are dedicated to delivering animal management services. The focus of these positions is on:

- Applying state legislation and Council local laws and policies to the management of pets and pet related businesses and activities
- Providing advice to pet owners and information to the wider community and encouraging residents to manage and care for their pets appropriately
- The registration of animals
- Inspections of animal businesses and animals with special registration requirements
- Managing conflicting community attitudes and expectations relating to pets in public places such as parks and along trails
- Managing neighbourhood issues and complaints relating to pets
- Responding to animal welfare issues
- Co-ordinating the Pet Expo
- Managing Council's pound service and facility for dogs and liaising with the Cat Protection Society, the organisation that provides Council's cat pound service.

Council has a number of policies and procedures that underpin the operations of animal management services. These are listed in Appendix 3.

7.1 'Local Laws', 'Orders' and planning scheme requirements

There are a number of ordinances that residents must comply with if they own or are responsible for the care of animals, or manage animal businesses or facilities. The following provides a summary of these ordinances:

- Section 26 Order in Council¹⁵ 'Cat confinement'
 This order requires cats to be confined to their property between 7.30 pm and 6 am.
- Section 26 Order in Council 'Dogs in public places'

¹¹ For every 100 residents

¹² Data reported in the 2012/13 DAMP

¹³ Pet Ownership in Australia in 2016

¹⁴ Families are more likely to have pets than single person households / Older people less likley to have pets than younger people

¹⁵ A council ordinance that is made under Section 26 of the Victorian State Government DAA – Appendix 4

This order requires dogs to be on leash in all public places, other than in designated areas where dogs are allowed off leash. It also requires owners / carers to ensure they have their dogs:

- under effective control at all times
- o on-leash within 5 metres of playgrounds in pre-schools, schools and childcare centres.

In addition to this legislated requirement, council's planning scheme places restrictions on the keeping of cats and dogs in the Bend of Islands Environmental Living Zone.

- Section 26 Order in Council 'Exclusion of dogs on sporting ovals in Diamond Creek and Hurstbridge'
 This order disallows dog being on any sports field in Diamond Creek and Hurstbridge.
- Section 10A Order in Council 'Mandatory Desexing of Cats'
 This order requires cats to be desexed before they can be registered.
- Amenity Local Law 'The Keeping of Animals'
 This local law requires residents to have a permit if they want to house more than two dogs and 2 cats at any one property.

8. The issues and opportunities we will address over the next four years?

This section provides an overview of the findings from consultation and research carried out for the DAMP, and incorporates findings from other council planning projects. It also provides a summary of new initiatives that will be put in place over the term of the DAMP (2017-2021).

Ongoing compliance and educational activities that are carried out as standard practice are outlined in Appendix 3.

8.1 Service Management, Training and Awareness

Objectives:

- To provide an efficient and effective service that responds to our legislated responsibilities, and the changing needs and expectations of our community
- To ensure our staff are trained to enable them to safely and effectively manage the service, particularly in light of changing service demands.

8.1.1 The key messages from our consultation and research

- 80% of survey respondents¹⁶ that expressed an opinion said animal management staff are helpful and courteous and 75% said council recognises the benefit of pets:
 - 61% said our website could have more information about caring for pets
 - 87% said it would be good to have more support services for elderly and pet owners with disabilities
 - Anecdotally residents expect more than a compliance / punitive relationship with Council when it comes to pets.
- Pets are being reunited with their owners via an increasing number of avenues, including social media and veterinary clinics. This needs to be appropriately embraced by the service.
- The community has a growing expectation of local government in relation to:
 - Raising awareness about the plight of pets and pet owners in times of crisis, and advocating for support for these pets and their families
 - Local action on animal welfare issues
 - Animal welfare issues generally, even if they are not prevalent in the shire.

There were 203 fewer infringment notices issued in 2016/17 than recorded for the 2012/13 DAM Plan

Council's Ranger Unit has 5 Rangers of which 2.15 EFT is designated to animal management. The Ranger Unit is also supported by an Administration Unit which provides 1.2 EFT for support.

All 5 Rangers are multi-skilled so the service has backup when needed.

Staff have Certificate IV in Animal Control and Regulation and receive regular training and education in matters esential to the service including:

- Customer service / conflict resolution
- Restricted Breed Dog Identification
- Managing dangerous dogs
- Prosecution proceedings
- Industry best practice
- POCTA training

A full schedule of staff training is at Appendix 3

 $^{^{16}}$ % of survey respondents that expressed an opinion. i.e. did not say 'don't know' / 'not relevant to me'

- There is a need to increase community awareness of the scope and value of the service, and understand how animal registrations enable Council to address issues even if they are not specific to individual residents e.g. dealing with semi-owned / unowned cat populations.
- It would appear there may be a significant number of pet owners¹⁷ and residents generally:
 - o who do not understand the scope of Council's animal management service
 - with whom Council could be engaging with more, in order to address issues and investigate opportunities.
- A whole-of-Council approach is required if issues are to be effectively addressed and opportunities realised.

8.1.2 Service Management, Training and Awareness

	ACTION	YEAR OF PLAN	STAKEHOLDERS
1.	Animal management Officers to undertake CRAF (Common Risk Assessment Framework) or similar training	Yr 1 then ongoing	* CS
2.	Investigate the need for agreements with veterinary surgeries to rehouse dogs and cats, and / or the need to review current arrangements	Yr 2	* CS
3.	Undertake a review of website and hard copy information provided to customers for the animal management service and update to improve customer awareness of and access to the service	Yr 1 then ongoing	* CS

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing

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¹⁷Possibly in excess of 40% of pet owner survey respondents that do not know what Council does. Has implications, particularly in terms of perceived 'value' for registration cost.

8.2 Registration and identification

Objectives:

- To increase pet registrations as a proportion of our resident population.
- To maintain accurate animal registration records.

Appendix 2 contains detailed information about cats and dogs in Nillumbik. This information is used to set performance targets for the service, and importantly to identify any animal management and welfare trends that Council may need to address.

8.2.1 The key findings from our consultation and research

- Council was able to reunite 258 dogs with their owners in 2016, or 85% of impounded dogs; and 23 cats or 21% of impounded cats. This is because Council could trace owners through registration and microchip information.
- However, 42% of dogs (127 of 302) and 98% of cats (103 of 106) impounded in 2016 were not on Council's pet registration database. This represents a decrease in the actual number of dogs impounded that were unregistered, but an increase as a proportion of impounded dogs overall (6.6% increase).

'doorknocked' in 2014, 51 unregistered pets were identified. This represents approximately 7 unregistered pets for every 100 households.

Of 710 households

- There was a significant increase (935) in the proportion of registered dogs that were desexed in 2016/17 compared to 2012/13. Council encourages owners to have their dogs desexed for community safety and dog health and wellbeing reasons.
- Based on industry feedback and information¹⁸ Nillumbik has a significantly higher rate of dog registration and a slightly higher rate of cat registration than a number of adjoining councils¹⁹.
- it is anticipated that there are a number of pets registered on various industry microchip databases that are not on Council's registration database. There is likely to be many residents:
 - who assume Council's registration database and the microchip data base are one of the same
 - o who do not know how to access microchip databases in order to update pet information
 - who do not realise the scope and complexity of animal management services, and therefore do not see the benefit of pet registrations.

8.2.2 Strategies to address new and emerging issues

	ACTION	YEAR	STAKEHOLDERS
4.	Use the information currently being prepared by the AVA and the RSPCA to help residents understand the benefits and value of pet registration.	Yr 2 then annual	* CS RSPCA, AVA, other LGAs
5.	Cross-reference council database of registered animals with microchip registries to identify unregistered animals, animals with no permanent identification, and restricted breed dogs.	Yrs 1 & 3	* CS
6.	Ensure all impounded cats and dogs are registered and microchipped on release.	Yr 1 then ongoing	* CS
7.	Advocate for a single industry microchip registration database.	Yr 2	* CS

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing

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¹⁸ Informtion from 4 councils in outer eastern Melbourne including Nillumbik, Maroondah, Knox and Yarra Rangers

¹⁹ Pet Ownership in Australia in 2016

8.3 Dealing with nuisance and amenity issues

Objectives:

- To minimise the number of complaints relating to pets particularly in relation to:
 - o Barking dogs
 - o Dogs off leash in on leash areas
 - Dog owners not collecting dog droppings and inappropriate disposal of dog litter bags
 - o Cats trespassing.

8.3.1 The key findings from our consultation and research

- Overall, complaints relating to pets have increased slightly in number on the 2012/13²⁰ figure (49), an increase that is proportional to the increase in population.
- In 2015/16:
 - The most significant increase in complaints relate to barking dogs. There were 49 more complaints about barking dogs than in 2012/13 (37), which represents a 6% increase
 - o dogs that are not confined to their property are the source of the majority of complaints (504/65% of all complaints²¹). This is an increase on the 2012/13 figure of 475, and is in proportion to the increase in population
 - o there was a decrease of 40 cat related complaints compared to 2012/13 (65/105), which also represents a decrease in cat complaints as a proportion of all complaints.
- Nuisance issues highlighted in the DAMP survey²²:
 - Dog owners not picking up after their dog (68%)
 - Dogs barking (50%)
 - Cats not confined at night (45%)
 - O Dog owners letting their dogs annoy other people / other dogs / not controlling their dogs in public places etc. (40%)
 - Dogs being off-leash in on-leash areas
 - Cats trespassing (40%).
- Cats allowed to wander into adjoining properties / not confined at night, unowned / feral cats, cats
 in bushland areas; dogs off leash in on leash areas and owners not collecting dog droppings were
 the source of significant written complaint in the DAMP survey.
- There is a need to collect more location specific information about nuisance issues. This will enable Council to implement targeted strategies to address nuisance issues.
- The lack of any requirement for cats to be confined to some degree is a concern for nearly half survey respondents. This is a topic that triggers diverse opinions and extreme emotions, which need to be appropriately managed.

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²⁰ Data from 2012-2013 DAMP

²¹ As a proportion of all cat and dog relted complaints

²² DAMP Community Survey

8.3.2 Strategies to address new and emerging issues

	ACTION	YEAR	STAKEHOLDERS
8.	Adopt the location specific nuisance reporting data (e.g. barking dogs, cat trespass) in order to identify problematic areas and target strategies to address local needs.	Yr 2	* CS, CC G2Z. Other LGAs, AIAM, AVA
9.	Investigate the financial and community benefits of contracting an animal behaviourist as an intervention in relation to barking dog issues, which may include community information sessions. **	Yr 3	* CS, E Other LGAs, AIAM, AVA
10.	Review cat trapping information and protocols	Yr 2	* CS, E
11.	Investigate successful community-based awareness raising relating to dog owners that do not pick up dog droppings.	Yr 4 or sooner if sector interest	* CS, E Other LGAs, AIAM, AVA

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing; E=Environment

8.4 Dog attacks

Objectives:

- To reduce the number of dog rushes and attacks
- To increase community understanding of the behaviour that constitutes a 'dog attack'
- To optimise the reporting of dog attacks
- To collect informative data on dog attacks that can better inform future community awareness initiatives

8.4.1 The key findings from our consultation and research

- There were 93 reported dog attacks/rushes in 2015/16 compared with 68 in 2012/13 and 43 in 2006. This represents an increase of 25 cases and a slight increase proportionate to the increase in the population over the same time.
- Data needs to be differentiated for dog 'attacks' from dog 'rushes' to better distinguish between extreme acts of aggression and other incidents that result in complaints.
- Generally, dog attacks are most likely to occur in the home or immediate vicinity of the home rather than in public places with young children being the primary victim. Records show that in Nillumbik there is no particular environment that is more or less associated with dog attacks.
- Anecdotal industry information and hospital admissions data indicates there are likely to be a significant number of dog attacks that are not being reported. The full extent of these issues needs to be understood so that council can respond with appropriate initiatives.
- Dog owners need to better understand that dogs can behave unexpectedly and even erratically given the combined circumstances.
- More accurate information relating to the location of dog attacks may assist Council target problem locations and dog owners.

8.4.2 Strategies to address new and emerging issues

	ACTION	YEAR	STAKEHOLDERS
12.	Enhance the promotion/distribution of information that assists residents make appropriate pet selection, particularly in relation to dogs.	Yr 1	* CS , CC
13.	Improve community awareness of procedures for reporting a dog attack or rush.	Yr 1	* CS

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing



The rate of Australians being attacked has increased by almost 60 per cent from 2003 to 2013.

University of Tasmania's Menzies Institute for Medical Research

"Even though young children have the most bites the overall rate of injury in this age group is not increasing, suggesting public awareness campaigns are working."

Dr Mithun Rajshekar Australian and New Zealand Journal of Public Health, July 2017

8.5 Managing dangerous, menacing and restricted breed dogs

Objective

 To minimise the number of dangerous, menacing and restricted breed dogs in the community

8.5.1 The key findings from our consultation and research

- There are 8 'declared' dogs on Council's pet registration database.
- Residents must not assume that it is only 'restricted breed dogs' that may have a predisposition to aggressive behaviour. It is recognised that these dogs pose a greater risk because of the nature of the breed. Restricted breed dogs include Japanese Tosa; fila Brasiliero; dogo Argentino; Perro de Presa Canario / Presa Canario; and American Pit Bull Terrier / Pit Bull Terrier.
- Some dog owners may register their 'restricted breed dog' as another breed in order to avoid the restrictions that come with a restricted breed dog.
- Dogs that are not appropriately trained, socialised and controlled can develop behaviour that results in them being declared as a 'menacing' or 'dangerous' dog. Appropriate management and education of dogs will reduce anti-social behaviour.
- 'Menacing Dog' A dog that has chased or rushed at a person, or has biten an animal or person resulting in injury that is not deemed 'serious'. If a dog incurs 2 menancing dog vilations then it is declared a 'dangerous dog'
- 'Dangerous dog' A dog that has caused a serious injury to or death of another animal or person
- 'Declared dog' A restricted breed, 'menacing' or 'dangerous' dog

8.5.2 Strategies to address new and emerging issues

	ACTION	YEAR	STAKEHOLDERS
14.	Cross-reference microchip database information with current Council registration database for potential restricted breed dogs.	Yr 2 & 4	* CS
15.	Review and enhance information for dog owners to ensure there is a clear understanding as to dog behaviour that will lead to their dog being 'declared'	Yr 4	* CS

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing

8.6 Overpopulation and abandonment of pets (including euthanasia)

Objectives

- To minimise the number of stray, abandoned and unwanted pets
- To identify and manage the semi-owned cat population challenges.

8.6.1 The key findings from our consultation and research

- Survey respondents told us they are concerned about a number of issues relating to the over population and abandonment of pets generally, even though these may not be significant issues in Nillumbik. Key issues relevant to residents include:
 - The high rate of euthanasia of cats and kittens (61%)
 - The abandonment of pets (87%)
 - o Unowned cats that people feed but do not take full responsibility for.
- In 2015/16 Council impounded 106 cats, of which 94 were returned to their owner or rehoused, and 12 euthanised.
- Based on anecdotal feedback in the community survey, there is likely to be a population of semi-owned cats in the community that is contributing to the overpopulation and high euthanasia rates of cats and kittens.
- G2Z (Getting to Zero) has developed medium and longer-term strategies to address cat over population issues, and will work with councils to implement these.

8.6.2 Strategies to address new and emerging issues

	ACTION	YEAR	STAKEHOLDERS
16.	Work with the Cat Protection Society to develop strategies to enhance awareness of high re-homing rates for cats and encourage residents to contain and surrender semi-owned / unowned cats	Yr 2	CS CPA
17.	Work with Getting to Zero (G2Z) to: improve information to the community about managing the semi-owned cat populations and residents to address the semi-owned cat populations establish trial programs to address the semi-owned cat populations.	Yr 3 & Yr 4	* CS G2Z

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing

In excess of 100,000 cats and 76,000 dogs were euthanased in Australia in 2010. It is determined that up to 90% (138,523) of these pets were of good health and disposition and therefore appropriate for rehoming.

G2Z (Getting to Zero).

8.7 Domestic animal businesses

Objective

 To ensure domestic animal businesses comply with their legislative responsibilities and relevant codes of practice.

8.7.1 The key findings from our consultation and research

- There are 11 domestic animal businesses in Nillumbik:
 - One pet shop
 - Two animal shelters
 - o Eight boarding establishments.
- 40% of survey respondents told us they are interested in knowing about dog training or activity groups they could access.

Under the Domestic Animals Act, Domestic Animal Businesses (DABs) are establishments such as animal shelters, pet shops, animal breeding and/or rearing establishments, and boarding and/or training facilities that are run for profit¹.

Council is the agent responsible for monitoring DABs to ensure they comply with codes of practice and state government legislation.

8.7.2 Strategies to address new and emerging issues

	ACTION	YEAR	STAKEHOLDERS
18.	Identify opportunities to work with DABs to promote responsible pet ownership and initiatives that address the objectives of the Domestic Animal Management Plan.	Yr 4	* CS

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing

There are 13 designated dog off leash

areas in Nillumbik:

Eltham (3)

Eltham Lower (1) Greensborough (1)

Hurstrbridge (1)

Diamond Creek (3)

This includes fenced areas in Diamond

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Eltham East (1)

Research (1)

Creek and Hurstbridge

8.8 Provision for dog off leash opportunities

Objective:

To effectively plan for use of parks by the dog owning and non-dog owning communities.

8.8.1 The key findings from our consultation and research

There is a significant demand for additional dog off leash areas, particularly in areas where there may be an under supply of opportunities.

- There is considerable community frustration with dog owners who let their dogs off leash in on-leash areas, causing significant annoyance and distress to both other dog owners and other users of Nillumbik parks. Refer section 8.3.
- Due to conflict between sports activities and dogs, the wear and tear on sports fields due to use by dogs owners / dogs, and in particular due to the prevalence of dog droppings, dog off leash activities have been prohibited on some sportsfields.
- The DAMP survey indicates significant demand from dog owners for additional fenced and / or unfenced areas where dogs can be legitimately let off-leash.

Dog off leash areas become significant community

gathering places and allow dogs to socialise freely (dog behavioural benefits).

- Generally fenced dog parks are only considered:
 - where there is a need to provided for off leash activities in close proximity to other park activities
 - where there is not the space for appropriate buffers between activities on the site
 - when there is not the space for a buffer between the dog off leash area and other community infrastructure such as roads, shopping precincts, railway lines.

Strategies to address new and emerging issues 8.8.2

	ACTION	YEAR	STAKEHOLDERS
19.	Develop a policy / rationale for providing or expanding off leash areas for dog owners and their dogs and a provision strategy that considers:	Yr 1	* CLF, CS
	 Gaps in current provision and a review of the fenced dog parks 		Dog obedience clubs,
	 A rationale that underpins future provision including matters relating to dogs on sports fields 		
	 An evaluation of possible sites for consideration as off leash areas 		
	 Use of sportsgrounds by dog obendience groups. 		
* 6	ad Department		

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing

Maps of the current Off-leash and On-leash areas - Appendix 5

Shire of Nillumbik

8.9 Community support and community building initiatives

Objectives:

- To recognise and optimise the community building / strengthening benefits associated with pets, including initiatives that support:
 - older people to remain pet owners
 - o pet owners to make their pets safe in times of domestic violence

8.9.1 The key findings from our consultation and research

- Of survey respondents:
 - 80% were concerned about the welfare of pets in domestic violence situations. 10% stated that the welfare of a pet as a result of domestic violence was an issue for them now, or has been in the last 12 months
 - There is a need for relevant service areas within council to work together to ensure an integrated approach to identifying and addressing issues associated with pets in 'at risk' families.
 - A study conducted by Eastern Domestic
 Violence Service showed that 53% of women
 in violent relationships reported pets being
 hurt or killed, and 46% reported their pets had been threatened.²³



Therapy pets... when no one else can possibly understand

- Newly released research indicates pets are an under-recognised conduit for building social capital
 particularly as associated with trust, reciprocity and involvement of more pet owners than non-pet
 owners in civic affairs²⁴.
- As people age, they are less likely to own a pet, and yet pets help minimise the effects of loneliness which can increase the risk of death by 26%²⁵. Less than 50% of people aged 70 years or older own a pet compared to 62% across all other age groups.

8.9.2 Our plans to address priorities for the next four years

	ACTION	YEAR	STAKEHOLDERS
20.	Work with Council's Community Services Department to put in place relevant procedures for:	Yr 1	* CC , CS
	 Ensuring an integrated approach when dealing with families at risk of family violence 		
	 Investigating and promoting respite options for pets in situations of domestic violence. 		
21.	Encourage relevant Council departments to advocate for accommodation for victims of family violence that allows families and pets to stay together.	Ongoing	* CC, CS
22.	Work with relevant Council departments to encourage volunteers interested in supporting older and pet owners with disabilities retain their pets e.g. volunteer dog walkers, vet transport.	Yr 4	* CC , CS

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing

²³ Royal Commission Into Family Violence Submission: The Link Between Domestic Violence and Animal Abuse, Judy Johnson OAM

²⁴ The petconnection: Pets as a conduit for social capital? Social Science & Medicine 61 (2005) 1159–1173

²⁵ Loneliness and Social Isolation as Risk Factors for Mortality, http://journals.sagepub.com/

8.10 Pet related tourism

Objective:

 Understand the potential benefits associated with pet related tourism in Nillumbik

8.10.1 The key findings from our consultation and research

- There is the potential for Nillumbik to benefit from the growing pet owner visitor tourism market.
- The availability of pet friendly accommodation is not keeping up with demand across Australia.²⁶
- Of DAMP survey respondents:
 - o 40% stated that they regularly take their dog to cafes with dog friendly outdoor areas
 - 50% stated that they make holiday choices based on there being pet friendly accommodation available.
- Evidence would indicate that there is merit in considering opportunities associated with pet tourism / visitation in Nillumbik and pet related tourism branding.

8.10.2 How will we respond to these specific issues over the next four years

	ACTION	YEAR	STAKEHOLDERS
23.	Recommend to the Economic Development Department that consideration be given to exploring and quantifying the potential benefits associated with pet tourism / visitation	Yr 1 & ongoing	* BTM , CLF Tourism Assns
24.	Consider opportunities to work with partner councils and the tourism sector to investigate opportunities associated with pet tourism / visitation	Yr 4	* BTM, CLF, CS Tourism Assns

* Lead Department

CC=Connected Communities, CS=Community Safety; CLF=Community & Leisure Facilities; BTM=Business Tourism and Marketing



The lack of acceptance of animals in society is threatening to hurt the tourism industry by deterring pets owners

CEO PIAS, 2014

²⁶ CEO, PIAS (Pet Information Advisory Service)

9. How we will implement the Domestic Animal Management Plan

9.1 Setting priorities for the next four years

Priorities in the Domestic Animal Management Plan may change over the life of the plan depending on changing service demands and priorities, available resources, partnership opportunities and external funding opportunities.

9.2 Monitoring and reviewing the Domestic Animal Management Plan

Council will review the Domestic Animal Management Plan in years 1 to 4 to ensure actions and priorities are still relevant and can be completed within available resources.

In year four, council will undertake a major review of the plan.

10. Appendices

Appendix 1 – The Domestic Animals Act requirement of council

Under Section 68A of the Domestic Animals Act, every Council must prepare a Domestic Animal Management Plan, as follows:

68A Councils to prepare Domestic Animal Management Plans

- (1) Every Council must, in consultation with the Secretary (of the Department of Primary Industries), prepare at 4 year intervals a Domestic Animal Management Plan.
- (2) A Domestic Animal Management Plan prepared by a Council must—
 - (a) set out a method for evaluating whether the animal control services provided by the Council in its municipal district are adequate to give effect to the requirements of this *Act* and the regulations; and
 - (b) outline programs for the training of authorised officers to ensure that they can properly administer and enforce the requirements of this *Act* in the Council's municipal district; and
 - (c) outline programs, services and strategies, which the Council intends to pursue in its municipal district—
 - (i) to promote and encourage the responsible ownership of dogs and cats; and
 - (ii) to ensure that people comply with this Act, the regulations and any related legislation; and
 - (iii) to minimise the risk of attacks by dogs on people and animals; and
 - (iv) to address any over-population and high euthanasia rates for dogs and cats; and
 - (v) to encourage the registration and identification of dogs and cats; and
 - (vi) to minimise the potential for dogs and cats to create a nuisance; and
 - (vii) to effectively identify all dangerous dogs, menacing dogs and restricted breed dogs in that district and to ensure that those dogs are kept in compliance with this Act and the regulations; and
 - (d) provide for the review of existing orders made under this *Act* and local laws that relate to the Council's municipal district with a view to determining whether further orders or local laws dealing with the management of dogs and cats in the municipal district are desirable; and
 - (e) provide for the review of any other matters related to the management of dogs and cats in the Council's municipal district that it thinks necessary; and
 - (f) provide for the periodic evaluation of any program, service, strategy or review outlined under the plan.
- (3) Every Council must—
 - (a) review its Domestic Animal Management Plan annually and, if appropriate, amend the plan; and
 - (b) provide the Secretary with a copy of the plan and any amendments to the plan; and
 - (c) publish an evaluation of its implementation of the plan in its annual report.

Appendix 2 – Key statistics

Measure			
	2012/13	2016/17	Difference
Resident population [1]	60342	62602	+2,260
DOGS			
Number of registered dogs	11018	11058	+40
Per 100 people	18	18	0
Estimated total dog population (registered & unregistered)	-	12,520.4	-
Number of undesexed registered dogs	2153	1218	-935
As a % of registered dogs	19.54%	11.01%	-8.53%
Number of registered 'declared' dogs	10	8	-2
Number of impounded dogs	390	302	-88
As a % of registered dogs	3.54%	2.73%	-0.81%
Number of impounded dogs returned to owner	332	258	-74
As a % of impounded dogs	85.13%	85.43%	+0.30%
Number of dogs rehoused	47	33	-14
As a % of impounded dogs	12.05%	10.93%	-1.12%
Number of dogs euthanased	9	10	1 2227
As a % of impounded dogs Number dogs not registered when impound	2.31%	3.31%	1.00%
As a % of impounded dogs	138 35.38%	127 42.05%	-11 +6.67%
CATS	33.36%	42.05%	+0.07%
Number of registered cats	3090	3153	+63
Per 100 people	5.12	5.04	-0.08
Estimated total cat population (registered and unregistered)	-	10,016	-
Number of undesexed registered cats	31	23	-8
As a % of registered cats	1.00%	0.73%	-0.27%
Number of impounded cats	312	106	-206
As a % of registered cats	10.10%	3.36%	+6.74%
Number of impounded cats returned to owner As a % of impounded cats	18 5.77%	23 21.70%	+5 +15.93%
Number of cats rehoused	76	71	-5
As a % of impounded cats	24.36%	66.98%	+42.62%
Number of cats euthanased	218	12	-206
As a % of impounded cats	69.87%	11.32%	-58.55%
CUSTOMER SERVICE REQUESTS/COMPLAINTS			
Dog nuisance	44	30	-14.00
% of total requests	6.04%	3.86%	+0.02
Dog attack (including dog rush)	68	93	+25.00
% of total requests	9.33%	11.95%	+2.63%
·			
Dog – barking	37	86	+49.00
% of total requests	5.08%	11.05%	+5.98%
Dog – wandering	475	504	+29.00
% of total requests	65.16%	64.78%	-0.38%
Cat nuisance	105	65	-40.00
% of total requests	14.40%	8.35%	-6.05%
Customer service requests/complaints - TOTAL	729	778	+49
Customer service requests/complaints per 1,000 residents	12.08	12.43	+0.35
INFRINGEMENT NOTICES			
Dog – wandering at large	299	332	+33
Dog and cat - failure to register	470	235	-235
Dog – nuisance	1	0	-1
-			
Infringement notices- TOTAL	770	567	-203

Measure			
	2012/13	2016/17	Difference
Infringement notices per 1,000 residents	12.8	9.1	-3.7
STAFFING LEVELS			
Rangers / Ranger Co-ordination	2.15	2.15	-
EFT Management and administration	1.2	1.2	-
Total EFT	3.35	3.35	-

Appendix 3 - Operational Information

1. Ongoing service compliance and educational activities

The following provides a list of all the ongoing compliance and educational activities associated with animal management services.

Training of Authorised Officers and Service Management Continue to review Animal Management staff training requirements in line with operational requirements Maintain accurate training register Continue to review the service in line with council's continuous improvement	Annual Ongoing
operational requirements Maintain accurate training register	Ongoing
Continue to review the service in line with council's continuous improvement	
policy	Annual
Review council's Emergency Animal Management Plan	Bi-annual
Registration and identification	
Targeted 'doorknock' program to identify unregistered cats and dogs	Annual – target – minimum of 500 households
Registration notifications	
 Renewal notices sent out 	
 Advertising in local media 	Annual
 Advertising in council's newsletter 	1st week in April
 Advertising on council's website 	Quarterly
 Renewal notices 	Ongoing
 Registration reminder notices 	Early March
 Text messaging e.g. registration renewal reminders 	Mid / late May
Registration information on council's website	Ongoing
Micro chipping days promotion at Pet Expo	Annual
New resident Pet Ownership Pack delivered to new residents	As required
Information brochure for pet owners on rural properties distributed	Annual
Dealing with nuisance issues	
Liaison with commercial providers that can work with residents to address:	Annual consultation
 dog obedience control issues 	Promotion ongoing via
barking dog issues	council website
Barking dogs – Information provided to relevant dog owners	Brochures – ongoing Online - ongoing
Cat confinement - Information provided to relevant cat owners	Brochures – ongoing Online - ongoing
Pet Expo - Information and 'expert' presenters	Annual
Monitor the effectiveness of 'Barking Dog' complaint process	Ongoing
Provide cat traps for the confining of trespassing cats	Ongoing
Dog Attacks	
Work with pre-schools to ensure parents and children have access to dog behaviour awareness programs and information.	Annual
Review information on council's website relating to safe/appropriate behaviour of children round pets, and parental monitoring responsibilities, particularly in relation to dogs.	Ongoing
Patrols of public places such at reserves, retail precincts, trails etc., particularly during high use times such as community events	Ongoing
Information provided at Pet Expo	Annual
Information available at council offices and council website	Ongoing
Media releases - Information about owner responsibilities relating to the control of dogs in public places	Annual

Managing dangerous, menacing and restricted breed dogs	
Assessment of all restricted breed, menacing and dangerous dogs and	Annual
associated properties to ensure compliance with requirements	7
Review of registration and microchip databases to identify possible / suspect 'restricted breed dogs	Annual
Consultation with owners of dogs declared as 'dangerous', 'menacing' and/or are a 'restricted breed' dog	Ongoing
Information provided at Pet Expo about: the implications of owning a restricted breed, dangerous or menacing dog preventative measures	Annual
Information provided on council website as to:	Ongoing
 the appropriate housing of 'dangerous', 'menacing' and/or are a 'restricted breed' dog 	Cingoling
 appropriate selection of dogs for the family and community environment 	
Overpopulation (including euthanasia) and abandonment of pets	
Information in council Newsletter	Annual
Information handed out at Pet Expo	Annual
Information to encourage pet owners to desex cats and dogs	Ongoing – council website
Domestic animal businesses	
Verbal information provided at time of audit	Annual
Provision of written material provided by DPI	Annual
Information on council's website to support DABs comply with relevant legislation and best practice	Ongoing
Provision for dogs off leash	
Monitoring of dog off leash areas for compliance	Annual-targeted monitoring
Monitoring of community events and high use areas	As required
Community support and community building initiatives	
Continue to work with relevant departments in council to identify opportunities to address community support needs and initiatives identified in the DAMP	As part of ongoing integrated service planning processes
Pet Related Tourism	
Continue to work with relevant departments in council to identify business development, tourism and marketing initiatives identified in the DAMP	As part of ongoing integrated service planning processes

2. Authorised Officers and Civic Compliance Officer training requirements

QUALIFICATION / TRAINING	Frequency
Certificate IV in Animal Control and Regulation	Years 1 and 2
Customer service training	Annually
Conflict management training	Annually
DPI/BAW training/information seminars	Annually
Australian Institute of Animal Management Annual Conference	Annually
Breed identification	Annually ?
Industry Training	
animal handling,	
animal assessment,	
prosecutions,	
statement taking	
Evidence gathering	

3. Procedures

Documented procedures relating to the following are in place:

- Impounding of Animals
- Pound Operations
 - Dog release
 - Dog rehousing
 - Impounding of seized dogs
 - Shelter Code of Practice
- Animal registration and renewal
- Barking dogs
- Seizing of dogs
- Dog attack assessment process
- Prosecution of DAA offences
- Injured animal
- Pet Expo Event management
- Issuing of Infringements notices
- Process for managing appeal of infringement notices
- Permit application Excess animals
- Working in isolation Rangers

4. Service Plans

Emergency Management Plan

Appendix 4 - Current Section 26 Order

- a) Dogs must be under effective control of a person by means of a chain, cord or leash no longer than 3 metres:
 - i) In all public parks and reserves except where designated by signs (ie. in the parks listed below).
 - ii) Within 5 metres of a shared use path.
 - iii) On all streets, roads, public car parks and footpaths.
- b) Dogs and cats are not permitted whether restrained or otherwise:
 - i) Within 5 metres of any children's playground or public barbeque.
 - ii) In environmentally sensitive areas where designated by signs (ie. in the parks listed below).
 - iii) In schools, kindergartens and childcare centres unless with the prior permission of the Principal or Director.
- c) Cats are required to be securely confined during the hours of 7.30pm and 6am.
- d) Dogs are permitted off-leash but must be under effective control whether restrained or otherwise in the following parks and reserves (as designated by signs):
 - i) Eltham Lower Park, Eltham (Melways 21H11).
 - ii) Griffith Park, Eltham (Melways 21J11).
 - iii) Plenty River Drive Reserve, Greensborough (Melways 11B8)
 - iv) Eltham East Linear Reserve north of Diosma Road, Eltham (Melways 22E4).
 - v) Falkiner Street Park, Eltham (proposed) (Melways 21H9).
 - vi) Susan Street, Eltham (Melways 21H6).
 - vii) Gumtree Reserve, Research (Melways 22F5).
 - viii) Woodridge Linear Park, Eltham (Melways 22B5).
 - ix) Fergusons Paddock, Hurstbridge (Melways 185K7). South side of path only. Dogs are prohibited from entering the wetlands areas as signposted.
 - X) Former Eltham Tip, Kangaroo Ground excluding bushland reserve (Melways 271A10).
 - xi) Nillumbik Park, Diamond Creek (Melways 12A5).
 - xii) Diamond Creek Reserve, Diamond Reserve (Melways 11K7): dogs prohibited from entering wetlands areas where signposted.
- e) As a guide for implementation, a dog shall be deemed to be under the effective control of its owner if:
 - It will return to its owner upon command;
 - ii) The owner retains a clear and unobstructed view of the dog;
 - iii) It does not bother or worry other people or animals; and
 - iv) It stays within 50 metres of its owner.
- f) Dogs and cats are not permitted whether restrained or otherwise from entering the following public places in the following parks and reserves (as designated by signs):
 - Diamond Creek Reserve, Diamond Creek (Melways 11K7): dogs prohibited from entering wetlands areas.
 - ii) Sweeneys Flats, Eltham (Melways 22B10) Parks Victoria land.
 - iii) Professors Hill Reserve, North Warrandyte (Melways 23C7).
 - iv) Chase Reserve, Research (Melways 23D5).
 - v) Blue Tongue Bend Reserve, North Warrandyte (Melways 23J6).
 - vi) Temple Ridge and Bailey Gully Reserve, Wattle Glen (Melways 185J11).
 - vii) Reserve, Watsons Creek (Melways 272D5).

Appendix 5 – Off-leash, On-leash maps





















