

COUNCIL REPORT

1st Ordinary Council Meeting

AGENDA ITEM:	13.2.3
REPORT TITLE:	Animal Management By-Laws Review Update - July 2021
MEETING DATE:	Tuesday 3 August 2021
AUTHOR:	Regulatory Services Manager, Jocelyn Cull
APPROVER:	Director Lifestyle and Community, Amelia Vellar

COMMUNITY PLAN

Family and Community: Palmerston is a safe and family friendly community where everyone belongs.

PURPOSE

This report seeks Council approval for the Chief Executive Officer to finalise drafting instructions using the guiding principles informed by community consultation for the update of the *Palmerston* (Animal Management) By-Laws.

KEY MESSAGES

- The Council's current Animal Management By-laws were enacted in 1999 and have had no significant content change since their enactment.
- Council has undertaken a process of community consultation where the community was asked their opinions on the various elements of the Palmerston Animal Management By-laws review.
- The consultation ran from Tuesday 9 March 2021 to Saturday 8 May 2021 with information provided on the City of Palmerston website, social media posts, a discussion paper and accompanying online and hard copy survey.
- City of Palmerston staff met with community members at various locations within the municipality over the extended access period of 60 days consultation.
- City of Palmerston staff members were also available to talk with individual community members and groups such as the Palmerston Animal Management Advisory Committee and dog park users.
- Feedback to the 27 questions was received from 260 people and one special interest organisation.
- 205 "free text" responses were received.
- The majority of feedback was received from residents living in Roseberry, Durack, Bakewell, and Woodroffe.
- The highest level of response was received 35-44-year old's (26.95%).
- Council held a workshop to analyse the extensive feedback.
- The animal management areas identified as significant in the consultation process were assessed and categorised as to where they would be best placed to be adequately regulated and enforced which included via the creation of new by-laws, through other existing legislation or via Council policy.
- The findings from the community consultation have informed Council's approach to the drafting instructions including guiding principles for the Office of the Parliamentary Council.
- Drafting instructions for the update of the *Palmerston* (Animal Management) By-Laws will be developed by Council staff with external legal support.



RECOMMENDATION

- 1. THAT Report entitled Animal Management By-Laws Review Update July 2021 be received and noted.
- 2. THAT Council in accordance with section 40(2) of the *Local Government Act* 2019 delegates power to the Chief Executive Officer to finalise drafting instructions for changes to the *Palmerston (Animal Management) By-Laws* as detailed in the report entitled Animal Management By-Laws Review update.

BACKGROUND

At the 2nd Ordinary Council Meeting of 17 November 2020, Council endorsed the following recommendations:

Animal Management By-Laws Update and Public Consultation Discussion Paper

1. THAT the report entitled Animal Management By-Laws Update and Public Consultation Discussion Paper be received and noted.

2. THAT Council endorses a review of the Palmerston (Animal Management) By-Laws 1999 to ensure that they are modern and reflective of the community's needs, utilising the process outlined in the report entitled Animal Management By-Laws Update and Public Consultation Discussion Paper.

3. THAT a Council workshop be held in early February 2021 regarding the discussion paper for community consultation regarding the animal management by-laws.

4. THAT a report be presented on the outcomes of the community consultation key findings and recommendations in regard to animal management by-law requirements to Council at the Second Ordinary Meeting in May 2021.

CARRIED 9/1386 - 17/11/2020

At the 1st Ordinary Council Meeting of 2 March 2021, Council endorsed the following recommendations:

Animal Management By-Laws Review Discussion Paper and Survey Questions

1. THAT the report entitled Animal Management By-Laws Review Discussion Paper and Survey Questions be received and noted.

2. THAT Council adopt the Animal Management By-Laws Review Discussion Paper and accompanying survey questions for the purpose of Community Consultation for a sixty-day period, as detailed within Report entitled Animal Management By-Laws Review Discussion Paper and Survey Questions, including minor amendments to clarify issues relating to dangerous dogs and nuisance animals.



3. THAT a Report on the outcomes of Community Consultation regarding the Animal Management By-Laws Review Discussion Paper and survey questions be presented to Council following conclusion of the consultation period at the Second Ordinary Meeting in May 2021.

4. THAT the Report and Council Decisions relating to Report entitled Animal Management By-Laws Review Discussion Paper and Survey Questions be moved to the Open Minutes at the Council meeting of 2 March 2021.

CARRIED 9/1525 - 02/03/2021

At the 2nd Ordinary Council meeting of 18 May 2021, Council endorsed the following recommendations:

Animal Management By-Laws Consultation Update

1. THAT Report entitled Animal Management By-Laws Consultation Update be received and noted.

2. THAT Council approves that a workshop be held with Elected Members to review the Community Consultation regarding the Animal Management By-Laws findings.

3. THAT a further Report on the outcomes of Community Consultation regarding the Animal Management By-Laws including recommendations be presented to Council, following the Elected Members workshop, by the 1st Ordinary Council Meeting of July 2021.

CARRIED 9/1640 - 18/05/2021

Council's current animal management by-laws were enacted in 1999 and have had no significant change since their enactment. While they have served their purpose, they are no longer reflective of the community's needs or modern legislative drafting.

Council has identified an update of the current Animal Management By-laws to meet community expectations as a priority action. In order to do this, consulting with community to understand people's views, opinions and appetite for change was essential.

The discussion paper, as presented at **Attachment 13.2.3.1**, was a key component of community engagement and was designed as a communication tool to inform the community about Council's current and proposed animal management protocols and prompt community feedback.

The discussion paper included a series of feedback prompts throughout which the public could answer by taking an online or hard copy survey which had more detailed questions than the discussion paper, as presented at **Attachment 13.2.3.2**.

After endorsement by Council, the Discussion Paper and accompanying survey were officially launched on Tuesday 9 March 2021 for community consultation which closed on Saturday 8 May 2021.

Given the sensitive nature of the subject matter and importance of broad consultation, an extensive consultation was undertaken over an extended period increasing the access period from 21 days up to 60 days.



A key point of difference with this review is the additional step of preliminary community consultation in the by-law's development process. It is understood that this is the first time such an approach has been used in this jurisdiction, which Council believes will support an inclusive and transparent process.

On conclusion of consultation, Council officers collated and analysed the consultation data and investigated follow up areas.

The analysed feedback and resulting guiding principles formulated from the community consultation will inform the development of drafting instructions that will be submitted to the Office of the Parliamentary Counsel.

DISCUSSION

Consultation Approach

The consultation aim was to find out the community's opinions on Animal Management By-law review areas.

The consultation ran from Tuesday 9 March 2021 to Saturday 8 May 2021 with information provided on the City of Palmerston website, the Animal Management By-Laws Review Discussion Paper and accompanying survey (available online and in hard copy) and social media posts on the City of Palmerston Facebook page.

The consultation also targeted identified groups such as the Palmerston Animal Management Advisory Committee and Dog Park users.



Image 1: Council officers at a 'pop up' stand to discuss the consultation at Marlow Lagoon dog park.

Consultation Goals and Objectives

The consultation goal was to understand what the community thinks of potential animal management by-law review areas, and the community's priorities in this area.

The objectives of this consultation were to:

- gauge the level of community support for the animal management by-laws review and update;
- understand community priorities for potential categories of reform;
- help Council formulate general principles for drafting instructions; and
- continue to demonstrate Council's commitment to community engagement.



Methodology

The approach for the animal management by-laws review focused on:

- targeting stakeholders through existing channels, groups and organisations;
- providing general information to all stakeholders;
- providing information sessions at various locations to inform community members about the review and to invite questions and feedback;
- meeting with key stakeholders with a high level of interest in the review;
- promoting the consultation via media releases, display signage, online information, the discussion paper and staff presence at various venues and events; and
- encouraging stakeholders to complete an online survey (or hardcopy preference).

Tools and Tactics

The consultation was open for sixty days from Tuesday 9 March 2021 to Saturday 8 May 2021. The tools and tactics included:



Feedback Responses

Stakeholders were invited to provide feedback via online survey, hard copy survey, email, phone call, in person at the information sessions or at a face-to-face meeting. People were also provided with information via the City of Palmerston Facebook page. Most feedback was via the online and hard copy survey.

The main tool of collecting feedback as part of this consultation was the survey. People were directed to provide feedback online through Facebook posts linked directly to the survey and filling out hard copy surveys at the community information sessions.

A total of 260 people completed the survey. 221 surveys were completed on-line and 39 were submitted to Council in hard copy format. A total of 94.14% of respondents live in Palmerston, 5.86% live in the rural area or northern suburbs.

A total of 74.32% of survey respondents were rate payers and 85.02% identified themselves as pet owners.

The highest number of age group response for survey participants included 35-44 (26.95%), 25-34 (23.44%), 45-54 (16.41%) and 55-64 (16.02%).



Feedback Summary

Community feedback indicated strong support of the following principles / measures:

Dog Attacks and Menaces	•	Introduction of a range of new penalties for dog attacks and menaces.
Dangerous Dog Declaration	•	Ability for a dangerous dog declaration and associated control measures.
Cat Registration	•	Introduction of cat registration.
Licensing	•	Licences for more than two dogs / cats dependant on block size and dwelling type; licences must be re-issued if living arrangements change and extension of licensing requirements to cats.
Microchipping	•	Compulsory microchipping for dogs and cats prior to registration.
Animals at Large	•	Extension of animals at large offences to include cats.
Animal Education	•	Compulsory animal education attendance for nuisance barking.

Community feedback indicated less support for the following principles / measures:

Resourcing	 Willingness to pay additional rates to cover the expansion of animal management services to include cats, birds and poultry.
Nuisance Barking	Cancelled registration for nuisance barking.
Dog Attacks and Menaces	 Ordering the owner to remove their dog to a different jurisdiction; euthanising the dog.
Nuisance Animals	 Dogs destroying property; cats destroying property / fauna; offensive odour from dogs and cats defecating; offensive odour from cats spraying; cat fighting, and vermin associated with birds / poultry.

Guiding Principles

Council's guiding principles will inform the drafting instructions issued to the Office of Parliamentary Counsel.

The principles may be high level statements which encompass community expectations in the areas of responsible pet ownership, community safety and enjoyment of local amenities and appropriate environmental stewardship and sustainability.

Guiding principles are important as they lay the foundations and provide the authority for the basis of by-law amendments. They are broad, community-based 'need statements' which encompass a variety of related issues to be addressed. They are also fundamental for Council policy development and implementation at operational level.

Department of Chief Minister and Cabinet staff from the Local Government division have indicated to Council the importance of establishing sound guiding principles and policy positions in order to effectively inform the drafting process for by-law revisions. Council's consideration in this area is the next step following community consultation.

In terms of a starting premise, the guiding principles are simply a reiteration of the community's feedback such as:



Council supports the:

- introduction of a range of new penalties for dog attacks and menaces.
- ability for a dangerous dog declaration and related control measures to be put in place.
- introduction of cat registration and licencing and associated conditions.
- compulsory microchipping for dogs and cats prior to registration.
- extension of animals at large offences to include cats.
- ability for Council to have the power to order the installation of a barking monitoring device.
- compulsory animal education attendance for nuisance barking.

Specific reference can be made to City of Palmerston's Community Plan and the vision for Palmerston as 'A Place for People'. The general principles reflect the core outcomes of Palmerston being a safe and family friendly community and an environmentally friendly, liveable city that promotes renewable practices and sustainability.

The proposed guiding principles reflect community feedback gathered from the extended 60-day community consultation process, a summary of which is presented at **Attachment 13.2.3.3**.

Administrative Changes

In addition to the proposed changes to the animal management by-laws based on guiding principles developed through community consultation, Council will look to incorporate necessary by-law administrative changes. This step will ensure that model and contemporary by-law standards are met which will allow for effective application of regulatory powers,

Council will be making the following changes to the current by-laws:

- classification of by-law offences as strict liability offences;
- by-law penalties to be aligned with the Penalty Units Act 2009 (NT);
- 'tightening' of the nuisance barking definition; and
- other administrative changes.

Policy Development

Community consultation clearly indicates changes to community expectations and requirements for animal management within the municipality. As a Council priority area, by-laws will be updated, the process of which can take 18-24 months for full implementation.

The revised animal management by-laws will necessitate the update of Council's animal management policy framework, including preparation of new and revised policies:

- concurrently where they are consistent with existing by-laws; or
- after the gazettal of the new by-laws where these policies are dependent on the revised animal management by-laws.

Animal education initiatives will be developed to support the implementation of the animal management policy framework in both the short and longer term.

A schedule to assist in the planning and development of animal education initiatives is currently being prepared by the Regulatory Services team.



Fees and Charges

Changes to animal management regulatory activities, particularly those that lead to an expansion of services, has the potential to increase operating costs. Impact in this area is yet to be understood and further ongoing analysis will be required following confirmation of service changes.

Increased animal management regulatory costs may however be partially off-set by anticipated increases in regulatory services fees and charges as well as increases in applicable penalty rates.

Council fees and charges are reviewed on an annual basis which will allow time in which to identify, consult and implement any increased future service costs.

Next Steps

Following endorsement of this report, Council staff with external legal support will commence the drafting instruction process and liaise with the Office of Parliamentary Counsel and Department of Chief Minister and Cabinet.

Policy development and education initiatives will be developed throughout the anticipated 18–24month timeline for implementation of the new animal management by-laws.

Given the length of time to complete a by-law review, Council will receive progress updates to keep Elected Members informed.

CONSULTATION PROCESS

The following City of Palmerston staff were consulted in preparing this report:

- Regulatory Services Lead
- Regulatory Services Senior Ranger

Council staff consulted with the following external parties in the preparation of this report:

- Solomon Gaturu, Manager Legislation and Policy, Local Government and Regional Development, Department of Chief Minister and Cabinet
- Angela O'Donnell, Senior Policy Advisor, Government Relations and External Affairs, City of Darwin
- Nicole Davenport, Regulatory Services Program Leader, Litchfield Council
- Danny Wauchope, Partner, JKW Law
- Teresa Hall, Partner, Ward Keller

POLICY IMPLICATIONS

There are no policy implications for this report however when Animal Management By-Laws are formalised, new Council policies and procedures will need to be created to reflect the new by-laws and direct Council on animal management education, regulation and compliance. Existing operational policies and animal education initiatives will be continuously improved and strengthened.

BUDGET AND RESOURCE IMPLICATIONS

Subject to the extent and scope of adoption of revised by-laws and associated regulatory policies and procedures, there may be an impact on council resourcing and the associated budget implications. This may be somewhat off-set by increased registrations but there is still likely to be a significant short-fall in funding. Any need for budget adjustments will be presented to Council for approval.



RISK, LEGAL AND LEGISLATIVE IMPLICATIONS

Details the risk any decision made from this report may relate to or explain why there is no risk. What legal information has been sourced to assist with a decision to be made from this report.

This report addresses the following City of Palmerston Strategic Risks:

1 Fails to effectively regain the trust from all stakeholders

Context: Council needs to credible and trusted by those within and external to the Council.

The timeframe from preliminary community consultation through to the forwarding of drafting instructions and ultimate enactment of by-laws can be extensive. This may result in community frustration, scepticism, and mistrust of the legitimacy of the activity. Extensive timeframes can be mitigated somewhat by the utilisation of the model by-laws for content and structure, particularly so given the level of familiarity that the Office of Parliamentary Counsel has with that body of work.

There are diverse and potentially conflicting views from the community in relation to the discussion paper. This may result in unclear direction or means by which to proceed in reference to animal management areas. This potential can be alleviated by effective engagement through clear and effective communications outlining key areas and possible implications, and also any limitations on the ambit of the proposed by-laws to manage community expectations.

There is also a risk that despite community consultation any proposed changes from Council may not meet Parliamentary Councils standards and they may not support Council's proposed by-law changes.

The development of by-laws and investigation of key risk areas is a specialist area. As such, legal expertise will be procured as is needed.

ENVIRONMENT SUSTAINABILITY IMPLICATIONS

Subject to the extent of the revised by-laws, there may be positive environmental sustainability implications through enhanced preservation of fauna in the local area particularly in relation to cats.

COUNCIL OFFICER CONFLICT OF INTEREST DECLARATION

We the author and approving officer declare that we do not have a conflict of interest in relation to this matter.

ATTACHMENTS

- 1. CoP Animal By Laws Discussion Paper March 2021 [13.2.3.1 16 pages]
- 2. Animal Management By- Laws Consultation -Survey [13.2.3.2 11 pages]
- 3. Animal Management By-Laws Review Areas Community Consultation Findings [13.2.3.3 3 pages]

CITY OF PALMERSTON NIMAL MANAGEMENT DISCUSSION PAPER





This Discussion Paper includes a series of feedback prompts throughout which you can answer by taking the online survey. Scan this QR code using your phone camera.

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1. INTRODUCTION

City of Palmerston is committed to providing quality animal management services to our community. A set of by-laws govern the way we manage animals in our municipality and a review is needed to improve our service delivery and meet the changing needs of the Palmerston community.

Council's current animal management by-laws were enacted in 1999 and have had no significant change since their enactment. While they have served their purpose, they are no longer reflective of the community's needs or modern legislative drafting.

Council has identified an update of the current animal management by-laws to meet community expectations as a priority action. In order to do this, there is a process we need to follow, including consulting with the community to understand people's views, opinions and appetite for change.

Developing this Discussion Paper is a key component of community engagement and has been designed as a communication tool to gauge feedback from the community about Council's current and proposed animal management practices.

This Discussion Paper includes a series of feedback prompts throughout which you can answer by taking our <u>online survey</u>. To access the survey or for more information on how you can provide feedback on Council's Animal Management By-Laws, visit **palmerston.nt.gov.au**. A hard copy survey can also be mailed out to you upon request by emailing **palmerston@palmerston.nt.gov.au**.

 DISCUSSION PAPER DEVELOPED MARCH 2021
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 BY-LAW SUBMITTED NAWITHS FROM FINAL SUBMISSION TO CABINET
 BY-LAW ADOPTED

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Council's animal management capabilities continue to improve with the introduction of service initiatives including after hour animal patrols, the employment of an Animal Education Officer and the introduction of several proactive, community-based programs.

In 2019-20, Council's educational events included responsible pet ownership, understanding animal behaviour, registration incentives and microchip awareness. These events received positive feedback from the community.

Animal management has scope to further improve, particularly given increasing levels of pet ownership in the municipality. In 2019-20, 6429 dogs were registered in Palmerston with a number of additional unregistered dogs identified in the community. This compares to 5931 dogs registered in 2018-19 and 5696 dogs registered in 2017-18. City of Palmerston's population is expected to increase by 1.2 per cent annually and we anticipate dog ownership and registration will also subsequently continue to grow.

Increased dog ownership has seen an increase in animal management concerns by the community, including an increase in reports of dogs at large, barking complaints and dog attacks / menaces. Council has also received complaints regarding cats, birds and poultry, including noise complaints (roosters and birds), damaging local fauna (cats), excessive pet ownership and associated nuisance smell complaints.

We need to review and update our by-laws to continue delivering effective animal management to protect public health, safety and amenity in the City of Palmerston.



2.1 By-Laws

A municipal by-law is a piece of legislation which Councils use to respond to issues and community needs within their respective municipalities.

City of Palmerston, as with all municipal councils within the Northern Territory, derives its power to pass by-laws from the Local Government Act 2008 (NT). By-laws must comply with the principles set out in section 189 of that Act and, as a matter of law, can only be made within the by-law making power provided for in the Act.

The City of Palmerston has enacted by-laws in policy areas such as public places, signs, hoardings and animal management.

The development of new Animal Management By-Laws must follow a number of key steps which is mandated by legislation.

The high-level steps in making a by-law are as follows:

- 1. Council undertakes consultation on the by-law with key stakeholders.
- 2. Council works with the Office of Parliamentary Council to draft the by-law.
- 3. The by-law is signed by the authorised person.
- 4. The by-law is forwarded to the responsible Minister for approval and signing of the Gazette notice.
- 5. The signed notice is published in the Northern Territory Government Gazette.
- The by-law is tabled in the Legislative Assembly within three sitting days after the by-laws have been notified in the Gazette.
- 7. The by-law comes into effect.

The full process of by-law preparation and enactment can take quite some time; around 18-24 months from initial and ongoing consultation, drafting, publication and enactment.

Council is committed to working in partnership with the community to make this process as efficient as possible.

2.2 Palmerston (Animal Management) By-Laws

The Palmerston (Animal Management) By-Laws have controlled and regulated animals within the municipality since they were first enacted in 1999. While reasonably fit for purpose, the by-laws face a number of challenges including issues such as:

• They do not address animal management issues relating to cats, birds, poultry or other animals,

- They do not allow for the declaration of dangerous dogs after an identified and established dog attack or dog menace; and
- Existing infringements may not be an adequate deterrent as penalties have not increased in more than 20 years and are no longer comparable to other jurisdictions. The by-laws do not adopt the penalty unit regime established under the Penalty Units Act 2009 (NT) which allows for reasonable inflation and to remain consistent with one another.

The Palmerston (Animal Management) By-Laws have existed with only minor amendments since they were enacted. Good governance suggests that legislation, including by-laws, should be regularly reviewed in order to remain relevant to evolving community standards and expectations.

A review will ensure that by-laws remain current, are fit for purpose and remain consistent with similar jurisdictions and developments in the law.

Council will work with and listen to community concerns to address animal management issues and challenges as we start the process of updating our by-laws.

2.3 By-Law Changes

To reach model and contemporary by-law standards which will allow for effective application of regulatory powers, Council will be making the following changes to the current by-laws:

- Classification of by-law offences as strict liability offences,
- By-law penalties to be aligned with the Penalty Units Act 2009 (NT)
- 'Tightening' of the nuisance barking definition; and
- Other administrative changes.

3. COUNCIL RESOURCING

Council services provided for the community are predominately funded by rates. Rates are Council's main source of income and are used to provide essential infrastructure and services. This income is also used to improve services and for the provision of facilities, programs, activities and capital works.

Animal management is considered a key service provision by our community. While dog registration fees generate some funding for this area, animal management is largely supported by rates. Animal management is therefore a subsidised service as not all rate payers are pet owners. Council subsidises this service for the benefit of the wider community. Effective animal management enhances local amenity which creates a safe and enjoyable place to live.

Any change to the animal management by-laws will impact the way Council's regulatory services provisions work. If the by-laws are expanded to cover other animal categories or existing regulations are changed it will more than likely require more regulatory control and enforcement which will cost Council more money. In this sense, additional resources may result in additional costs. We must therefore carefully consider changes to the by-laws especially during community consultation so you can be fully informed about the financial impact on Council services and resourcing.

4. ANIMAL MANAGEMENT REVIEW AREAS

The following sections detail the animal management areas that are subject to review. The information is included to provide details about concerns within the topic area and proposed improvements.

4.1 Dog Barking

Many people keep animals for companionship however noisy animals may greatly reduce the quality of life for neighbours and increase neighbourhood tensions. In Australia, each state or territory has its own laws on how domestic animals are to behave and be controlled by their owners. These laws extend to acceptable levels of noise created by animals so they do not unreasonably interfere with the peace, comfort or enjoyment of a person in their home or property.

Excess dog barking is a complex issue. People have different work / rest requirements (i.e. nine to five day jobs verses night time shift work) as well as varying tolerance levels for neighbourhood noise. The trend towards smaller residential block sizes and dwellings may also exacerbate the issue of barking dogs with alleged offenders in closer ear-shot to their neighbours. It may also be the case that smaller block sizes and dwellings are not suitable for multiple animals.

While regulations can be tightened and improved, there is no 'one size fits all' for barking complaints which continues to be a challenging area for local authorities Australia-wide.



CURRENT SITUATION

Dog barking complaints within the City of Palmerston have increased. 221 dog barking complaints were received by Council in 2020. This increased from 165 complaints in 2019 and 160 in 2018.

Dog owners can be fined for noise amounting to nuisance, however it can be quite challenging to substantiate a case of nuisance barking through the use of barking diaries and ranger patrols. Currently Council does not have the ability to order the installation of a barking monitor device on the relevant animal or at the owner's property to investigate the complaint. There are also no additional measures Council can implement that could better help resolve the core issue.



PROPOSED CHANGES

Council could have the power to order the fitting or installation of a barking monitor to an animal or at a property to effectively monitor nuisance barking complaints. Council could also implement additional measures to support owners dealing with excessive barking including animal education sessions and further penalties for consistent barking issues including amended registration conditions, cancelled registration and seizure of the offending animal.

QUESTIONS

Do you agree with Council having the ability to implement additional enforcement measures for nuisance barking listed below?

- Council should have power to order the installation of a barking monitoring device
- The number of dogs allowed to be kept on a property / dwelling should correlate to the lot size
- Amended registration conditions for nuisance barking
- Cancelled registration for nuisance barking
- Compulsory animal education attendance for nuisance barking.

4.2 Dog Attacks / Menaces

It is the responsibility of pet owners to ensure their dog does not bite or act aggressively towards other people or animals. Dog attacks can be frightening for all involved (including owners) and may result in serious injury to people and can be fatal for animals.

Within the City of Palmerston, there were 120 dog attack complaints received in 2020. This was an increase from 101 complaints received in 2019 and 50 in 2018.

Different jurisdictions in Australia apply various penalties when a dog attack occurs depending on its severity.





CURRENT SITUATION

Currently, when a dog attack occurs within the municipality, an investigation takes place and depending on the outcome, cancellation of existing registration or penalty infringements may apply. The owner may also voluntarily elect to surrender their dog to the City of Palmerston.



PROPOSED CHANGES

Council is looking to include a range of new penalties that can be used independently or in conjunction depending on the severity of the attack, including:

- A fine scale so the penalty is suited to the severity of the attack
- Officially registering the dog as a 'Declared Dangerous Dog' with conditions attached such as wearing a muzzle
- Ordering the owner to remove their dog to a different jurisdiction – in other words, to find the dog a new home in another community
- Euthanising the dog.

QUESTIONS

Do you agree there should be a 'sliding fine scale' used for dog attacks to reflect the severity of the incident i.e. \$250-1000?

Do you support Council having the ability to implement the additional penalties listed below if a dog is declared as dangerous?

- Officially registering the dog as a Declared Dangerous Dog with conditions attached such as wearing a muzzle
- Ordering the owner to remove their dog to a different jurisdiction in other words, to find the dog a new home in another community
- Euthanising the dog.



4.3 DECLARED DANGEROUS DOG

All residents have the right to feel safe in our community. Many people keep a dog to deter trespassers and burglars. There is no problem with this providing that it does not become a danger to other people or animals, excluding vermin (e.g. rats and mice).

CURRENT SITUATION

Council does not currently have the ability to register dogs as Declared Dangerous Dogs. Other jurisdictions apply this in instances where a dog aggressively attacks a person or other animal causing physical injury or death, the dog has menaced a person, or displayed unreasonable aggression. Declaring a dog as dangerous means Councils can better protect the community's safety and wellbeing while also helping improve the animal's wellbeing.

QUESTIONS

Do you agree Council should be able to declare dogs as dangerous?

Do you agree with Council having the ability to implement the specific controls listed below for dangerous dogs?

- Being desexed and microchipped
- Confined to a special enclosure within the owner's property
- Undertaking behaviour modification and/or training
- Wearing a muzzle and lead when being exercised
- Affixing a visible 'dangerous dog' sign to their property
- Mandatory notification to Council if the owner intends to keep the dog at a different location for an extended period of time
- Mandatory obligation to notify other council of dangerous dog relocation
- Compulsory reporting to Council if the dog has attacked of been involved in an attack
- Compulsory notification to Council if the dog is missing, dies or if ownership is transferred
- Prospective purchasers to be informed of the dog's status.

Do you agree that owners should pay more for initial and ongoing registration of dogs who have been declared dangerous?

Do you agree that in some instances more than one penalty should apply i.e. a fine in line with the attack severity and registering the dog as a declared dangerous dog?

PROPOSED CHANGES

Under revised by-laws there is the potential to introduce provisions relating to a dangerous dog declaration. This declaration can apply where a dog aggressively attacks a person or other animal, causing physical injury or death.

Where a dog has been shown to behave in a way that fits the dangerous dog description, it can be subject to a local government ruling and be declared as a dangerous dog. This means that the dog is subject to a range of specific controls including:

- Being desexed and microchipped
- Confined to a special enclosure within the owner's property
- Undertaking behaviour modification
- Wearing a muzzle and lead when being exercised
- Affixing a visible 'dangerous dog' sign to the property
- Mandatory obligation to notify other council of dangerous dog relocation
- Mandatory notification to Council if the owner intends to keep the dog at a different location for an extended period of time
- Compulsory reporting to Council if the dog has attacked or been involved in an attack
- Compulsory notification to Council if the dog is missing, dies or if ownership is transferred
- Prospective purchasers to be informed of the dog's status.

In addition, the owner may also be required to undertake specific animal education training.

In the case of the dog being particularly aggressive

4.4 NUISANCE ANIMALS

While barking dogs are the most common problem, other animals such as birds and poultry can also cause a noise nuisance. Animal nuisance may also extend to offensive odours or behaviour.



CURRENT SITUATION

Our current by-laws only address noise issues due to dogs. Resident feedback suggests this category of nuisance could be extended to cover noises from other animals that occurs or continues to such a degree or extent that it has a disturbing effect on the state of reasonable mental, physical or social well-being of a person. Examples include a neighbour's pet bird persistently screeching or a cat persistently fighting or mewing.

Council received 19 noise complaints concerning poultry in 2020 which has increased from 16 in 2019 and three in 2018. Council received two nuisance noise complaints for birds in 2020 and there are no recorded bird complaints from previous years.



PROPOSED CHANGES

Under revised by-laws there is the potential to introduce provisions to give Council the power to regulate nuisance behaviour by cats and other animals. If Council expands into this regulatory area more resourcing would be needed which may result in an increase to rates. Council needs to consider this resourcing challenge carefully while also assessing whether Council is the best placed body to govern nuisance animals other than dogs given the available expertise in other agencies such as the Environment Protection Authority (EPA) or the Department of Health.



ANIMAL MANAGEMENT REQUESTS

QUESTIONS Have you experienced problems relating to cat noise? Have you experienced problems relating to bird/ poultry noise?

Have you experienced nuisance behaviour from other animals? If so, what were the major issues?

Would you be prepared to pay additional rates to cover the expansion of this service?



According to the Australian Companion Animal Council (the peak body representing pet ownership and the pet industry in Australia), the national average of dog ownership per hundred people in Australia is 18 dogs per hundred people. The Northern Territory has the highest ownership of dogs with 20 dogs per hundred people. In 2019/20, 6429 dogs were registered in the City of Palmerston. With a current population of approximately 37 000 people in Palmerston, this equates to approximately 19 dogs per hundred people.

CURRENT SITUATION

Under our existing by-laws, people that wish to keep more than two dogs, but no more than six, must apply to Council for a licence. After receiving an application, Council then works with the applicant to assess the ability of the owner to look after the dogs. All immediate neighbours of the applicant's property are contacted by Council for comment. Council then makes a determination on whether to grant the licence based on the evidence from the assessment and outcomes of the consultation with the neighbours.

Council issued 48 licences for residents to keep more than two dogs at a property in 2020 which is a notable increase from 23 in 2019 and nine in 2018.

An issue for the City of Palmerston in this area is the trend for smaller residential development block sizes and changes to dwelling types i.e. more townhouses, units and flats. Arguably the number of dogs kept at one property should be proportionate to and dependant on the owner's block size in order to safeguard the animals' welfare.

City of Palmerston does not currently limit how many cats can be kept at a premises.

PROPOSED CHANGES

Council is considering reviewing its licensing requirements to state:

- Licences for more than two dogs / cats is dependant on block size and dwelling type
- Licence holders must request a re-issued licence if their living arrangements change.

QUESTIONS



Should the applicant's size of property be a key consideration in whether a licence should be granted to home between 2-6 dogs?

Should the applicant's dwelling type be a key consideration in whether a licence should be granted?

Should a licence holder have to reapply if they move properties?

Should licensing provisions be extended to cats?

4.6 ANIMALS AT LARGE (STRAY CATS)

An animal is considered at large when it is found wandering outside of its premises without its owner i.e. a dog that has escaped from a property or has become separated and is roaming some distance away. An animal is also considered at large when it is not under effective control by the owner. For instance, if a dog is being walked off lead in a non-designated off lead area, it is considered roaming free and uncontained.

CURRENT SITUATION

Council's current by-laws only apply to dogs at large. Council received 1115 complaints about dogs at large in 2020. This was a decrease from the 2019 figure of 1178 complaints but an increase from 917 complaints in 2018. Trend analysis indicates that approximately 57 per cent of all dogs at large are impounded at Council facilities.

In other jurisdictions, if a cat is found at large outside the premises of the owner at any time, the owner is guilty of an offence. This policy is in place to encourage responsible pet ownership and to minimise any nuisance or risk to fauna from wandering cats.

The number of complaints Council receives about cats at large fluctuates. Council received 11 complaints for cats at large in 2020, 27 complaints in 2019 and only two in 2018.

PROPOSED CHANGES

Council can consider extending its by-laws to include penalties for cats at large. If this bylaw area is expanded, there will be the need for additional resources in Council's Regulatory Services to allow for increased Rangers for education and enforcement. This may result in increased Council rates to cover these services.

QUESTIONS



Do you think the animals at large offence should also include cats?

Do you think any other category of animal should be included in an at large by-law provision?

4.7 REGISTRATION OF CATS

Under the current by-laws, all dogs over the age of three months must be registered in the City of Palmerston. Registration provides Council with a description of the dog, identifies the owner and provides their contact information in case the dog gets lost or goes wandering. In some councils in Australia, the requirement for registration has now been extended to cats. This has been introduced in an attempt to control cat numbers and help protect wildlife in a local area.

CURRENT SITUATION Registration of pets currently only applies to dogs

in the City of Palmerston.

PROPOSED CHANGES

City of Palmerston is considering making it a requirement for cats to be registered and is analysing the implications. Council may require more resources to regulate this additional area which could increase the cost of pet registration or subsidise the increased service cost through a rate increase for all residents.

QUESTIONS

Do you think cat registration should be introduced? Would you be prepared to pay additional rates to cover the expansion in this service?

4.8 MICROCHIPPING

Animal microchipping for identification purposes is strongly encouraged for all dog owners by the City of Palmerston. A microchip is a permanent method of electronic identification. The chip itself is very small (about the size of a grain of rice) and is implanted under the skin between the shoulder blades at the back of an animal's neck. Each chip has a unique number that is detected using a microchip scanner.

CURRENT SITUATION

There is currently a \$10 reduction in annual registration costs for dogs that have been microchipped, however it is not a compulsory requirement for registering your dog.

PROPOSED CHANGES

Council is considering the benefits and implications of making microchipping compulsory to register a pet in City of Palmerston. Microchipping a dog gives them the best chance of being identified and returned to their owner if they become lost or stolen.

QUESTIONS

Do you think microchipping should be compulsory for dogs prior to registration?

Do you think microchipping should be compulsory for cats if they were required to be registered within the municipality?

5. FURTHER QUESTIONS / FEEDBACK

We want to hear what you think about our current and proposed changes to the animal by-laws. You can answer our feedback prompts by taking our online survey, available at **palmerston.nt.gov.au**. To request a hard copy of this document and the survey, contact Regulatory Services on **(08) 8935 9977** or email **palmerston@palmerston.nt.gov.au**.

6. NEXT STEPS

Community consultation for the review of the Palmerston (Animal Management) By-laws will take place over an eight-week period. Once consultation has ended Council will analyse and collate the feedback in a consultation report. This feedback will be used to inform a set of guiding principles for the drafting of new by-laws. Council will work with the Office of Parliamentary Council during this drafting process and the new Animal Management By-Laws will come into effect once all legal requirements are finalised.



Civic Plaza

1 Chung Wah Terrace,

Palmerston, NT 0830

palmerston.nt.gov.au

Animal Management By-Laws Consultation

Have your say on animal management in Palmerston

Please read the Animal Management By-Laws Discussion Paper on our website before completing this survey. It contains the information you need to provide informed responses, including the reasons for Council's proposed changes to the animal management by-laws.

To request a hard copy of the document and survey: Email <u>palmerston@palmerston.nt.gov.au</u> or, Call 08 8935 9900.

Background

City of Palmerston is committed to providing quality animal management services to our community. A set of by-laws govern the way we manage animals in our municipality and a review is needed to improve our service delivery and meet the growing and changing needs of the Palmerston community.

Council's current animal management by-laws were enacted in 1999 and have had no significant change since their enactment. While they have served their purpose, they are no longer reflective of the community's needs or modern legislative drafting.

Council has identified an update of the current animal management by-laws to meet community expectations as a priority action. In order to do this, there is a process we need to follow, including consulting with community to understand people's views, opinions and appetite for change.

Animal Management By-Laws Consultation

About you

The purpose of this survey is to gather information from the community for City of Palmerston's review of its Animal Management By-Laws. All data collected for this survey will remain confidential and be provided in an aggregated format that does not identify individuals. Your personal details will not be used in any way except as specified in the survey and will not be made available to any other party.

1. Age

🔿 Under 18	0 45-54
18-24	55-64
25-34	0 65+
35-44	

2. What Suburb do you live in?

─ Farrar	○ Driver
⊖ Johnston	Ourack
C Zuccoli	O Marlow Lagoon
(Moulden	O Woodroffe
Bellamack	O Bakewell
Gunn	O Rosebery
Gray	O Durack Heights
Other (please specify)	

3. Are you a City of Palmerston rate payer?

O Yes

🔿 No

4. Do you have any pets?

○ Yes, dog/s

O Yes, cat/s

○ Yes, bird/s or poultry

🔿 No

Yes, other (please specify)

5. Contact information for receiving updates on City of Palmerston's animal management by-laws

Name	
Email Address	
Phone Number	

Animal Management By-Laws Consultation

4.1 Dog Barking

The following questions relate directly to the sections listed in the Animal Management Discussion Paper. Reading this document before completing the survey will give you all the information you need to answer these questions. You can use the section numbering below to correlate it to the information in the Discussion Paper.

6. Do you agree with Council having the ability to implement additional enforcement measures for nuisance barking listed below?

	Yes	No	Unsure or neutral
Council should have power to order the installation of a barking monitoring device			
The number of dogs allowed to be kept on a property / dwelling should correlate to the lot size			
Amended registration conditions for nuisance barking			
Cancelled registration for nuisance barking	\Box		
Compulsory animal education attendance for nuisance barking			

Animal Management By-Laws Consultation

4.2 Dog Attacks/Menaces

7. Do you agree there should be a 'sliding fine scale' used for dog attacks to reflect the severity of the incident i.e. \$250-1000?

O Yes

🔿 No

O Unsure or neutral

Animal Management By-Laws Consultation

4.2 Dog Attacks/Menaces

8. Do you support Council having the ability to implement the additional penalties listed below if a dog is declared as dangerous?

	Yes	No	Unsure or neutral
Officially registering the dog as a Declared Dangerous Dog with conditions attached such as wearing a muzzle			
Ordering the owner to remove their dog to a different jurisdiction – in other words, to find the dog a new home in another community			
Euthanizing the dog			

Animal Management By-Laws Consultation

4.3 Declared Dangerous Dogs

9. Do you agree Council should be able to declare dogs as dangerous?

\bigcirc	Yes
\sim	

() No

Animal Management By-Laws Consultation

4.3 Declared Dangerous Dogs

10. Do you agree with Council having the ability to implement the specific controls listed below for dangerous dogs?

	Yes	No	Unsure or neutral
Being desexed and microchipped			
Confined to a special enclosure within the owner's property			
Undertaking behaviour modification and/or training			
Wearing a muzzle and lead when being exercised			

6

	Yes	No	Unsure or neutral
Affixing a visible 'dangerous dog' sign to their property			
Mandatory notification to Council if the owner intends to keep the dog at a different location for an extended period of time			
Compulsory reporting to Council if the dog has attacked of been involved in an attack			
Compulsory notification to Council if the dog is missing, dies or if ownership is transferred			
Prospective purchasers to be informed of the dog's status			

11. Do you agree that owners should pay more for initial and ongoing registration of dogs who have been declared dangerous?

⊖ Yes

O No

Other (please specify)

7

12. Do you agree that in some instances more than one penalty should apply i.e. a fine in line with the attack severity and registering the dog as a declared dangerous dog?

() Yes

 \bigcirc No

Animal Management By-Laws Consultation

4.4 Nuisance Animals

13. Have you experienced problems relating to cat noise?

\bigcirc	Yes
\bigcirc	No

14. Have you experienced problems relating to bird/poultry noise?

- ⊖ Yes
- 🔿 No

15. Have you experienced problems relating to offensive odours from domestic animals, nuisance noise or unhealthy conditions causing pest and vermin issues?

O Yes

 \bigcirc No

🔘 If yes, please specify the type of animal and problem you have experienced

16. Would you be prepared to pay additional rates to cover the expansion of this service?

\bigcirc	Yes
\sim	

🔿 No

Animal Management By-Laws Consultation

4.5 Licensing

17. Should the applicant's size of property be a key consideration in whether a licence should be granted to home between 2-6 dogs?

\bigcirc	Yes
\bigcirc	No

18. Should the applicant's dwelling type be a key consideration in whether a licence should be granted?

- ⊖ Yes
- \bigcirc No

19. Should a licence holder have to reapply if they move properties?

0	Yes
\bigcirc	No

20. Should licensing provisions be extended to cats?



🔘 No

9

Animal Management By-Laws Consultation

4.6 Animals at Large (stray cats)

21. Do you think the animals at large offence should also include cats?

\bigcirc	Yes
_	

🔿 No

22. Do you think any other category of animal should be included in an at large bylaw provision?

⊖ Yes

🔘 No

 \bigcirc If yes, please specify what animals you think should be included

Animal Management By-Laws Consultation

4.7 Registration of Cats

23. Do you think cat registration should be introduced?

○ Yes

24. Would you be prepared to pay additional rates to cover the expansion in this service?

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()	Voc
N. 2	103

🔿 No

10

Animal Management By-Laws Consultation

4.8 Microchipping

25. Do you think microchipping should be compulsory for dogs prior to registration?

0	Yes
\bigcirc	No

26. Do you think microchipping should be compulsory for cats if they were required to be registered within the municipality?

\bigcirc	Yes
\bigcirc	No

Animal Management By-Laws Consultation

27. Do you have any other comments you would like to make about Council's animal management by-laws?

Appendix 3: Animal Management By-Laws Review – Community Consultation Findings

Area	Include	Where	Comments
DOG BARKING			
Council should have the power to order the installation of a barking monitoring device.	Yes	By-Law provision	To be proposed in updated by-laws
The number of dogs allowed to be kept on a property / dwelling should correlate to the lot size.	Yes	Policy provision	To be accommodated in revised CoP animal management policy framework
Amended registration conditions for nuisance barking.	Yes	Policy provision	To be accommodated in revised CoP animal management policy framework
Cancelled registration for nuisance barking.	No	NA	NA
Compulsory animal education attendance for nuisance barking.	Yes	Policy provision	To be accommodated in revised CoP animal management policy framework / animal education initiative
DOG ATTACKS / MENACES			
'Sliding fine scale' used for dog attacks to reflect severity of incident i.e. \$250-\$1,000.	Yes	By-Law provision	To be proposed in updated by-laws
Council ability to implement additional penalties if dog declared dangerous; additional penalt	ties to inc	lude:	
Officially registering the dog as a Declared Dangerous Dog with conditions attached such as wearing a muzzle.	lYes	By-Law provision Policy provision	To be proposed in updated by-laws /
Ordering the owner to remove their dog to a different jurisdiction – in other words to find the dog a new home in another community.	,No	NA	NA
Euthanising the dog	Yes	By-law provision Policy provision	To be proposed in updated by-laws /
DECLARED DANGEROUS DOG			
Council should have the power to declare dogs as dangerous.	Yes	By-Law provision	To be proposed in updated by-laws
Council ability to implement specific control measures; additional penalties to include:			
Being desexed and microchipped.	Yes	Policy provision	To be accommodated in revised CoP animal management policy framework / animal education initiative
Confined to a special enclosure within the owner's property.	Yes	Policy provision	To be accommodated in revised CoP animal management policy framework

Appendix 3: Animal Management By-Laws Review – Community Consultation Findings

Area	Include	Where	Comments
Undertaking behaviour modification and / or training.	Yes	Policy	To be accommodated in revised CoP
		provision	animal management policy framework
Wearing a muzzle and lead when being exercised.	Yes	Policy	To be accommodated in revised CoP
		provision	animal management policy framework
Affixing a visible 'dangerous dog' sign to their property.	Yes	Policy	To be accommodated in revised CoP
		provision	animal management policy framework
Mandatory notification to Council if the owner intends to keep the dog at a different	Yes	By-Law	To be proposed in updated by-laws
location for an extended period of time.		provision	
Mandatory obligation to notify other councils of dangerous dog relocation.	Yes	By-Law	To be proposed in updated by-laws
		provision	
Compulsory reporting to Council if the dog has attacked or been involved in an attack.	Yes	By-Law	To be proposed in updated by-laws
		provision	
Compulsory notification to Council if the dog is missing, dies or if ownership is	Yes	By-Law	To be proposed in updated by-laws
transferred.		provision	
Prospective purchasers to be informed of the dog's status.	Yes	Bv-Law	To be proposed in updated by-laws
· · · · · · · · · · · · · · · · · · ·		provision	· · · · · · · · · · · · · · · · · · ·
Owners to pay more for initial and ongoing registration of dogs who have been	Yes	By-Law	To be proposed in updated by-laws
declared dangerous.		provision	
In some instances more than one penalty to apply i.e. a fine in line with the attack	Yes	By-Law	To be proposed in updated by-laws
severity and registering the dog as a declared dangerous dog.		provision	
NUISANCE ANIMALS			
Have you experienced problems relating to cat noise?	No	NA	NA
Have you experienced problems relating to bird / poultry noise?	No	NA	NA
Have you experienced nuisance behaviour from other animals? If so, what were the major	No	NA	NA
issues?			
Would you be prepared to pay additional rates to cover the expansion of this service?	No	NA	NA
LICENSING			
The applicant's size of property to be a key consideration in whether a licence should be	Yes	Policy	To be accommodated in revised CoP
granted to home between 2-6 dogs.		provision	animal management policy framework
The applicant's dwelling type to be a key consideration in whether a licence should be granted.	Yes	Policy	To be accommodated in revised CoP
		provision	animal management policy framework



Appendix 3: Animal Management By-Laws Review – Community Consultation Findings

Area	Include	Where	Comments
A licence holder is to reapply if they move properties.	Yes	By-Law provision	To be proposed in updated by-laws
Licensing provisions to be extended to cats.	Yes	By-Law provision	To be proposed in updated by-laws
ANMALS AT LARGE (STRAY CATS)			
Animals at large offence to also include cats.	Yes	By-Law provision	To be proposed in updated by-laws
REGISTRATION OF CATS			
Cat registration to be introduced.	Yes	By-Law provision	To be proposed in updated by-laws
Residents to pay additional rates to cover the expansion of this service.	No	NA	NA
MICROCHIPPING			
Microchipping to be compulsory for dogs prior to registration.	Yes	By-Law provision	To be proposed in updated by-laws
Microchipping to be compulsory for cats prior to registration.	Yes	By-Law provision	To be proposed in updated by-laws