



2024 Review Options Report: Auckland Council Policy and Bylaw on Dogs 2019

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Contents

Summary of the options analysis.....	4
1. Introduction.....	5
1.1 This report responds to the dog policy and bylaw review findings.....	5
1.2 This report completes a review of the Policy and statutory review of the Bylaw	5
1.3 Statutory options and criteria used to analyse options.....	5
1.4 The findings, research and engagement informed the analysis.....	5
1.5 There are limitations to the information collected.....	5
2. About the findings report	6
2.1 The findings report completed a review of Council’s policy on dogs and a statutory review of the dog bylaw	6
2.2 The Policy and Bylaw help manage the care and control of dogs in Auckland	6
2.3 The Policy and Bylaw are part of a wider framework	7
2.4 Elected members set rules which are administered by council staff.....	8
2.5 Key review findings identified that a policy and bylaw is needed but could be improved	8
2.6 The review found the delegations could be improved	9
3. Options assessment	10
3.1 Two reasonably practicable statutory options identified	10
3.2 Statutory criteria were used to assess each option for each topic	10
3.3 The recommended option for all topics is to amend the Policy and/or Bylaw	10
Appendix 1: Option analysis by Topics.....	12

Summary of the options analysis

The key recommendations from an options analysis in response to the review findings of Auckland Council's Policy and Bylaw on dogs are to:

- amend the Policy and Bylaw
- consider a statement of proposal on the recommended option.

Recommendations from an options analysis

Option to amend the Policy and Bylaw is recommended

- For all topics, this option is the most appropriate way to minimise the risk of danger, nuisance, damage and risk of not meeting the needs of dogs and their owners from irresponsible dog ownership and the inherent conflict between users of shared spaces in Auckland.

This option is the most effective and efficient way to minimise the problem

- Provides a more reasonable, authoritative, and streamlined regulatory approach, by:
 - setting a limit on the number of dogs a person may walk at one time (maximum of six dogs, of which no more than three are allowed under control off-leash at any one time).
 - clarifying and updating dog access rules for 14 regional parks
 - clarifying existing rules, including the requirement to neuter classified dogs, who can provide dog behavioural assessments, application of region-wide dog access rules such as for council carparks and camping grounds.
 - updating and removing outdated information in Schedule 2 of the Policy.
 - reorganising and simplifying Policy content to make it easier to navigate and understand.
- Reflects current operational practice and best practice bylaw drafting standards;
- Is authorised by statute, does not conflict with other New Zealand legislation, is reasonable and is not inconsistent with the New Zealand Bill of Rights Act 1990;
- Improves administration by clarifying delegations to enforce and administer the Policy and Bylaw.

The recommended next step is to consider a statement of proposal

- This sets out a proposal on the recommended option to amend the Policy and Bylaw.

1. Introduction

1.1 This report responds to the dog policy and bylaw review findings

This report analyses options in response [2024 to the Review Findings Report: Auckland Council Policy and Bylaw on Dogs 2019](#) (Findings Report) (item 9).

The scope of this report is limited to the matters raised in the Findings Report.

1.2 This report completes the Policy review and Bylaw statutory review

This report identifies that the findings meet statutory bylaw review requirements under the [Dog Control Act 1996](#) (DCA) and [Local Government Act 2002 \(s155\)](#).

For example, the findings determine whether a policy and bylaw is still the most appropriate way of addressing the problem, whether the current [Policy](#) and [Bylaw](#) are the most appropriate form and if they give rise to any implications under the New Zealand Bill of Rights Act 1990.

Completion of the statutory bylaw review resets the next statutory bylaw review deadline to 25 July 2034.

1.3 Statutory options and criteria used to analyse options

This report was prepared using options and criteria that meet council's statutory requirements under the Dog Control Act 1996 (DCA) and Local Government Act 2002 (LGA).¹ For example:

- council can only decide to confirm or amend the Policy, but can decide to confirm, amend, replace or revoke any part or all of the Bylaw
- council must assess reasonably practicable options (advantages, disadvantages, effectiveness, efficiency and validity) in relation to the matters in s10(4) of the DCA and the desired objective.

1.4 The findings, research and engagement informed the analysis

Staff used the research, engagement, and findings in the Findings Report and (where necessary) undertook additional research and engagement to inform the analysis, including:

- additional feedback from council's Animal Management staff
- further analysis of Animal Management complaints data and internal and external interviews
- engagement with Ngati Manuhiri on the proposed changes to Te Ārai Regional Park
- analysis of research data and academic papers received from SafeKids Aotearoa.

1.5 There are limitations to the information collected

There are limitations to the information and data collected through this review, including the way Animal Management data is categorised and record, making it difficult to analyse.

¹ Relevant statutory requirements include for example, section 10 and 20 [Dog Control Act 1996 s10\(AA\)](#) and sections 14, 77 and 155 of the [Local Government Act 2002](#).

2. About the findings report

2.1 The findings report completed a review of Council's policy on dogs and a statutory review of the dog bylaw

The Findings report enabled the Auckland Council Regulatory and Safety Committee (the committee) to complete a review of [Kaupapa no ngā Kurī / Policy on Dogs 2019 \(Policy\)](#) and the statutory review of [Auckland Council Ture ā Rohe Tiakina Kurī / Dog Management Bylaw 2019 \(Bylaw\)](#).

The committee on 2 July 2024 ([Item 9, RSCCC/2024/47](#)):

- endorsed the findings in the Findings Report
- agreed that the statutory review of the Bylaw is completed
- requested a report in response to the findings that develops options for improvements and includes a proposal on the preferred options.

This enables the use of the findings to help the committee consider the statutory options to improve the regulatory framework, including whether to confirm or amend the Policy or confirm, amend, replace or revoke the Bylaw.

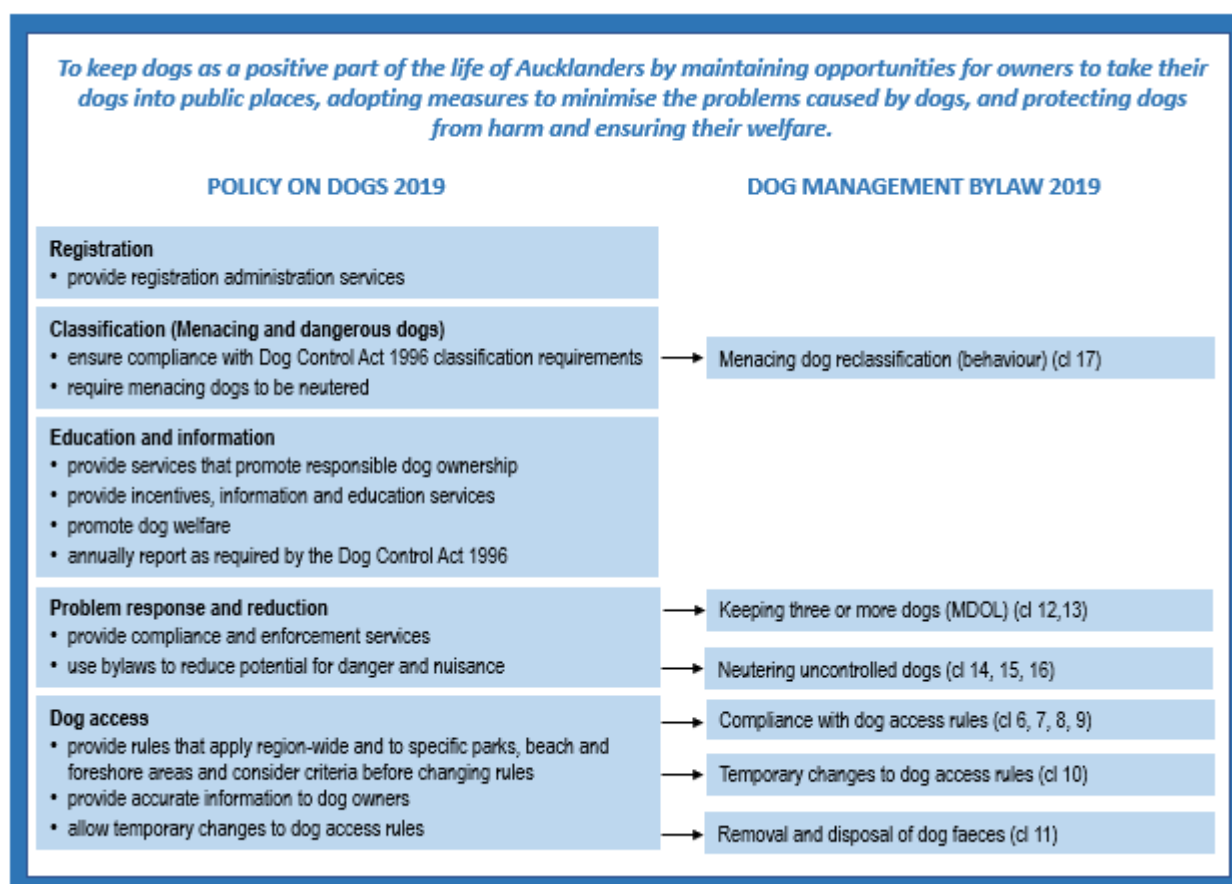
The following sections provide an overview of the [Findings Report](#).

2.2 The Policy and Bylaw help manage the care and control of dogs

The Policy sets out how council seeks to keep dogs as a positive part of the life of Aucklanders.

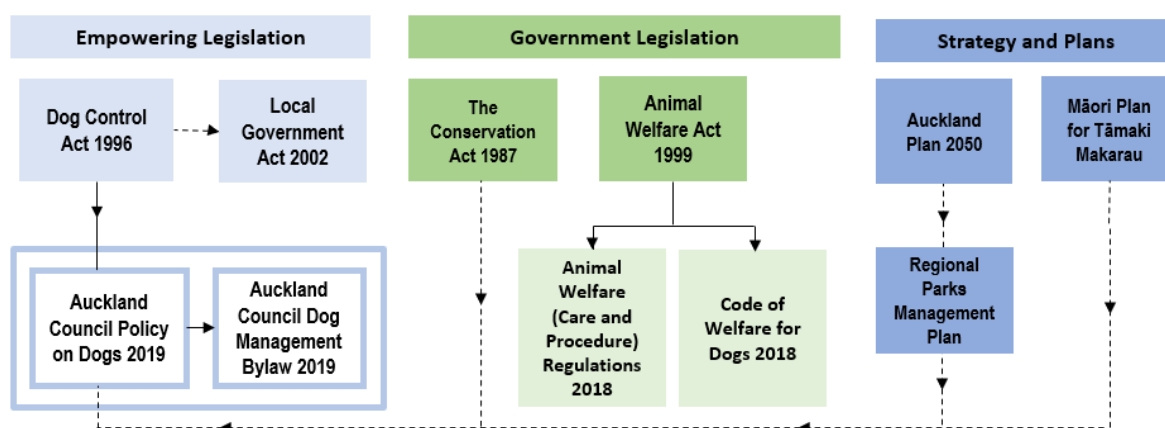
- The Policy focuses on council services including registration, classification, education and information, a balanced approach to dog access in shared spaces and problem response and reduction.
- The Bylaw gives effect to the Policy with rules that dog owners must comply with.

Auckland Council Policy on Dogs 2019 and Dog Management Bylaw 2019 Framework



2.3 The Policy and Bylaw are part of a wider framework

The Policy and Bylaw form part of a wider regulatory and strategic framework about the care and control of dogs, including government legislation and regional strategies and plans.



Note: The solid lines in the diagram above show central government legislation that directly influences the Policy and Bylaw, with the dashes showing legislation, strategies and plans that inform the Policy and Bylaw.

2.4 Elected members set rules which are administered by council staff

The Auckland Council Governing Body has delegated authority to:

- make or amend the Policy to the Regulatory and Safety Committee
- make, amend, replace or revoke the Bylaw to the Regulatory and Safety Committee
- administer the Policy and Bylaw to staff (through the Chief Executives).

In practice, implementation of the Policy and Bylaw involves:

- Regulatory and Safety Committee deciding dog access rules of regional significance (for example region-wide rules and rules on regional parks and associated beaches)
- Local boards setting local dog access rules for local parks and beaches
- Council staff to deciding temporary changes to any rule or rules at specific places (for example cemeteries and libraries)
- administration by council's Animal Management staff to undertake activities to implement and ensure compliance with the Policy and Bylaw.

2.5 Key review findings identified that a policy and bylaw is needed but could be improved

The review applied statutory bylaw review requirements under the Dog Control Act 1996 and Local Government Act 2002. The review found that the Policy and Bylaw are needed but could be improved ([RSCCC/2024/47](#)).

The review analysed six key questions to comply with the statutory review requirements. The Table below summarises the key findings:

Six key questions	Key Findings
Is there still a problem and is the problem the same?	✓ Yes. Problems (like 2019) continue to be a risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners. • Problems can result from irresponsible dog ownership or the inherent conflict between users of shared spaces in Auckland. • In general, problems are high frequency with varying levels of impact, with a high proportion of unregistered dogs causing roaming and dog attack problems. • Problems related to dog access in shared spaces can be high frequency and generally low impact (nuisance). However, impact can be high in biodiversity and ecological areas. • Problems related to walking multiple dogs are low to moderate frequency and mostly low impact. However, data shows that multiple dog walkers are overrepresented in dog-related problems, especially with people walking three or more dogs.
Are council's desired objectives and outcomes the same?	✓ Yes. The objectives and outcomes remain largely the same since the Policy and Bylaw was first made. However, the objectives could be better aligned to each topic and the outcome better aligned to the Auckland Plan. • The overall objective is to minimise the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from irresponsible dog ownership and the inherent conflict between users of shared spaces in Auckland. • The outcome sought is Aucklanders are happy and healthy with access to public places that cares for the natural environment and cultural heritage.

Six key questions	Key Findings
Have the Policy and Bylaw helped achieve the desired objectives and outcomes?	✓ Yes. The Policy and Bylaw have helped achieve the objectives and outcome. • The Policy and Bylaw have guided service delivery, prevented and addressed dog-related problems and established behavioural expectations for dog owners. • However, there are challenges to their effectiveness, for example: ○ COVID-19, increased cost of living, and reduced veterinary services contributed to reduced registration compliance and shelter capacity and increased complaints ○ the immense network of shared spaces means compliance with dog access rules relies on education and voluntary compliance by dog owners ○ the Policy is complicated to navigate, difficult to understand with outdated information.
Is a policy and bylaw still the best way to address the problem?	✓ Yes. A policy and bylaw on dogs is still the best way to address the problem. There are no other feasible alternatives. • The Dog Control Act 1996 requires the council to adopt and enforce a policy and bylaw for dog care and control in Auckland.
Do the Policy and Bylaw comply with legislation?	✓ Yes. The Policy and Bylaw: ○ are authorised under the Dog Control Act 1996 ○ have regard to matters in section 10(4) of that Act ○ do not conflict with any other New Zealand legislation (are not repugnant) ○ are reasonable and do not give rise to any implications under and are not inconsistent with the New Zealand Bill of Rights Act 1990.
Are the Policy and Bylaw 'fit for purpose' (no change required)?	• In general, the Policy and Bylaw are 'fit for purpose'. • However, the Policy could be improved to: ○ be easier to navigate and understand (for example to refine the objective, focus areas and links between policy statements and dog access rules) ○ address systemic issues with regional park dog access rules (for example to provide practical dog access to Long Bay beach or to address increased conflicts at the Auckland Botanic Gardens due to its continued development as a botanical space) ○ investigate if additional rules are required to 'walk' multiple dogs in shared spaces. • The Bylaw could be improved to be more certain. • Delegations could also be improved (for example to remove inconsistencies).

2.6 The review found the delegations could be improved

The findings identified duplication, inconsistency and redundant delegations between the Governing Body delegations adopted in 2012 that continue to apply and the most recent delegation for council committees in 2022 and updated staff delegations in 2023.

Improvements to the delegations are:

- Rescind resolutions [GB/2012/157](#) (from when the Policy and Bylaw were first made) and rely on [Auckland Council Governing Body Terms of Reference 2022-2025](#); Delegations to council committees and [Chief Executive's Delegations Register \(2024\)](#).
- Make a new delegation that continues to give local boards delegated powers that is consistent with the Policy on Dogs principles and criteria for making local dog access rules.
- Make a new delegation to create a Local Board Control delegations register.
- Make a new delegation to update areas of regional significance (maps and list).

Delegations will not form part of the Statement of Proposal. They are operational matters that will be addressed by the dog policy and bylaw deliberation panel.

3. Options assessment

Summary

- Two reasonably practicable options have been identified (Confirm or Amend).
- Statutory criteria were used to assess each option for each topic.
- An analysis of the options against criteria recommends amending the Policy and Bylaw.

3.1 Two reasonably practicable statutory options identified

Of the four options to respond to each topic in the Findings Report, Option 1 (Confirm) and Option 2 (Amend Policy and/or Bylaw) are the most reasonably practicable (See Table below).

Council may only decide to **confirm or amend the Policy**, but can decide to **confirm, amend, replace, or revoke any part or all of the Bylaw**.

Statutory Option	Is the statutory option reasonably practicable?
Option 1 (Confirm) Retain current Policy and Bylaw (no change)	✗ No. While it reflects the finding that the Policy and Bylaw are largely 'fit for purpose', this option will not address improvements identified in the Findings Report.
Option 2 (Amend) Amend Policy and/or Bylaw Recommended	✓ Yes. Addresses improvements identified in the findings to make the Policy and Bylaw more appropriate and easier to navigate and understand.
Option 3 (Replace) Replace Bylaw	✗ No. Would not address the findings that the Policy and Bylaw are largely 'fit for purpose'.
Option 4 (Revoke) Revoke Bylaw	✗ No. Would not address the findings that the Policy and Bylaw are required.

3.2 Statutory criteria were used to assess each option for each topic

The table below summarises the statutory criteria to enable a comparative assessment of the two options for each topic, that meets council's statutory requirements.

Criterion	Description
Effectiveness	How effectively the option minimises the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from irresponsible dog ownership and the inherent conflict between users of shared spaces in Auckland.
Efficiency	How efficiently the option minimises the problem described in the Effectiveness criteria above.
Validity	Whether the option: • is authorised by statute (for example, is authorised under the Dog Control Act 1996 and Local Government Act 2002) • does not conflict with other New Zealand legislation (is not repugnant) and is reasonable • gives rise to any implications or is inconsistent with the NZ Bill of Rights Act 1990.
Risks	Whether there are any risks and mitigations associated with the option.

3.3 The recommended option for all topics is to amend the Policy and/or Bylaw

The options assessment for each topic in Chapter 3.1 has identified Option 2 (Amend) as the recommended option (See Table below).

Taking this approach addresses the improvements identified in the findings report to provide a more reasonable, authoritative, and streamlined approach by:

- setting a limit on the number of dogs a person may walk at one time (maximum of six dogs, of which no more than three are allowed under control off-leash at any one time).
- clarifying and updating dog access rules for 14 regional parks.
- clarify existing rules, including the requirement to neuter classified dogs, who can provide dog behavioural assessments, application of region-wide dog access rules such as for council carparks and camping grounds.
- updating and removing outdated information in Schedule 2 of the Policy.
- reorganising and simplifying Policy content to make it easier to navigate and understand.

The Table below summarises the options assessment in Appendix 1 for each topic.

Topic	Effectiveness	Efficiency	Validity
Approach to dog management in Auckland [Topic 1]			
• Option 1 (Confirm Policy and Bylaw)	x	x	✓
• Option 2 (Amend Policy and/or Bylaw) (recommended)	✓	✓	✓
Approach to managing dog access rules in shared spaces [Topic 2]			
• Option 1 (Confirm Policy and Bylaw)	X	x	✓
• Option 2 (Amend Policy and/or Bylaw) (recommended)	✓	✓	✓
Region-wide dog access rules [Topic 3]			
• Option 1 (Confirm Policy and Bylaw)	x	x	✓
• Option 2 (Amend Policy and/or Bylaw) (recommended)	✓	✓	✓
Regional Park dog access rules [Topic 4]			
• Option 1 (Confirm Policy)	x	x	✓
• Option 2 (Amend Policy) (recommended) (see Appendix 1 for options considered for regional parks).	✓	✓	✓
Walking multiple dogs [Topic 5]			
• Option 1 (Confirm Policy and Bylaw)	✓	✓	✓
• Option 2A (Amend Policy and/or Bylaw) (Maximum four dogs, no more than two off-leash)	✓✓✓✓	✓✓✓	x
• Option 2B (Amend Policy and/or Bylaw) (Maximum six dogs, no more than three off-leash (recommended))	✓✓✓✓	✓✓✓✓	✓
• Option 2C (Amend Policy and/or Bylaw) (Maximum eight dogs, no more than four off-leash)	✓✓	✓✓	✓
• Option 2D (Amend Policy and/or Bylaw) (Maximum four dogs, no more than two off-leash unless licence obtained)	✓✓✓	x	x

Note: The ticks “✓” and crosses “x” against each criterion is illustrative of the relative achievement against each criterion for each topic. The full assessment of each option is included in Appendix 1.

Appendix 1: Option analysis by Topics

1.1 Approach to Dog Management in Auckland [Topic 1]

This attachment contains a summary of the assessment of options in response to the approach to dog management in Auckland.

Summary of 2024 Review Findings Report: Auckland Council Policy and Bylaw on Dogs 2019
• The objective is to minimise the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from irresponsible dog ownership. ✓ The Policy and Bylaw has regard to the matters in s10(4) Dog Control Act (DCA) (for example to minimise danger, distress, and nuisance to the community generally and the needs of dogs and their owners). ✓ A bylaw is the most appropriate way to achieve the objective which relates to addressing the problem. ✓ The Bylaw does not give rise to any implications under and is not inconsistent with the New Zealand Bill of Rights Act 1990. ✱ However, the Policy and Bylaw could be improved by redesigning the Policy to be easier to navigate and understand and clarifying specific clauses in the Bylaw to make it easier to implement (See Option 2).

Further information
Further information received from SafeKids Aotearoa on dog-related injuries in Auckland relates to this topic. Key findings from studies that assessed the impact of dogs at home and in public places are: • From 2017 to 2021, Auckland accounted for 35 per cent of children's dog-related hospitalisations in New Zealand (average of 50 cases per year).¹ ○ Most incidents (57 per cent) were in private settings (e.g. at home), with 14 per cent in public places. ○ Children aged 0 to 9 represented 76 per cent of these injuries, 42 per cent were in the Manukau City area. • A 2018 -2019 Middlemore Hospital dog-related injuries audit² found 18 per cent (58 of 329) documented where the injury happened. Of these, 62 per cent (36 of 58) were in a public place, including six stray dog attacks, 21 per cent (12 of 58) in the home, and 14 per cent (8 of 58) at another place (e.g. friend or neighbours' property).³ • Auckland has a high proportion of dangerous breeds (3.1 per 100 dogs) however the rate of dog-related injuries remains relatively low (211 dog bite injuries per 100,000 people).⁴ • Auckland ACC dog bite injury claims were highest in Southeast Auckland (276 per 100,000) and lowest in Central Auckland (145 per 100,000). Hospitalisations are five times higher in Southeast Auckland (63 per 100,000) compared to Central Auckland (5 per 100,000).⁵ This information supports council's objectives for dog management in Auckland and does not affect the options. The data emphasises the importance of a clear, accessible policy and bylaw to address identified issues and does not affect the options for this topic.

¹ Statement on Tamariki hospitalisation due to dog-related injuries; SafeKids Aotearoa, September 2024.

² [An audit of dog-related injury notification practices in a New Zealand public hospital](#), April 2022.

³ The contrast between the SafeKids report and the Middlemore Hospital audit is the location of dog-related injuries. The SafeKids report a higher proportion of incidents occur in private settings, the Middlemore audit suggests a larger proportion occur in public places. There are limitations with the Middlemore audit; 82 per cent did not document the injury location making it difficult to generalise the findings and directly compare.

⁴ [Study of dog control strategies](#), June 2023.

⁵ [Epidemiology of dog-related injuries within New Zealand](#), May 2022.

Options assessment	
- Of the four possible options identified in Chapter 3, Options 3 and 4 are not evaluated further in this topic: - Option 3 (Replace) would not address the finding that the Policy and Bylaw are generally fit for purpose. - Option 4 (Revoke) would not address the finding that a Bylaw is still needed. - Below is a comparative assessment of Options 1 (Confirm Policy and Bylaw) and 2 (Amend Policy and/or Bylaw) against criteria (effectiveness, efficiency, validity, and risks to achieve the objective which has regard to the matters in s10(4) of the Dog Control Act 1996).	
Option 1: Confirm Policy and Bylaw	Option 2: Amend Policy and/or Bylaw (Recommended)
Retains the current Policy and Bylaw approach to dog management (for example, the focus on registration compliance, classification of dangerous and menacing dogs, neutering requirements, a modern regulator approach to enforcement and compliance, welfare, and requiring owners of more than two dogs on a property to hold a multiple dog licence).	- Clarify the requirement for dogs classified as menacing to be neutered. - Align objectives, statements, and methods more coherently.⁶ - Clarify cl17(1)(a), who is authorised to provide a menacing dog 'behavioural assessment report'. - Clarify the meaning of 'urban residential' (cl12(1)) to align with the current Auckland Unitary Plan zoning. - Make minor drafting improvements for clarity and longevity (for example generic reference to policy on dogs).
Implementation	
Administration - Administration remains unchanged. - Regulatory and Community Safety Committee continues to be responsible for Bylaw reviews. - Policy and Bylaw continues to be implemented by council's Animal Management team. Enforcement - Current Bylaw enforcement powers and penalties remain available for use (refer to Chapter 2.2 of Findings Report). - A modern regulatory approach to compliance is used (refer to Chapter 4.2 of Findings Report). Process - Use statutory decision-making process to confirm Bylaw. - Auckland Council Governing Body (on recommendation from the Regulatory and Community Safety Committee) propose the Bylaw be confirmed (retained without change) using the Local Government Act 2002 Special Consultative Procedure (SCP). - Council is not required to use the SCP if no changes are proposed to the Policy⁷.	Administration - Same as Option 1. Enforcement - Same as Option 1. Process - Use a statutory decision-making process to amend the Policy and Bylaw. - Proposal containing amendments to Policy and Bylaw developed with input from local boards. - Auckland Council Governing Body (on recommendation from the Regulatory and Community Safety Committee) adopt amendments to the Policy and Bylaw using the SCP (which includes considering public feedback on the proposal before making a final decision). - Staff publish updated Policy and Bylaw and update public information and internal practices (for example staff training).
Effectiveness	
✗ Less effective than Option 2. While the findings indicate that the current Policy and Bylaw are helpful, some aspects are unclear and could be improved by clarifying certain clauses and better aligning the Policy objectives, statements and methods.	✓ More effective than Option 1 as the Policy and Bylaw would be easier to understand and implement (clearer and more certain). For example: - reformatting the Policy makes it easier to navigate - clarifying the requirement for neutering classified menacing dogs avoids confusion. - removing ambiguities in Bylaw cl12(1) and 17(1)(a)) makes it easier to educate dog owners and enforce.
Efficiency	
✗ Less efficient than Option 2. In the short term, more efficient than Option 2 as no changes to existing clauses, information, or website are required.	✓ More efficient than Option 1. Making the Policy and Bylaw easier to understand and implement will save staff time and support timely

⁶ Improving the Policy by better incorporating wildlife protection under 'Responsible Dog Ownership' is addressed in Options Report Topic 2 (Approach to managing dog access rules in shared spaces).

⁷ [Dog Control Act 1996 s10\(AA\)](#)

• However, less efficient than Option 2 in the long term due to ongoing ambiguities in the current Policy and Bylaw. The lack of clarity creates barriers to compliance and enforcement, increasing costs and implementation efforts.	compliance by dog owners (see Effectiveness for examples).
Validity	
✓ Yes. • For the reasons stated in Chapter 9 of the Findings Report, the Policy and Bylaw are authorised by the DCA, have regard to the matters in s10(4) DCA, do not directly or indirectly conflict with any other New Zealand legislation, are reasonable and does not give rise to any implications and are not inconsistent with the New Zealand Bills of Right Act. ✗ However, the Bylaw has been found to not be the most appropriate form of bylaw under the Local Government Act 2002 s155(2)(a) (RSCC/204/27). Improvements have been identified to cl17(1)(a) and 12(1) (See Option 2).	✓ Yes. • Same as Option 1 for similar reasons stated in Chapter 9 of the Findings Report.
Risks and mitigation	
Risk: IF improvements are not made to known issues, especially when there is no trade-off (nett benefit), THEN there is a reputational risk to council. Mitigation: This may be partially mitigated by: • effective communication that the issues or improvements outlined in the Findings Report are not so significant to justify change • updating council's website to provide clearer information and guidance • effective communication and education, such as information campaigns for the public and supplementary training for staff to better understand the Policy and Bylaw • clearly informing staff and public about authorised assessors to provide a menacing dog behavioural assessment • fostering collaboration between departments responsible for enforcing the Bylaw and those managing the Unitary Plan to clarify the meaning of 'urban residential'.	Risk: IF amendments to the Policy results in over-simplification, THEN this may create a new form of uncertainty. Mitigation: Liaise with departments across council (such as Animal Management) in the drafting process to ensure clarity and precision. Risk: IF public or stakeholders are concerned about the suggested improvements and engagement to date THEN there may be a medium reputational risk of a negative perception of council about its process. Mitigation: Clearly communicate that no decision is being made at this stage and that public and stakeholder feedback will be sought and considered before a final decision is made.
Recommendation	
Based on the above assessment against the criteria, Option 2: Amend Policy and/or Bylaw is the most appropriate way to minimise the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from irresponsible dog ownership. Taking this approach: • will make the Policy and Bylaw less confusing and easier for the public and council staff to understand and implement • is authorised under section 10 and has regard to the matters in section 10(4) of the Dog Control Act 1996, does not directly or indirectly conflict with any other New Zealand legislation, is reasonable and does not give rise to any implications, and is not inconsistent with the New Zealand Bill of Rights Act 1990.	

1.2 Approach to managing dog access rules in shared spaces [Topic 2]

This attachment contains a summary of the assessment of options in response to the approach to managing dog access rules in share spaces.

Summary of 2024 Review Findings Report: Auckland Council Policy and Bylaw on Dogs 2019
- The objective is to minimise the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from the inherent conflict between users of shared spaces in Auckland. ✓ The Policy and Bylaw has regard to the matters in s10(4) Dog Control Act (DCA) (for example to minimise danger, distress, and nuisance to the community generally and needs of dogs and their owners). ✓ A bylaw is the most appropriate way to achieve the objective which relates to addressing the problem. ✓ The Bylaw does not give rise to any implications under and is not inconsistent with the New Zealand Bill of Rights Act 1990. ✗ However, the Policy and Bylaw could be improved by redesigning the Policy to be easier to navigate and understand (See Option 2).

Further information
Further information received from SafeKids Aotearoa on dog related injuries in Auckland relates to this topic. Key findings from studies that assessed the impact of dogs at home and in public places are: - From 2017 to 2021, Auckland accounted for 35 per cent of children's dog-related hospitalisations in New Zealand (average of 50 cases per year).¹ - Most incidents (57 per cent) were in private settings (e.g. at home), with 14 per cent in public places. - Children aged 0 to 9 represented 76 per cent of these injuries, 42 per cent in the Manukau City area. - A 2018 -2019 Middlemore Hospital dog-related injuries audit² found 18 per cent (58 of 329) documented where the injury happened. Of these, 62 per cent (36 of 58) were in a public place, including six stray dog attacks, 21 per cent (12 of 58) in the home, and 14 per cent (8 of 58) at another place (e.g. friend or neighbours' property).³ One of the Policy principles is to promote the safe interaction between dogs and people in public to ensure that dogs do not injure, endanger, intimidate, or otherwise cause distress to any person, in particular children. The Policy will continue to take this approach, including the requirement of dogs to be under control on-leash by default when in public. These considerations do not affect the options for this topic.

Options assessment	
• Of the four possible options identified in Chapter 3, Options 3 and 4 are not evaluated further in this topic: ○ Option 3 (Replace) would not address the finding that the Policy and Bylaw are generally fit for purpose. ○ Option 4 (Revoke) would not address the finding that a Bylaw is still needed. • Below is a comparative assessment of Options 1 (Confirm Policy and Bylaw) and 2 (Amend Policy and/or Bylaw) against criteria (effectiveness, efficiency, validity, and risks to achieve the objective which has regard to the matters in s10(4) of the Dog Control Act 1996).	
Option 1: Confirm Policy and Bylaw	Option 2: Amend Policy and/or Bylaw (Recommended)
• Retains the current Policy and Bylaw approach to managing dog access in places accessible to the public: ○ provides a policy objective (overall goal), policy statement (how to achieve the objective) and policy methods (how to achieve the policy statement) ○ requires compliance with dog access rules provided in Schedule 1 (region-wide rules) and Schedule 2 (place-specific rules) of the Policy ○ defines five types of dog access rules.	• Refine the overall objective and focus areas to create a clearer separation between the objective and policy statement. • Clarify the link between the methods (What council will do) and dog access rules (Schedules), for example the region-wide and place-specific split between Schedule 1 and 2. • Include a statement about compliance with dog access rules.

¹ Statement on Tamariki hospitalisation due to dog-related injuries; SafeKids Aotearoa, September 2024.

² [An audit of dog-related injury notification practices in a New Zealand public hospital](#), April 2022.

³ The contrast between the SafeKids report and the Middlemore Hospital audit is the location of dog-related injuries. The SafeKids report a higher proportion of incidents occur in private settings, the Middlemore audit suggests a larger proportion occur in public places. There are limitations with the Middlemore audit; 82 per cent did not document the injury location making it difficult to generalise the findings and directly compare.

○ provides criteria for creating or changing an access rule ○ communicates dog access information to dog owners via signage and the website ○ provides for the temporary change to an access rule.	● Include the words ‘private ways’ in the policy statement. ● Clarify the ‘shared use of public places’ (Integrate, where practicable) principle and better define ‘public places’. ● Recognise wildlife in access principles, for example by separating wildlife from other factors in principle. ● Remove outdated information including place names and landmarks in Schedule 2, with six changes proposed, including removing the five remaining Maunga.
Implementation	
Administration ● Administration remains unchanged. ● Regulatory and Safety Committee continues to be responsible for Bylaw reviews. ● Policy and Bylaw continues to be implemented by council’s Animal Management team. Enforcement ● Current Bylaw enforcement powers and penalties remain available for use (refer to Chapter 2.2 of Findings Report). ● A modern regulator approach to compliance is used (refer to Chapter 4.2 of Findings Report). Process ● Use a statutory decision-making process to confirm the Bylaw. ○ Auckland Council Governing Body (on recommendation from the Regulatory and Safety Committee) propose the Bylaw be confirmed (retained without change) using the Local Government Act 2002 Special Consultative Procedure (SCP). ○ Council is not required to use the SCP if no changes are proposed to the Policy.⁴	Administration ● Same as Option 1 Enforcement ● Same as option 1 Process ● Use a statutory decision-making process to amend the Policy and Bylaw. ○ Proposal containing amendments to Policy and Bylaw developed with input from local boards. ○ Auckland Council Governing Body (on recommendation from the Regulatory and Safety Committee) adopt amendments to the Policy and Bylaw using the SCP (which includes considering public feedback on the proposal before making a final decision). ○ Staff publish updated Policy and Bylaw and update public information and internal practices (for example staff training).
Effectiveness	
✗ Less effective than Option 2. ● Ambiguities and inaccuracies in current Policy will continue to discourage use of Policy and cause challenges for enforcement and compliance. See improvements in Option 2 description.	✓ More effective than Option 1. ● Amended Policy has clearer messages and rules, more accurate information and better usability to help facilitate dog owners’ understanding of their obligations (for example by updating information in Schedule 2 with up-to-date park names or landmarks that better define boundaries of rules) and council’s enforcement of the rules.
Efficiency	
✗ Less efficient than Option 2. ● In the short term, more efficient than Option 2 as no changes to existing processes, signage, or website information is required. ● However, less efficient in the long term, as ambiguities and inaccuracies in the current Policy will continue to create barriers for compliance and enforcement. For example, result in more effort to educate and inform dog owners of rules and their obligations that they could not understand from reading the Policy.	✓ More efficient than Option 1. ● In the short term, less efficient than Option 1 due to potential costs incurred for updating website information. ● In the long term, more efficient than Option 1 as the amended Policy will be clearer, more accurate, and easier to navigate and understand which will improve usability and support voluntary compliance and enforcement.
Validity	
✓ Yes.	✓ Yes.

⁴ [Dog Control Act 1996 s10\(AA\)](#)

For the reasons stated in Chapter 9 of the Findings Report, the Policy and Bylaw are authorised by the DCA, have regard to the matters in s10(4) DCA, do not directly or indirectly conflict with any other New Zealand legislation, are reasonable and does not give rise to any implications and are not inconsistent with the New Zealand Bills of Right Act 1990.	Same as Option 1 for similar reasons stated in Chapter 9 of the Findings Report.
Risks and Mitigations	
Risk: IF improvements are not made to known issues, especially when there is no trade-off (net benefit), THEN there is a reputational risk to council. Mitigation: This may be partially mitigated by: - effective communication that the issues or improvements outlined in the Findings Report are not so significant to justify change - effective communication to staff and the public to clarify the Policy intent, dog access principles (in particular the ‘shared use of public places’ principle), and to highlight the inclusion of ‘private ways’ in the coverage of dog access rules, through council’s website and campaigns - sufficiently considering risks and impacts on wildlife at the application and implementation stage, for example when creating or changing dog access rules - updating council’s website and any signage with up-to-date dog access information, including place names and landmarks.	Risk: IF a new Policy is adopted, THEN staff and the general public may need time to adjust to the new Policy as new ambiguities and confusions may arise during the transition period (for example lag in updates to website and any signage information). Mitigation: The coordination across council departments to synchronise any published changes, and effective communication to the public on the changes.
Recommendation	
Based on the above assessment against the criteria above, Option 2: Amend Policy and/or Bylaw is the most appropriate way to minimise the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from the inherent conflict between users of shared spaces in Auckland. Taking this approach: - will improve usability of the Policy by clarifying ambiguities and correcting inaccuracies - is authorised under section 10 and has regard to the matters in section 10(4) of the Dog Control Act 1996, does not directly or indirectly conflict with any other New Zealand legislation, is reasonable and does not give rise to any implications, and is not inconsistent with the New Zealand Bill of Rights Act 1990.	

1.3 Region-wide access rules [Topic 3]

This attachment contains a summary of the assessment of options in response to the approach to managing dog access rules in share spaces.

Summary of 2024 Review Findings Report: Auckland Council Policy and Bylaw on Dogs 2019	
- The objective is to minimise the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from the inherent conflict between users of shared spaces in Auckland. ✓ The Policy and Bylaw have regard to the matters in s10(4) DCA (for example to minimise danger, distress, and nuisance to the community generally and needs of dogs and their owners). ✓ A bylaw is the most appropriate way to achieve the objective which relates to addressing the problem. ✓ The Bylaw does not give rise to any implications under and is not inconsistent with the New Zealand Bill of Rights Act 1990. ✗ However, the Policy and Bylaw could be improved, for example by clarifying ambiguities in how the Bylaw implements the Policy and precedence in conflicting rules in Policy schedules (See Option 2).	
Options assessment	
- Of the four possible options identified in Chapter 3, Options 3 and 4 are not evaluated further in this topic: - Option 3 (Replace) would not address the finding that the Policy and Bylaw are generally fit for purpose. - Option 4 (Revoke) would not address the finding that a Bylaw is still needed. - Below is a comparative assessment of Options 1 (Confirm Policy and Bylaw) and 2 (Amend Policy and/or Bylaw) against criteria (effectiveness, efficiency, validity and risks to achieve the objective which has regard to the matters in s10(4) of the Dog Control Act 1996).	
Option 1: Confirm Policy and Bylaw	Option 2: Amend Policy and/or Bylaw (Recommended)
- Retains the current Policy and Bylaw approach to setting region-wide access rules (no change to Policy or Bylaw). - The Policy sets out 13 dog access rules that apply in Auckland region-wide, such as requiring dogs to be under control on a leash on all public roads, private ways, council carparks and boating areas, prohibiting dogs from council playgrounds, sports surfaces, cemeteries, camping grounds and holiday parks, a standardised summertime hours and period to be applied to places that have a summertime access rule, rules for female dogs in season, and requiring owners to remove and dispose of their dog's faeces in public. - The Bylaw requires dog owners to comply with rules in the Policy.	- Specify rules set in the Dog Access Principles section in Schedule 1 of the Policy, including: - the default on-leash rules on roads, private ways, car parks and boating areas under 'What will Auckland Council do' 3(a)(i) to (iv)) - dog access rule exemptions (for example in relation to working dogs) and clarifications (for example dogs in vehicles) under 'What does Auckland Council expect of dog owners'.¹ - Clarify ambiguity in precedence between rules in Schedules 1 and 2 of the Policy, for example when Schedule 1 allows dogs on-leash for a carpark, but Schedule 2 prohibits dogs from an entire area that includes the carpark.
Implementation	
Administration - Administration remains unchanged. - Regulatory and Safety Committee continues to be responsible for Bylaw reviews. - Policy and Bylaw continues to be implemented by council's Animal Management team. Enforcement - Current Bylaw enforcement powers and penalties remain available for use (refer to Chapter 2.2 of Findings Report).	Administration - Same as Option 1. Enforcement - Same as Option 1. Process - Use a statutory decision-making process to amend the Policy and Bylaw. - Proposal containing amendments to Policy and Bylaw developed with input from local boards. - Auckland Council Governing Body (on recommendation from the Regulatory and Safety

¹ This example was identified during the development of the options report. Consequently, this option provides for similar clarifications during drafting of proposal.

• A modern regulatory approach to compliance is used (refer to Chapter 4.2 of Findings Report). Process • Use statutory decision-making process to confirm Bylaw. ○ Auckland Council Governing Body (on recommendation from the Regulatory and Safety Committee) propose the Bylaw be confirmed (retained without change) using the Local Government Act 2002 Special Consultative Procedure (SCP). ○ Council is not required to use the SCP if no changes are proposed to the Policy.²	Committee) adopt amendments to the Policy and Bylaw using the SCP (which includes considering public feedback on the proposal before making a final decision). ○ Staff publish updated Policy and Bylaw and update public information and internal practices (for example staff training).
Effectiveness	
✗ Less effective than Option 2. • Ambiguities in the current Policy and Bylaw will continue to pose challenges for enforcement and compliance. For example, when Schedule 1 of the Policy allows dogs on-leash for a carpark, but Schedule 2 prohibits dogs from an entire area that includes the carpark, confusing the public and staff about what is required.	✓ More effective than Option 1. • Amended Policy and Bylaw have clearer rules to help facilitate compliance and enforcement of the rules.
Efficiency	
✗ Less efficient than Option 2. • Ambiguities in the current Policy and Bylaw will continue to create barriers for compliance and enforcement. For example, potential conflict due to confusion between staff and dog owners about what the actual rule is.	✓ More efficient than Option 1. • Easier to understand and follow which will d Policy and Bylaw will be encourage better compliance and facilitate enforcement and save efforts to address potential conflicts caused by unclear rules.
Validity	
✓ Yes. • For the reasons stated in Chapter 9 of the Findings Report, the Policy and Bylaw are authorised by the DCA, have regard to the matters in s10(4) DCA, do not directly or indirectly conflict with any other New Zealand legislation, are reasonable and does not give rise to any implications and are not inconsistent with the New Zealand Bill of Rights Act. ✗ However, the Bylaw has been found to not be the most appropriate form of bylaw under the Local Government Act 2002 s155(2)(a) (RSCC/204/27). Improvements have been identified to cl6 and 7(2) (See Option 2).	✓ Yes. • Same as Option 1 for similar reasons stated in Chapter 9 of the Findings Report.
Risks and mitigation	
Risk: IF improvements are not made to known issues, especially when there is no trade-off (net benefit), THEN there is a reputational risk to council. Mitigation: This may be partially mitigated by: • effective communication that the issues or improvements outlined in the Findings Report not so significant to justify change • effective communication to clarify how Bylaw cl7 implements the default on-leash rules set out in the Dog Access Principles section of the Policy and what is required • identifying (on a case-by-case basis or otherwise) rules that are unclear as a result of ambiguity in	Risk: IF a new Policy is adopted, THEN staff and the general public may need time to adjust to the new Policy as new ambiguities and confusions may arise during the transition period (for example lag in updates to website information). Mitigation: Coordinating across council departments to synchronise any published changes, and effective communication to the public on the changes.

² [Dog Control Act 1996 s10\(AA\)](#)

precedence when conflicting rules in Schedules 1 and 2 of the Policy apply and clarifying the rule with staff and update any information accordingly on council's website.	
Recommendation	
Based on the above assessment against the criteria above, Option 2: Amend Policy and/or Bylaw is the most appropriate way to minimise the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from the inherent conflict between users of shared spaces in Auckland. Taking this approach: • will improve usability of the Policy by clarifying ambiguities and correcting inaccuracies • is authorised under section 10 and has regard to the matters in section 10(4) of the Dog Control Act 1996, does not directly or indirectly conflict with any other New Zealand legislation, is reasonable and does not give rise to any implications, and is not inconsistent with the New Zealand Bill of Rights Act 1990.	

1.4 Regional Park dog access rules [Topic 4]

This attachment contains a summary of the assessment of options in response to dog access issues on certain regional parks.

For conciseness (to avoid repetition), the implementation and validity statements in the Table below apply to all assessments.

Table 1: Common statements that apply to all options assessments

Options assessment	
Note: The effectiveness and efficiency assessment is in relation to the current and proposed Policy on Dog Access Principles that relates to balancing the needs of dogs, people, animals, the environment and property in public spaces, consideration of current and proposed Policy criteria for changes to dog access rules and regard to the matters in s10(4) of the Dog Control Act 1996 (DCA).	
Option one: Retain Dog Access Rule	Option two: Amend Dog Access Rule
Implementation	
Decision-making process - No additional costs. - Use of Special Consultative Procedure (SCP) not required and no change to signage. Administration - Animal Management staff continue (as prioritised resource allows) to patrol location to educate dog owners and where appropriate to issue infringements. - Regional Park Rangers continue to educate dog owners about dog access rules.	Decision-making process - Regulatory and Community Safety Committee recommend Governing Body to change dog access rule using Local Government Act 2002 special consultative procedure. - Information about dog access rule updated on the council's "Find where and when you can walk your dog" webpage and Policy webpage. - Dog access signs at location updated by relevant operational team. Capital costs from existing Regional Parks budget. Administration - Same as Option one.
Validity	
✓ The DCA is the primary legislation to manage dog access. Inclusion of dog access rules in the Policy is authorised by s10(3a-e) of the DCA. ✓ Has regard to matters in section 10(4) of DCA.	✓ The DCA is the primary legislation to manage dog access. Inclusion of dog access rules in the Policy is authorised by s10(3a-e) of the DCA ✓ Has regard to matters in section 10(4) of DCA. ✓ Is consistent with the current and proposed Policy's Dog Access Principles and considers the current and proposed Policy criteria for changes to dog access rules.

Table 2: Ambury Regional Park Options Assessment

Findings summary for Ambury Regional Park	
Possible systemic issues caused by unclear rules	The current rules do not specify that the Loop Road (an on-leash area, also the only area in the park with dog access) is a short walk (800 meters). Visitors entering the park through outside roads that connect Loop Road might not be aware they will not be able to explore Ambury Regional Park with their dogs any further.

Options assessment for Ambury Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
Dogs allowed under control on a leash on the Ambury Farm loop road connecting Kiwi Esplanade to Ambury Road.	- Clarify that on-leash opportunities are limited to the Ambury Farm loop road (a short fenced road about 800m in length) connecting Kiwi Esplanade to Ambury Road to provide a local loop walk - Make dog access rule for whole park easier to understand.
Implementation	
See Table 1.	See Table 1.
Effectiveness	
Option 2 is more effective by providing correct expectations about the extent of the dog on-leash area in the park. This would help address the anecdotal non-compliance issues of up to 4-5 dog access rule breaches a day in summer causing disturbance and harm to farm animals.	
Efficiency	
Option 2 is more efficient. Adjusting the wording is a quick and cost-effective way to communicate to visitors the extent of the on-leash area. This would make the rules easier to follow and staff to enforce.	
Validity	
See Table 1 and both options are reasonable.	
Risks and Mitigation	
Risk: IF the current rule is retained, THEN there will likely be a reputational risk to council by allowing a rule known to be unclear to remain rather than fixing it as issues will likely continue occurring. Mitigation: Staff to continue to enforce and educate dog owners on the rules.	Risk: IF the rule is amended, THEN there will be a small operational risk that the improved rule is not easier to understand than the current rule. Mitigation: Rule to be updated using current drafting practices, plain language and public consultation.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach: - will make it easier for dog owners to know dogs are prohibited from almost all of the Park, except on a short 800m long road that provides a local loop walk between Kiwi Esplanade to Ambury Road which will reduce unintended non-compliance and risks to wildlife, farm animals and people - will be easier for dog owners to understand and follow and staff to administer - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the DCA, is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules. The trade-off with Option 1 of the additional cost to implement, is a rule that is easier to understand.	

Table 3: Auckland Botanic Gardens Options Assessment

Findings summary for Auckland Botanic Gardens	
Possible systemic issues that can cause increased conflict	(Conflict with people) The current rules allow dog access in shared areas for educational programmes and community events (for example: off-leash area north of rose garden) and designated areas for people to congregate (for example: café, and Potter Children's Garden) and staff service areas. This can create conflict between dogs, staff and visitors particularly young children. (Conflict with natural environment) The current rules allow dog on leash access near waterways but there are non-compliance issues of off-leash dog in the area which have severely damage the riverbank and waterways, particularly for Puhinui Stream.

Options assessment for Auckland Botanic Gardens			
Note: See Table 1.			
Option 1: Confirm current Policy	Option 2A: Amend Policy (transitional access) (Recommended)	Option 2B: Amend Policy (on-leash access)	Option 2C: Amend Policy (timed access)
• Dogs allowed off-leash in the area generally north of the rose garden • Dogs allowed on-leash in waterways and Potter Children’s Garden • No explicit dog access rule for Huakaiwaka Visitor centre, Café area (excluding western café terrace), designated food concession areas and service areas (default rule is prohibited unless permission obtained or signage allows).	• Change the off-leash area to align with the current signposted off-leash boundaries, to provide for temporary changes for events and to transition to on-leash rules as parts of the off-leash area are developed in accordance with the Gardens Master Plan • Prohibit dogs from waterways • Prohibit dogs from the Huakaiwaka Visitor centre, Café area (except the western café terrace), designated food concession areas and Potter Children’s Garden • Make dog access rule for whole park easier to understand.	• Change the off-leash area to on-leash at all times	• Change the off-leash area to those open grass areas generally north of the rose gardens identified as the WW2 army campsite, sequence of lawns, event lawn, and areas adjacent to the motorway in the Master Plan before 10am and after 5pm (on-leash between 10am and 5pm)
Implementation			
• See Table 1.	• See Table 1.		
Effectiveness			
• In relation to the off-leash area, Option 2A is more effective than Options 1, 2B and 2C because it can help address the increasing risks of conflicts between people and dogs in the area by introducing a managed transition from off-leash to on-leash in northern areas of the gardens • Options 2B and 2C could also effectively address the risk of conflicts between dogs and people but the key trade-off would be an immediate and significant reduction of recreational value to dog owners in an area of the gardens not yet fully developed, which are effectively open grass areas connecting Totara Park to Everglade Drive and only used temporarily on occasion for events • The risk of conflicts between dogs and people and botanical vegetation are increasing as: ○ more people visit the gardens (from 450,000 visitors in 2005 to just under 1 million visitors in 2023) ○ the space is used as a shared space for events and programmes ○ the northern part of the gardens is developed in accordance with the Gardens Master Plan (the event lawn has been developed but a time frame for development of other areas is unknown) ○ the northern part of the gardens remains a popular area to take dogs off-leash ○ from 2019 to 2021 there were 10 dog attacks on other dogs and people and three aggressive dog behaviour incidents reported, the majority assumed to be in the off-leash area and included injuries to one child and one dog needing to the euthanised. • In relation to waterways and high-risk areas, Option 2A, B and C are more effective than Option 1 because: ○ explicitly prohibiting dogs from waterways would signal the council’s intent to protect the area and reduce the risk of continued damage to natural habitat and property caused by dogs entering waterways			

Options assessment for Auckland Botanic Gardens	
- while there have been no recorded incidents in these areas from 2019 -2023, explicitly prohibiting dogs in the rules from high-risk areas accessible to the public would reduce health and safety risks for dog owners, dogs and other users of these high use areas including children and reflect current operational practice that is consistent with the region-wide rules in Schedule 1 that prohibit dogs by default from indoor areas and playgrounds. - explicit prohibition of dogs from service areas adds unnecessary complexity as these areas restricted to the general public (e.g. gated for authorised access only) and located in on-leash areas.	
Efficiency	
- In relation to the off-leash area, the costs of each option are similar, negligible and within existing budgets: - despite Options 1, 2B and 2C only requiring a one-off update to signage while Option 2 may require multiple updates as the off-leash area shrinks with development of the gardens - despite Option 1 not requiring use of the special consultative procedure because a future change request that will require consultation is likely. - In relation to waterways and high-risk areas, Option 2A, B and C are more efficient than Option 1: - for waterways, it would make the rule explicit for dog owners to follow, and easier for staff to enforce - currently, the waterways are in the on-leash area and dogs, however, a 2024 ecological report identified off-leash dogs as a significant contributor to bank erosion, damage to water quality, and loss of surrounding trees and vegetation - council staff have tried various methods to educate visitors with no significant improvement, noting that the Gardens Master Plan focusses on the enhancement of native bush corridors along the waterways - for high-risk areas, it would make the rule consistent with current operational practice, making them easier to follow for dog owners and for staff to enforce.	
Validity	
- See Table 1. - In relation to the off-leash area, Option 2A is the most reasonable as it maximises off-leash opportunities for responsible dog owners until such time as the area is fully developed. - In relation to waterways and high-risk areas, Option 2A, B and C are more reasonable to avoid more investment to reduce the current degradation of waterways and health and safety risks in high-risk areas.	
Risks and Mitigation	
Risk: If council retains the current rule, THEN there is a moderate to high reputational and environmental risk to council by retaining rules that create a significant risk to health and safety and of damage to waterways. Mitigation: Staff continue to monitor and enforce rules and update operational practice (signage and maps).	Risk: IF rules are amended, THEN there is a high risk that dog owners may perceive the off-leash and waterways changes as unreasonable. Mitigation: Communication that public feedback will be sought before making a final decision.
Recommendation	
Based on the analysis against the criteria above, Option 2A (Amend Policy (transitional access)) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach: - will help address the increasing risks of conflicts between people and dogs in the current off-leash area - will help reduce the risk of damage to natural habitat around waterways - will help reduce health and safety risks for dog owners, dogs and other users of high-risk areas - will be easier for dog owners to understand and follow and staff to administer - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996, is consistent with the current and proposed Policy's Dog Access Principles and considers the current and proposed Policy criteria for changes to dog access rules. The trade-off with Option 1 of reduced dog access and cost to implement, is better protection to dog owners, dogs, other visitors to the gardens and waterways while still providing for on-leash dog access opportunities.	

Table 4: Hunua Ranges Regional Park Options Assessment

Findings summary for Hunua Regional Park	
Possible systemic issues that can cause increased conflict	The current rules allow dog on leash access on single use mountain bike tracks which can create conflicts with other bike riders. The current rules allow dog on leash access on tracks connect to the significant biodiversity area of Kokako Management Area (KMA). There are non-compliance issues of off leash dogs on those tracks entering into the KMA area and conflict with the protected wildlife there.
Options assessment for Hunua Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
Allow dogs on a leash on all roads and tracks that connect to the Kohukohunui track, the KMA and Piggott's Habitat.	- Prohibit dogs from tracks that connect to the Kohukohunui track, the KMA and Piggott's Habitat. - Prohibit dogs from exclusive, single use mountain bike tracks.
Implementation	
See Table 1.	See Table 1.
Effectiveness	
- Option 2 is more effective. - Minimises the risk of conflict between people, protected wildlife and dogs. - The KMA and Piggott's Habitat are high biodiversity areas created to protect threatened flora and fauna. These areas have allowed for local Kokako birds to breed, and for Kiwis potentially set to be introduced in future. Dogs in these areas can distress or harm wildlife. A large amount of bait is also used in both areas to manage pests, posing a health risk to dogs. - In relation to the single use mountain bikes these tracks are specially designed for mountain biking with no walking access and have more technical terrain (e.g. steep, narrow and bumpy course) on which dogs pose a risk of more serious injury to riders on the course including their owners on bikes.	
Efficiency	
- Option 2 is more efficient. It creates a biodiversity buffer to help minimise potential risks to wildlife from dog owners mistakenly entering this area. In relation to the mountain bike tracks this makes the rule consistent with operational practice and easier for visitors to follow and comply with. - Option 2 is also easiest for staff to enforce given the area is very remote and not frequently patrolled. In the short term, there may be small costs to implement change (update website information, maps and signs).	
Validity	
See Table 1. Option 2 is most reasonable as it reflects the risk of dogs allowed in the high biodiversity areas and single use mountain bike tracks. Dog access is provided for in other areas of the Park.	
Risks and Mitigation	
Risk: IF the current rules are retained, THEN there is likely to be moderate reputational risks to council by retaining a rule that poses significant risk to protected wildlife, responsible dog owners and mountain bikers. Mitigation: Staff continue to enforce rules (more signage, maps and patrols).	Risk: IF dogs are prohibited at the specified tracks, THEN there is likely to be a low risk from regular visitors concerned about the reduced dog access. Mitigation: Operational practice (update signage, website), public consultation, and communication that other popular tracks will continue to allow dog access.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate way to address the systematic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public places. Taking this approach: - will help minimise the risk of distress or harm to protected wildlife from dogs, health of dogs, and protect responsible dog owners and their dogs from the risk of significant statutory penalties - will help minimise the risk to dog owners, dogs and other users of single use mountain bike tracks - will align with operational practice, be easier for owners to understand and follow and for staff to enforce. - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996, does not conflict with any other legislation, aligns with the Policy principles for dog access and is reasonable.	

Table 5: Long Bay Regional Park Options Assessment

Findings summary for Long Bay Regional Park	
Possible systemic issues that unreasonably impact responsible dog owners	Current rules prohibit convenient direct access from the southernmost carpark to the beach. Dog owners are instead required to walk their dogs the long way round to obtain access. During the options assessment, an error was identified from the 2019 update to the then 2012 Policy to make summer daytime hours consistent across the region. The error changed the summer daytime rule on the beach from dog prohibited to on-leash (GB/2019/71 Attachments A and B).
Options assessment for Long Bay Regional Park	
Note: See Table 1.	
Option 1: Confirm Policy	Option 2: Amend Policy (Recommended)
- Dogs prohibited from accessing southernmost carpark (which is an on-leash area) and prohibited from tracks between the carpark and beach. - Dogs allowed on-leash on beach during the summer daytime hours (1 December to 1 March, 10am-5pm).	- Clarify that dogs allowed to access the southernmost carpark in a vehicle and on foot, and to access the beach from the carpark. - Prohibit dogs during summer daytime hours. - Make rules for whole park easier to understand.
Implementation	
See Table 1.	See Table 1.
Effectiveness	
- Option 2 is more effective. - In relation to access to the carpark, it would provide practical access for dog owners to take their dogs from the southernmost car park to the beach without any significant risk to people and wildlife. - The current rule prevents dogs in vehicles from accessing the carpark from Beach Road, people walking their dog across the pedestrian bridge from Beach Road and using the tracks from the car park to the beach. - In relation to the summer daytime beach rule, it would reflect the original intent for this busy destination (with over 1 million visitors per year) and reduce the risks of conflicts between dogs and people on the beach during summer peak time consistent with all other equivalent time and season rules in Auckland. Anecdotally, rangers suggested this has led to an increase in dog related incidents at the picnic areas due to people trying to access the beach or thinking that the beach rules apply to the picnic areas.	
Efficiency	
Option 2 is more efficient. While there may be minor short-term implement costs (e.g. update information, maps and signs), the change would be easier for visitors to understand and follow and staff to enforce and consistent with equivalent time and season rules in Auckland.	
Validity	
- Option 2 more reasonable (See also Table 1). - In relation to access to the carpark, it would remove restrictions that undermine council's policy intent to allow dog owners to use the southernmost car parking area to access the beach and Beach Road. - In relation to the summer daytime beach rule, the additional restriction is justifiable given the beach is one of the busiest in Auckland and is consistent with other equivalent time and season rules (e.g. Misson Bay).	
Risks and Mitigation	
Risk: IF the current rule is retained, THEN there will be a reputational risk to council of retaining a rule that is impractical to responsible dog owners and contradicts with the intention of the policy and not addressing an error and retaining a rule that is inconsistent with the rules for the rest of the region. Mitigation: Staff to improve operational practice (maps, signage) and continue to enforce and educate dog owners on the rules.	Risk: IF the rule is amended, THEN there is a low risk that dog owners may enter adjacent prohibited areas of the Park or perceive the change to the summer daytime beach rule as unreasonable. Mitigation: Communication of the rules, error and that public feedback will be sought before making a final decision.

Options assessment for Long Bay Regional Park	
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach: • will provide convenient access for dog owners to take their dogs from the southernmost car park to the beach without significant risk to people and wildlife • will fix the error made in 2019 review and ensure consistency with other time and season rules in busy Auckland beaches and with the original intent of the policy • will reduce conflict between dogs and people at Long Bay Beach during the busiest time of the year • will be easier for visitors to understand and follow, staff to enforce and consistent with equivalent time and season rules in Auckland • is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the DCA, is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules. The trade-off with Option 1 of the additional cost to implement, risk of dogs accessing prohibited areas of the Park or risk of dog owners perceiving a reduction in dog access on the beach, is a rules that gives effect to the intent of the rule when first set in 2012.	

Table 6: Mahurangi Regional Park Options Assessment (including Scott Point)

Findings summary for Mahurangi Regional Park (including Scott Point)	
Possible systemic issues that unreasonably impact responsible dog owners or can cause increased conflict or issues caused by unclear rules	Current rules allow dog on leash access at Cudlip Loop Track but there are non-compliance issues of off leash dogs in the area running into the nearby Te Muri Stream mouth and conflicting with the protected wildlife (such as bittern, fern, banded rail) in the estuary. The rules specify three different parts of the park (Mahurangi East, Mahurangi West and Te Muri). It can be difficult for visitors to figure out which rules apply to which part and follow the rules correctly. The rules at Scott Point (located in Mahurangi East) are different to the local rules at Scott Landing (right next to Scott Point) which can create confusion to visitors.

Options assessment for Mahurangi Regional Park (including Scott Point)							
Note: See Table 1.							
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)						
- Dogs are allowed under control on a leash: i) in Mahurangi Regional Park West on coastal area around Opahi Bay, Mita Bay beach, Mita Bay Loop Track (outside of lambing season) ii) on Cudlip Point Loop Track during the summer season. - The following time and season rule applies in Mahurangi Regional Park east at Scott Point and associated beaches: <table><tr><th>Summer (1 December to 1 March)*</th><th>Out of Summer Season</th></tr><tr><td> Morning (Before 10am) Under control on leash</td><td rowspan="3"> All times Under control on leash</td></tr><tr><td> Daytime (10am to 5pm) Prohibited</td></tr><tr><td> Evening (After 5pm) Under control on leash</td></tr></table> * Summer defined in Dog Access Principles "4. Apply the following time and season." - Dogs are prohibited during lambing season.	Summer (1 December to 1 March)*	Out of Summer Season	 Morning (Before 10am) Under control on leash	 All times Under control on leash	 Daytime (10am to 5pm) Prohibited	 Evening (After 5pm) Under control on leash	- Amend rule at Cudlip Point Loop Track to prohibit dogs. - Prohibit dogs from the grounds of Scott Homestead, Ferguson House and Bailey's Cottage. - Amend the dog access rule for the wharf and carpark areas at Scotts Landing to dogs on leash at all times. - Make rules for whole park easier to understand.
Summer (1 December to 1 March)*	Out of Summer Season						
 Morning (Before 10am) Under control on leash	 All times Under control on leash						
 Daytime (10am to 5pm) Prohibited							
 Evening (After 5pm) Under control on leash							
Implementation							
See Table 1.	See Table 1.						
Effectiveness							
- Option 2 is more effective. - Provides more clarity to dog owners about where they are allowed to take their dogs at the different park areas and minimises risks to dog owners, wildlife, and stock present at the parks.							

Options assessment for Mahurangi Regional Park (including Scott Point)		
- Minimises the risk of conflict between protected wildlife and dogs. There is no protected wildlife on Cudlip Point Loop Track, but there are endangered species in areas accessed off the Loop Track, including bittern, fernbird, and banded rail in the nearby Te Muri Estuary and stream, Te Muri Beach area and Te Muri Regional Park. The area is remote, and it is difficult for staff to educate visitors and direct them to the right tracks with on-going problems of off-leash dogs being taken to Te Muri Stream to cool down (13 incidents recorded between 2019-2024, but anecdotally not all incidents are recorded or witnessed). - In relation to Scott's Homestead, it provides greater clarity to dog owners about where they are allowed to take their dogs, minimises potential risks of dogs and their owners and conflict with other users as the area inside the fence is quite small and is also used as a bookable event space (along with the homestead) for the public (such as weddings). - Keeping dogs on leash minimises the risk of dogs accidentally running into the adjacent Mahurangi Scenic Reserve and Casnell Island (accessible by foot during low tide) that is operated by Department of Conservation with a no dog policy. It also simplifies the rule and provide more access to dog owners.		
Efficiency		
- Option 2 is more efficient. - It is easier for people to understand and follow. - Provides a buffer which can reduce the risk of conflict between protected wildlife and dogs, protect responsible dog owners, and reduce the need for staff monitoring and enforcement. - Option 2 allows a year-round on leash rule at Scott Point which is easier for people to understand and for staff to enforce. The area is remote and difficult for staff to frequently patrol and educate people so a simpler rule that is consistent with the rule in the surrounding area would work better.		
Validity		
- Option 2 more reasonable (See also Table 1). - Addresses the risk of potential conflicts between dogs and other users of the space without greatly affecting the recreational value of the area (the grounds is small and is already closed at times during events). - Provides more access to dog owners without significant risk. The area is not suitable for dog off leash access given the lack of car parking for dog owners coming from other areas and the no dog zone nearby operated by Department of Conservation.		
Risks and Mitigation		
Risk: IF council continues with the current dog access rule approach THEN there is likely to be reputational risk by retaining and continuing rules that are confusing and poses significant risk to protected wildlife and responsible dog owners. Mitigation: Staff to continue to enforce and educate dog owners on the rules and enhance operational practice (signage, patrolling).		Risk: IF council amends the rules THEN there is may be low to moderate concern about the changes in dog access. Mitigation: Public consultation and communication that other popular tracks at Mahurangi Regional Park West will continue to allow dog access.
Recommendation		
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate way to address the systematic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public places. Taking this approach: - will make it easier for dog owners to understand where they are allowed to take their dogs at different areas of Mahurangi Regional Park and Te Muri Regional Park which will minimise unintended non-compliance and risks to dog owners, wildlife and stock. - will reduce the risk of disturbance/ harm to protected wildlife and protect responsible dog owners from harming protected wildlife and incurring statutory penalties. - will provide more clarity to dog owners regarding where they are allowed to take their dogs at Scott Point and minimise the risks dogs currently pose to council property. - will be easier for dog owners to understand and follow and reduce the need for staff monitoring and enforcement of the area. - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996, does not conflict with any other New Zealand legislation, aligns with the Policy principles for dog access and is reasonable.		

Table 7: Muriwai Regional Park Options Assessment

Findings summary for Muriwai Regional Park	
Possible systemic issues that can cause increased conflict	The current rules are unclear about the dog access rules at the southern management area near gannet colony and the rules for the parkland area south of the surf tower. This can cause confusion and lead to conflict with wildlife there (gannets and grey-faced petrels in the bush area at the southernmost carpark area).

Options assessment for Muriwai Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
- Dogs are allowed under control off a leash north of the surf tower on Muriwai Beach. - Dogs are prohibited south of the surf tower to protect the gannet colony.	- Clarify the prohibition rule – - to reference the Park, beach and foreshore areas on the seaward side of Waitea Road, including Gannet Colony, Ōtakamiro Point, Ōtakamiro Point Track and Maukatia (Māori Bay) Track, Flat Rock and Maukatia (Māori Bay). - allow dogs under control on a leash in all other areas of the Park, including grassed and picnic areas, Muriwai Beach Loop Track and Mitchelson Lookout Track. - Make rules for whole park easier to understand.
Implementation	
See Table 1.	See Table 1.
Effectiveness	
Option 2 is more effective. Clarifying the prohibition and on-leash rules would help minimise the significant risk to wildlife such as gannets and the red billed gulls.	
Efficiency	
Option 2 is more efficient. While there may be minor short-term implement costs (e.g. update information, maps and signs), the change would align with current operational practices and be easier for dog owners to understand and follow and staff to enforce.	
Validity	
See Table 1. Option 2 is more reasonable as it protects vulnerable wildlife without adding unnecessary complexity to dog access rules.	
Risks and Mitigation	
Risk: IF the current rule is retained, THEN there is a medium reputational and environmental risk to council of retaining a rule that is unclear and does not adequately protect wildlife. Mitigation: Continued operational practice to enforce and educate dog owners on the rules or use of temporary dog access rules if problems occur.	Risk: IF the rule is amended, THEN there is a minor reputational risk that people may perceive a change in dog access in practice. Mitigation: Communication of no change to dog access and that public feedback will be sought before making a final decision.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach: - will help minimise significant risks to endangered wildlife and ecosystems - will be easier for dog owners to understand and follow and staff to enforce - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the DCA, is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules. The trade-off with Option 1 of the additional cost to implement, is a rule that is easier to understand and better protects endangered wildlife and ecosystems.	

Table 8: Pākiri Regional Park Options Assessment

Findings summary for Pākiri Regional Park	
Possible systemic issues that can cause increased conflict	Current rules allow dogs off-leash access on the associated beach (Pākiri Beach) which conflicts with the protected wildlife there such as fairy tern and dotterel. There is also an issue of no available access route to get to the beach unless through the regional park and breaching the prohibition rule, or through private properties.

Options assessment for Pākiri Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
- Dogs are allowed under control off a leash on parts of Pākiri Beach associated with Pākiri Regional Park. - Dogs are prohibited on the Park.	- Prohibit dogs from parts of Pākiri Beach associated with the Park. - Current prohibition of dogs on the Park retained. - Make rules for the whole Park easier to understand.
Implementation	
See Table 1.	See Table 1.
Effectiveness	
Option 2 is more effective. Prohibiting dogs would help minimise significant risks to nationally endangered species (such as fairy terns) and ecosystems and to dog owners from significant penalties and the destruction of their dogs.	
Efficiency	
Option 2 is more efficient. It aligns with current operational practice and is easier for dog owners to follow and staff to enforce.	
Validity	
- See Table 1. - Option 2 is more reasonable as it protects vulnerable wildlife, dog owners and their dogs and also removes unreasonable expectations that dog owners can access the beach without entering prohibited areas of the Park or trespassing through private properties.	
Risks and Mitigation	
Risk: IF the current rule is retained, THEN there is a medium reputational and environmental risk to council of retaining a rule that threatens protected wildlife and ecosystems and does not protect responsible dog owners. Mitigation: Continued operational practice to discourage dog access or use of temporary dog access rules if problems occur.	Risk: IF the rule is amended, THEN there is a medium risk that dog owners may perceive the change as unreasonable. Mitigation: Communication that public feedback will be sought before making a final decision and communication of nearby off-leash areas. There are eight off-leash areas in Leigh (12km travel), two in Ti Point (13km travel), and four in Whangateau (14km travel). The closest off-leash area is Ferndale Avenue Recreation Reserve (12km travel) and the closest off-leash beach is Mathesons Bay Reserve (15km travel).
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach: - will help minimise significant risks to nationally endangered wildlife and ecosystems and to dog owners and dogs from significant statutory penalties - will align with current operational practice and is easier for dog owners to understand and follow and staff to enforce. - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the DCA, is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules. The trade-off with Option 1 of reduced off-leash options for dog owners, is better protecting wildlife, ecosystems, dog owners and dogs and precluding access to the area across prohibited areas on the Park or private property in a remote destination of Auckland.	

Table 9: Shakespear Regional Park Options Assessment

Findings summary for Shakespear Regional Park	
Possible systemic issues that can cause increased conflict	Current rules do not specify where the open sanctuary boundary starts at Army Bay and Okoramai Bay. This can result in people mistakenly walking in the open sanctuary with their dogs and cause conflict with the wildlife such as bellbirds, red-crowned kākāriki and little spotted kiwi. Current rules apply a time and season rule at Army Bay and Okoramai Bay but an off-leash rule at the inland grassland areas right next to the bays. Without any physical boundaries, off-leash dogs can easily run onto the beaches during summer peak time and cause conflict with people on the beaches.

Options assessment for Shakespear Regional Park					
Note: See Table 1.					
Option 1: Confirm current Policy	Option 2: Amend Policy (recommended)				
- Dogs are allowed under control on a leash on the tracks land between Okoromai Bay and Army Bay - Dogs are allowed under control off leash on the flat grassland areas north of Okoromai Bay and south of Army Bay - The following time and season rule applies on Army Bay and Okoromai Bay beaches: <table><tr><th>Summer (1 December to 1 March)**</th><th>Out of Summer Season</th></tr><tr><td>  Morning (Before 10am) Under control off leash  Daytime (10am to 5pm) Prohibited  Evening (After 5pm) Under control off leash </td><td> All times Under control off leash  </td></tr></table> ** Summer defined in Dog Access Principles "4. Apply the following time and season." - Except as provided for in a) and b) above, dogs are prohibited from Shakespear Regional Park.	Summer (1 December to 1 March)**	Out of Summer Season	 Morning (Before 10am) Under control off leash  Daytime (10am to 5pm) Prohibited  Evening (After 5pm) Under control off leash	All times Under control off leash 	- Amend Policy to define the sanctuary boundary line at Okoromai Bay and Army Bay past which dogs are prohibited. - Amend the rule at the grassland area to a time and season rule to allow dogs on leash during summer daytime. - Make rules for the whole Park easier to understand.
Summer (1 December to 1 March)**	Out of Summer Season				
 Morning (Before 10am) Under control off leash  Daytime (10am to 5pm) Prohibited  Evening (After 5pm) Under control off leash	All times Under control off leash 				
Implementation					
See Table 1.	See Table 1.				
Effectiveness					
- Option 2 is more effective. - Provides greater clarity to dog owners on where they are allowed to take their dogs on the beach to minimise the risk to wildlife in the sanctuary. The open sanctuary is strictly dog prohibited and home to many native birds including bellbird, red-crowned kakariki, little spotted kiwi, North Island robin, and North Island saddleback. - Between 2019-2023, 120 incidents were recorded at or near this location, showing popularity of this park and the risk to wildlife (note the actual number might be higher given not all incidents are witnessed or reported). Although many of the incidents relate to non-compliance of dog access rules, the potential impact to wildlife is likely to be high given the high biodiversity value of the sanctuary. - Addresses the current health and safety risk of people on the beach from off leash dogs during peak summertime by keeping dogs on leash in the adjacent grassland areas. The grassland is a high use area in summer and the risk of conflict between people and dogs in this area is greater, as demonstrated by 120 incidents recorded in 2019-2023. Keeping on-leash access would address this risk and still allow dog walking at any time of the day during summer for the local community.					
Efficiency					
Option 2 is more efficient. It is consistent to the approach around Hibiscus and Bays beaches and adjacent grass area (e.g. Orewa and Stanmore Bay), making it easier for visitors to understand and for staff to enforce. In the short term there might be small costs to implement the change (e.g. update website information, maps and signs).					
Validity					
Option 2 more reasonable (See also Table 1).					

Options assessment for Shakespear Regional Park	
Would minimise the risk of dog owners mistakenly going into the open sanctuary without greatly reducing dog access and provides access to the boat ramp and carpark, and addresses health and safety risks of people on the beach and grass areas outside of the Sanctuary during busy times.	
Risks and Mitigation	
Risk: IF council retains the current dog access rules and continue with unclear rules about the sanctuary boundary, THEN there is likely to be medium reputational risks to council by retaining a rule that is difficult and unclear to responsible dog owners, puts them at risk of facing a fine and poses a risk to people on the beach and grass areas. Mitigation: Staff to continue to enforce and educate dog owners on the rules.	Risk: IF council amends the rules, THEN there is likely to be low to moderate risk that regular visitors will be upset by reduced access on the grassland area during summer daytime. Mitigation: Public consultation before making a final decision on the change.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate way to address the systematic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public places. Taking this approach: - will minimise the risk of disruption/harm at the sanctuary and conflict between people and dogs off leash running onto the beach from the grassland area - will be easier for dog owners to understand where they are allowed to take their dogs at Army Bay and Okoramai Bay and for staff to administer - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996, does not conflict with any other legislation, aligns with the Policy principles for dog access and is reasonable.	

Table 10: Tāpapakanga Regional Park Options Assessment

Findings summary for Tapakanga Regional Park	
Possible systemic issues caused by unclear rules	The current rules can be confusing for visitors to figure out where in the park the dog prohibition rule for the lambing season applies. For example, a part of the beach that is no longer used for lambing can now provide off leash access for dogs at all times.

Options assessment for Tāpapakanga Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
- Dogs allowed under control off a leash on parts of the beach associated with the Park. - Dogs allowed under control on a leash on the Park. - However, dogs prohibited during lambing season.	- Change current rule to allow dogs off-leash at any time (including during lambing) on parts of the beach associated with the Park. - Change current rule to allow dogs on-leash during lambing season at the nearby carpark, the fenced grassed area and the pathway to the beach (excluding the homestead and campground). - Retain current on-leash rule on all other areas of the Park outside of lambing season. - Make dog access rules for the whole Park easier to understand, including current prohibition of dogs in other camping areas and bach.
Implementation	
See Table 1.	See Table 1.
Effectiveness	
Option 2 is more effective. Removing the prohibition from the beach and adjacent part of the Park during lambing season where lambing no longer occurs, would give dog owners more access and improve the recreational value of the park. Risks to stock are not significant as the boundaries are clear from existing fences and a stream prevents dog walkers from unintentionally accessing paddocks.	
Efficiency	
Option 2 is more efficient. It provides clearer behavioural expectations for dog owners to understand and follow and for staff to enforce.	
Validity	

Options assessment for Tāpapakanga Regional Park	
- See Table 1. - Option 2 is more reasonable as it provides responsible dog owners more access by removing the lambing season rule that is no longer applicable to the associated beach and Park areas.	
Risks and Mitigation	
Risk: IF the current rule is retained, THEN there is a minor reputational risk to council for retaining a rule that is known to be outdated and unreasonably restricts responsible dog owners. Mitigation: Communication that any issues caused by current rules are minor, that existing restrictions aim to protect livestock and that public feedback will be sought before making a final decision.	Risk: IF the rule is amended, THEN there is a minor operational risk that dog owners may unintentionally enter paddocks with their dogs from the beach. Mitigation: Operational practice to communicate and educate dog owners on the rules, including updated signage and website information.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach would: - provide more recreational opportunities for dog owners without posing significant risks to stock. - be easier for dog owners to understand and follow and for staff to enforce. - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996, is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules.	

Table 11: Tāwharanui Regional Park Options Assessment

Findings summary for Tāwharanui Regional Park	
Possible systemic issues caused by unclear rules	Both rules in the current rule prohibit dogs in the regional park which can create confusion to visitors.

Options assessment for Tāwharanui Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
- Dogs are prohibited from Tāwharanui Regional Park and associated beaches. - Dogs are prohibited on the park adjoining to the entrance of Tāwharanui Regional Park.	- Clarify the prohibition rule to prohibit dogs from Tāwharanui Regional Park and associated beach and foreshore areas on either side of the pest proof fence, including Jones Bay ("the adjoining park"), Anchor Bay, farm paddocks, tracks, roads and parking areas (including dogs in a vehicle), camping grounds and Tāwharanui Bach. - Make dog access rules for the whole Park easier to understand.
Implementation	
See Table 1.	See Table 1.
Effectiveness	
Option 2 is more effective. Clarifying the boundary of the regional park would minimise the risk of dog owners misinterpreting the rule.	
Efficiency	
Option 2 is more efficient. It would be easier for dog owners to understand and follow and for staff to administer.	

Options assessment for Tāwharanui Regional Park	
Validity	
• See Table 1. • Option 2 is more reasonable as it protects dog owners from misinterpreting the rule and facing penalties.	
Risks and Mitigation	
Risk: IF the current rule is retained, THEN there is a minor reputational risk to council for retaining an unclear rule that is likely to cause issues. Mitigation: Improved operational practice, including enforcement and communication through maps and signage to inform and educate dog owners.	Risk: IF the rule is amended, THEN there is a minor risk that visitors may perceive a change in dog access rule, in particular at Jones Bay. Mitigation: Communication of no change in prohibited rules.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach would: • be easier for dog owners to understand and follow and for staff to administer • is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996, is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules.	

Table 12: Te Ārai Regional Park Regional Park Options Assessment

Findings summary for Te Ārai Regional Park	
Possible systemic issues that unreasonably impact responsible dog owners. Possible systemic issues that can cause increased conflict	Current rules prohibit dog access at Te Ārai Point carpark. Dog owners have no access to get to the dog off-leash area nearby. Current rules do not specify the rules for the southern beach. The beach currently is an unofficial dog off leash area which conflicts with the protected wildlife including dotterel, variable oystercatcher, Caspian tern and blue penguin. The beach also has significant ecological value (part of a protected sand dune system) which is vulnerable to damage from dogs.

Options assessment for Te Ārai Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
- Dogs are allowed under control off a leash in the off-leash area of the disused quarry at Evers Point - Dogs are prohibited from the rest of Te Ārai Regional Park.	- Clarify that dogs are allowed to access the quarry from the parking area at the end of Te Ārai Point Road nearest the quarry (the eastern car park). - Clarify that the prohibition rule applies to all other areas of the Park and associated beach and foreshore areas, including – - on Te Ārai Beach (Te Ārai Beach North) and Forestry Beach (Te Ārai Beach South to Pākiri Beach) - on any dunes, grassed areas, paths and tracks and campgrounds (for example coastal tracks); and - on any roads and parking areas, including dogs in a vehicle (for example Western Boundary Road (Forestry Road), Canal Road, Pacific Road and associated parking areas).
Implementation	
See Table 1.	See Table 1.
Effectiveness	
Option 2 more effective. It would provide practical access to the off-leash area for dog owners clearer behavioural expectations for dog owners that will protect endangered wildlife such as fairy tern and New Zealand dotterel at the southern beach.	
Efficiency	
Option 2 more efficient. While there may be minor short-term implement costs (e.g. update information, maps and signs), the change would be easier for visitors to understand and follow and staff to administer. It is also consistent with other dog access rules along the entire coastline from the Mangawhai to Goat Island (which includes Department of Conservation land) that also prohibit dogs to protect wildlife.	
Validity	
See Table 1. Option 2 more reasonable. It provides practical access from the Te Ārai Point carpark to the nearby off-leash area which aligns with council's policy intent. It also protects vulnerable wildlife, and responsible dog owners and their dogs from significant risk of penalties and the destruction of their dogs.	
Risks and Mitigation	
Risk: IF council retains the current access rule, THEN there is a minor reputational risk to council of retaining a rule that technically restricts access to the off-leash area, and a significant risks to protected shorebirds and responsible dog owners because Te Ārai South and adjoining coastal tracks were used as non-council off-leash areas prior to becoming part of the Park. Mitigation: Improved operational practice, including enforcement and communication (maps and signage) to inform and educate dog owners.	Risk: IF council amends the rules, THEN there is a small operational risk that dog owners may unintentionally enter adjacent prohibited areas of the park. This risk is small as there are defined paths and the ranger has already placed signage at various paths to mitigate this risk. IF council confirms the prohibition at Te Ārai South, THEN there is a high risk of visitors considering the 'change' as unreasonable. Mitigation: In relation to on leash access at the carpark, continued operational practice to define paths with signage around the area. In relation to prohibition at Te Ārai South, communication that public feedback will be sought before making a final decision.

Options assessment for Te Ārai Regional Park	
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate way to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach would: • provide dog owners practical access to the off-leash area at the disused quarry • help minimise significant risks to nationally endangered wildlife and to responsible dog owners and dogs from significant statutory penalties on Te Ārai South • align with DOC and council conservation efforts along the coastline • improve clarity of the rules and be easier for dog owners to understand and follow and staff to administer • be authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996, is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules. The trade-off with Option 1 of reduced dog access is better protecting wildlife and ecosystems, dog owners and dogs unintentionally entering prohibited areas of the Park and facing significant penalties.	

Table 13: Waitawa Regional Park Options Assessment

Findings summary for Waitawa Regional Park	
Possible systemic issues caused by unclear rules	The current rules allow dog on leash access in the busy areas where people congregate (for example, picnic and BBQ area) and areas designed for special use (for example, wharf and single use mountain bike tracks). This can create conflict between dogs and people.

Options assessment for Waitawa Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
• Dogs are allowed under control off a leash on the associated beach. • Dogs are allowed under control on a leash on the park. • Dogs are prohibited during lambing season.	• Change the off-leash rule to allow dogs under control off a leash on the half of Mātaitai Bay Beach west of the rocks at any time (other half on-leash). • Change the off-leash rule at Waitawa Bay Beach to on-leash. • to allow dogs under control on a leash on all other areas of the Park and associated beach and foreshore areas (including Waitawa Bay Beach, Waitawa wharf, grass and picnic areas at Mātaitai Bay). • Prohibit dogs on mountain bike only tracks. • Make dog access rules for the whole Park easier to understand, including that: ○ dogs are prohibited on farm paddocks (including on any tracks) during lambing season, at the Waitawa Bay Campground and on the grounds and inside buildings at Waitawa Beach ○ dogs must be on-leash at Waitawa wharf and grass and picnic areas at Mātaitai Bay. Note: Current on-leash access on wharf is considered appropriate.
Implementation	
• See Table 1.	• See Table 1.
Effectiveness	
• Option 2 is more effective. Prohibiting dog access on the mountain bike only tracks would help reduce significant health and safety risks to people and dogs. Changing dog access to on-leash on Waitawa Beach would help reduce risks of harm to nesting shorebirds, people and horses. Allowing dog access on-leash on farm paddocks outside of the lambing season provides more dog access opportunities for owners and improves the recreational value of the park.	
Efficiency	
• Option 2 is more efficient. While there may be minor short-term implement costs (e.g. update information, maps and signs), the change aligns with current operational practice and is easier for dog owners to follow and staff to administer.	

Options assessment for Waitawa Regional Park	
Validity	
See Table 1. Option 2 is more reasonable as it protects people, stock, horses and dogs while still providing a variety of dog access opportunities.	
Risks and Mitigation	
Risk: IF council retains the current access rules, THEN there is a moderate reputational risk to council of retaining a rule that is not explicit in the Policy, difficult for responsible dog owners to follow, and poses significant risk to users of the wharf and single-use mountain bike tracks, nesting shorebirds, dogs and horses. Mitigation: Continue operational practice to inform and educate dog owners of the rules and to keep dogs under control at all times.	Risk: IF council amends the rules, THEN there is moderate customer experience risk that regular visitors will be upset with reduced dog access. IF council retains the on-leash rule on the wharf, THEN there is medium risk of on-going conflict with people fishing on the wharf. Mitigation: Communication that public feedback will be sought before making a final decision, and including guidance in the Policy for dog owners to ensure their dog does not interfere with people fishing and to avoid the wharf at busy times.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate way to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach would: - protect park users, stock, nesting shorebirds, horses and dogs while retaining recreational opportunities for dog owners and their dogs - be easier for dog owners to understand and follow and staff to administer - be authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996, is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules. The trade off with Option 1 of reduced dog access and increased implementation cost is better protecting people, stock, nesting shorebirds horses and dogs.	

Table 14: Wenderholm Regional Park Options Assessment

Findings summary for Wenderholm Regional Park	
Possible systemic issues caused by unclear rules	The current rules are too long and can be confusing for visitors to figure out where in the park the dog prohibition rule for the lambing season applies. The rules also refer to old place names known only by council staff (for example Schischka Block).

Options assessment for Wenderholm Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
- Dogs are allowed under control off a leash on the grassed areas adjoining the entrance road when not occupied by stock. - Dogs are allowed under control on a leash on the walking track to the Waiwera Estuary and Kokoru Bay, the farmed areas west of the main entrance area, and on the Schischka block. - Dogs are prohibited from all other areas of the park and associated beach and foreshore areas, including the main car park, bush headlands tracks, picnic areas, along the Pūhoi river and wetlands. - Dogs are prohibited during lambing season.	- Clarify the off-leash grass area is on the right side of the entrance road before the authorised vehicles only service road (area with a row of large London Plane trees and a fenced grass area). - Clarify the on-leash walking track is the Perimeter Track between the off-leash area and Kokoru Bay. - Clarify the on-leash farmed areas includes Vin's Track and open grass areas on the left side of the entrance road before the authorised vehicles only service road, except when prohibited during lambing season and where prohibited at all times from the Schischka Campground and grounds and in buildings at Schischka House. - Clarify all other prohibited areas include: - all areas north of the authorised vehicles only service road entrance, for example Wenderholm Beach, grass areas, Te Akeake Walk, the Pūhoi River wetlands, Pūhoi River and estuary, roads, parking areas and boat ramps (including dogs are in a vehicle), Couldrey House and Wenderholm Beach House - all other areas on the right side of the entrance road, for example the Pūhoi Track, Couldrey House Track, Maungatauhoro Te Hikoi Track, and Maungatauhoro Headland.
Implementation	
• See Table 1.	• See Table 1.
Effectiveness	
• Option 2 is more effective. Amending the wording of the rule would provide clearer behavioural expectations for responsible dog owners. and better manage the conflict between dogs and protected wildlife, their natural habitats and livestock.	
Efficiency	
• Option 2 is more efficient. It would be easier for dog owners to understand and follow and staff to enforce.	
Validity	
• See Table 1. Option 2 is more reasonable as it protects responsible dog owners from misinterpreting the rule and facing penalties.	
Risks and Mitigation	
Risk: IF the current rule is retained, THEN there is a very low minor reputational risk to council for retaining a rule that is unclear and could result in penalties for unintentional non-compliance by responsible dog owners. Mitigation: Animal Management and Park Rangers continue to educate dog owners.	Risk: IF the rules are amended, THEN there is a minor operational risk that people unfamiliar with the current rules may think them unreasonable. Mitigation: Communication of no change to current rules in practice and that public feedback will be sought before making a final decision.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach would: - clarify rules which will reduce unintended non-compliance and risks to wildlife, natural habitats and stock - be easier for dog owners to understand and follow and for staff to enforce - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996 is consistent with the Policy's Dog Access Principles and considers the Policy criteria for changes to dog access rules.	

Table 15: Whakanewha Regional Park Options Assessment

Findings summary for Whakanewha Regional Park	
Possible systemic issues that unreasonably impact responsible dog owners	The current rules prohibit convenient direct access for the nearby Rocky Bay residents to get to the on-leash area in the regional park area via the north-west tracks. Dog owners are instead required to drive a long way to get to the regional park.

Options assessment for Whakanewha Regional Park	
Note: See Table 1.	
Option 1: Confirm current Policy	Option 2: Amend Policy (Recommended)
- Dogs are allowed under control on a leash in areas of the park on the landward side of Gordons Road. - Dogs are prohibited in all areas of the park and associated beach and foreshore areas on the seaward side of Gordons Road.	- Change current on leash rule to allow dogs under control on a leash – - in areas on the landward side of Gordons Road (including the Carson’s Road car park, Tarata Track, Fenceline Bridal Track, Nikau Track, Central Track, Mamaku Track and Cascades Loop Track); and - on the western-most tracks between Upland Road and Carson’s Road to provide walking access from the settlement of Omiha (Rocky Bay) to the on-leash areas in (a) off Carson’s Road (including the Firebreak track, Eve’s Track, Tawa Track and the northern part of the Cathedral track from Tawa Track to Carson’s Road). - Change current prohibition rule to prohibit dogs in all other areas of the park and associated beach and foreshore areas on the seaward side of Gordons Road (including the Sculpture car park, Upland Road Track, Dotties Lane Track, Rua Loop Track, Pa Loop Track and Poukaraka Flats Campground. - Make dog access rules for the whole Park easier to understand.
Implementation	
• See Table 1.	• See Table 1.
Effectiveness	
• Option 2 is more effective. It would provide dog owners convenient direct access to the on-leash area of the regional park and improve the recreational value of the park.	
Efficiency	
• Option 2 is more efficient. It is easier for dog owners to understand and follow and for staff to enforce.	
Validity	
- See Table 1. - Option 2 is more reasonable as it allows dog owners direct access to the on-leash area of the regional park without significantly increasing risks to endangered wildlife (such as NZ dotterels) which are mostly on Whakanewha Bay Beach away from the access tracks.	
Risks and Mitigation	
Risk: IF the current rule is retained, THEN there is a low to medium reputational risk to council for retaining a rule that unreasonably restricts the freedom of dog owners. Mitigation: Communication that the current rule reduces the risk of dogs on protected wildlife, and that there are other on-leash access options nearby.	Risk: IF the rules are amended to, THEN there is a minor environmental risk to council that threatens protected wildlife if dog owners stray onto tracks in the prohibited area. Mitigation: Continued operational practice to enforce, inform and educate dog owners on the rules, including updated signage and website information.
Recommendation	
Based on the analysis against the criteria above, Option 2 (Amend Policy) is the most appropriate option to address the possible systemic issues and achieve the objective of balancing the needs of dogs, people, animals, the environment and property in public spaces. Taking this approach would: - provide more recreational opportunity for dog owners without significantly increasing risk to threatened wildlife - be easier for dog owners to understand and follow and staff to enforce - is authorised under s10(3)(a-e) and has regard to the matters in s10(4) of the Dog Control Act 1996 is consistent with the Policy’s Dog Access Principles and considers the Policy criteria for changes to dog access rules.	

1.5 Walking multiple dogs [Topic 5]

This attachment contains a summary of the assessment of options in response to walking multiple dogs.

Summary of 2024 Review Findings Report: Auckland Council Policy and Bylaw on Dogs 2019

- The objective is to minimise the risk of danger and distress to people, stock, poultry, domestic animals and protected wildlife, nuisance to people, damage to property and environment and not meeting the needs of dogs and their owners from the inherent conflict between people walking multiple dogs at a time and other users of shared spaces in Auckland.
- ✓ The Policy and Bylaw has regard to the matters in s10(4) Dog Control Act (DCA) (for example to minimise danger, distress, and nuisance to the community generally).
- ✓ A bylaw is the most appropriate way to achieve the objective which relates to addressing the problem.
- ✓ The Bylaw does not give rise to any implications under and is not inconsistent with the New Zealand Bill of Rights Act 1990.
- ✗ However, the Policy and Bylaw could be improved to address the disproportionate impacts of multiple dogs being walked at one time (See Option 2).
- In July 2024, the Regulatory and Community Safety Committee agreed to investigate if additional rules are required to ‘walk’ multiple dogs in shared spaces (RSCCC/2024/47).
- The ‘Further investigation about walking multiple dogs’ is contained in a separate Attachment.

Options assessment

- Of the four possible options identified in Chapter 3, Options 3 and 4 are not evaluated further in this topic:
 - Option 3 (Replace) would not address the finding that the Policy and Bylaw are generally fit for purpose.
 - Option 4 (Revoke) would not address the finding that a Bylaw is still needed.
- Below is a comparative assessment of Options 1 (Confirm Policy and Bylaw) and variations of Option 2 (Amend Policy and/or Bylaw) in sub-options 2A, 2B, 2C and 2D against **criteria** (effectiveness, efficiency, validity, and risks to achieve the objective which has regard to the matters in s10(4) of the Dog Control Act 1996).

Option 1 (Confirm Policy and Bylaw)	Option 2A (Amend): Maximum four dogs, no more than two off-leash	Option 2B (Amend): Maximum six dogs, no more than three off-leash (Recommended)	Option 2C (Amend): Maximum eight dogs, no more than four off-leash	Option 2D (Amend): Maximum four dogs, no more than two off-leash unless licence obtained
• A person must have control of all the dogs in their possession at all times when in a public place or private way (<i>Policy Dog Access Principles 2 and 3 and Sch 2, Bylaw cl 7, 8 and 9</i>). • Control in relation to a dog, means that the owner is able	• Add a maximum limit on the number of dogs a person may have control of at any time to four dogs on-leash with no more than two (of the four when in an off-leash area) off-leash.	• Add a maximum limit on the number of dogs a person may have control of at any time to six dogs on-leash with no more than three (of the six when in an off-leash area) off-leash. • Requirement to have control of all dogs and definition of	• Add a maximum limit on the number of dogs a person may have control of at any time to eight dogs on-leash with no more than four (of the eight when in an off-leash area) off-leash.	• Same as Option 2A except to add that a person who obtains an approval from council (a licence) may control more dogs than the maximum limit. • Licence criteria may include theory, practical and character tests and minimum qualifications.

Option 1 (Confirm Policy and Bylaw)	Option 2A (Amend): Maximum four dogs, no more than two off-leash	Option 2B (Amend): Maximum six dogs, no more than three off-leash (Recommended)	Option 2C (Amend): Maximum eight dogs, no more than four off-leash	Option 2D (Amend): Maximum four dogs, no more than two off-leash unless licence obtained
to obtain an immediate and desired response from the dog (<i>Policy Interpretation and Bylaw cl 5(1)</i>). No limit on number of dogs.	Requirement to have control of all dogs and definition of control in Option 1 continues to apply.	control in Option 1 continues to apply.	Requirement to have control of all dogs and definition of control in Option 1 continues to apply.	Licence conditions may include limits on the number, breed or types of dogs, locations and times of the day and year and licence expiry.
Implementation				
Decision-making process Same as Options 2A, 2B and 2C except proposal is to confirm the Bylaw (no public consultation required to retain the Policy) and only public notification of the decision is required.	Decision-making process - Regulatory and Safety Committee recommend Governing Body adopt proposal to amend the Policy and Bylaw for public consultation using Local Government Act 2002 special consultative procedure. - Policy and Bylaw Panel to consider public feedback and local board views on public feedback and make recommendations to the Governing Body for a final decision. - If the proposal is adopted, council staff will publicly notify the decision, publish an amended Policy and Bylaw and update information and operational practices (for example staff training) within existing budgets.			Decision-making process - Same as Options 2A, 2B and 2C except: - fees and charges to be set during annual plan process (costs unknown) - additional funding required in the annual plan process to establish and administer new licensing system (cost unknown at this time).
Administration Same as Options 2A, 2B and 2C.	Administration - No change. Council’s Animal Management unit continue to patrol and respond to requests for service (as prioritised resource allows), to educate and where appropriate issue fines (See also Risks and mitigation). - The Findings Report (Chapters 2.2 and 4.2) says more about enforcement powers, penalties and compliance.			Administration Same as Option 1, except that the licensing system (for example database, processes, fees, charges, information) to be managed by council’s Licensing and Compliance Department.
Effectiveness				
✓ Can be effective, but less so than other options. - Reliance on current dog access rules that require the control of all dogs walked at all times: - does not appear to have been effective at minimising the over-representation of	✓✓✓✓ As effective as Option 2B and better than all other options. Would perhaps address 50 per cent of the problem based on analysis of People’s Panel Survey 2024 (survey identified 51 per cent of respondents	✓✓✓✓ As effective as Option 2A and better than all other options. Would perhaps address 50 per cent of the problem based on analysis of People’s Panel Survey 2024 (survey identified 49 per cent of respondents	✓✓ Better than Option 1, but less than all other options. Would perhaps address up to 20 per cent of problems based on analysis of People’s Panel Survey 2024 (survey identified 80	✓✓✓ Better than Option 1 and 2C, but less than all other options. - Same as Option 2A, except: - unlikely to mitigate distress and nuisance to members of the public who encounter people walking high numbers of multiple dogs. - unlikely to minimise the significant risk that a person will

Option 1 (Confirm Policy and Bylaw)	Option 2A (Amend): Maximum four dogs, no more than two off-leash	Option 2B (Amend): Maximum six dogs, no more than three off-leash (Recommended)	Option 2C (Amend): Maximum eight dogs, no more than four off-leash	Option 2D (Amend): Maximum four dogs, no more than two off-leash unless licence obtained
multiple dogs in certain issues (e.g. interfering with activities, approaching people (unwanted attention) being aggressive, attacking and chasing animals) ○ is unlikely to mitigate distress and fear to members of the public who encounter people walking high numbers of dogs. ● Commercial dog walking is a growing industry that may include packs of high numbers of multiple dogs (more than the two to three most commonly walked by dog owners) which presents significant risks and public concerns about distress and fear that section 10(4) of the Dog Control Act 1996 requires council to consider.	experienced problems when encountering four dogs being walked at one time).	experienced problems when encountering six or seven dogs being walked at one time).	per cent of respondents experienced problems when encountering eight or nine dogs being walked at one time).	be unable to control different combinations of high numbers of multiple dogs at all times in unpredictable settings (for example a local park). ● No change in enforcement powers as enforcement still relies on the ability to identify offenders and the increase in penalties is not significant (\$300 for failure to hold a licence instead of \$200 for failure to control dogs). ● Note: A licence system could attempt to mitigate the above by prohibiting the use of parks frequented by children (e.g. parks with playgrounds and sports surfaces) or specifying limited parks (e.g. designated dog exercise areas where dogs classified as dangerous can be taken off-leash). These conditions, however, add complexity (See efficiency).
Efficiency				
✓ More efficient than Option 2D, but less so than other options. ● The decision-making costs are the same as the other options, but similar to effectiveness would 'make less progress' towards achieving the objective. It relies on better education	✓✓✓ More efficient than Options 1, 2C and 2D, but less than 2B. ● The decision-making costs are the same as the other options, but similar to effectiveness would only make as 'good progress' towards achieving the	✓✓✓✓ Most efficient Option. ● The decision-making costs are the same as the other options, but similar to effectiveness would only make 'good progress' towards achieving the objective with less	✓✓ More efficient than Option 1 and 2D, but less than 2A and 2B. ● The decision-making costs are the same as the other options, but similar to effectiveness would make 'limited additional progress' towards	✗ Less efficient of all options due to higher implementation cost without corresponding public benefit. ● Additional cost to council to establish system and fees, and cost of fees and charges to affected dog owners and commercial dog walkers to fund the cost of a system. ● No recognised qualification, accreditation, or way of ensuring

Option 1 (Confirm Policy and Bylaw)	Option 2A (Amend): Maximum four dogs, no more than two off-leash	Option 2B (Amend): Maximum six dogs, no more than three off-leash (Recommended)	Option 2C (Amend): Maximum eight dogs, no more than four off-leash	Option 2D (Amend): Maximum four dogs, no more than two off-leash unless licence obtained
about existing requirements to control all dogs being walked at all times.	objective as Option 2B. Meaning, it provides no added benefit over Option 2B.	restrictions on dog owners compared to Option 2A.	achieving the objective than Option 1.	that people are experienced in walking multiple dogs before they are allowed to operate in a public place.
Validity				
✓ For the reasons stated in Chapter 9 of the Findings Report, all options are authorised by the Dog Control Act 1996 (DCA), have regard to the matters in s10(4) DCA, do not directly or indirectly conflict with any other New Zealand legislation. The difference between the options relates to reasonableness and implications under the New Zealand Bill of Right Act 1990.				
✓ Places no further restrictions on dog owners.	✗ Places restrictive limits on dog owners for no greater benefit than the less restrictive Option 2B.	✓ Places additional restrictions on dog owners that may have the greatest benefit.	✓ Places minimal additional restrictions on dog owners.	✗ Places restrictions on dog owners and commercial dog walkers that are not reasonable based on its effectiveness and efficiency.
Risks and mitigation				
Risk: IF problems continue or increase over time THEN there is a medium reputational risk to council of inaction. Mitigation: Communication that the issue is not a priority (relative to roaming and barking dogs for example) and updating information and advice about keeping dogs under control at all times and about walking multiple dogs.	Risk: IF public or stakeholders are concerned about the suggested improvements and engagement to date THEN there may be a medium reputational risk of a negative perception of council about its process. Mitigation: Clearly communicate that no decision is being made at this stage and that public and stakeholder feedback will be sought and considered before a final decision is made.			
Recommendation				
Based on the analysis against the criteria above, Option 2B (Amend Policy and/or Bylaw, Maximum six dogs, no more than three off-leash) is the most appropriate way to address the problem and achieve the objective. Taking this approach: - will help minimise the over-representation of walking multiple dogs in certain issues (for example interfering with activities, approaching people (unwanted attention) being aggressive, attacking and chasing animals) and help minimise distress and fear to members of the public who encounter people walking high numbers of multiple dogs. - is the most proportionate response that imposes the least amount of restrictions on dog owners for the most public benefit. - is authorised under section 10 and has regard to the matters in section 10(4) of the Dog Control Act 1996, does not directly or indirectly conflict with any other New Zealand legislation, is reasonable and does not give rise to any implications, and is not inconsistent with the New Zealand Bill of Rights Act 1990.				

Further investigation about walking multiple dogs

Summary and key findings

- Findings from the 2024 review of Auckland Council's Policy and Bylaw on Dogs found while incidents involving a person in possession of multiple dogs appear over-represented in dog-related issues, the frequency and impact are low to moderate.
- The further investigation reviewed the 2024 Findings, council Request for Services (complaints) and dog ownership data, the approach of other councils in New Zealand and recommended approaches from national and international sources.
- Complaints data shows incidents are not insignificant, with an estimated 292 incidents a year (16 per cent of incidents where the person in possession of a dog in a public place is present) that may only represent 36 per cent of all actual incidents.
- Dog ownership data shows the number of incidents appears proportionate to the number of people who own or walk multiple dogs (16 per cent).
- The People's Panel Survey 2024 identified that:
 - 51 per cent of respondents experienced problems when encountering four dogs being walked at one time, with 49 per cent experiencing problems when six or seven dogs are walked at one time and 80 per cent when 8 or 9 dogs are walked at one time.
 - when issues with multiple dogs were witnessed or experienced (45 per cent), incidents involving multiple dogs were overrepresented in issues such as interfering with activities (46 per cent), approaching people when they didn't want them to (42 per cent), being aggressive (36 per cent), attacking other animals (32 per cent) and chasing wildlife (31 per cent)
- Views on limiting the number of dogs a person can 'walk' at any one time vary:
 - from the People's Panel Survey 2024, 41 per cent supported a limit (36 per cent opposed), of which 51 per cent said two dogs
 - the 2024 Findings identified council animal, environmental and park unit views of three to six dogs, no more than three off-leash to a licence for more than five dogs
 - the 2024 Findings identified commercial dog walkers and non-government organisations views ranging from one to 15 dogs, a licence or no limits.
- Approaches of other council's and national and international sources are also mixed, with four on-leash as the common view and two (of the four) off-leash:
 - Tauranga and Waipa set a four dog limit, two off-leash in Tauranga and a licence for five or more in Waipa and Dunedin proposed a limit of six with two off-leash
 - national and international sources recommend a limit ranging from four to 10, with a licence for professional dog walkers to walk four to eight maximum
 - Desktop research, People's Panel Survey, and stakeholder feedback show varied views on the maximum number of dogs to walk at once, with four on-leash as the common view and two (of the four) off-leash.
- **While there is some support for additional dog access rules, any limits should be proportionate to the findings in this further investigation having regard to the matters in section 10(4) of the Dog Control Act 1996.**

More information sought in relation to walking multiple dogs

In July 2024, the Regulatory and Community Safety Committee:

- endorsed the finding that people with multiple dogs in shared spaces are causing a disproportionate impact that is low to moderate in frequency and mostly low in impact
- agreed that the Policy and Bylaw could be improved by investigating if additional rules are required to ‘walk’ multiple dogs in shared spaces ([RSCCC/2024/47](#)).

Staff completed further research and engagement to determine whether additional rules are required to ‘walk’ multiple dogs in shared spaces, including:

- manual analysis of 1,081 complaints data from Animal Management to identify the proportion of multiple dog-related incidents in public places
- review of People’s Panel Survey 2024 results to better determine respondents’ views on walking multiple dogs
- environmental scan to determine how other councils manage walking multiple dogs
- desktop search to identify recommended limits on the number of dogs walked at one time
- review of the internal and external interviews¹ completed during the review Findings to identify any suggestions on the maximum number of dogs walked at one time.

There are limitations on the information collected for the further investigation (See Table).

Information	Limitations
Complaints data	• The analysis of the data relied on keyword search and manual filtering to identify incidents. • The recording of the data makes analysis challenging, as information does not capture necessary relevant information such as the number of dogs involved, or if dogs were off-leash or on-leash. • The data analysed is a limited sample of incidents from 1 – 10 January 2024. This may not represent trends throughout the year or seasonal variation and is limited to people who complain to council.
Dog ownership data	• Auckland’s dog ownership dataset does not differentiate between breeders, organisations, and individual owners, leading to potential inaccuracies in categorisation due to staff’s manual search process. • Additionally, some dog owners also breed dogs or run organisations (like dog charities), but register the dogs under their personal names, which further complicates distinguishing between breeders or organisations from owners.
People’s Panel Survey 2024	• People’s Panel Survey 2024 results reflect public perception, which may be influenced by recent media coverage or personal experiences, potentially altering the perceived prevalence or severity of the issue. • People who voluntarily responded to the survey may have biases or strong opinions about the topic that do not represent the wider community.

¹ Internal interviews included staff across Auckland Council departments (including Animal Management, Environmental Services and Parks), and external interviews included commercial dog walking industry operators and non-government organisations.

Incidents involving people with multiple dogs are not insignificant

An analysis of a sample data set (1,081 incidents from the Animal Management requests for service database from 1 January 2023 – 10 January 2024) in the Table below found:

- an estimated 292 incidents (four incidents every five days) involving a person in possession of multiple dogs in a public place each year across Auckland which is not insignificant
- 16 per cent of incidents involving a person in possession of a dog in a public place related to the person having multiple dogs.

These findings are based on:

- 49 of the 1,081 incidents in a 10-day period involving a person in possession of a dog in a public place (4.5 per cent of all incidents)
- eight of the 49 incidents in a 10-day period involving a person in possession of multiple dogs in a public place (16 per cent of the 49 incidents or 0.7 per cent of all incidents) with the remaining 41 incidents involving a single dog (84 per cent of the 49 incidents).

It is noted that most dog-related problems in public places happen when the dog owner is absent (for example, roaming dogs account for 49 per cent of all incidents). However:

- it is important to recognise that the significance of a problem is relative
- while 0.7 per cent may seem insignificant, it is not when viewed as 292 incidents each year
- it is important to recognise the People's Panel Survey 2024 findings that depending on the type of incident, only three to 36 per cent of all incidents are reported to council.

Table 1: Request for Services Data

Data	Count	Percentage
Total sample dataset: Request for Services data analysed (1 – 10 January 2024)	1,081	100% ²
Manual search - single-dog incidents	795	73.5%
Manual search - multiple dog incidents	286	26.5%
Total	1,081	100%
Roaming dog, dog on motorway, and pick up dog incidents	533	49.3%
Barking dog incidents (dogs barking on private property)	188	17.4%
All other dog incidents	311	28.7%
Manual search - all dog incidents with owner, in a public place	49	4.5%
Total	1,081	100%
Manual search - multiple dog incidents with owner, in a public place	8	16.3% (8 out of 49 incidents) 0.7% (from total sample dataset)
Manual search - single-dog incidents with owner, in a public place	41	84.7% (41 out of 49 incidents) 3.8% (from total sample dataset)
Total	49	

² Sample dataset (1,081 incidents) account for 2.7% of the total number of complaints from 1 Jan 2023 to 10 Jan 2024 (39,457 incidents).

Incidents involving people with multiple dogs appear proportionate

A further analysis of Auckland's dog ownership data in Table 2 below (which does not include for commercial dog walkers) found:

- 16 per cent of all people with a dog (18,566 people) may be in possession of multiple dogs in a public place in Auckland
- this percentage is similar to the incidents reported to council in the previous section.

These findings are based on 16 per cent of dogs owners known to council owning more than one dog in Auckland

The analysis also indicates that:

- 84 per cent of owners own one dog
- one per cent of dog owners have five or more dogs, indicating that most multiple dog-related incidents are likely to involve owners with two to four dogs
- the majority of organisations own working dogs (for example, NZ Police Dog Training)
- though fewer in numbers, identified organisations often manage larger groups of dogs (21+) while those identified as farm dog owners typically have smaller packs.

Table 2: Breakdown of dog ownership in Auckland

Dog Ownership (as at 10 June 2024)		
Data	Count	
Total number of dogs	135,546	
Total number of dog owners	113,486	
Number of dogs owned	Number of owners	Percentage of owners
1	95,170	83.9%
2	16,486	14.5%
3	1320	1.2%
4	273	0.2%
5-10	203	0.1%
11-15	14	<0.1%
16-20	8	<0.1%
21+	12	<0.1%
Total	113,486	100%

Dog Ownership Type (as at 5 August 2024)		
Ownership type	Number of dogs	Number of owners / groups
Total dog number	134,850	111,647
Organisation ³	781	16
Breeder	873	90
Farm dogs ⁴	141	63
Total number*	133,055	111,478
Owner* (1 dog only)	92,725 (69.7%)	92,725 (83.2%)
Owner* (2 or more)	40,009 (30.1%)	18,731 (16.8%)

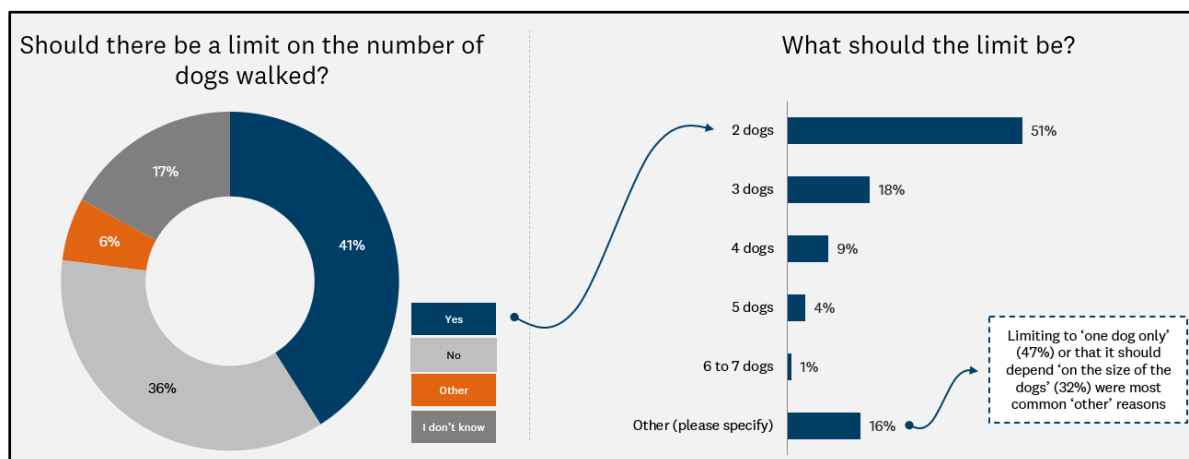
*excluding organisation, breeder and farm dogs

³ For example, New Zealand Police Dog Training, New Zealand Customs.

⁴ Dogs that are typically New Zealand farm dogs, such as huntaway, heading dogs.

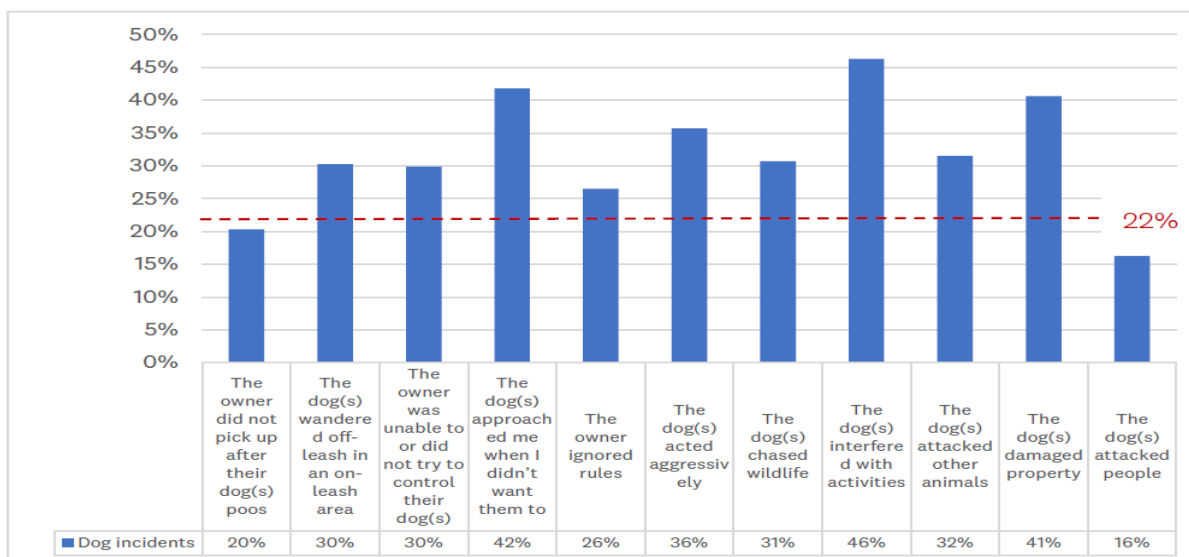
Survey data found that multiple dogs are overrepresented in dog-related incidents, but are generally low to moderate in frequency

The People's Panel Survey 2024 had 2,184 respondents from across all local boards. The survey included specific questions on the presence and impact of multiple dogs in public places, and if a limit on the number of dogs walked should be considered (See Figure below).



The survey data showed that multiple dog incidents are overrepresented in some issues but are generally low to moderate in frequency and mostly low impact (See Table below).

Table 3: Key findings from the People's Panel Survey 2024



Key findings

- **79 per cent** of respondents saw two or more dogs walked at least sometimes.
- The **most common pack size is two or three dogs**.
- **More than half** of the respondents (55 per cent) who saw people walking multiple dogs said they have **had no problems**.
- **51 per cent** of respondents experienced problems when encountering four dogs being walked at one time, with **49 per cent** experiencing problems when six or seven dogs are walked at one time and **80 per cent** when 8 or 9 dogs are walked at one time.
- **When issues with multiple dogs were witnessed or experienced (45 per cent)**, the most common issues were taking up the entire pathway (26 per cent), dog poo not being picked up and dogs wandering off-leash in an on-leash area (both 14 per cent).
- Of the 123 dog attack incidents in public places reported, 20 related to multiple dogs.

- However, further analysis indicated **multiple dogs are particularly overrepresented** in issues such as interfering with activities (46 per cent), approaching people when they didn't want them to (42 per cent), being aggressive (36 per cent), attacking other animals (32 per cent) and chasing wildlife (31 per cent) (See Figure above).
- **36 per cent of respondents disagree with having a limit** on the number of dogs walked including being unnecessary if dogs are under control and not aware of any issues.
- **41 per cent of respondents think there should be a limit** on the number of dogs walked with **51 per cent of those respondents thinking the limit should be two dogs**.

Environmental scan on how other councils manage multiple dogs

A scan of how other councils manage multiple dogs found two councils set limits (Tauranga, Waipa), one regulates commercial dog walking as a trading activity (Wellington) and two others are currently investigating this issue (Dunedin and Christchurch).

Tauranga City Council

- In 2018 the Tauranga City Council adopted the [Tauranga City Council Dog Management Bylaw 2018](#). This sets a limit on the number of dogs that may be walked off leash and on leash in public:
 - no more than two dogs off leash in a public place or reserve at any one time
 - no more than four dogs at any time in a public place or reserve.

Wellington City Council

- The [Wellington City Council Animal Bylaw 2024](#) does not set a limit to the number of dogs that any one person can walk at one time. However, the [Wellington Trading and Events in Public Places Policy 2022](#),⁵ requires professional dog walkers to obtain council approval to operate in public places and complete a competency course before approval can be obtained. The bylaw also identifies areas where commercial dog walkers may operate.

Waipa District Council

- In 2023 the Waipa District Council adopted the [Waipa District Council Dog Control Bylaw 2023](#). This sets a limit on the number of dogs that may be off leash in an off-leash area (four). A council approval is required to exercise more than four dogs in an off-leash area.

Dunedin City Council

- In July 2024 the Dunedin City Council consulted on a [proposal](#) to limit the number of dogs that an owner may have in their charge in a public place to six, with no more than two off leash at any time. A decision on the proposed changes is likely later in 2024.

Christchurch City Council

- In July 2024, the Christchurch City Council launched a public [survey](#) to inform the review of the Dog Bylaw and Policy, receiving 6,245 responses. The survey included one question on whether there should be a limit to the number of dogs one person can manage in public places.

⁵ Note: [Auckland Council Public Trading, Events and Filming Bylaw 2022](#) specifically states that commercial dog walkers may not meet the definition of "trade, trading and trading activity" (refer to RIN on p.6), however must still comply with dog bylaws and legislation.

Desktop search on dog walking limits

A desktop Google search found national and international information relating to the number of dogs walked (or recommended to be walked) at any one time. The number varied from four to 10, with a recommendation that professional dog walkers (internationally) walk four to eight maximum and are required to obtain a licence.

Suggestions in New Zealand media to limit the number between eight to 10 dogs
- Articles suggest limiting the number of dogs walked. - One professional dog walker suggests limiting the number to eight, and a dog behavioural specialist suggests capping the numbers in packs to 10. - Articles also suggested that there needs to be better regulation of dog walking businesses whether it is through licensing / permitting of the setting of industry standards.
Internationally one to four dogs may be walked safely, up to eight for professional dog walkers
- The search found that walking a maximum of four dogs is more often recommended with six to eight dogs (maximum) for professional dog walkers. - In New South Wales, Victoria and Queensland states in Australia, there are no set state-wide restrictions, however there are nuances in their expectation of dog walkers including that: - walkers are expected to have effective control at all times (New South Wales) - recommended that four dogs maximum to ensure effective control (Victoria) - the dog handler must be physically capable and must not be handling other dogs at the same time (one dog limit) (Queensland). - The United Kingdom have no limit for the general public on the number of dogs that may be walked at once however, local councils set rules (generally a maximum of four dogs is allowed).
Professional dog walkers walk between four to six, with some requiring a licence if walking more
- Professional dog walkers in Toronto, Canada may walk a maximum of six dogs but require a permit if walking between four to six. - In general, the rules set by councils in the United Kingdom set a limit of six dogs. - Lambeth Council, United Kingdom requires professional dog walkers to be licenced and may only walk a maximum of six dogs at once. - San Francisco, USA, requires commercial dog walkers (CDW) walking four dogs or more (limited to eight) to carry a permit that is renewed annually. - In some instances, there is a requirement for professional dog walkers to obtain a licence where a limit on the number of dogs walked at once (four, six or eight) may be applied, an annual licencing fee is charged (around \$400 to \$700 NZD per annum) for a licence and commercial liability insurance is required.

Internal and external stakeholder interviews

From February to May 2024 staff completed 10 internal and seven external interviews (including four commercial dog walkers (CDW)) to determine the effectiveness of the current Policy and Bylaw. The interviews included questions on walking multiple dogs to better understand the impacts, if any, and views on potential regulatory approaches.

Staff had mixed views on the number of dogs that a dog walker may walk at once
• There was little consensus among staff on an ideal number of dogs that should be walked at one time. • Views ranged from a maximum of three, four or five dogs, or to six if the dogs are small. • Additional views included specifying different limits for dogs that may be on-leash or off-leash at any one time by a walker (e.g. for a maximum of five dogs walked, two on leash, maximum of three off leash). • Staff suggested requiring a license for a person walking five or more dogs.
External interviewees also had mixed views on the limit on the number of dogs walked at once
• CDW interviewed had mixed views on the number of dogs that may be walked at one time. • Limits ranged from one to two dogs at a time, to 10 on leash in a city or an overpopulated area and 15 in less busy areas like beaches. • CDW who walked more dogs at a time suggested a higher dog number limit than CDW who walked fewer dogs. • Other external stakeholders suggested two dogs should be the limit, with any number beyond that requiring a licence, with a limit on numbers applying to dogs off-leash. • Interviewees also commented that the limit on numbers is irrelevant and that the expectation for the dogs to behave is with the owner / walker.

