

12.2 Decision Reports

12.2.1 Dogs On and Off Leash Areas

Report Type	Decision
City Plan Theme	Community Economy
Report Author	Manager Community & Environmental Health, Community Development Community Safety Team Leader, Community Development
Report Summary	This report considers the feedback from the Pups in Public Places consultation and recommends what leashing rules should apply for reserves, open spaces and the foreshore.
Attachments	<ol style="list-style-type: none">1. Foreshore Dogs On Leash Areas [12.2.1.1 - 1 page]2. Linear Park Dogs Off Leash Area [12.2.1.2 - 1 page]3. T K Shutter Reserve Dogs Prohibited Area [12.2.1.3 - 1 page]4. Regency Park Oval Dogs Prohibited Areas [12.2.1.4 - 1 page]5. Engagement Summary General Results and Comments [12.2.1.5 - 43 pages]6. Specific Reserve Consultation Results [12.2.1.6 - 32 pages]7. North Haven School Project Results [12.2.1.7 - 30 pages]

RECOMMENDATION

Council resolves that:

1. The report of the Director Community Development titled "Dogs On and Off Leash Areas" be received and noted.
2. The community engagement feedback, as contained in Attachments 5, 6 and 7 are noted.
3. Pursuant to the power contained in Section 246(3)(e) of the *Local Government Act 1999*, and for the purposes of Clause 9.1 of the *Dogs By-law 2022*, the Council resolves that the following foreshore areas or public places are, with effect from 3 April 2023, 'Dog on-Leash Areas' at all times:
 - a. The foreshore areas between Bower Rd, Semaphore South to Everard St Largs Bay as contained in Attachment 1; and
 - b. All grass areas adjacent the foreshore areas as contained in Attachment 1.
4. Pursuant to the power contained in Section 246(3)(e) of the *Local Government Act 1999*, and for the purposes of Clause 9.1 of the *Dogs By-law*, the Council resolves that the following Local Government land or public places are, with effect from 1 December 2022, 'Dog on-Leash Areas' at all times unless otherwise stated below:
 - a. Dingley Dell Reserve, Corner Angwin Ave and Athol Ave, Blair Athol
 - b. Glanville Par 3 Golf Course, Park Ave, Semaphore South
 - c. The portion of Linear Park, Moore St, Windsor Gardens as contained in Attachment 2
 - d. Northgate Reserve, Folland Ave, Northgate
 - e. R B Connolly Reserve, Grose Cres, North Haven

- f. Roy Amer Reserve, Sir Ross Smith Blvd, Oakden
 - g. Stockade Botanical Park, Hoods Rd, Northfield
 - h. Thomas Turner Reserve, Geraldine St, Valley View, between 4:30pm and 5:30am on weekdays and 8:30am and 6:30pm on weekends
 - i. Valleyview Par 3 Golf Course, Grand Junction Rd, Valley View
 - j. Walkley Heights Reserve, Creekview Dr, Walkley Heights
5. Pursuant to the power contained in Section 246(3)(e) of the Local Government Act 1999, and for the purposes of Clause 10 of the Dogs By-law, the Council resolves that the following Local Government land or public places are, with effect from 1 December 2022, 'Dog Prohibited Areas':
- a. Barker Inlet Reserve, Salisbury Hwy, Wingfield
 - b. Range Wetlands, Hanson Rd North, Wingfield
 - c. Magazine Creek Wetlands, Whicker Rd, Gillman
 - d. Folland Park, Turnbull Rd, Enfield
 - e. those parts of:
 - TK Shutter Reserve Klemzig, Fourth Ave, Klemzig
 - Regency Park Oval, South Rd, Regency Park on which is located or installed an artificial playing surface designed for playing sport, as contained in Attachments 3 and 4.
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Report

The City of PAE People, Pets and Places Animal Management Plan 2018-2023 has three outcomes that it aims to achieve during the term of the plan being:

- **Create great places** – public places that are safe, comfortable, accessible, well connected, and has amenities for both people and dogs;
- **Be responsible** – responsible pet owners' who are aware and comply with legislation and local laws;
- **Respond and act** – a Council that responds to the changing needs of the community and administers and enforces the Act.

In keeping with the outcomes, one initiative of the Plan is to undertake a targeted assessment of on-leash and off-leash areas to ensure they are safe, accessible and reflect current laws. A Council wide review of all on and off-leash areas has not occurred in recent times. In considering any review of the leashing rules, community consultation is critical in understanding the views and needs of the community from both dog and non-dog owner's perspective.

The Pups in Public Places consultation commenced on 9 February 2022 and closed on 27 March 2022 through Council's Have Your Say page. The consultation asked direct questions regarding the beach and foreshore and then provided the option to comment on individual reserves. The broad questions asked of all respondents were:

- Do you own one or more dogs?
- Do you walk a dog(s) in the City of PAE?
- Where do you walk your dog(s)?
- What rules do feel should apply for taking dogs on the beach?
- What rules do feel should apply for taking dogs on the grassed foreshore?

Respondents also had the option to select a specific reserve from a map layer, read the rules that currently apply to the reserve and state their preferred rules for that reserve with a comment to provide context to their reasons. They had an option to complete this process for unlimited reserves.

Community engagement was undertaken through a range of channels:

- 8,672 emails were sent to all registered dog owners with an email address;
- 64 emails to stakeholders of our public places, such as sporting clubs and other groups utilising our public spaces;
- 23 pop up sessions at 14 reserves and beaches across the Council;
- 2 social media posts.

This resulted in 4,235 views on the Have Your Say Page, 2,683 visitors and 685 actual contributions to the consultation. Whilst there were 685 contributions the actual number of responses for each reserve was relatively low.

For those completing the consultation, 91% owned one or more dogs, and 92% walked a dog in the City. Therefore, the results were dominated by dog owners, however this is to be expected when they are the largest stakeholder group affected by any change resulting from this review.

The consultation results and comments for the general questions and foreshore component are attached (**refer Attachment 5**).

The consultation results and comments for individual reserves are attached (**refer Attachment 6**).

Below is a summary of the results for areas which were considered by the Administration for potential changes.

Grassed Foreshore – As defined in **Attachment 1**.

Current rule: Off-leash at all times

Consultation response:

Defined on-leash and off-leash areas	Defined on-leash and off-leash times	Dogs off-leash at all times	Dogs on-leash at all times	Other	Total
144	92	57	195	21	509
28%	18%	11%	39%	4%	100%

Proposed: On-leash at all times

Based on the consultation results and staff experience it is proposed to make all grassed foreshore areas on-leash at all times. These areas typically have a lot of mixed-use activities and events therefore it's more suitable for dogs to be on-leash in these areas. It also ensures that the leashing rules are consistent from the road to the beach, which includes footpaths, the grassed foreshore, and the shared path. It is important to note that although 91% of the responses were from dog owners only 11% supported keeping dogs off-leash at all times as per the current rules.

Foreshore Beach – As defined in **Attachment 1**

Current rule: Dogs must be on-leash between 10am and 8pm on any day during the period of daylight savings. All other times dogs can be off-leash but must remain under effective control.

Consultation response:

Defined on-leash and off-leash areas	Defined on-leash and off-leash times	Dogs off-leash at all times	Dogs on-leash at all times	Other	Total
190	154	70	57	39	510
37%	30%	14%	11%	8%	100%

Proposed: On-leash at all times between Bower Rd, Semaphore South to Everard St Largs Bay. Off-leash at all times from Everard St Largs Bay to end of North Haven beach. **Attachment 1** shows the map for the proposed rules. It is proposed to commence these new rules from 3 April 2023, to provide time for an education campaign on the rule changes and new signage to be installed.

Based on the consultation results, 67% of the respondents supported either on and off-leash areas or on and off-leash times, with the remaining 28% supporting off or on-leash at all times. Analysing the comments, some respondents raised concerns with current rules around family/ child safety with dogs given there is no on-leash area at all times throughout the year on the beach; and the daylight savings hours being too restrictive and not flexible enough with modern working hours. People mentioned the Largs Bay end of the beach being suitable as an all year off-leash area, as it's generally not as busy as Semaphore.

Considering the responses and staff experience, it is proposed to change to on and off-leash areas, rather than times. This creates more flexibility to all people attending our beaches. It ensures people have a choice where dogs will be on-leash at all times should they choose to visit that area, whereas dog owners who want to walk their dogs off-leash, have an area that the dogs can be walked off-leash all year round.

For the people wanting to exercise their dogs for the entire length of our foreshore, they still have the ability to walk the length with their dogs, but certain sections will require their dog to be on-leash.

North Haven Primary School undertook a project on whether dogs should be on or off-leash at North Haven beach. Whilst this information was not captured through the Have your Say Page, it is important to highlight the exercise conducted by the school during the consultation process and the effort the children went to with this project. The overall response was to retain the current rule for North Haven Beach (**refer Attachment 7**).

Signage

New signage will be installed at the entrance paths to the foreshore in line with our new signage strategy, with proposed signage to be erected at the Largs Bay Jetty to indicate where the rules change. As it is impossible to install signage on the sand, large indicator poles made from reclaimed pylons with attached signage will be installed at Largs Bay and Semaphore South near the sand dunes. These signs and poles will be installed within existing budgets.

Unchanged On-leash and Dog Prohibited Reserves

Reserve	Rule
1. Northgate Reserve, Northgate	On-leash
2. Roy Amer Reserve, Oaken	On-leash
3. R B Connolly Reserve, North Haven	On-leash
4. Regency Park, Golf Course, Regency Park	On-leash
5. Stockade Park, Northfield	On-leash
6. Walkley Heights Reserve, Walkley Heights	On-leash
7. Thomas Turner Reserve, Valley View	On- and Off-leash Times
8. Barker Inlet Reserve, Wingfield	Prohibited
9. Folland Park, Enfield	Prohibited
10. Magazine Rd Wetlands, Gillman	Prohibited
11. Range Wetlands, Wingfield	Prohibited

Summary

Northgate and Roy Amer Reserves have large wetlands and both provide habitat for a range of wildlife, which makes them unsuitable for dogs to be off-leash as there may be an impact on wildlife, however there is still sufficient space around the wetlands to exercise dogs on-leash, therefore it is recommended these reserves remain on-leash.

With golf being played and the danger of golf balls hitting dogs, Regency Park Golf Course should remain as on-leash at all times, and this position is supported by the recommendation that Valley View and Glanville Golf Courses become on-leash areas further in the report.

Barker Inlet Reserve, Folland Park, Magazine Road Wetlands and Range Wetlands are natural habitats and biodiversity areas therefore are unsuitable for dogs being on or off-leash, so it is recommended these 4 reserves remain as dog prohibited areas.

Stockade Park is a reserve which features a sensory garden, lake, waterfall, amphitheatre and picnic areas. It is often booked for events such as weddings, picnics and BBQ's. As this is an active reserve with a lot of mixed used activities it is not suitable for dogs to be off-leash, therefore it is recommended this area remain on-leash.

Thomas Turner Reserve had strong community response both from the pop-up consultation, especially from dog walkers, and from survey results to keep the current rules unchanged. Administration's original position was to reduce the hours that dogs should be on-leash, however this view was not supported by the respondents on the survey or the feedback from the pop up consultation, therefore it is not proposed to change from the current on-leash times of between 8:30am and 6:30pm on weekends and between 4:30pm and 5:30am on weekdays.

Administration could not find any historic reasons for Walkley Heights Reserve being on-leash, and no feedback was received as part of the consultation. To assist in determining what rules should apply to this reserve, a door knock of the area was conducted, with the majority of residents supporting the reserve to remain on-leash due to the nature of the reserve and child safety.

Reserves and Proposed New Rules

Reserve: Dingley Dell Reserve, Blair Athol

Current rule: Off-leash at all times

Dogs off-leash at all times	Dogs on-leash at all times	Total
4	1	5
80%	20%	100%

Proposed: On-leash at all times

Whilst only 5 people responded to the consultation, 4 of the 5 supported Dingley Dell Reserve as off-leash. Administration has received feedback via the playground upgrade and following the completion of the playground raising concerns around dog control and child safety. Council has investigated two reported dog incidents in 2022, and received 3 recent reports being 23 June 2022, 5 July 2022 and 13 July 2022 from concerns of dog control in this location and the playground. Whilst dog owners support the reserve remaining off-leash however given the size of the reserve, location of the playground and basketball court, number of children and families using the reserve and that it is not entirely fenced, this reserve is more suited to an on-leash area. It is recommended this reserve be on-leash at all times. This creates a safer space and more flexibility for all community members.

Reserve: E P Nazer Reserve, Semaphore South

Current rule: On-leash at all times

Defined on-leash and off-leash areas	Defined on-leash and off-leash times	Dogs off-leash at all times	Dogs on-leash at all times	Other	Total
3	4	4	4	1	16
19%	25%	25%	25%	6%	100%

Proposed: Off-leash at all times

The respondent's views were divided with no clear position on the rules which should apply. Council's general sporting By-law will automatically make the reserve on-leash when organised sport is in progress, including any training, which this space is predominately used for. Therefore, to ensure better use of the space when it is not being used for sporting purposes it is recommended dogs can be exercised off-leash at all other times and is consistent with all other reserves.

Reserve: Harold Tyler Reserve

Current rule: On-leash at all times

Total responses: Nil

Proposed: Off-leash area at all times

Currently Harold Tyler Reserve is an on-leash area. The historic reasons for this relate to sporting activities from soccer at this location. Council's general sporting By-law will automatically make the reserve on-leash when organised sport is in progress, therefore to ensure better use of the space for dog exercise when it is not being used for sporting purposes its recommended the reserve be off-leash at all times, which also addresses recent concerns from the public about a lack of off-leash areas in the Parks ward.

Reserve: T K Shutter Reserve

Current rule: On-leash at all times

Defined on-leash and off-leash areas	Defined on-leash and off-leash times	Total
1	2	3
33%	67%	100%

Proposed: Off-leash area at all times

As above, the By-law for dogs to be on-leash during organized sport applies for this reserve. To ensure better use of the space for dog exercise when it is not being used for sporting purposes it is recommended the reserve be off-leash at all times. It is also recommended that dogs be prohibited from any artificial playing surfaces as addressed below, so this will apply to the synthetic soccer pitch on this reserve.

Reserve: Glanville and Valley View Golf Courses

Current rule: Off-leash at all times

Total responses: Nil

Proposed: On-leash at all times

No responses were received in relation to these golf courses, however it's the opinion of Administration that golf courses should be on-leash and is consistent with the Regency Park Golf Course.

Reserve: Linear Park

Current rule: On-leash at all times

Defined on-leash and off-leash areas	Dogs off-leash at all times	Total
4	1	5
75%	25%	100%

Proposed: On and off-leash areas

It is proposed to keep the main paths as on-leash to be consistent with neighbouring Councils for this walking and cycling trail, however, there is an opportunity to create an off-leash area (**refer Attachment 2**). Of the 5 responses received for Linear Park, 4 wanted to have defined on and off-leash areas. Noting that the off-leash area will need to be clearly indicated as off-leash, the Administration has considered 2 options for creating this area.

Option 1 (Recommended)

Installation of signage between the areas of the on-leash path and the off-leash area. This signage will be consistent with the signage strategy, however, will not prevent a dog being exercised off-leash from going into the on-leash area. Dogs will still need to be exercised under effective control and it is the responsibility of the dog owner to prevent the dog from straying onto the path.

Option 2

Create a wooden post and rail fence between the on and off-leash areas to reduce the likelihood of dogs running onto the on-leash path. It is estimated the fence would cost \$40,000, however as it is only a partial fence it will not prevent dogs from entering the on-leash path, so it still requires the dog owner to exercise effective control.

Sporting Activities

Council's Dog By-law No.5 as adopted at the Council meeting on 12 July 2022 has a blanket rule which requires all dogs to be on-leash when organised sport is conducted on any reserve within the City of Port Adelaide Enfield. Organised sport means an organised sporting competition including any related training session or match but does not include social play. As there is a By-law already controlling dogs on-leash during sporting activities it is not recommended to implement additional restrictions on reserves where there is sporting activities.

Artificial / Synthetic Sporting Surfaces / Pitches – as shown in Attachments 3 and 4

Proposed: Prohibit dogs on synthetic sporting surfaces:

- T K Shutter Reserve, Fourth Avenue Klemzig
- Regency Park Oval, South Road Regency Park

It is proposed to prohibit dogs from any synthetic sporting surfaces, as they are not suitable for dogs and repairing any damage resulting from dogs is expensive. Future artificial surfaces where dogs should be prohibited will require future Council resolutions as part of any reserve redevelopments.

Signage

Where areas are resolved to be on-leash or dog prohibited, signage must be erected to give notice that the By-laws apply. As part of the signage strategy roll out, signage will be erected at all the above reserves, including those used for sporting activities to provide clear guidance to park users on the rules that apply.

City Plan Relationship

The on and off-leash review is aligned to our community and placemaking themes, by creating open spaces that balance the needs of all users. The engagement process has ensured that any change considers the communities' views, so reserve usage reflects modern needs and provide a space of meaningful engagement and connection from all park users.

Legislative Context and Related Policies

The Dog and Cat Management Act 1995 Section 26A requires that Councils have a plan of management relating to dogs and cats, and the plan of management must include provisions for parks where dogs may be exercised off-leash, on-leash or prohibited. An initiative of the *People, Pets and Places - Animal Management Plan 2018-2023*, is to undertake a review of on and off-leash areas.

Council's By-Law No.5 - Dogs, formally adopts any off-leash, on-leash or prohibited areas which apply to our parks to ensure its enforceable.

Stakeholder Engagement

A significant stakeholder and community engagement program have been undertaken as part of the on and off-leash review, which included community consultation in person and through our electronic platforms. With 685 responses to the consultation, there has been significant feedback to consider as part of the recommendations in this report.

An Elected Member workshop occurred on 3 May 2022, which sought feedback on the proposed rules.

A comprehensive communication program will be implemented as the leashing rules are implemented. This will include installation of signage which will provide improved clarity regarding on and off-leash areas, social media campaigns and information on PAE's website and other communication channels.

Risk Management

Dogs not under effective control, or off-leash can pose a risk to other users of open space. It's important that the leashing rules in our open spaces are reviewed to ensure they reflect current usages, and that our public spaces are safe for community use and safe from dogs.

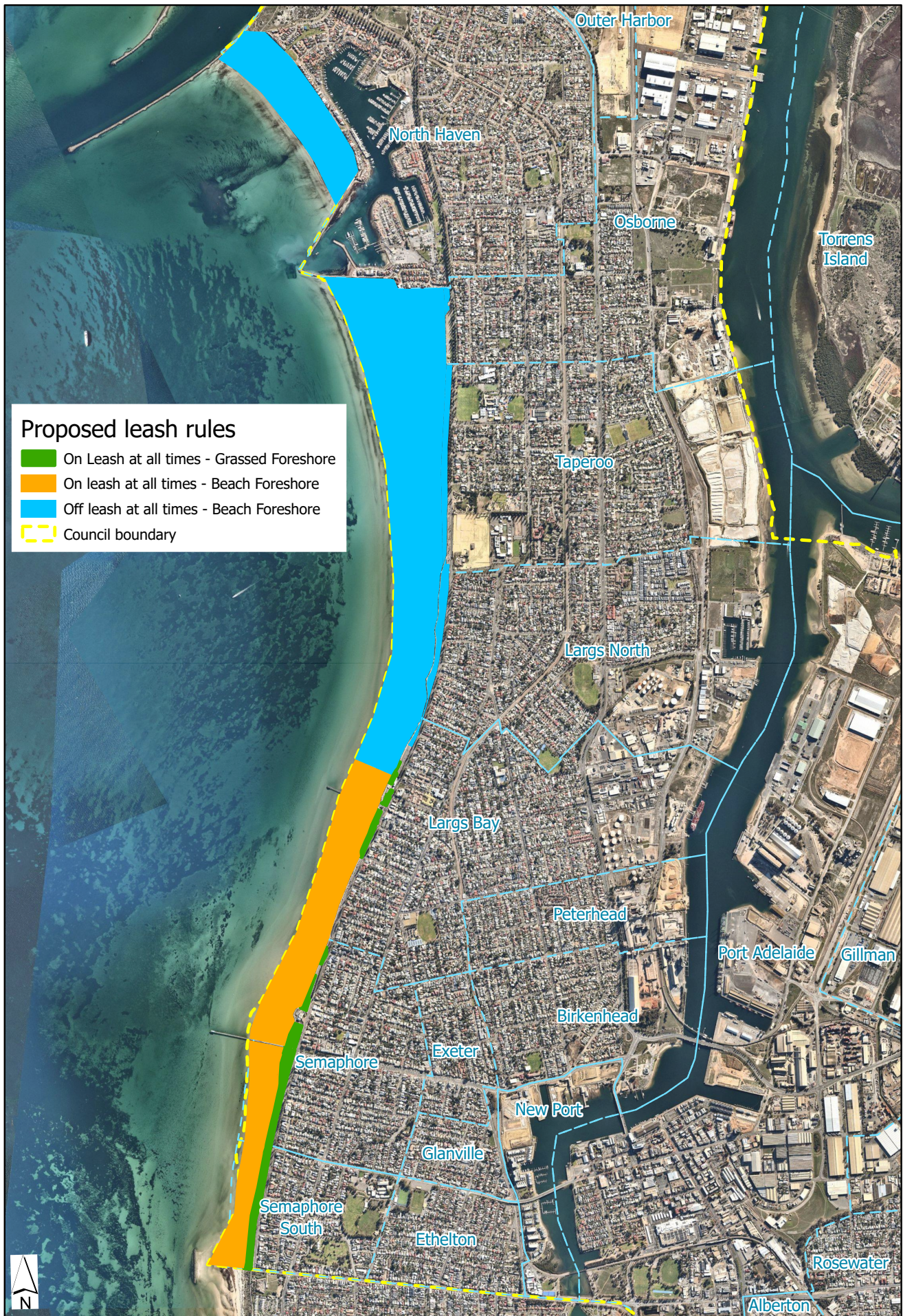
The proposed leashing rules provide a good balance between managing the health and wellbeing of the broader community and that of dogs and dog owners.

Financial Management

The community engagement and review has been undertaken within existing budgets, with any new signage being installed within the allocated budget for the signage strategy implementation.

Environmental and Social Impacts

Dogs can bring significant health benefits for their owners from stress relief to social connection, to improving their mood and outlook. By creating open spaces that support dogs being exercised, this will support community connection through interactions with the community, increased exercise for residents and health benefits to the dog. The needs of dogs and owners needs to be balanced with other members of the community who may not be as comfortable with dogs in open spaces. By providing a range of open space for dog owners and non-dog owners, it allows community members to choose the open space that best suits their needs.



Linear Park Dogs Off Leash Area



T K Shutter Reserve Dogs Prohibited Area



Regency Park Oval Dogs Prohibited Areas

