



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

July 2024, Version 1.0



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Summary of Key Findings

The key findings from the review of Auckland Council's Policy and Bylaw on dogs are:

- the Policy and Bylaw are generally 'fit for purpose'. They have guided service delivery, enforcement and held dog owners accountable.
- the Policy and Bylaw could be improved to provide better clarity and to make them easier to read and understand.
- the next steps involve completing an options report and proposal that identifies Policy and Bylaw improvements and investigates options for walking multiple dogs.

Key findings

The Policy and Bylaw have worked well and are generally 'fit for purpose'

- The Policy and Bylaw have helped minimise the risk of danger, distress, 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.
- The Policy has guided operational service delivery and compliance is high. The number of Responsible Dog Ownership Licence holders has increased from 26,809 in 2018/19 to 42,495 in 2022/23 and 88 per cent of known dogs are registered (2022/23).
- The standardisation of rules across the region (in particular the time and season rule) has made it easier for the public to understand and for staff to enforce.
- The Bylaw gives effect to the Policy and has enabled (where appropriate) dog owners to be held accountable (1,437 infringement fines issued in 2022/23).
- The Policy and Bylaw have regard to section 10(4) of the DCA and do not conflict with any other New Zealand legislation including the New Zealand Bill of Rights Act 1990.

However, the Policy and Bylaw could be improved, including for walking multiple dogs

- Suggestions for improving the Policy and Bylaw include to:
 - make the Policy easier to read and understand (for example refining the objective, focus areas and linking policy statements to dog access rules)
 - address regional park dog access rules that impact responsible dog ownership or cause conflict (for example providing practical dog access to Long Bay beach)
 - investigate if additional rules are required to 'walk' multiple dogs in shared spaces
 - clarify the Bylaw to provide more certainty (for example who can provide menacing dog behavioural assessments)
 - remove inconsistencies in delegations.
- The delegations to the committee, local boards and staff could also be improved, for example the 2012 regional park and associated beach delegation does not reflect changes to regional parks.

The next step is to develop options and a proposal to improve the Policy and Bylaw

- The recommended next step would be to develop an options report and proposal in response to the findings, including for walking multiple dogs and delegations.

1. Introduction

Key findings

- The Dog Control Act 1996 requires the council to have a policy on dogs and a bylaw to implement the policy.
- The scope of the review is limited to the council's functions, duties and powers under the Act and does not include other animals.
- The review applies statutory requirements under the Dog Control Act 1996, including the requirements in section [10AA\(2\)](#).
- The review analyses six key questions to comply with legislative requirements.
- Research and engagement methodology inform the analysis. However, there are data limitations (such as the inability to distinguish incidents that may involve multiple dogs and the frequency and impact of complaints).

1.1 This report reviews council's dog policy and bylaw

This report presents findings from a review of Auckland Council's Kaupapa no ngā Kurī / Policy on Dogs 2019 (**Policy**) and Ture ā Rohe Tiakina Kurī / Dog Management Bylaw 2019 (**Bylaw**).

The review complies with the Dog Control Act 1996 (**DCA**) and Local Government Act 2002.

1.2 The scope of the review is limited to dog management matters

The scope of the review is limited to the council's functions, duties, and powers under the DCA. The DCA requires the council to adopt a policy on dogs and to adopt a bylaw to implement the policy (s[10\(1\)](#), [\(6\)](#)). The Policy and Bylaw must be reviewed by 25 July 2024 to determine if it is still appropriate having regard to the following matters (s[10AA\(2\)](#) DCA):

- the need to minimise danger, distress, and nuisance to the community generally
- the need to avoid the inherent danger in allowing dogs to have controlled access to public places frequented by children, whether or not accompanied by adults
- the importance of enabling, to extent that is practicable, the public (including families) to use streets and public amenities without fear of attack or intimidation by dogs
- the exercise and recreational needs of dogs and their owners.

If the review is not completed by 25 July 2024, the Bylaw will expire after two years (2026) and create a regulatory gap.¹ The Policy does not expire.

Matters related to other animals and legislative changes are out of scope.

¹ Section 10AA Dog Control Act 1996 and sections 158 and 160A of the Local Government Act 2002.

1.3 Six key questions were asked to comply with legislative requirements

The review asked the following questions to meet the council's statutory review requirements:

- Is there still a problem and is the problem the same?
- Are the desired objectives and outcomes the same?
- Has the Policy and Bylaw helped achieve the desired objectives and outcomes?
- Is a policy and bylaw still the best way to address the problem?
- Is the Policy and Bylaw 'fit for purpose' (no change required)?
- Does the Policy and Bylaw comply with legislation?

1.4 Research and engagement methodology informed the review

Staff undertook research and engagement to answer the six key questions, including:

- interviews with the council's Animal Management (**AM**), Parks and Community Facilities and Environmental Services staff
- interviews with Auckland SPCA, Friends of Regional Parks, Forest and Bird, Pest Free Kaipātiki, Chained Dog Rehabilitation and Rehoming and four commercial dog walkers²
- a public online survey (People's Panel survey 2024)
- analysis of AM Request for Service, Multiple Dog Ownership Licence, Responsible Dog Ownership data (2022/23) and Annual Reports (2019/20, 2021/22, 2022/23)
- analysis of the Department of Internal Affairs National Survey on Dog Attacks (2016) and Dog Control Statistics (2013/2023) and Accident Compensation Corporation dog related claims data (2023)
- an environmental scan of how other councils in New Zealand manage similar issues
- site visits to regional parks with identified issues or opportunities.

1.5 There are limitations to the information collected

There are limitations to the information and data collected through this review, including:

- the way AM data is categorised and recorded makes it difficult to analyse (for example, data may not identify the number of dogs involved in an incident or the impacts)
- limited data for incidents related to unneutered dogs, faeces, dogs in season and non-compliance with dog access rules.

² Pooped Dogs, Sticks and Bones, The Dog Squad, Woof Pack Professional Dog Walking.

2. About the Policy and Bylaw

Key findings

- In 2019 the Policy was amended, and the Bylaw replaced.
- The key objective of the Policy is to keep dogs a positive part of Aucklanders' lives.
- Focus areas are dog 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 by specifying rules dog owners must comply with.
- Powers to enforce the Bylaw include to seize, impound and destroy dogs and penalties from a \$300 infringement fee to a maximum \$20,000 court fine and three years in prison.

The Auckland Council's Kaupapa no ngā Kuri / Policy on Dogs 2019 (**Policy**) and Ture ā Rohe Tiakina Kuri / Dog Management Bylaw 2019 (**Bylaw**) were originally made in 2012 ([GB/2012/157](#)). The Policy was amended, and the Bylaw replaced in 2019 ([GB/2019/71](#)).

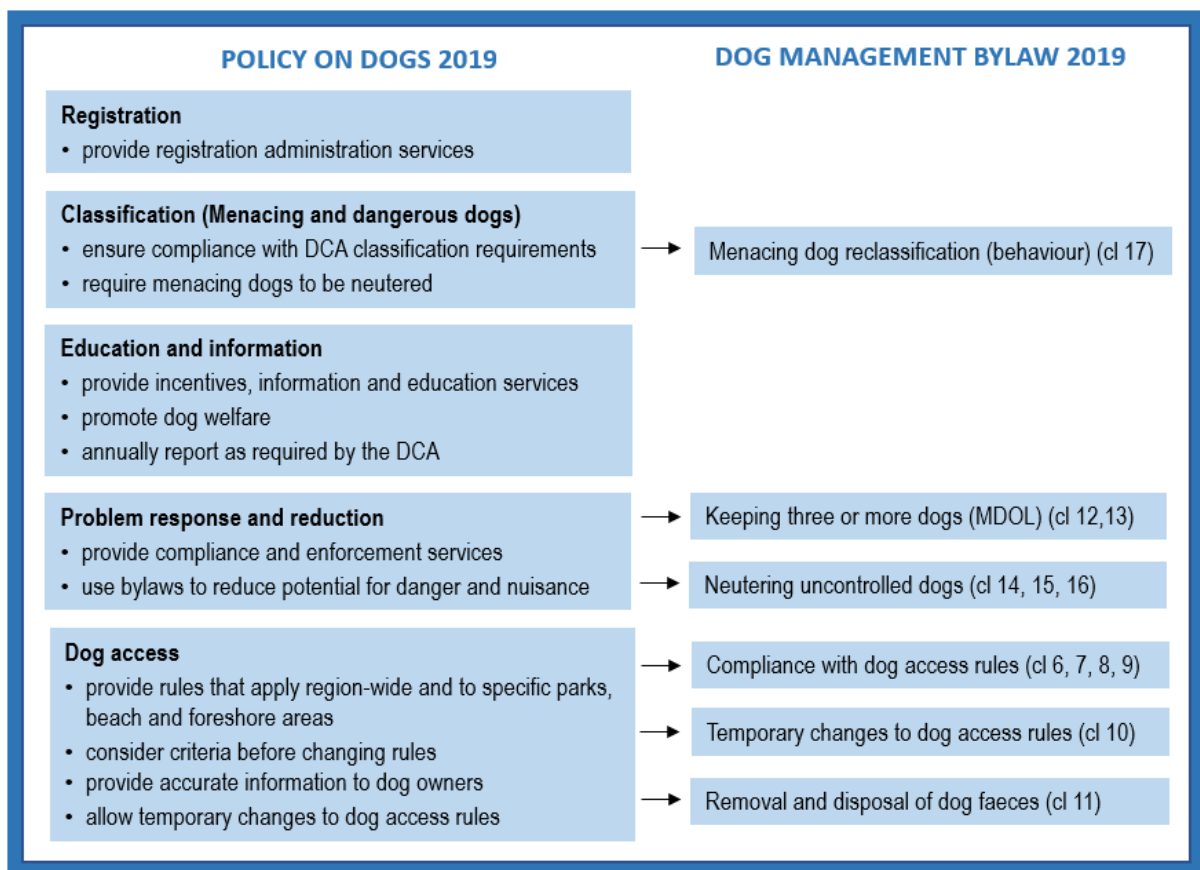
2.1 Auckland Council wants dogs to be a positive part of Auckland life

The Policy objective is “to keep dogs as a positive part of the life of Aucklanders by:

- maintaining opportunities for owners to take their dogs into public places
- adopting measures to minimise the problems caused by dogs
- protecting dogs from harm and ensuring their welfare.”

To achieve the objective, the Policy focuses on 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



2.2 The Dog Control Act 1996 provides powers to enforce the Bylaw

The council may use its powers under the Dog Control Act 1996 and the Local Government Act 2002 to enforce the Bylaw.

Enforcement powers include to:

- enter and inspect a property, feed or shelter dog s(14) s(15)
- request details of person in charge of dog or for an owner to identify dog (s19), (s19A)
- seize, impound or destroy a dog (s32), (s33EC), (s42), (s52), (s52A), (s56), (s57), (s57A), (s59), (s60), (s64), (s72A).

Everyone who breaches the Bylaw commits an offence. Penalties range from a \$300 infringement fee to a maximum \$20,000 court fine to a maximum three years in prison for the owner of a dog causing serious injury s(58).

3. Wider regulatory and strategic framework

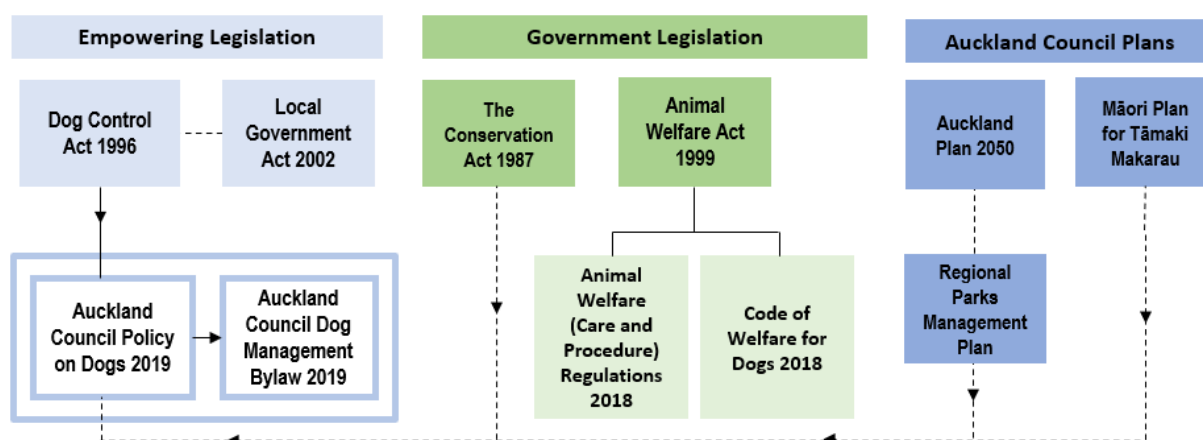
Key findings

- The Policy and Bylaw form part of a wider regulatory and strategic framework that includes central government legislation and council plans. For example, the Animal Welfare Act regulates dog welfare, and the Auckland Plan guides the objective of the Policy.

3.1 The Policy and Bylaw is 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 (See Figure and Tables below) that includes central government legislation and council plans (for example the Animal Welfare Act regulates dog welfare, and the Auckland Plan guides the objective of the Policy).

Regulatory and strategic framework



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

Legislation authorising the Policy and Bylaw

Legislation	Relationship to the Policy and Bylaw
Dog Control Act 1996	Sets out provisions that ensure the care and control of dogs. Section 10 : Duty of council to adopt a policy on dogs. Section 20 : Empowers the council to make a bylaw about the control of dogs in shared spaces, the number of dogs kept, requiring owners to remove faeces, confinement of dogs when on heat, impounding of dogs in breach of the bylaw, accommodation and curfew of dogs and the neutering of uncontrolled dogs. Provides enforcement powers and penalties.
Local Government Act 2002	Empowers local authorities to make bylaws. Provides enforcement powers.

Legislation informing the Policy and Bylaw

Legislation	Description
Animal Welfare Act 1999	Ensures that owners of animals and persons in charge of animals attend properly to the welfare of those animals and includes a Code of Welfare (Dogs) to assist dog owners and Animal Welfare Care and Procedures Regulations.
Code of Welfare Dogs 2018	Provides standards for owners of dogs to adhere to meet their obligations under the Animal Welfare Act 1999.
Animal Welfare (Care and Procedures) Regulations 2018	Allows for better enforcement of animal management and provides guidance on muzzling of dogs, providing shelter, dogs left in vehicles and dogs in moving motor vehicles.
The Conservation Act 1987	Promotes the conservation of New Zealand's natural and historic resources. The Policy identifies areas that is a controlled dog area or open dog area under section 26ZS of The Conservation Act 1987.

Auckland Council Plans supporting the Policy and Bylaw

Local plans	Description
Auckland Plan 2050	Sets direction how Auckland will grow and develop over the next 30 years and provides a framework under which all council plans, policies and bylaws align. The Policy and Bylaw objectives contribute to Belonging and Participation, Homes Places and Environmental and Cultural Heritage outcomes of the Auckland Plan 2050 (see Appendix 2).
Māori Plan for Tāmaki Makaurau	Establishes a foundation to form a key partnership with the council, other agencies and private sector to deliver for Māori communities in the region - the cultural, social, economic, and environmental wellbeing of mana whenua and mataawaka. The Policy and Bylaw supports the Māori Plan for Tāmaki Makaurau by protecting people and the environment from dog harm (see Appendix 2).
Regional Parks Management Plan 2022	Sets the management direction, policies and desired outcomes for Tāmaki Makaurau / Auckland's regional parks network of 27 parks. The Policy and Bylaw supports the Regional Parks Management Plan 2022 by providing regional dog access rules that protect the natural values of regional parks by keeping dogs away from endangered wildlife and natural environment, preserve cultural and heritage sites from damage from dogs, and enhance social and recreational values by providing balanced park space for dog owners and other visitors to enjoy.

4. Policy and Bylaw Implementation

Key findings

- Administration of the Policy and Bylaw is delegated to the Regulatory and Community Safety Committee, Local Boards and to council staff.
- The committee's role focusses on setting the policy direction and dog access rules of regional significance. The role of Local Boards relates to setting local dog access rules.
- The council's Animal Management team undertakes activities to implement and ensure compliance with the Policy and Bylaw (for example by using a modern regulator approach to compliance that includes education as well as enforcement).
- The delegations require updating to ensure consistency and to remove duplication and redundant delegations.

4.1 Administration is delegated to elected members and staff

The Auckland Council Governing Body has delegated administration of the Policy and Bylaw to the Regulatory and Community Safety Committee (for policy direction and dog access rules of regional significance), Local Boards (for local dog access rules) and staff (for implementation and compliance activities) (See Table below).

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

Opportunities to address these issues should be investigated as part of the Options Report, including to create a single delegation instrument to local boards for all regulatory matters.

Table of 2012 Policy and Bylaw delegations

Who (authority)	What (summary of delegated Policy and Bylaw responsibilities)
Regulatory and Community Safety Committee (RCSC) [Resolutions GB/2012/157 (Attachment E) and GB/2022/112]	• Decide Policy on Dogs (except local dog access rules) <i>[although not explicit]</i> • Recommend changes to the bylaw on dogs (only Governing Body can make bylaw) • Decide region-wide dog access rules in the Policy (2012 delegation) • Decide regional park and associated beach dog access rules <i>[2012 delegation does not reflect changes to regional parks, for example at Te Arai and Long Bay]</i> • Recommend local board delegations (only Governing Body can delegate) • Oversight of local board decisions <i>[duplication between 2012 and 2022]</i> • Decide objections under DCA and dog bylaw • Monitor regulatory performance and overseeing improvements
Local Boards [Resolution GB/2012/157 (Attachment E)]	• Decide local dog access rules in Policy (2012 delegation), including variations to dog access rules on beach and foreshore areas <i>[inconsistent with 2019 Governing Body decision to standardise the summertime and season rule]</i> • Franklin and Ōrākei Local Boards decide whether to retain or revoke exceptions to the region-wide dog access rule on grass sports surfaces (2012 delegation) • Require review of beach and foreshore dog access rules <i>[completed in 2017]</i>
Tier 3 Licensing & Regulatory Compliance	• Making controls for multiple dog licence

Who (authority)	What (summary of delegated Policy and Bylaw responsibilities)
Tier 5 Licensing & Regulatory Compliance, Parks & Community Facilities, Connected Communities, Active Communities	• Granting permission and imposing conditions on the entry and presence of working dogs in prohibited areas, dogs in places with restricted access, dogs in cemeteries and dogs in camping grounds and holiday parks • Temporary changes to dog access rules
Tier 6 Licensing & Regulatory Compliance (Animal Management)	• All other council functions, powers, and duties under the DCA, including the administration of the Policy and Bylaw (for example requiring of dogs to be neutered and the issuing of infringement notices.)

4.2 Animal Management implement and ensure compliance

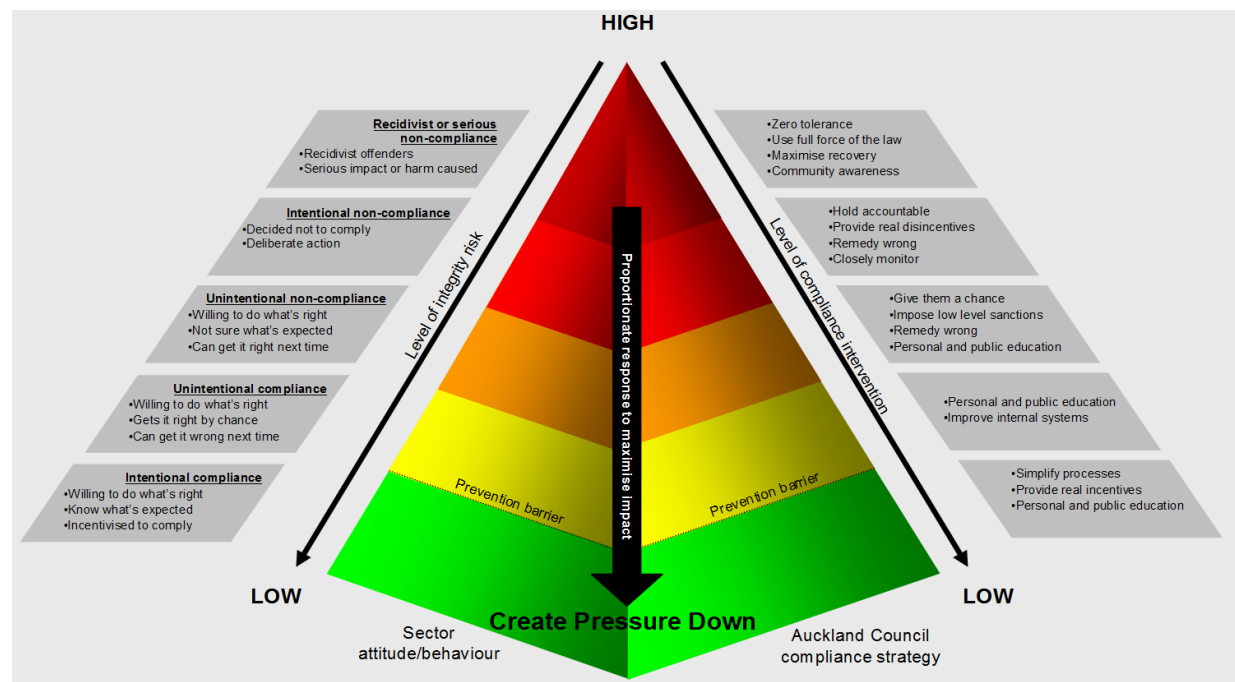
Animal Management undertake activities to implement and ensure compliance with the Policy and Bylaw.

Implementation activities include the delivery of dog safety awareness events and services. For example, in 2022/23, AM held special events where they groomed dogs for free, and provided free desexing, registration and microchipping in areas with high welfare-related complaints (See Approach to dog management in Auckland [Topic 1] in Appendix 1 for more details).

AM use a modern regulator approach to compliance in accordance with an Animal Management Field Services Enforcement Guide (See Figure below).

- Compliance tools include advice, education, proactive field work, inspections, informal warnings, formal written warnings and infringement notices and/or dog seizures.
- An enforcement matrix helps decide the most appropriate response to an offence by the:
 - type of offence (for example rushing / attack)
 - seriousness or severity of the offence (for example level of injury, repeat offence)
 - level of risk to public safety and comfort due to the characteristics of the dog, attitude or behaviour of the owner, and the environment in which the dog is kept.
- Education and warnings are used regularly, particularly where a dog owner shows a willingness to change their behaviour.
- In circumstances where education and warnings are not appropriate, AM's will use other tools to hold dog owners accountable for failing to meet their obligations.
- Data, information on monitoring and evaluation and coordination and planning of compliance efforts is used to:
 - allocate resources to the most significant problems
 - ensure the most efficient and effective use of resources.

Animal Management modern regulator approach to compliance



Notes:

- The green zone indicates the lowest risk category, where dog owners are willingly complying with their obligations under the respective legislation.
- The red zone indicates the category where the most risk is present – this represents the area of recidivist or serious non-compliance.
- AM approach is to create downwards pressure to move customers from the high-risk area to the low-risk area.

5. Is there still a problem and is the problem the same?

Key findings

- 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.

This report analyses the Policy and Bylaw in five topics. The Table below summarises the analysis of the problems for each topic (See Appendix 1).

Topic	Problem	Scale and impact of problem
1. Approach to dog management in Auckland	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.	Problems high frequency, low to high impact: • 12,737 complaints in 2022/23 with 12,737 roaming, 6,670 barking and 2,357 aggressive to people • unregistered dogs account for approximately 10 per cent of the total dog population are estimated to cause around 40 per cent of roaming and 25 per cent of all dog attacks and aggressions • welfare complaints 1,183 per cent higher from 2021/22 to 2022/23.
2. Approach to managing dog access rules in shared spaces	... from the inherent conflict between users of shared spaces in Auckland.	Problems high frequency, low impact, for example: • 826 bylaw breach complaints recorded in 2023, mostly dog access rule breaches which indicates high frequency • survey respondents are not likely to take follow-up actions (including reporting to the council) when encountering problems related to dogs in public, indicating low impact
3. Region-wide dog access rules		
4. Regional Park dog access rules	... from the inherent conflict between users of regional parks and associated beaches in Auckland.	• in 2023, rangers recorded approximately 200 incidents in regional parks, mostly about dog access rule breaches • impact can be high in biodiversity and ecological areas • dog owners would like more dog access in regional parks.
5. Walking multiple dogs	... from the inherent conflict between people walking multiple dogs at a time and other users of shared spaces in Auckland.	• Problems low to moderate frequency and mostly low impact. However, people walking multiple dogs (particularly three or more) are disproportionately represented in several dog-related problems. For example, interfering with activities (46 per cent), approaching other people when they didn't want them to (42 per cent), being aggressive (36 per cent), and chasing wildlife (31 per cent).

6. Are the desired objectives and outcomes the same?

Key findings

- 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.

This report analyses the Policy and Bylaw in five topics. The Table below shows how the objectives and outcomes from 2019 could be better aligned to the topics (See Appendix 1) and the outcome better aligned to the Auckland Plan.

All topics	2019 Policy and Bylaw review	2024 Policy and Bylaw review
Overall Objective	To address problems by: 1. Ensuring legislative requirements are being met under the Dog Control Act 1996 [and] Local Government Act 2002 2. Maintain opportunities for owners to take their dogs into public places 3. Minimising the harm caused by dogs. [To] increase the voluntary compliance with dog management and dog access rules.	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.
1. Approach to dog management in Auckland	Not specified	... from irresponsible dog ownership.
2. Approach to managing dog access rules in shared spaces	Not specified	... from the inherent conflict between users of shared spaces in Auckland.
3. Region-wide dog access rules	Not specified	
4. Regional Park dog access rules	Not specified	... from the inherent conflict between users of regional parks and associated beaches in Auckland.
5. Walking multiple dogs	Not specified	... from the inherent conflict between people with multiple dogs and other users of shared spaces in Auckland.
Outcome	That the needs of dog owners are met while minimising the harm caused by dogs.	Aucklanders are happy and healthy with access to public places that cares for the natural environment and cultural heritage as contained in the Auckland Plan (Belonging and Participation, Homes and Places and Environment and Cultural Heritage) (See Appendix 2 for more details).

7. Have the Policy and Bylaw helped achieve the objectives and outcomes?

Key findings

- Yes. The Policy and Bylaw have helped achieve the objectives and outcome.
- The Policy and Bylaw have guided service delivery and prevented and addressed dog related problems and established behavioural expectations for dog owners when taking their dog(s) in shared spaces (for example, on roadside footpaths and parks).
- However, there are challenges to their effectiveness, for example:
 - COVID-19, increased cost of living, reduced availability of veterinary services have contributed to reduced registration compliance, increased complaints and reduced shelter capacity
 - 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 and has outdated information.

This report analyses the Policy and Bylaw in five topics. The Table below summarises the analysis of whether the Policy and Bylaw have helped for each topic (See Appendix 1).

Topic	Has the Policy and Bylaw helped achieve objectives and outcomes	Examples of challenges to effectiveness
1. Approach to dog management in Auckland	✓ Yes. The Policy and Bylaw have guided service delivery and prevented and addressed dog related problems. ✓ High compliance with 88 per cent of known dogs registered in 2022/23 and 79 per cent compliance with neutering menacing and dangerous dogs. ✓ Responsible Dog Ownership Licence holders steadily increased annually, from 26,809 in 2018-2019 to 42,495 in 2022/23. ✓ Five per cent increase in dog registration in 2019 due to people registering their second dog after the Bylaw was amended to allow two dogs without a licence.	• High volume of complaints (increased by 37 per cent) have created operational and enforcement challenges. • Staff focus on registration and compliance significantly affected by the high occupancy levels in all three dog shelters. • Reduced availability of veterinary services contributing to a decrease in neutering compliance. • Downward trend in registered dogs and increase in dog welfare issues due to COVID-19 and increase in living costs. • The Policy is complicated to navigate and difficult to understand.
2. Approach to managing dog access rules in shared spaces	✓ Yes. The Policy and Bylaw have guided changes to dog access rules between 2012 to 2019 and set behavioural expectations for dog owners. ✓ Recognised dog owners as legitimate users of public space and enabled dog access to meet the exercise and recreational needs of dogs and owners. ✓ Wide support (62 to 92 per cent of people surveyed) for dog access principles.	• The Policy is complicated to navigate and difficult to understand. • The Policy is complex and information in Schedule 2 outdated which has created implementation challenges for staff. • Staff, external stakeholders and 67 per cent of survey respondents mentioned that the access rules need to be clearer to help people better comply.

Topic	Has the Policy and Bylaw helped achieve objectives and outcomes	Examples of challenges to effectiveness
3. Region-wide dog access rules	✓ Yes. The Policy and Bylaw have established standardised behavioural expectations. ✓ AM officers find standardised rules easy to educate the public on and enforce. ✓ Rules are easier to understand and helps facilitate better compliance. ✓ 72 to 92 per cent of people surveyed agree with 12 of the 13 region-wide rules.	• Data limitations and the immense network of parks and public places in Auckland have made it difficult to detect all dog access rule breaches. • AM approach to compliance primarily relies on an educational approach and patrols to increase voluntary compliance.
4. Regional Park dog access rules	✓ Yes. The Policy and Bylaw have supported dog access rules in regional parks. ✓ Protects areas with high ecological, biodiversity and heritage values, wildlife, and farm stock from dogs. ✓ Allows regional park spaces to be shared by all park users, particularly during peak summer times.	• Park rangers have limited capacity to patrol regional parks and have no enforcement powers. • Due to limited staff capacity, 'hot spots' are patrolled where complaints are frequently received. • Limited complimentary operational measures, for example, maps that show dog access rules and signage
5. Walking multiple dogs	✓ Yes. The Policy and Bylaw have established behavioural expectations for walking any dog (including multiple dogs). ✓ Current rules further define the Dog Control Act 1996 expectations that all dog owners ensure their dog(s) do not cause a problem by being able to obtain an immediate and desired response from their dogs.	• Multiple dog walkers (in particular, of three or more dogs) are overrepresented in dog-related incidents such as interfering with activities (46 per cent), approaching people when they didn't want them to (42 per cent), and being aggressive (36 per cent).

8. Is a policy and bylaw still the best way to address the problem?

Key findings

- 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.

A policy and bylaw on dogs is still the best way to address the problem. There are no feasible alternatives. The Dog Control Act 1996 is the sole primary legislation for the care and control of dogs in New Zealand and requires council to adopt a policy and to make a bylaw to enforce it.

9. Do the Policy and Bylaw comply with legislation?

Key findings

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.

The Policy and Bylaw are authorised by the Dog Control Act 1996 (See Table below) and have regard to matters in section 10(4) of that Act.

Topic	Dog Control Act 1996 authorising section to make a policy and bylaw	
All	s10	Duty of council to adopt a policy on dogs.
	s20	Empowers the council to make a bylaw.
1. Approach to dog management in Auckland		
• Policy objective, Policy statement, Registration	s10(3)(f)	To include such other details of the policy as council thinks fit.
• Classification	s10(3)(ea) and (eb)	To state whether dogs classified by a territorial authority as menacing must be neutered.
• Education and information	s10(3)(f)	To include such other details of the policy as council thinks fit.
• Neutering	s10(3)(a) and (f)	To specify the nature and application of any bylaw and include such other details of the policy as the council thinks fit.
	s20(1)(k)	May require an uncontrolled dog to be neutered.
• Keeping of three or more dogs on a property	s10(3)(a) and (f)	To specify the nature and application of any bylaw and include such other details of the policy as the council thinks fit.
	s20(1)(f)	May limit the number of dogs kept on a property.
2. Approach to managing dog access rules in shared spaces		
• Policy objective, Policy statement, methods	s10(3)(f)	To include such other details of the policy as council thinks fit.
• Dog access rules	s10(3)(a) to (e) and (f)	To specify dog prohibited, on-leash, off-leash or designated dog exercise areas in shared places. To include such other details of the policy as council thinks fit.
	s20(1)(a) to (d), (h) and (i)	May include dog prohibited, on-leash, off-leash or designated dog exercise areas in public places and may require faeces to be removed and dogs in season to be confined.
• Changing dog access rules	s10(3)(f)	To include such other details of the policy as council thinks fit.
	s20(1)(l)	May specify other rules to further the control of dogs.
• Dog access information	s10(3)(f)	To include such other details of the policy as council thinks fit.
3. Region-wide access rules	Same as 'Dog access rules' under '2. Approach to managing dog access rules in shared spaces'	
4. Regional Park access rules		
5. Walking multiple dogs		

The Policy and Bylaw do not contradict other legislation

The Policy and Bylaw are not inconsistent with the Dog Control Act 1996 and are authorised by the same Act (See above Table).

The Bylaw has no implications under the NZ Bill of Rights Act

The Bylaw does not have any implications under the New Zealand Bill of Rights Act 1990. Any limitations to rights or freedoms are considered to be proportionate and justifiable.

The Bylaw for example, may limit the freedom of movement because it identifies places in Auckland where dog owners must not take their dog(s) or must control them on a leash. However, these limitations are justified, proportionate and reasonable responses to the problem, objectives and outcomes (See Chapter 5 and 6).

10. Are the Policy and Bylaw ‘fit for purpose’?

Key findings

- 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 whether additional rules are required to ‘walk’ multiple dogs in shared spaces.
- The Bylaw could be improved to be more certain (for example to clarify who can provide a menacing dog behavioural assessment).
- Delegations could also be improved (for example to remove inconsistencies).

Topic	Examples of Policy and Bylaw improvements
1. Approach to dog management in Auckland	• Redesign the Policy so that it is easier to navigate and understand. • Clarify who can provide a menacing dog ‘behavioural assessment’ (Bylaw c17(1)(a)). • Align ‘urban residential’ to with the Auckland Unitary Plan Zoning (Bylaw cl12(1)).
2. Approach to managing dog access rules in shared spaces	• Refine the objective and focus areas. • Clarify the link between methods (What the council will do) and access rules (Schedules). • Include a statement about compliance with dog access rules. • Include reference to ‘private ways’. • Clarify ‘shared use of public places’ principle and better define ‘public places’. • More explicitly recognise wildlife in access principles. • Remove outdated information in Schedule 2, such as redundant landmarks.
3. Region-wide dog access rules	• Clarify how Bylaw cl7 implements the default on-leash rules set in dog access principles. • Clarify ambiguity in precedence when conflicting rules in Schedules 1 and 2 apply.
4. Regional Park dog access rules	• Address systemic issues with 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). • Include complimentary operational measures (for example maps).
5. Walking multiple dogs	• Investigate whether additional rules required to ‘walk’ multiple dogs in shared spaces.
Delegations	• Clarify and update the delegations that are duplicated, inconsistent and redundant between the Governing Body delegations adopted in 2012 and most recent delegations to council committees in 2022 and updated staff delegations in 2023 (See Chapter 4.1).

11. Statutory review findings

The key statutory findings from a review of the Auckland Council Policy and Bylaw on dogs are that in the context of the matters in section 10(4) of the Dog Control Act 1996:

- a bylaw is still the most appropriate way to address 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 Bylaw does not give rise to any implications under and is not inconsistent with the New Zealand Bill of Rights Act 1990
- however, the Bylaw (and Policy) could be improved.

12. Next steps

The recommended next steps are for the Regulatory and Community Safety Committee to:

- endorse the findings in this report
- request a report on statutory options in response to the findings, including to address the suggested improvements identified in this report (See Chapter 10 and Appendix 1), for example to:
 - make the Policy easier to read and understand (for example refining the objective, focus areas and links between policy statements and dog access rules)
 - address regional park dog access rules that impact responsible dog ownership (for example providing practical dog access to Long Bay beach)
 - investigate if additional rules are required to ‘walk’ multiple dogs in shared spaces
 - clarify the Bylaw to provide more certainty (for example who can provide a menacing dog behavioural assessment)
 - remove inconsistencies in delegations.
- request a proposal on the preferred option in the options report (which could include for example a confirmation of, or amendments to, the Policy and Bylaw).

An elected member working group comprising of committee (including from the Independent Māori Statutory Board) members and local board representatives will be consulted as part of the development of the options, and all local boards will be consulted on the proposal.

Appendix 1: Topic Assessments

Approach to dog management in Auckland [Topic 1]		
Explanation of Topic		
This topic relates to Auckland Council's approach to dog management (for example, the focus on registration compliance and encouraging responsible dog ownership).		
Current Policy and Bylaw		
- The Auckland Council Policy on Dogs 2019 (Policy) which is implemented by the Dog Management Bylaw 2017 (Bylaw) describes the council's approach to dog management in Auckland (See Table below) in relation to: - its objective in keeping dogs as a positive part of the life of Aucklanders - its focus on registration, education, information, and problem response and reduction. - Note: See Topic 3 (Approach to managing dog access rules in shared spaces) for the council's approach to where dogs can be taken in public places and private ways.		
Policy objective, statements and methods	Policy Reference (See Key below Table for meaning of abbreviations)	Bylaw Ref
Policy objective (council's overall goal): To keep dogs as a positive part of the life of Aucklanders	Objective	Not applicable
Policy statement (how the council will achieve its objective): - To promote dog registration across all of Auckland (Registration and Classification) - To educate and inform owners how to take care of dogs (Responsible Dog Ownership) - To report annually to council and central government (Monitoring measures of success)	How will Auckland Council achieve this Policy Objectives? 1, 2, 4	Not applicable
Methods (how the council will achieve its policy statement): [Registration] Provide registration services, including a register of dog owners (standard, probationary and disqualified) and their dogs (standard, menacing and dangerous) in Auckland and setting fees for the cost of essential services	RC > AC 1(a), (b), (d)	Not applicable
[Classification] - Ensure compliance with DCA classification requirements - Require menacing dogs to be neutered	- RC > Expect 3 - RC > Bylaw 3 - RDO > Bylaw 2	Clause 17
[Education and Information] - Provide incentives (including promoting responsible dog ownership through the Responsible Dog Ownership Licence) - Provide information and education services (including to community about how to stay safe around dogs, particularly children, families and people working in the community) - Proactively promote the welfare of dogs	- RC > AC 1(c), (e) and 2 - RDO > AC 1(b)-(c) and 3(b) - RDO > AC 2	Not applicable Not applicable Not applicable
[Problem response and reduction] - Provide compliance and enforcement services, including: - to proactively use powers to enforce dog registration and microchipping, de-sexing of uncontrolled dogs, seize dogs	- RC > AC 1(f) and 3 - RDO > AC 1(a), (d), (e), (f) - RDO > AC 3(a), (c), (d)	Clause 14-16 Clause 18

that are a threat to public safety and to classify and ensure compliance with dangerous and menacing dog rules - o 24-hour service and emergency assistance - o street patrols and incident investigation and resolution (for example roaming, barking, aggressive complaints) - o to encourage compliance, undertake enforcement, and where appropriate to penalise irresponsible dog owners.		
• Require owners of more than two dogs on a property to hold a multiple dog licence. The rule does not apply to working dogs and properties outside the Auckland Unitary Plan urban residential zone.	• RC > Expect 2 • RC > Bylaw 1	Clause 12-13

Key: **RC** = Registration and Classification | **RDO** = Responsible Dog Ownership | **AC** = What will Auckland Council do? | **Expect** = What does Auckland Council expect of dog owners? | **Bylaw** = What is covered by the Dog Management Bylaw 2019?

- The Dog Control Act 1996 (**DCA**) provides powers to enforce the Bylaw, including the power to seize, impound and destroy dogs. Penalties range from a \$300 infringement fee to a maximum \$20,000 court fine to a maximum of three years in prison for the owner of a dog causing serious injury (See Chapter 4 for details).

Policy and Bylaw Implementation

- The Auckland Council Governing Body has delegated authority to council staff to administer the Policy and Bylaw (See Chapter 4 for details).
- This includes (see Table below for details):
 - o providing services to help dog owners meet their DCA obligations to **register** their dog every year with the council (for example 116,209 registered dogs in 2022/23)
 - o providing services to **classify** dogs identified in the DCA as **menacing or dangerous** (for example 590 dogs were classified as menacing in 2022/23)
 - o **educating and informing** dog owners and the community about dog care and control and safety around dogs (for example special events that groomed, desexed, registered and microchipped dogs in areas with high dog welfare-related complaints)
 - o **problem response and reduction** services (for example responding to 33,301 dog-related complaints and conducting 2,736 public place patrols in 2022/23).

Registration

- Animal Management (AM) provide services to help dog owners meet their obligation to register their dog before 1 July each year.
- Services include maintaining a dog register and database administration, sending reminder newsletters, and collaborating with community and non-government organisations to educate the public and promote registration through free registration drives.
- Where an owner fails to register their dog, AM use a modern regulator approach to compliance, including [advice / information](#), informal and formal warnings, infringement notices, and seizing dogs for failure to register.
- In 2022/23, the above services resulted in:
 - o 116,209 registered dogs with 88.2 per cent of known dogs registered
 - o 32,264 (29.2 per cent) dog owners with a Responsible Dog Ownership Licence (RDOL)
 - o 1,490 infringement notices issued due to failure to register their dog
 - o 181 impounded dogs because the dog has no current registration
 - o 6,913 proactive work including proactive and reactive visits for unregistered dogs (1,817).
 - o several programmes in collaboration with other organisations such as offering free registration to flood-impacted communities, promoting registration, vaccinating and microchipping 170 dogs, with 110 unknown dogs registered and 120 dogs booked for desexing.

Classification (Menacing and dangerous dogs)

- AM maintain a database for DCA-classified menacing dogs (by breed or deed) and dangerous dogs.³
- Where an owner fails to keep their dog under control, resulting in their dog attacking or showing aggression towards people, animals or wildlife, AM can classify the dog as menacing (by deed) or dangerous.
- There are currently 5,410 dogs classified as menacing and 10 dogs classified as dangerous in Auckland, with 79 per cent overall compliance with the requirement for menacing and dangerous dogs to be neutered.
- Services to help dog owners comply with the neutering requirement for dogs classified as menacing and dangerous dogs include maintaining a dog database, targeted compliance, and neutering campaigns such as 'The De-Sex Effect' during 2019/20 focusing on owners with menacing dogs to comply with the neutering requirement, and providing free desexing drives in focussed high-risk areas.
- In 2022/23, the above services resulted in:
 - four dogs classified as dangerous and 590 classified as menacing (492 by breed and 92 by deed DCA).
 - one infringement issued due to failure to comply with the effects of the classification of dogs as dangerous.
 - 16 dogs classified as menacing (by deed) euthanised.
 - a total of 40 menacing dogs were neutered during the year 2019/20.
 - overall compliance with the requirement for menacing and dangerous dogs to be neutered in 2022/23 at 79 per cent, which is four per cent lower than the previous year. The reduced availability of veterinary services during the past three years continues to affect this rate of compliance.

Education and Information

- The [Policy](#) and [Bylaw](#) can be viewed by the public on the council website.
- AM provides services such as providing information and education to the public relating to dog control, animal management issues, and promoting responsible dog ownership, including on council's [website](#).
- In response to the rise in dog-related problems, a comprehensive bite strategy was developed, including an increased focus on community outreach programmes targeting the most affected communities.
- In 2022/23, AM increased the delivery of dog safety awareness and held events and services including:
 - a large event over a 3-day period that educated at least 300 at-risk workers on dog safety.
 - an outdoor event attended by communities to raise public awareness of responsible dog ownership and safety around dogs.
 - special events where they groomed dogs for free, and provided free desexing, registration and microchipping in focussed areas with high welfare-related complaints.
 - the Special Summer Initiative where AM educated dog owners on obligations to protect wildlife and shorebirds such as Kororā and Dotterels.
 - dog safety sessions for frontline staff of other organisations such as NZ Police, Kāinga Ora, Anglican Trust for Women and Children, Ministry of Social Development, and others (28 individual sessions were held, and 18 sessions were held for Omexom (an electricity provider).
 - community events such as Auckland Pet & Animal Expo 2023 and Bark in the Pool 2023, were aimed at educating dog owners.
 - education and information initiatives focussed on areas with an increase in welfare-related incidents in joint initiatives with SPCA and NZ Police.

Problem response and reduction

- **AM compliance and enforcement services** seek to minimise risks through proactive patrols, property visits, responding to complaints (including a 24/7 team responding to urgent and high-priority requests), investigating breaches of the DCA and Bylaw and dog bite prevention. In 2022/23, AM:

³ The Dog Control Act 1996 specifies the classifications for menacing and dangerous dogs in section 10 (ea)(eb).

- conducted 6,913 proactive work including patrolling public areas (2,736), unregistered dogs (1,817), property inspections (797) and targeted compliance (918)
- responded to 33,301 complaints (which is 34 per cent higher than the previous year), with 13,677 categorised as P1 (high priority) and 19,624 classified as P2 (normal priority):
 - majority of the complaints is for roaming dogs (12,737) followed by barking or howling (6,670)
 - barking complaints increased by 21 per cent from the previous year.
- issued 60 Nuisance Abatement Notices⁴ (NANs) to 56 properties
- issued 4,748 infringement notices in 2022/2023 (up from 3,271 in the previous year) of which 1,437 were Bylaw infringements (up from 1,105 in the previous year)
- filed 121 prosecutions and appeals
- impounded 6,596 dogs, mainly pick-ups requested by a member of the public (3,414) and roaming (1,126).
- AM administers the **multiple dog licence** requirement for owners with more than two dogs on a property by managing licence applications, conducting property inspections and assessing the applications received. There are 5,704 licences from 2016 to 2023, with 4,885 licences currently active from the legacy data (from 2016/17). 61 new licences were issued in 2023.

Is there still a problem and is the problem the same?

- ✓ Yes. While dogs provide companionship, emotional support and may help foster social connections, problems (as in 2019) continue to be 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 (for example failure of owner to register, care or control dog).

The problems are high in frequency with low to high impacts

- The problems are high in frequency with impacts ranging from low to high.
- In 2022/23 for example (See Table below for details):
 - AM received 12,737 complaints about dogs, including 2,357 for aggressive behaviour towards people and 6,670 for barking which is high frequency.
 - Impacts range from low (for example annoyance from barking) to high (for example injuries from a dog bite).

Problem	Description and Trends	Frequency and Impact
Danger and distress to people, stock, poultry, domestic animals and protected wildlife.	● Dog attacks to people and other animals. ● Unregistered dogs cause problems because the owner cannot be held accountable for their dog: "There is a correlation between unregistered dogs and uncontrolled dogs." AM staff. ● There is a downward trend in the percentage of known dogs registered attributed to COVID-19 impacts and increase in living costs (88 per cent of known dogs registered in 2022/23, a decrease from 91 per cent in 2021/22 and 95 per cent in 2020/21).	● Total number of dog attacks increased by 28 per cent from 2021/22 to 2022/23, with 250 more attacks on people and 280 more attacks on other animals. ● Unregistered dogs account for approximately 10 per cent of the total dog population but are estimated to cause around 40 per cent roaming, 15 per cent of barking and 25 per cent of all dog attacks and aggression complaints.⁵ ● Incidents in 2022/23 of aggressive behaviour towards people (2,357) and

⁴ NAN is issued if an excessive [barking complaint](#) causes nuisance or distress and the dog owner has failed to reduce the barking of their dog(s) within the 7-day compliance / objection period.

⁵ Animal Management Enforcement Guide, page 13

		other animals (668) (AM complaints data).
Nuisance to people.	• Dog complaints range from barking to roaming. • Dogs roaming unaccompanied by their owner (for example a dog wandering the streets) contribute to incidents of aggression and threats to safety. • Unneutered dogs exhibit more aggressive behaviours, have higher reproduction rates, and are more prone to roaming.	• Incidents in 2022/23 of roaming (12,737), barking (6,670), and bylaw breach (716) (AM complaints data). • There are data limitations regarding unneutered dogs, but operational staff gauge that unneutered dogs are more likely to be involved in or cause dog-related problems such as roaming.
Damage to property and environment.	• Dogs uncontrolled and causing damage to property. • Dogs causing damage to the environment and natural habitats.	• 14 incidents of dogs uncontrolled on a private property without the consent of occupier in 2022/23. • Operational and environmental specialist staff advice dogs have caused damage and degradation in off-leash areas such as Puhinui Stream (Auckland Botanical Damage) and Kohukohunui Track (Hunua Ranges) (See Topic 4 Regional dog access for more information).
Needs of dogs (welfare).	• Irresponsible dog owners who are unaware of their responsibilities or are indifferent to their dog's welfare. • "We have seen an increase in welfare [dog welfare problems] ... because of the cost of living and the impact of COVID that's had as well on people and families on their situations." AM staff.	• Welfare issues reported to the council increased by 1,183 per cent from 2021/22 to 2022/23, from 48 in 2021/22 year, to 616 in 2022/23. • 133 dogs were impounded because of welfare concerns in 2022/23.

Are the Policy and Bylaw's desired objectives or outcomes the same?

✓ Yes. The objectives and outcomes remain largely the same since the Policy and Bylaw was first made. However, both could be improved to be more topic specific and better align with the outcomes in the Auckland Plan.

	2019 Review	2024 Review
Objective	To address problems by: 1. Ensuring legislative requirements are met under the: ○ Dog Control Act 1996 ○ Local Government Act 2002 2. Maintain opportunities for owners to take their dogs into public places 3. Minimising the harm caused by dogs. The review should also increase the voluntary compliance with dog management and dog access rules.	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 (for example failure of owner to register, care or control dog).
Outcome	That the needs of dog owners are met while minimising the harm caused by dogs.	Aucklanders are happy and healthy with access to public places that cares for the natural environment and cultural heritage as

		contained in the Auckland Plan (Belonging and Participation, Homes and Places and Environment and Cultural Heritage) (See Appendix 2 for more details).
Has the Policy and Bylaw helped achieve its desired objectives and outcomes?		
✓ Yes. The Policy and Bylaw have helped address the problem and achieve the objective and outcome. • The Policy and Bylaw is used by AM (See Bylaw Implementation for details): ○ The Policy guides service delivery (for example the focus on registration, classification, education and information and requirements problem response and reduction) ○ The Bylaw is used to prevent and address problems (for example administering multiple dog licences and neutering of classified dogs). ○ An external interviewee mentioned, “Council is leading the way with menacing dogs.” • High dog owner compliance with their DCA obligations to care and control their dog. ○ Internal and external interviewees recognise the importance and value of dog registration in reducing community nuisances. ○ 88 per cent of known dogs were registered in 2022/23 which AM consider high. ○ Nine per cent increase in registered dogs from 2019/20 to 2022/23 (from 106,182 to 116,209 dogs) implying ongoing compliance with an increasing dog population. ○ Responsible dog owner licence holders have steadily increased annually, from 26,809 in 2018/19 to 42,495 in 2022/23. ○ Five per cent increase in dog registration in 2019 due to people registering their second dog after the Bylaw was amended to allow two dogs without a licence. ○ 79 per cent compliance with the neutering requirement for menacing and dangerous dogs in 2022/23. ○ AM say that the neutering rule... “... leads to fewer dogs roaming ... because the dog won’t have the urge to go and look for other dogs, and they don’t get involved in dog bites”. ○ Internal and external interviewees are supportive of the reclassification provision and see value in it (for example, preventing future recidivism). ✗ However, there are challenges to effectiveness: • Known dogs registered decreased from 91 per cent in 2021/22 to 88 per cent in 2022/23. ○ Internal and external interviewees note that COVID-19 and rising living costs as reasons and cost was cited by 31 per cent of respondents in the People’s Panel Survey 2024. ○ AM’s focus on registration compliance in 2022/23 was also significantly affected by the high occupancy levels in all three animal shelters operating at full capacity. This is an ongoing problem. • Total complaints increased by 37 per cent from 2021/22 to 33,301 in 2022/23. ○ Dog welfare incidents increased significantly from 48 in 2021/22 to 616 in 2022/23. ○ Roaming dogs increased by 50 per cent (8,461 in 2021/22 to 12,737 in 2022/23). ○ Dog attacks on people increased by 29 per cent (848 in 2021/22 to 1,098 in 2022/23).		

• The 79 per cent compliance with neutering menacing and dangerous dog requirements is a four per cent decrease from 2021/22 with reduced availability of veterinary services and rising costs affecting the rate of neutering compliance noted as reasons. • Internal and external interviewees also note that parts of the Policy and Bylaw are complicated to understand (See ‘fit for purpose’).
Is the Policy and Bylaw still the best way to address the problem (no better alternatives)?
✓ Yes. The Policy and Bylaw is still the best way to address the problem. • There are no feasible alternatives. The DCA is the sole primary legislation for the care and control of dogs and requires council to adopt a policy and to make a bylaw to enforce it.
Is the Policy and Bylaw ‘fit for purpose’ (no change required)?
✓ Yes. In general, the Policy and Bylaw are ‘fit for purpose’. • External and internal interviewees support and see value in council’s approach to registration, neutering and reclassification. • Majority of People’s Panel Survey 2024 (See Appendix 5) respondents agree with the Policy’s approach to responsible dog ownership (80 per cent), dog welfare (80 per cent) and increasing public awareness through education (75 per cent). • 88 per cent of People’s Panel Survey respondents agree with the Policy and Bylaw’s approach to taking appropriate action in response to irresponsible dog ownership including enforcing fines and warnings and neutering and classification of dogs. • Internal and external interviewees are generally supportive of the standardisation of multiple dog requirements. • Majority of People’s Panel Survey respondents (55 per cent) agree with the Policy and Bylaw’s approach to requiring a licence for keeping more than two dogs. ✗ However, the Policy could be improved. • External and internal interviewees noted the Policy is difficult to navigate and understand. Reasons identified include issues with the structure and layout, for example: ○ the policy to neuter classified dogs is unclear (this is a statutory requirement). ○ the objective, statements and methods are complicated, do not align and not labelled. ○ the objective refers to minimising problems, but the policy statements do not. ○ multiple dog licences are more about problem reduction than registration or classification. • Better incorporating wildlife protection under ‘Responsible Dog Ownership’⁶. ✗ However, the Bylaw could be improved. • Clause 17(1)(a) could clarify who can provide a menacing dog ‘behavioural assessment’. AM notes that a barrier to reclassification is owners struggling to provide this report due to the Bylaw not specifying authorised providers and suggest linking this process to the Companion Animals accreditation. • Clause 12(1) could clarify the meaning of “urban residential” to align with the current Auckland Unitary Plan zoning.

⁶ Policy on Dogs 2019 > Responsible Dog Ownership.

- **Other suggestions** raised during engagement have been referred to AM as an operational matter or not considered to justify further consideration, include:
 - amending the rules for multiple dog licences in Bylaw clause 12(1) (for example, by increasing or decreasing the number threshold or consecutive days), given that 55 per cent of People's Panel Survey respondents support the current rule (no licence to keep one or two dogs) and only 31 per cent sought stricter rules.
 - targeting the less compliant population when promoting responsible dog ownership, as this is implementation.

“... it's the other 50 per cent of the population that is the issue”. (AM officer)
 - better-defining welfare standards to assist staff, as this is already in legislation and can be addressed at an operational level.
 - requiring all dogs (except those with a defined breeding purpose) to be neutered given the level of support for the current approach that focuses on dog owners who have been irresponsible, and to otherwise encourage de-sexing due to the impact on dog owners.
 - challenges with historical regional applications for multiple dog licences.
 - When registering a third dog, the system may miss the need for a new licence because the original is in the legacy system and the original dogs are no longer at the address. Naming dogs on the licence may address this, as enforcement is difficult for properties with multiple owners with active legacy council licences.
 - Applications for multiple dog licences in some areas of South Auckland have very limited information and may not include the multiple dog licence status.
- In terms of implementation, consideration should be given to addressing any problems with delegations identified in Chapter 4.

Does the Policy and Bylaw comply with legislation?

- ✓ Yes. The matters contained in the Policy and Bylaw (See 'Current Policy and Bylaw' above) 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 not repugnant), are reasonable and does not give rise to any implications under and are not inconsistent with the New Zealand Bill of Rights Act 1990 (See Chapter 9 for details).

Policy and Bylaw matter and reference	DCA authorisation
(See Table in 'Current Policy and Bylaw' for details of each matter and meaning of abbreviations)	
Policy statement (<i>how council will achieve its objective</i>) • How will Auckland Council achieve this Policy Objectives? 1, 2, 4	• Section 10(3)(f)
[Registration] • RC AC 1(a), (b) and (d)	• Section 10(3)(f)
[Classification] • RC Expect 3, RC Bylaw 3 and RDO Bylaw 2 • Bylaw clause 17	• Section 10(3)(ea), (eb), (f)
[Education and Information] • RC AC 1(c), (e) and 2, RDO AC 1(b), (c) and 3(b) and RDO AC 2	• Section 10(3)(f)
[Problem response and reduction] • RC AC 1(f) and 3, RDO AC 1(a), (d), (e), (f) and RDO AC 3(a), (c), (d) • Bylaw clause 14-16 and 18	• Section 10(3)(a), (f) • Section 20(1)(k)

• RC Expect 2 and RC Bylaw 1 • Bylaw clause 12-13	• Section 10(3)(a) • Section 20(1)(f)
Key: RC = Registration and Classification RDO = Responsible Dog Ownership AC = What will Auckland Council do? Expect = What does Auckland Council expect of dog owners? Bylaw = What is covered by the Dog Management Bylaw 2019? ✖ However, the form of the Policy and Bylaw could be improved (See ‘fit for purpose’).	
Dog Control Act 1996 (s10AA) and s155 Local Government Act 2002 recommendations	
✓ The Policy and Bylaw has regard to the matters in s10(4) DCA (for example to minimise danger, distress, and nuisance to the community generally). ✓ A 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. ✓ 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 ○ clarifying specific clauses in the Bylaw to make it easier to implement.	

Approach to managing dog access rules in shared spaces [Topic 2]		
Explanation of Topic		
This topic relates to Auckland Council's approach to managing where dogs can be taken in places accessible to the public (for example principles, criteria, and process for creating dog access rules).		
Current Policy and Bylaw		
The Auckland Council Policy on Dogs 2019 (Policy) which is implemented by the Auckland Council Dog Management Bylaw 2019 (Bylaw) sets out the framework for providing and managing dog access in places accessible to the public (See Table below):		
Policy objective, statements and methods (the framework)	Policy Reference (See Key below Table for meaning of abbreviations)	Bylaw Ref
Policy objective (council's overall goal): To provide a balanced use of public places for dogs and their owners that is safe for everyone.	Objective	Not applicable
Policy statement (how the council will achieve its objective): (Dog Access Principles) To provide a balanced approach to dog access in council-controlled public places.	How will Auckland Council achieve this Policy Objectives? 3	Not applicable
Methods (how the council will achieve its policy statement): By providing dog access rules that are comprehensive, consistent, easy to understand, and that balance the interests of dog owners and their dogs, and the public (including other people, protected wildlife, stock, poultry, domestic animals, property and natural habitat).	DAP > AC 1	Not applicable
By providing, updating and requiring compliance with dog access rules in public places and private ways that: - apply region-wide in Schedule 1 (See also Topic 3) - apply to specific park, reserve, beach and foreshore areas in Schedule 2	DAP > AC 2 DAP > Bylaw 1-2	Clause 6(1), 6(2), 7, 8, 9
By defining five types of dog access rules (prohibited, on-leash, off-leash, designated dog exercise area and time and season).	DAP > AC 2	Not applicable
By providing decision-making criteria to be met before changing a dog access rule that would provide more or less dog access, or involves developing a designated dog exercise area, including: - any significant risks to people, protected wildlife and flora, stock, poultry, domestic animal or property before providing more dog access - any practicable alternatives before providing for less dog access - suitability of the area before providing a designated dog exercise area.	DAP > AC 5-7	Not applicable
By providing accurate dog access information to dog owners via signage and the council website that is comprehensive, easy to understand, and up to date.	DAP > AC 8	Not applicable
By providing for the temporary change to a dog access rule for reasons such as events, dog training, protecting wildlife and flora, pest control.	DAP > AC 9	Clause 10

Key: **DAP** = Dog Access Principles | **AC** = What will Auckland Council do? | **Bylaw** = What is covered by the Dog Management Bylaw 2019?

The Dog Control Act 1996 (DCA) provides powers to enforce the Bylaw, including a \$300 infringement fee for failing to comply with a dog access rule (See Chapter 4 for details).
Policy and Bylaw Implementation
- The Auckland Council Governing Body has delegated authority to: - Regulatory and Community Safety Committee to decide dog access rules of regional significance (for example region-wide rules and rules on regional parks and associated beaches) - Local Boards to make decisions on dog access rules for local parks and beaches - council staff to decide temporary changes to any rule, rules at specific council places (for example cemeteries and libraries), and to enforce the rules (See Chapter 4 for details). Dog access rules were comprehensively reviewed between 2012 and 2019 - Dog access rules were established by legacy councils prior to the creation of Auckland Council. - The Governing Body reviewed rules of regional significance in 2012, largely by amalgamating and amending the seven legacy council policies, and more comprehensively in 2019 which consolidated rules across Auckland by removing variations in rules that apply region-wide (for example, adopting the same default rule (on-leash) and summertime definition consistently across Auckland). - Local Boards decided changes to local dog access rules between 2013 and 2015. - See Table at the end of this Topic 2 for a summary of decisions made to regional and local dog access rules between 2012 and 2019. Current and future changes to dog access rules focus on addressing systemic issues (as opposed to changes due to the actions of individual irresponsible dog owners) - Following the comprehensive reviews between 2012 to 2019, staff have recently developed a process to assess suggested changes to dog access rules as follows: - the process can be applied both during and in between statutory bylaw reviews - the process identifies systemic issues and refers them to the relevant delegated authority - systemic issues are due to changes in development or use of a place that impact responsible dog owners as opposed to the actions of individual irresponsible dog owners - to date, staff have applied the process to assess suggested changes to 14 regional parks raised on an ad hoc basis to staff since 2019, during the review of the Regional Parks Management Plan and during this review - issues of regional significance are identified in Topic 3 and 4 - issues of local significance will be referred to Local Boards. Temporary changes to dog access rules are mainly used to protect wildlife - From time to time, council staff make temporary changes to access rules to protect wildlife (for example nesting birds) or flora vulnerable to dogs, for pest control, or to accommodate events. - Since 2012, staff have made around 14 temporary changes, mostly to protect wildlife (including four temporary bans on Snells Beach from 2020 to 2023 to protect shorebirds) and to accommodate events.
Is there still a problem and is the problem the same?
✓ Yes. The problem (as in 2019) continues to be 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. This includes considering:

- any significant risks to people, animals, wildlife, flora, property and the environment before allowing more dog access
- any impacts on the exercise and recreational needs of dogs and owners before restricting dog access.

Problems are high frequency, but in most cases low impact

- Problems of this nature are high frequency, and in most cases, low impact problems.
- Data on the frequency and impact of problems is limited. As an indication, in 2022 to 2023, the council recorded 826 Bylaw breach complaints which mostly relate to breach of access rules. This is a 15 per cent increase from the previous year of 716 complaints.
- In a 2024 People's Panel Survey, the 10 problems encountered by the highest percentage of respondents in the last 12 months relating to dogs in places accessible to the public are:
 - owner not picking up after their dog(s) poo (encountered by 70 per cent of respondents)
 - owner unable or did not try to control their dog(s) (58 per cent)
 - dog(s) wandered off-leash in an on-leash area (46 per cent)
 - owner ignored rules (e.g. in a place where dogs were prohibited) (39 per cent)
 - dog(s) approached me when I didn't want them to (29 per cent)
 - dog(s) acted aggressively (26 per cent)
 - dog(s) chased wildlife (20 per cent)
 - dog(s) attacked other animals (14 per cent)
 - dog(s) interfered with activities (e.g. ball games, picnics) (9 per cent)
 - dog(s) attacked people (7 per cent).
- For most of the problems encountered:
 - respondents took no follow-up action more than 50 per cent of the time, indicating that the impacts were not high.
 - the actions that respondents were most likely to take are talking to the owner (12 to 29 per cent) or resolving the issue themselves (2 to 23 per cent).
 - only 1 to 7 per cent reported the issue to the council, also indicating impacts were not high.
- The dog population in Auckland has been trending upwards, with an increase of 5.4 per cent from 2022 to 2023. This coupled with the increasing human population and urban development in Auckland is likely to result in increased tension between users of shared spaces.

Are the Policy and Bylaw desired objectives or outcomes the same?

- ✓ Yes, the current objectives and outcomes remain largely the same since the Policy and Bylaw was first made. However, both could be improved to be more topic specific and better align with the outcomes in the Auckland Plan.

	2017 Review	2024 Review
Objectives	To address problems by: - Ensuring legislative requirements are being met under the: - Dog Control Act 1996 - Local Government Act 2002 - Maintain opportunities for owners to take their dogs into public places - Minimising the harm caused by dogs.	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 review should also increase the voluntary compliance with dog management and dog access rules.	
Outcome	That the needs of dog owners are met, while minimising the harm caused by dogs.	Aucklanders are happy and healthy with access to public places that cares for the natural environment and cultural heritage as contained in the Auckland Plan (Belonging and Participation, Homes and Places and Environment and Cultural Heritage) (See Appendix 2 for more details).
Has the Policy and Bylaw helped achieve its desired objectives and outcomes?		
✓ Yes. The Policy and Bylaw have helped address the problem and achieve the objective and outcome. The Policy and Bylaw approach: • helped guide decisions made from 2012 to 2019 about changes to dog access rules (See Policy and Bylaw Implementation for details). • established rules on regional and local parks and beaches that benefit dog owners and public. • recognise dog owners as legitimate users of public space and enable the provision of dog access to meet the exercise and recreational needs of dogs and owners. • set standardised behavioural expectations that help coordinate the behaviours of users of shared spaces to minimise conflict. • has wide support with between 62 and 92 per cent of respondents to the People's Panel Survey 2024 either saying they agreed or strongly agreed with each of the Policy principles. ✗ However, there are challenges to effectiveness: • the Policy is too complicated to navigate and difficult to understand. ○ Internal stakeholders sometimes find the Policy too complex and information in Schedule 2 too outdated which create implementation challenges. ○ 67 per cent of respondents from the People's Panel Survey 2024 mentioned that dog access rules need to be clearer to help people better comply. See 'fit for purpose' for possible improvements.		
Is a policy and bylaw still the best way to address the problem (no better alternatives)?		
✓ Yes. The Policy and Bylaw is still the best way to address the problem. • There are no feasible alternatives. The DCA is the sole primary legislation for the care and control of dogs and requires the council to adopt a policy and to make a bylaw to enforce it.		
Is the Policy and Bylaw 'fit for purpose' (no change required)?		
✓ Yes. In general, the Policy and Bylaw are 'fit for purpose'. • Stakeholders and the public are generally supportive of the Policy principles that guide decision-making. Internal and external interviewees generally agree that the principles provide a well-balanced approach to providing dog access. <i>"It (the principles) covers everything." (AM officer)</i> • The majority of regional park and beach rules are working well. Topic 4 suggests improvements in 12 regional parks (for example, clarifying dog access rules or better protecting endangered wildlife). • The majority of local park and beach rules are working well. The People's Panel Survey and other requests identified about 50 requests that justify a preliminary assessment for systemic issues from a network of more than 4000 parks.		

✖ **However, the Policy could be improved.**

- The Policy could be redesigned to be easier to navigate and understand (See Topic 1 ‘fit for purpose’ for further discussion). For example:
 - to refine the overall objective and focus areas to create a clearer separation between the goal (objective) and how to achieve the goal (policy statement)
 - to 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
 - to include a statement about compliance with dog access rules
 - to include the words ‘private ways’ in the policy statement (only mentioned in methods)
 - to clarify the ‘shared use of public places’ (Integrate, where practicable) principle and better defining ‘public places’ (DAP > AC 1(b))
 - Internal stakeholders think the current wording can create the impression that dogs should be allowed everywhere, where in fact some places prohibit or restrict dogs
 - People’s Panel Survey feedback indicated that respondents interpreted ‘public spaces’ differently (for example, that public places only referred to places where people congregate such as cafes and excluded roadside footpaths) which could have contributed to the lower level of support for this principle (62 per cent).
 - to more explicitly recognise wildlife in access principles, for example by separating wildlife from other factors in principle (f) (DAP > AC 1(f))
 - to remove outdated information including place names and landmarks in Schedule 2.

Does the Policy and Bylaw comply with legislation?

- ✓ Yes. The matters contained in the Policy and Bylaw (See ‘Current Policy and Bylaw’ above) 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 not repugnant), are reasonable and does not give rise to any implications under and are not inconsistent with the New Zealand Bill of Rights Act 1990 (See Chapter 9 for details).

Policy and Bylaw matter and reference	DCA authorisation
(See Table in ‘Current Policy and Bylaw’ for details of each matter and meaning of abbreviations)	
Policy statement (<i>how council will achieve its objective</i>) • How will Auckland Council achieve this Policy Objectives? 3	• Section 10(3)(f)
[Dog access rules] • Policy DAP > AC 1 • Policy DAP > AC 2 • Policy DAP > Bylaw 1-2 • Bylaw clause 6(1), 6(2), 7, 8, 9	• Section 10(3)(f) • Section 10(3)(a)-(e) • Section 20(1)(a)-(d)
[Changing dog access rule] • Policy DAP > AC 5-7, 9 • Bylaw clause 10	• Section 10(3)(f)
[Dog access information] • Policy DAP > AC 8	• Section 10(3)(f)

Key: **DAP** = Dog Access Principles | **AC** = What will Auckland Council do? | **Bylaw** = What is covered by the Dog Management Bylaw 2019?

- ✖ However, the form of the Policy and Bylaw could be improved (See ‘fit for purpose’).

Dog Control Act 1996 (s10AA) and s155 Local Government Act 2002 recommendations	
✓	The Policy and Bylaw has 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 minimise the risk of 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 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.

Decisions to regional and local dog access rules, 2012 to 2019

Action	Description	Date of Decision	Decision Reference
Revoke and replace	Legacy council dog policies replaced by the Auckland Council Policy on Dogs 2012.	22 Nov 2012	GB/2012/157
Amend	Time and season dog access rules amended in Hibiscus and Bays Local Board Area to implement decision of the Hibiscus and Bays Local Board on 23 Sep 2013 (Resolution HB/2013/222).	23 Sep 2013	GB/2013/106
Amend	Various dog access rules amended in Hibiscus and Bays and Kaipātiki local board areas. Dog access for new Onehunga foreshore amended.	25 Sep 2014	GB/2014/105
Amend	Various dog access rules amended in Ōrākei local board area.	30 Oct 2014	GB/2014/122
Amend	Various dog access rules amended in Devonport-Takapuna, Kaipātiki, Ōrākei, Puketāpapa, Rodney, Upper Harbour, Waiheke, Waitākere, and Waitemātā local board areas.	24 Sep 2015	GB/2015/105
Amend	Various dog access rules amended in the Albert-Eden local board area plus minor edits or amendments.	26 Nov 2015	GB/2015/120 GB/2012/157
Amend	Various dog access rules amended in Great Barrier, Puketāpapa, Papakura, and Whau local board areas plus minor amendments in the Waiheke local board area.	29 Sept 2016 16 Jun 2016	GB/2016/225 GB/2015/105
Amend	2012 Policy amended to the Auckland Council Policy on Dogs 2019 with standardised time and season definition, listing all off-leash areas in Schedule 2 of the Policy, and amended dog access rules for several Regional Parks.	25 July 2019	GB/2019/71

Region-wide dog access rules [Topic 3]		
Explanation of Topic		
This topic relates to certain types of places (for example footpaths or playgrounds) where dogs are prohibited or allowed on-leash or off-leash in Auckland (region-wide).		
Current Policy and Bylaw		
The Auckland Council Policy on Dogs 2019 (Policy) which is implemented by the Auckland Council Dog Management Bylaw 2019 (Bylaw) contains 13 region-wide dog access rules (See Table below).		
Policy objective, statements and methods	Policy Reference (See Key below Table for meaning of abbreviations)	Bylaw Ref
1. Dogs under control on-leash on all formed public roads (including access way, service lane and any footpath, cycle track, bus stop and berm within the boundaries of the road))	DAP > AC 3(a)(i)	Unclear as not expressly specified in Sch 1 of Policy
2. Dogs under control on-leash on all private ways	DAP > AC 3(a)(ii)	
3. Dogs under control on-leash on all council car parks	DAP > AC 3(a)(iii)	
4. Dogs under control on-leash on all council boating areas (including any wharf, jetty, boat ramp, boat marshalling area)	DAP > AC 3(a)(iv)	
5. Dogs prohibited from any public place not under the control of council where no rule specified by the person in charge (for example cafes, shopping malls, school grounds)	DAP > AC 3(b) Sch 1(4)(c) and (d)	Clause 6(1), (2) and 7
6. Dogs prohibited on council playgrounds at all times and under control on leash in the vicinity when in use.	Sch 1(1)	Clause 6(1), (2) and 7
7. Dogs prohibited on council sports surface at all times and under control on leash in the vicinity when in use (exceptions apply) ⁷ .	Sch 1(2)	Clause 6(1), (2), and 7
8. Dogs prohibited from all council cemeteries, camping grounds and holiday parks unless stated in Sch 2, permission obtained or signage indicates dogs allowed.	Sch 1(3)	Clause 6(1) and (2)
9. Dogs under control on a leash in all council-controlled public places where there are no physical restrictions to access (such as fences or other indoor facilities), unless specified in Sch 2.	Sch 1(4)(a)	Clause 7
10. Dogs prohibited in all council-controlled public places with restricted access (such as fenced sports stadiums, libraries) unless permission obtained, or signage indicates dogs allowed.	Sch 1(4)(b) and (d)	Clause 6(1) and (2)
11. For places that have a summertime dog access rule, apply the following summer daytime definition: 10.00am to 5.00pm between the 1 December and 1 March.	DAP > AC 4	Not applicable

⁷ The Franklin and Orakei Local Boards decide whether to retain or revoke the exceptions to the region-wide dog access rule on grass sports surfaces (2012 delegation).

12. Owner of female dog in season must ensure the dog does not enter or remain in any public place or private way unless dog is being transported in a vehicle or cage or has permission of the occupier or person controlling the public place.	DAP > AC 1.	Clause 6(3)
13. When in a public place or premise, dog owners must immediately remove and dispose of their dog's faeces. Does not apply to premise occupied by the owner or dog herding or driving stock on a road.	RDO > Bylaw 1.	Clause 11

Key: **DAP** = Dog Access Principles | **AC** = What will Auckland Council do? | **Sch** = Schedule | **RDO** = Responsible Dog Ownership | **Bylaw** = What is covered by the Dog Management Bylaw 2019?

- The Dog Control Act 1996 (**DCA**) provides powers to enforce the Bylaw, including a \$300 infringement fee for failing to comply with a dog access rule (See Chapter 4 for details).

Policy and Bylaw Implementation

- The Auckland Council Governing Body has delegated authority to Regulatory and Community Safety Committee to decide region-wide dog access rules, council staff to decide dog access to specific council places (for example council cemeteries and libraries), and to council staff to enforce the rules (See Chapter 4 for details).

Council's website provides information on regional park dog access rules across the region

- Information about region-wide dog access rules is provided on the council's "[Find where and when you can walk your dog](#)" webpage (by Digital and Customer Experience) and [Policy](#) webpage (by Regulatory Practice).

Signs at parks inform visitors about the dog access rules on site

- In parks, dog access rules are visible on the signs at the entrance and at the locations where a different dog access rule applies to inform visitors. In parks with special ecological and biodiversity areas where dogs pose a significant threat such as Kauri Dieback, gates and large warning signs are often installed to control dog access.

Council uses a modern regulator approach to compliance

- Animal Management (**AM**) proactively patrol popular parks and beaches to educate dog owners about access rules.
- Data is limited as records are not specific to dog access rules. In general, in 2022 to 2023, AM conducted 2,736 proactive patrols of public areas, an increase in volume by 41 per cent from the previous year. 1,437 infringement notices were issued for failure to comply with the Bylaw, a 30 per cent increase from the previous year where 1,105 were issued.
- A Special Summer Initiative was carried out over November 2022 to June 2023 to patrol the West Coast beaches from Te Henga to Whatipū to ensure that dog owners complied with dog access rules along the beaches.
- Compliance with dog access rules is enforced through the Animal Management Field Services Enforcement Matrix. The approach relies on education to increase voluntary compliance.
- AM respond to complaints from the public. However, data on work volumes specific to implementing dog access rules is limited. In general, 33,301 complaints were recorded between 2022 to 2023.

- Dog owners are kept informed through various initiatives promoting responsible dog ownership. Education campaigns, including as part of the Special Summer Initiative were carried out during 2022 to 2023 to educate dog owners on their obligations, including on the local shorebirds and protected wildlife such as Dotterels.

Is there still a problem and is the problem the same?

- ✓ Yes, the problem (as in 2019) continues to be 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, in particular:
- places that are primarily designed for traffic create greater risks of conflict between off-leash dogs and other users (for example, roadside footpaths)
 - places developed for a specific use (for example sports surfaces), where young children congregate (for example playgrounds and schools) or are popular (crowded) destinations (for example beaches in the summertime, cafes, malls, camping grounds) and dog faeces and dogs in season create greater risks of conflict (even if on-leash).

Problems of this nature are high frequency, and in most cases, low impact problems

- Problems of this nature are high frequency, and in most cases, low impact problems.
- Council data on the frequency of problems is limited. As an indication, in 2022 to 2023, the council recorded 826 Bylaw breach complaints which mostly relate to breach of access rules. This is a 15 per cent increase from the previous year of 716 complaints.
- In a 2024 People's Panel survey (See Appendix 5), respondents reported having experienced or witnessed the following problems related to dogs in places accessible to the public:

Problem	Percentage of respondents	Frequency of encountering problem			
		Always	Most of the time	Sometimes	Rarely
Owner not picking up after their dog(s) poos	70	8 per cent	22 per cent	54 per cent	15 per cent
Owner unable or did not try to control their dog(s)	58	5 per cent	17 per cent	53 per cent	24 per cent
Dog(s) wandered off-leash in an on-leash area	46	10 per cent	27 per cent	49 per cent	13 per cent
Owner ignored rules (e.g. In a place where dogs were prohibited)	39	12 per cent	23 per cent	51 per cent	13 per cent
Dog(s) approached me when I didn't want them to	29	6 per cent	16 per cent	51 per cent	26 per cent
Dog(s) acted aggressively	26	6 per cent	9 per cent	49 per cent	35 per cent
Dog(s) chased wildlife	20	6 per cent	17 per cent	51 per cent	24 per cent
Dog(s) attacked other animals	14	4 per cent	9 per cent	39 per cent	47 per cent
Dog(s) interfered with activities (e.g. Ball games, picnics)	9	8 per cent	16 per cent	49 per cent	27 per cent
Dog(s) attacked people	7	5 per cent	6 per cent	36 per cent	49 per cent
Dog(s) damaged property (e.g. Fences, flora, stream banks)	6	11 per cent	13 per cent	47 per cent	26 per cent

- Council data on the impact of problems is limited.
- For most of the problems above in the People's Panel Survey:

- respondents took no follow-up action more than 50 per cent of the time, indicating that the impacts were not high
- exceptions are where the dog(s) attacked people or other animals, the dog(s) acted aggressively, the dog(s) approached people when they didn't want them to, or the dog(s) interfered with activities, indicating a higher impact
- for all of the problems above, the actions that respondents were most likely to take are talking to the owner (12 to 29 per cent) or resolving the issue themselves (2 to 23 per cent)
- only 1 to 7 per cent reported the issue to council, also indicating impacts were not high.

Are the Policy and Bylaw's desired objectives or outcomes the same?

- ✓ Yes, the current objectives and outcomes remain largely the same since the Policy and Bylaw was first made. However, both could be improved to be more topic specific and better align with the outcomes in the Auckland Plan.

	2017 Review	2024 Review
Objectives	To address problems by: - Ensuring legislative requirements are being met under the: ○ Dog Control Act 1996 ○ Local Government Act 2002 - Maintain opportunities for owners to take their dogs into public places - Minimising the harm caused by dogs. The review should also increase the voluntary compliance with dog management and dog access rules.	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.
Outcome	That the needs of dog owners are met, while minimising the harm caused by dogs.	Aucklanders are happy and healthy with access to public places that cares for the natural environment and cultural heritage as contained in the Auckland Plan (Belonging and Participation, Homes and Places and Environment and Cultural Heritage) (See Appendix 2 for more details).

Has the Policy and Bylaw helped achieve its desired objectives and outcomes?

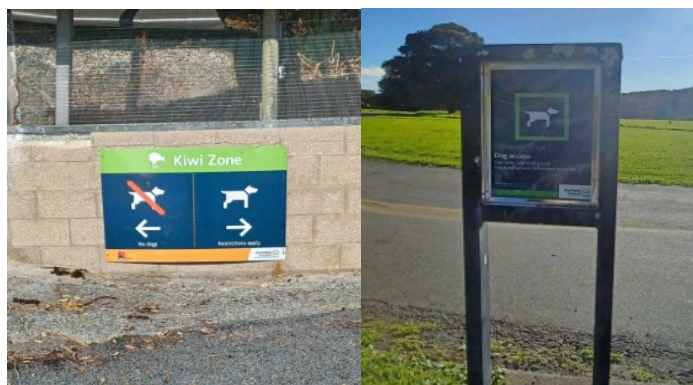
- ✓ Yes, the Policy and Bylaw have helped achieve the objective and outcome.
- Region-wide rules help **set standardised behavioural expectations** for owners when taking dogs to certain types of shared spaces (for example roadside footpaths, parks or private ways).
 - Standardised dog access rules are **easier to understand and help facilitate compliance**.
 - **Stakeholders are generally supportive** of the region-wide rules.
 - **72 to 96 per cent** of the 2024 People's Panel Survey respondents agreed or strongly agreed with 12 of the 13 region-wide rules listed in the Table under 'Current Policy and Bylaw'.
 - The exception was the summertime definition (Rule 11) where only 57 per cent of respondents agreed or strongly agreed. However, based on the feedback provided, people did not fully understand the question which could have contributed to the lower level of support.
 - **Enforcement officers find the standardisation easy** to educate and enforce.

AM officer: "[Dog owners] can't escape from the obligation. It makes it easier for them to comply with rules."

✖ However, there are challenges to effectiveness. - It is not possible to detect every breach of a dog access rule due to the competing priorities and immense network of parks and public places in Auckland (for example, responding to a dog attack is a higher priority). - AM approach to compliance primarily relies on an educational approach and patrols to increase voluntary compliance and highlights the need for dog access rules to be reasonable.
Is a policy and bylaw still the best way to address the problem (no better alternatives)?
- Yes. The Policy and Bylaw is still the best way to address the problem. - There are no feasible alternatives. The DCA is the sole primary legislation for the care and control of dogs and requires council to adopt a policy with dog access rules and a bylaw to enforce it.
Is the Policy and Bylaw ‘fit for purpose’ (no change required)?
✓ Yes. In general, the Policy and Bylaw are ‘fit for purpose’. For example: - Stakeholders and the public are generally supportive of the 13 region-wide rules, with between 72 and 96 per cent of the respondents to the People’s Panel Survey 2024 agreeing or strongly agreeing with all the rules (the exception was the summertime definition rule where only 57 per cent of respondents agreed or strongly agreed). ✖ However, the Policy and Bylaw could be improved by addressing minor changes, for example: - Clarify how Bylaw clause 7 implements the default on-leash rules set out in Policy DAP > AC 3(a)(i) to (iv), as the current form of Bylaw only implements rules in the Policy Schedules. - Clarify any ambiguity in precedence when conflicting rules in Schedules 1 and 2 apply, 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. • Other suggestions raised during engagement not considered to justify further consideration, including: - incorporating wintertime hours into the time and season definition (Rule 11 in ‘Current Policy and Bylaw’). Given that 57 per cent of People’s Panel Survey respondents support the current time and season definition, and that any need can be met on a case-by-case basis rather than a region-wide rule change. - reviewing seasonal rules (Rule 11 in ‘Current Policy and Bylaw’) to better align with wildlife and stock cycles, given limited regional demand and that any need can be met on a case-by-case basis. - clarifying the definition of “working dogs” as it relates to farm dogs, since a clear definition is provided in the Policy and Bylaw to adopt the definition in section 2 of the DCA. • In terms of implementation, consideration should be given addressing any problems with delegations identified in Chapter 4.
Does the Policy and Bylaw comply with legislation?
✓ Yes. The matters contained in the Policy and Bylaw (See ‘Current Policy and Bylaw’ above) 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 not repugnant), are reasonable and does

not give rise to any implications under and are not inconsistent with the New Zealand Bill of Rights Act 1990 (See Chapter 9 for details).	
Policy and Bylaw matter and reference	DCA authorisation
(See Table in 'Current Policy and Bylaw' for details of each matter and meaning of abbreviations)	
[Default and general rules] • Policy DAP > AC 1, 3(a)(i)-(iv), 3(b), 4 • Policy Schedule 1 and 2 • Policy DAP > Bylaw 1 • Bylaw clause 6, 7, 8, 11	• Section 10(3)(a)-(e) • Section 20(1)(a)-(d), (h), (i)
Key: DAP = Dog Access Principles AC = What will Auckland Council do? Bylaw = What is covered by the Dog Management Bylaw 2019?	
✘ However, the form of the Policy and Bylaw could be improved (See 'fit for purpose').	
Dog Control Act 1996 (s10AA) and s155 Local Government Act 2002 recommendations	
✓ 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 help 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 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.	

Regional Park dog access rules [Topic 4]	
Explanation of Topic	
This topic relates to where dogs are prohibited or allowed on leash or off leash in Auckland's 27 regional parks.	
Current Policy and Bylaw	
- The Auckland Council Policy on Dogs 2019 (Policy) which is implemented by the Auckland Council Dog Management Bylaw 2019 (Bylaw) contains dog access rules that apply to regional parks and associated beach areas (regional parks). The rules are contained in Schedules 1 and 2 of the Policy and given effect to in clauses 6-10 of the Bylaw. - The Dog Control Act 1996 (DCA) provides powers to enforce the Bylaw, including a \$300 infringement fee for failing to comply with a dog access rule (See Chapter 4 for details).	
Policy and Bylaw Implementation	
- The Auckland Council Governing Body has delegated authority to the Regulatory and Community Safety Committee to decide dog access rules on regional parks and the council's Animal Management team (AM) to administer those rules (See Chapter 4 for details). Council's website provides information on regional park dog access rules across the region - Information about regional park dog access rules is provided on the council's Regional Parks webpage (by Park services), "Find where and when you can walk your dog" webpage (by Digital and Customer Services) and Policy webpage (by Regulatory Practice). Signs at regional parks inform visitors about the dog access rules on site - In regional parks, dog access rules are visible on the signs at the entrance and at the locations where a different dog access rule applies to inform visitors. In special ecological and biodiversity areas where dogs pose a significant threat such as Kauri Die back, gates and large warning signs are often installed to control dog access.	
Council uses a modern regulator approach to compliance - AM relies on education to increase voluntary compliance, including through website information, signage and interactions with dog owners during patrols of public places. - Compliance data is limited as records are not specific to dog access rules. - In general, in 2022/23, AM: - conducted 2,736 proactive patrols of public areas, up 41 per cent from the previous year - conducted a Special Summer Initiative over November 2022 to June 2023 to patrol the West Coast beaches from Te Henga to Whatipū to educate dog owners on their obligations, including on the local shorebirds and protected wildlife such as Dotterels - issued 1,437 infringement notices for failure to comply with the Bylaw, a 30 per cent increase from the previous year of 1,105 notices. - AM respond to complaints from the public as priorities allow. However, data on work volumes specific to implementing dog access rules is limited.	



Is there still a problem and is the problem the same?
✓ Yes. The problem (as in 2019) continues to be 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 regional parks and associated beaches in Auckland, in particular; ○ areas where there are lots of visitors competing for limited space (for example, Long Bay Regional Park has approximately one million visitors per year, and is particularly busy during summer with people hiking, swimming, gathering for social events and kids in the playground) ○ areas with particularly high ecological and biodiversity values (for example, Hunua Ranges Regional Park has extensive forests and a high biodiversity zone (Kokako Management Area)) ○ areas with heritage sites (for example, Wenderholm and Whakanewha contain significant pā sites and historic homestead) ○ areas designed for special purposes which conflict with dogs off leash (for example, farms, wharves, programme and event space, equestrian tracks and single use mountain bike tracks). The problem is likely to be of moderate to high frequency, and low to high impact • Problems are likely to be of moderate to high frequency, and low (for example, disturbance and discomfort to other visitors) to high impact (injuries to people or death to protected wildlife). • Data on frequency is limited. The number of incidents recorded by park rangers are likely much lower than the actual frequency as not all incidents are routinely lodged, and rangers have limited capacity to patrol. As an indication, from 2019 to 2023, rangers recorded around 1,000 incidents in regional parks. There was not much variation from year to year except slightly lower incident numbers between 2020-2022 during COVID-19 periods. Anecdotally, rangers indicated the frequency in popular regional parks such as Long Bay Regional Park is very high, whereas in some quieter parks the frequency is moderate depending on the use of park and if it is summertime. • Data on impacts is also limited. Most incidents recorded by rangers relate to breach of access rules which is a low impact. However, in special biodiversity and ecological areas, the impact can be high (for example in Shakespear Regional Park which has an open sanctuary). • In a 2024 People’s Panel survey (See Appendix 5), qualitative data showed respondents experienced dog related problems in regional parks, including discomfort, nuisance or aggressive behaviour from dogs and/or witnessed dog attacks on people, other domestic animals, farm stock and wildlife. Dog owners value opportunities to take their dogs to regional parks • However, the survey also showed some respondents valued the wide variety of opportunities offered at the regional park and would like more opportunities to take their dogs there to explore. <i>“Have some (regional park) beaches totally protected but ... allow full under control off leash at others. In the summer there are very few beach options for off leash in the day.”</i> <i>“(The regional park) has beautiful forest and dogs should be able to walk in it with owners.”</i>

Are the Policy and Bylaw's desired objectives or outcomes the same?		
✓ Yes, the current objectives and outcomes remain largely the same since the Policy and Bylaw was first made. However, both could be improved to be more topic specific and better align with the outcomes in the Auckland Plan and Regional Park Management Plan.		
	2017 Review	2024 Review
Objectives	To address problems by: 1. Ensuring legislative requirements are being met under the: - o Dog Control Act 1996 - o Local Government Act 2002 2. Maintain opportunities for owners to take their dogs into public places 3. Minimising the harm caused by dogs. The review should also increase the voluntary compliance with dog management and dog access rules.	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 regional parks and associated beaches in Auckland.
Outcome	That the needs of dog owners are met, while minimising the harm caused by dogs.	Aucklanders are happy and healthy with access to public places that cares for the natural environment and cultural heritage as contained in the Auckland Plan (Belonging and Participation, Homes and Places and Environment and Cultural Heritage) (See Appendix 2 for more details).
Has the Policy and Bylaw helped achieve its desired objectives and outcomes?		
✓ Yes, the Policy and Bylaw have helped achieve the objective and outcome. • The dog access rules are crucial to help manage regional parks, for example: - o to direct dog owners with their dogs away from areas with high ecological, biodiversity and heritage values - o to ensure park space is shared, particularly during peak summer times, by all park users for a wide variety of uses, including dog walking, walking, swimming, orienteering, horse riding, conservation programmes, BBQs, education programmes and events - o to keep people particularly young children safe around dogs - o to protect wildlife and farm stock. ✗ However, there are challenges to effectiveness: • Council's approach relies heavily on individual dog owners to check park information and comply with the rules. - o Dog owners not following the rules have moved on before staff can respond to incidents. - o Park rangers have limited capacity to patrol and have no enforcement powers. - o AM have enforcement powers but limited capacity to patrol regional parks on a regular basis. Staff resource is prioritised for more serious matters (such as dog attacks and animal welfare) and only actively patrol in 'hot spots' where they frequently receive complaints. • Dog access rules need complimentary operational measures to be effective, including: - o clear website and map information and on-site signage to remind visitors of the rules and help them navigate their way in the regional parks. - o active patrolling and presence of Animal Management to monitor visitor behaviour.		

- 67 per cent of respondents to the People's Panel Survey 2024 when asked how to assist people to better follow the rules, suggested better and clearer signs, 55 per cent suggested more active patrols of Animal Management officers.
- Systemic issues with dog access rules can:
 - unreasonably restrict dog access resulting in the rules being ignored
 - expose dog owners and their dogs to avoidable high-risk situations (for example, proximity to protected wildlife that can result in significant penalties for the owner and loss of their dog).
- See 'fit for purpose' for possible systemic issues with dog access rules on regional parks.

Is a policy and bylaw still the best way to address the problem (no better alternatives)?

- ✓ **Yes.** The dog access rules are still the best way to address the problem.
- There are no feasible alternatives. The DCA is the sole primary legislation for the care and control of dogs and requires council to adopt a policy with dog access rules and a bylaw to enforce it.

Is the Policy and Bylaw 'fit for purpose' (no change required)?

- ✓ Yes. In general, the Policy and Bylaw are 'fit for purpose' and provide appropriate dog access rules on regional parks and associated beach and foreshore areas.
- ✗ **However**, the Policy and Bylaw could be improved by addressing **systemic issues** with a small number of regional park dog access rules.
 - Systemic issues can arise due to higher visitor numbers, development of the park or surrounding areas (for example new residential developments) or biodiversity and ecological changes (for example shifts in sand dunes and breeding patterns of protected birds).
 - Systemic issues were identified following a preliminary assessment of suggested improvements from the council's Regional Operations who are responsible for regional parks and public submissions to the draft Regional Parks Management Plan in 2020, with input from Environmental Services and feedback from the 2024 Peoples' Panel Survey and stakeholder engagement.
 - The Tables below identify possible systemic issues for further investigation.

Possible systemic issues that unreasonably impact responsible dog owners

Location	Description
Long Bay Regional Park	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.
Te Ārai Regional Park	Current rules prohibit dog access at Te Ārai Point carpark. Dog owners have no access to get to the under control off-leash area nearby.
Whakanewha Regional Park	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.
Mahurangi Regional Park	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.

Possible systemic issues that can cause increased conflict

Location	Description
Shakespear Regional Park	(Conflict with wildlife) 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.

	(Conflict with people) 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.
Te Ārai Regional Park	(Conflict with wildlife and natural environment) 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.
Pakiri Regional Park	(Conflict with wildlife) Current rules allow dog off leash access on the associated beach (Pakiri 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.
Mahurangi Regional Park	(Conflict with wildlife) 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.
Botanic Gardens	(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.
Hunua Ranges Regional Park	(Conflict with people) The current rules allow dog on leash access on single use mountain bike tracks which can create conflicts with other bike riders. (Conflict with wildlife) 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.
Muriwai Regional Park	(Conflict with wildlife) 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).
Waitawa Regional Park	(Conflict with people) 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.

Possible systemic issues caused by unclear rules

Location	Description
Tapapakanga Regional Park	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.
Mahurangi Regional Park	The current rules are long in order to specify the rules for 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.

Tawharanui Regional Park	The current rules have only two rules and both rules prohibit dogs in the regional park which can create confusion to visitors.
Wenderholm Regional Park	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).
Ambury Regional Park	The current rules do not specify 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.

- In terms of implementation, consideration should be given to addressing any problems with delegations identified in Chapter 4.

Does the Policy and Bylaw comply with legislation?	
✓ Yes. The matters contained in the Policy and Bylaw (See ‘Current Policy and Bylaw’ above) 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 not repugnant), are reasonable and does not give rise to any implications under and are not inconsistent with the New Zealand Bill of Rights Act 1990 (See Chapter 9 for details).	
Policy and Bylaw matter and reference	DCA authorisation
(See Table in ‘Current Policy and Bylaw’ for details of each matter and meaning of abbreviations)	
[Dog access rules for regional parks, associated beaches and foreshore areas] - Policy DAP > AC 1, 3(a)(i)-(iv), 3(b), 4 - Policy Schedule 1 and 2 - Policy DAP > Bylaw 1 - Bylaw clause 6, 7, 8, 11	- Section 10(3)(a)-(e) - Section 20(1)(a)-(d)

Key: **DAP** = Dog Access Principles | **AC** = What will Auckland Council do? | **Bylaw** = What is covered by the Dog Management Bylaw 2019?

- ✗ However, the form of the Policy and Bylaw could be improved (See ‘fit for purpose’).

Dog Control Act 1996 (s10AA) and s155 Local Government Act 2002 recommendations
✓ The Policy and Bylaw has regard to the matters in s10(4) DCA (for example to minimise danger, distress, and nuisance to the community generally). ✓ A 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 regional parks and associated beaches in Auckland. ✓ 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 addressing systemic issues with a small number of regional park dog access rules (See Tables under ‘fit for purpose’).

Walking multiple dogs [Topic 5]
Explanation of Topic
This topic relates to a person with more than one dog in a shared space, for example a park or private way (shared driveway).
Current Policy and Bylaw
- The Auckland Council Policy on Dogs 2019 (Policy) which is implemented by the Auckland Council Dog Management Bylaw 2019 (Bylaw) requires a person to have control of all the dogs in their possession when in a public place or private way. This requirement: - applies in any on-leash, off-leash or designated dog exercise area⁸ - applies regardless of whether the person is the ‘dog owner’⁹ - defines ‘control’ in relation to a dog as the person ‘being able to obtain an immediate and desired response from the dog’ in the Policy and Bylaw¹⁰ - is in addition to the DCA requirement to keep dogs under control at all times (s52(1)). - The Policy and Bylaw also: - provides a balanced approach to dog access in council-controlled public places¹¹ - regulates dog access rules on local and regional parks and associated beach.¹² - The Dog Control Act 1996 (DCA) provides powers to enforce the Bylaw, including a \$300 infringement fee for failing to comply with a dog access rule (See Chapter 4 for details).
Policy and Bylaw Implementation
The Auckland Council Governing Body has delegated authority to council staff to enforce the dog access rules and dog owner requirements under the Policy, Bylaw and DCA (See Chapter 4 for details).
Council’s website provides information on the requirement for dogs to be under control
Information about the requirement for dogs to be under control at all times is provided on council’s “A Guide for Dog Owners” webpage (by Digital and Customer Experience) and Policy webpage (by Regulatory Practice).
Signs at parks inform visitors about the dog access rules on-site
In parks, the requirement to keep dogs under control are visible on the signs.


⁸ Policy on Dogs 2019 > Schedule 1 and 2, and Bylaw > clause 7, 8 and 9

⁹ Policy on Dogs 2019 > Interpretation > Owner, and Bylaw > clause 5(1) > Owner means anyone who owns the dog, has the dog in their possession, or is the parent or guardian (or a member of the parent or guardian’s household) of a person under 16 who owns or has the dog under their possession.

¹⁰ Policy on Dogs 2019 > Interpretation > Control, and Dog Management Bylaw 2019 > clause 5(1) > Control.

¹¹ Policy on Dogs 2019 > How will Auckland Council achieve this Policy Objectives? 3

¹² Policy on Dogs 2019 > Schedule 1 and 2, and Dog Management Bylaw 2019 Clause 6-10

Council uses a modern regulator approach to compliance

- Animal Management (AM) proactively patrol popular parks and beaches to educate dog owners about access rules.
- Data is limited as AM do not record their work by the number of dogs involved. AM conducted 2,736 public place patrols in 2022/23 and identified 10 complaints between 2021 and 2024 related to commercial dog walkers.

Is there still a problem and is the problem the same?

- ✓ Yes. The problem (as in 2019) continues to be 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.

Multiple dog walkers are disproportionately represented in several dog-related problems

- In the People’s Panel Survey 2024:
 - 22 per cent of respondents reported seeing multiple dogs (two or more at a time) being walked ‘always’ (six per cent) or ‘most of the time’ (16 per cent).¹³
 - Given this, multiple dog incidents accounting for more than 22 per cent of all incidents in public places indicate an overrepresentation (See Figure below).

Category	Percentage
The owner did not pick up after their dog(s) poos	20%
The dog(s) wandered off-leash in an on-leash area	30%
The owner was unable to or did not try to control their dog(s)	30%
The dog(s) approached me when I didn't want them to	42%
The owner ignored rules	26%
The dog(s) acted aggressively	36%
The dog(s) chased wildlife	31%
The dog(s) interfered with activities	46%
The dog(s) attacked other animals	32%
The dog(s) damaged property	41%
The dog(s) attacked people	16%

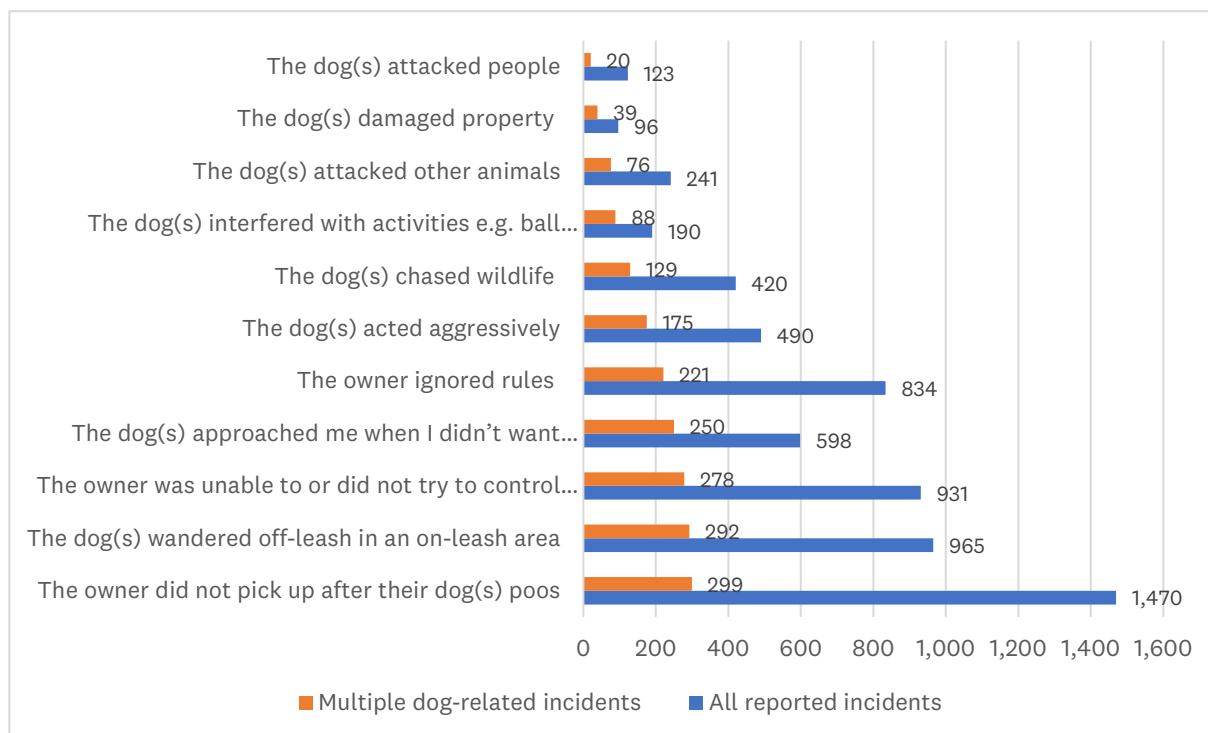
- Multiple dog walkers are particularly overrepresented in issues such as interfering with activities like ball games or picnics (46 per cent), approaching people when they didn’t want them to (42 per cent), being aggressive (36 per cent) and chasing wildlife (31 per cent).¹⁴
- Multiple dog walking also accounts for 32 per cent of all ‘dog attacking other animals’ incidents. This could be attributed to dogs squabbling within the pack during walks.

¹³ Q18 “How frequently do you see people walking more than one dog at a time in public places?”

¹⁴ Q20 “In the last 12 months, have you experienced or witnessed any of the following problems because of people walking more than one dog at a time?”. The percentage is calculated by dividing the multiple dog-related incidents (Q20) with all reported incidents in public places (Q13, only looking at incidents in public places).

However, the problem is generally low to moderate in frequency and mostly low in impact

- Despite the disproportionate representation of multiple dog incidents as a percentage of all incidents, these incidents remain relatively infrequent (for example, out of 123 reported dog attack incidents in public places, only 20 were caused by multiple dogs).
- The Figure below shows the lower total count of respondents affected by multiple dog-related incidents versus all reported incidents in general.¹⁵



- There were mixed views regarding walking multiple dogs in internal and external interviews. While some did not see any issues with walking multiple dogs, some expressed concerns regarding the emerging trend of pack walking as a business:

“There are lots of areas of anxiety around commercial dog walking.”

- Interviewees also highlighted the environmental degradation caused by multiple dogs being walked at one time as a business:

“Commercial walkers’ heavy use of bush tracks with large numbers of dogs in single packs have degraded the tracks.”

- Council data is limited as complaints are not classified by the number of dogs involved.
- AM recorded 10 complaints between 2021 and 2024, all relating to commercial dog walkers with multiple dogs. Most of these relate to harm to protected birds and feeling intimidated by the number of dogs being walked.

¹⁵ Q13 “Have you experienced or witnessed any of the following dog-related problems while out in public?” is under the assumption that it talks about all incidents anyone has seen anywhere, which could include incidents where the owner is absent, whereas Q20 “Have you experienced or witnessed any of the following problems because of people walking more than one dog at a time?” is under the assumption that the owner is present as the dog is being walked.

- In a local park known for issues with people with large groups of dogs, the council received 79 requests for service (including for proactive patrols) over the past three years.
 - Among those requests, there is a low frequency related to people with multiple dogs, with only four incidents reported.
 - These incidents involved groups of dogs off-leash in on-leash areas, which interfered with other park users and caused nuisance.

People walking three or more dogs cause the most multiple dog-related incidents

- In the survey, respondents who said they see multiple dogs being walked ‘all’ or ‘most of the time’, reported that pack sizes of three or more dogs are causing a disproportionate number of multiple dog-related incidents.¹⁶
 - 62 per cent of respondents who saw fewer than three dogs being walked at a time reported not experiencing or witnessing any dog-related problems.
 - Only 47 per cent of those who had seen 3 or more dogs being walked at a time could say the same thing.

Are the Bylaw’s desired objectives or outcomes the same?

- ✓ Yes, the current objectives and outcomes remain largely the same since the Policy and Bylaw was first made. However, both could be improved to be more topic-specific and better align with the outcomes in the Auckland Plan.

	2017 Review	2024 Review
Objectives	To address problems by: 1. Ensuring legislative requirements are being met under the: ○ Dog Control Act 1996 ○ Local Government Act 2002 2. Maintain opportunities for owners to take their dogs into public places. 3. Minimising the harm caused by dogs. The review should also increase voluntary compliance with dog management and dog access rules.	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 with multiple dogs and other users of shared spaces in Auckland.
Outcome	That the needs of dog owners are met while minimising the harm caused by dogs.	Aucklanders are happy and healthy with access to public places that cares for the natural environment and cultural heritage as contained in the Auckland Plan (Belonging and Participation, Homes and Places and Environment and Cultural Heritage) (See Appendix 2 for more details).

Has the Policy and Bylaw helped achieve its desired objectives and outcomes?

- ✓ Yes. While the Policy and Bylaw do not impose specific rules for walking multiple dogs at once, they are effectively:
 - setting a standardised behavioural expectation that helps manage the inherent conflict between dog walkers and other users of shared spaces
 - further defining the DCA expectations that all dogs must be kept under control at all times
 - enabling the council to respond to noncompliance through a modern regulator approach.
- ✗ However, there are challenges to effectiveness.

¹⁶ Q20 cross-tabulated with Q18 “How frequently do you see people walking more than one dog at a time?” and Q19 “Please choose the sizes of all the dog groups you’ve seen being walked by a single person...”

There is a trend that multiple dogs (in particular, with three or more dogs) are overrepresented in dog-related incidents (See ‘Is there still a problem?’ and ‘fit for purpose?’).
Is the policy and bylaw still the best way to address the problem (no better alternatives)?
✓ Yes. The Policy and Bylaw enable the council to respond and address risks to safety, nuisance, and welfare caused by dog owners failing to provide proper care and control of their dogs. - There are no feasible alternatives. The DCA is the sole primary legislation for the care and control of dogs and requires the council to adopt a policy and to make a bylaw to enforce it.
Is the Policy and Bylaw ‘fit for purpose’ (no change required)?
✓ Yes. In general, the Policy and Bylaw are ‘fit for purpose’. The Policy and Bylaw: - o further defines the DCA expectations for the control of dogs in shared spaces - o provides a balanced approach to dog access in shared places to manage the inherent conflict between all users of shared spaces. ✗ However, because multiple dogs being walked are causing a disproportionate impact (see ‘Is there still a problem?’), the Policy and Bylaw could be improved by further investigating: - o a limit on the number of dogs that can be walked at a time by any person - o a limit on the number of dogs that can be walked by a commercial dog walker (CDW) - o a limit on the number of dogs that can be walked based on location or size of dog. - All CDW industry stakeholders interviewed expressed support for regulating commercial dog walkers and/or walking multiple dogs: - o CDW interviewees believe a framework or guideline would help mitigate problems - o suggestions included limiting the number of dogs being walked and requiring permits. <i>“I think it would be a really good step forward for the industry [being regulated]. I think it's been allowed to just exist the way it is for so long.”</i> - Findings from the 2024 People’s Panel Survey show there is public support for imposing a limit on the number of dogs being walked at one time: - o 41 per cent of the respondents (897 respondents) agreed that there should be a limit on the number of dogs one person can walk at a time, while 36 per cent (778 respondents) opposed any limits. - o Respondents who opposed the limits, as well as those who chose ‘other’, did not necessarily oppose regulating walking multiple dogs. These respondents provided reasons and suggestions for how it should be regulated in the open text box. Among the 6 per cent who chose ‘other’, the most common themes noted in their responses are: ▪ limit should depend on the walker’s age, size and skill ▪ limit is unnecessary if the dog is under control ▪ limit should depend on the dog size. - o For respondents who opposed any limits, the most common theme in the responses was that no limit is necessary if dogs were under control, and that they were unaware of issues caused by walking multiple dogs. - AM staff however, mentioned that given the frequency and impact tends towards the lower end, and those causing problems and nuisance are effectively breaching the existing Bylaw requirements to have dogs under control, that further regulation of CDW is unnecessary: <i>“I don’t think it [number of dogs being walked at one time] should be regulated Council-wide or region-wide. It’s going to be extremely difficult to enforce.”</i>

- Other suggestions raised during engagement are not considered to justify further consideration, including providing a clear definition of “control” so officers can infringe, since a clear definition is provided in the Bylaw.¹⁷

Does the Policy and Bylaw comply with legislation?

- ✓ Yes. The matters contained in the Policy and Bylaw (See ‘Current Policy and Bylaw’ above) 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 not repugnant), are reasonable and does not give rise to any implications under and are not inconsistent with the New Zealand Bill of Rights Act 1990 (See Chapter 9 for details).

Policy and Bylaw matter and reference (See Table in ‘Current Policy and Bylaw’ for details of each matter and meaning of abbreviations)	DCA authorisation
Policy statement (<i>how council will achieve its objective</i>) • How will Auckland Council achieve this Policy Objectives? 3	• Section 10(3)(f)
• [Dog access principles] • Policy DAP 1, 2, 3, 8 • Policy DAP > Expect (2) and DAP > Bylaw (2) • Policy Interpretation • Bylaw clause 5(1), 6-10	• Section 10(3)(a-c) • Section 20(1)(a-d), (3)(a)
• [Dog access rules] • Policy Schedule 1 and 2 • Bylaw clause 6-10 • Policy DAP > AC 1	• Section 10(3)(a-c) • Section 20(1)(a-d)

Key: **DAP** = Dog Access Principles | **Expect** = What does Auckland Council expect of dog owners? | **Bylaw** = What is covered by the Dog Management Bylaw 2019?

- ✗ However, the form of the Policy and Bylaw could be improved (See ‘fit for purpose’).

Dog Control Act 1996 (s10AA) and s155 Local Government Act 2002 recommendations

- ✓ The Policy and Bylaw has regard to the matters in s10(4) DCA, for example, to minimise distress and nuisance to the community generally and the exercise and recreational needs of dogs and their owners.
- ✓ A bylaw is still 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 people with multiple dogs and other users of shared spaces in Auckland.
- ✓ 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.

¹⁷ Dog Management Bylaw 2019, Section 5(1).

Appendix 2: Auckland and Māori Plan Outcomes

Alignment with Auckland Plan 2050 outcomes

Outcome	Belonging and Participation
Direction 2	Improve health and wellbeing for all Aucklanders by reducing harm and disparities in opportunities.
Alignment	The Policy and Bylaw promote responsible dog ownership and recognises dog owners are part of the community and help integrate them with other users of public spaces. This aligns with the Auckland Plan's objective of people connecting, participating, and enjoying community and civic life.
Outcome	Homes and Places
Direction 4	Provide sufficient public places and spaces that are inclusive, accessible and contribute to urban living.
Alignment	The Policy and Bylaw promote responsible dog ownership and ensures a balanced use of public places for dogs and their owner that is inclusive and safe for everyone. This aligns with the Auckland Plan's objective of creating urban places for the future.
Outcome	Environment and cultural heritage
Direction 1	Ensure Auckland's natural environment and cultural heritage is valued and cared for.
Alignment	The Policy and Bylaw protect wildlife and minimises the damage caused by dogs to the natural environment. This aligns with the Auckland Plan's objective of protecting the natural environment.

Alignment with the Māori Plan for Tāmaki Makaurau

Māori value	Manaakitanga (to protect and look after)
Key direction	Improve Quality of Life.
Outcome	Satisfaction with our environments and standard of living.
Focus area	The mauri of te taiao in Tāmaki Makaurau is enhanced or restored for all people.
Māori value	Whanaungatanga (relationships)
Key direction	Develop vibrant communities.
Outcome	A city/region that caters for diverse Māori lifestyles and experiences.
Focus area	e Taiao is able to support ngā uri whakatipu.
Māori value	Kaitiakitanga (guardianship)
Key direction	Ensure sustainable futures.
Outcome	Intergenerational reciprocity.
Focus area	Māori are kaitiaki of the environment.
Alignment	The Policy and Bylaw supports Māori by providing rules and regulations that seek to ensure dogs remain a positive part of Aucklanders lives by protecting the safety of people and the environment. This promotes sustainable futures and allows Māori communities to thrive. Not inconsistent

Appendix 3: Auckland Council Policy on Dogs 2019



Kaupapa mo ngā Kurī 2019 **Auckland Council Policy on Dogs 2019** November 2019

Kaupapapa mo ngā Kuāi 2019 Auckland Council Policy on Dogs 2019

As at 1 November 2019

Resolution: GB/2019/71

Last Updated: 08 December 2022

Pursuant to [section 10](#) of the [Dog Control Act 1996](#), the Auckland Council adopts this policy on dogs. This policy applies to the district of Auckland.

Commencement

This policy comes into force on 1 November 2019.

Objective

To keep dogs as a positive part of the life of Aucklanders by:

- maintaining opportunities for owners to take their dogs into public places
- adopting measures to minimise the problems caused by dogs
- protecting dogs from harm and ensuring their welfare.

How will Auckland Council achieve this Policy Objectives?

1. Registration and Classification

Promote dog registration across all of Auckland.

2. Responsible Dog Ownership

Educate and inform dog owners how to take care of their dogs.

3. Dog Access Principles

Provide a balanced approach to dog access in council-controlled public places.

4. Monitoring measures of success

Annually report to the Governing Body (through a public agenda report) and to the national government as required by the Dog Control Act 1996.

Interpretation

Access way has the meaning given by [section 315](#) the [Local Government Act 1974](#).

Beach means and includes the following:

- (a) the foreshore as defined by [section 2](#) of the [Resource Management Act 1991](#)
- (b) the inter-tidal zone above the mean low water spring
- (c) any adjacent area that can reasonably be considered part of the beach environment including areas of sand, pebbles, shingle, dunes or coastal vegetation and includes the adjacent coastal marine.

Cemetery means any land or premises for the burial and/or cremation of the dead and includes a closed cemetery and urupā.

Control in relation to a dog, means that the owner is able to obtain an immediate and desired response from the dog.

Council-controlled public place means all public places owned or managed by Auckland Council or a substantive council-controlled organisation (as defined in [section 4\(1\)](#) of the [Local Government \(Auckland Council\) Act 2009](#)). This includes land owned or managed by Auckland Transport.

Footpath has the meaning given by [section 315](#) of the [Local Government Act 1974](#).

Foreshore has the meaning given by [section 2](#) of the Resource Management Act 1991.

Licence means a licence, permit or approval to do something under the Dog Management Bylaw 2019 and includes all conditions to which the licence is subject.

Owner has the meaning given by [section 2](#) the Dog Control Act 1996.

Park/Reserve any land vested in or administered by the council under the provisions of the [Reserves Act 1977](#) or any park, domain or recreational area under the control or ownership of the council.

Playground means an outdoor area developed that contains children's play equipment or objects. *Use of a playground* means that the playground is currently being used or occupied by one or more persons.

Public place has the meaning given by [section 2](#) of the Dog Control Act 1996, includes:

- (a) any aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle carrying, or available to carry passengers for reward
- (b) any council controlled public place.

Road has the meaning given by [section 315](#) of the Local Government Act 1974 except that where a road is adjacent to a park, and the land within the road and park is developed in an integrated way, the common boundary between the road and park will be reduced or extended to:

- (a) a line parallel to the road that follows any physical separation between the road and park (for example a fence or bollards); or
- (b) where no physical separation exists, a line parallel to the road that follows the edge of the road carriageway, footpath or cycle track that is closest to the centre of the park.

Service lane has the meaning given by [section 315](#) the Local Government Act 1974.

Sports surface includes any area developed or marked out, for example those used for soccer, rugby, or rugby league, artificial turf, sports range, sports park or velodrome. *Use of a sports surface* means that the area is being used for sport events or training for sports events by one or more persons.

Working Dog has the meaning given by [section 2](#) of the Dog Control Act 1996.

Related information

Working dogs include disability assist dogs, dogs kept by state departments such as police dogs and customs dogs, pest control dogs and dogs kept solely or principally as stock or herding dogs. A full list can be found in [section 2](#) of the Dog Control Act 1996.



Registration and Classification

All dogs in Auckland, including dangerous and menacing dogs, will be registered with council

What will Auckland Council do?

- 1. Provide registration administration services including:**
 - (a) maintain a record of all dogs registered in Auckland, including those classified as dangerous and menacing
 - (b) maintain a record of probationary and disqualified owners
 - (c) inform and educate dog owners through the registration process
 - (d) set fees to cover costs of essential services to support dog management activities to achieve this policy
 - (e) provide incentives to promote responsible dog ownership
 - (f) follow up on non-registered dogs and non-compliance with local authority bylaws.

- 2. Provide incentives, information, education and services**

- 3. Maintain dog compliance and enforcement best-practice that proactively uses Auckland Council's powers¹ to:**
 - (a) enforce registration (including through the use of seizure powers) and microchipping of dogs
 - (b) enforce the de-sexing of uncontrolled dogs
 - (c) seize and hold dogs that are a threat to public safety
 - (d) classify certain dogs identified in the Dog Control Act 1996, as dangerous or menacing based on the behaviour of the dogs, or the dogs' breed or type
 - (e) ensure compliance with classification requirements.

Council must classify a dog as dangerous where:

- the owner of the dog has been convicted of an offence because:
 - (a) the dog has attacked a person, stock poultry, domestic animal or protected wildlife, and the court has not made a destruction order on the dog
 - (b) the dog rushed at any person, animal or vehicle in a manner that was likely to cause a vehicle accident or to endanger, injure or kill a person
- the dog is considered a threat to the safety of any person, stock, poultry, domestic animal or protected wildlife, based on sworn evidence of aggressive behaviour
- the owner admits in writing the dog poses a threat to any person, stock, poultry, domestic animal or protected wildlife.

¹ Powers include issuing warnings and instant fines (infringement notices), powers to seize, destroy, or take custody of dogs and to classify dogs, and to classify, prosecute and recover costs from owners.

Council must classify a dog as menacing where:

- it has not been classified as dangerous
- the dog may pose a threat to the safety of any person, stock, poultry, domestic animal or protected wildlife, because of –
 - (a) any observed or reported behaviour of the dog, or
 - (b) any characteristics typically associated with the dog's breed or type, or
 - (c) if the dog belongs wholly or predominantly to one or more of the breeds or types listed in [Schedule 4](#) of the Dog Control Act 1996.

What does Auckland Council expect of dog owners?

1. Register your dog(s)
2. Obtain a licence to keep multiple dogs on a premise (other than working dogs)
3. Owners of dogs classified as dangerous or menacing must meet the expectations under the Dog Control Act 1996 ([section 32](#) and [section 33E](#)) (see below)
4. Owners classified as probationary or disqualified must meet the requirements under the Dog Control Act 1996 ([section 21](#) and [section 25](#)).

Classification requirements for dangerous dogs

- The owner of a dangerous dog must pay 150% of the applicable registration fee. Ownership of the dog cannot change without consent from council.
- The dog must be:
 - (a) neutered within one month of receipt of the classification
 - (b) microchipped within two months of the date of classification
 - (c) muzzled in any public place or private way except when confined in a vehicle or cage
 - (d) kept within a securely fenced portion of the owner's property that provides dog-free access to at least one door of any dwelling on the property
 - (e) controlled on a leash in any public place or private way (except when in a designated dog exercise area).

Classification requirements for menacing dogs

The owner of a dog classified as menacing must ensure the dog is:

- neutered within one month of receipt of the classification
- microchipped within two months of the date of the classification
- muzzled in any public place or private way except when confined in a vehicle or cage

A dog classified as dangerous or menacing maintains its classification no matter where it lives in New Zealand. These requirements apply to dogs classified by any other council and registered with Auckland Council.

**dog owners that fail to comply with the above classification requirements, may be subject to a fine under the Dog Control Act 1996.*

What is covered by the Dog Management Bylaw 2019?

1. Owners of more than two dogs (other than working dogs) must hold a valid multiple dog ownership licence
2. Owners of dogs classified as menacing due to the behaviour of the dog, are encouraged to undertake steps towards responsible dog ownership to be eligible to have the classification of their dog(s) reviewed.

Owners who do not comply with the above are in breach of the Dog Management Bylaw 2019 and may be subject to an infringement notice.



Responsible Dog Ownership

Dog owners will care for their dogs and control them around people to protect wildlife, other animals, property and natural habitats

What will Auckland Council do?

1. **Provide services that support promoting responsible dog management, including:**
 - (a) 24-hour dog management service
 - (b) dog education community events and the production of supporting publications
 - (c) advice on dog related problems
 - (d) emergency assistance with dogs involved in accidents or police operations
 - (e) street patrols
 - (f) investigation and resolution of incidents of:
 - i. wandering, barking, fouling, aggressive, and menacing or dangerous dogs
 - ii. impounding and kennel maintenance
 - iii. proceedings against dog owners for offences where all other means have failed
 - iv. livestock concerns
 - v. abandoned dogs.
2. **Proactively promote the welfare of dogs**, as stated in the [Code of Welfare for Dogs, Animal Welfare Act 1999](#). This includes, but not limited to, providing sufficient food, water, shelter and care.
3. **Reduce the danger and nuisance caused by dogs by:**
 - (a) receiving, investigating and resolving dog complaints
 - (b) providing community education to increase public awareness on how to be safe around dogs (target children, families and people working in the community)
 - (c) promoting dog safe communities through encouraging compliance and undertaking enforcement
 - (d) ensuring public safety and comfort, working to change attitudes and behaviours of irresponsible dog owners, and where appropriate penalising irresponsible dog owners.

What does Auckland Council expect of dog owners?

1. Know and comply with the laws concerning the management of your dog
2. To be responsible for your dog's behaviour
3. Provide proper care and attention to your dog, including providing sufficient food, water, shelter and adequate exercise, as defined by the Animal Welfare Act 1999 and Dog Control Act 1996
4. Consider neutering your dog at an early age
5. Microchip your dog
6. Take all reasonable steps to ensure your dog does not cause a nuisance to any other person. Be particularly vigilant near children and closely supervise interaction
7. Keep your dog under control at all times, this may include putting your dog on a leash, or a shortened leash in areas where your dog is likely to ignore commands (even if it is an off-leash or designated dog exercise area)
8. Respect other people's personal space. Public places are for everyone's enjoyment and not everyone is fond of dogs
9. Ensure your dog cannot leave your property by itself
10. Know when your dog must be on a leash, and always carry a leash in public.

What is covered by the Dog Management Bylaw 2019?

1. When in a public place or premises, dog owners must ensure the immediate removal and disposal of their dog's faeces in a way that does not cause nuisance
2. Dog owners may be required to neuter their dog, if the dog has been found to be uncontrolled more than once in a 12-month period.

Owners who do not comply with the above are in breach of the Dog Management Bylaw 2019 and may be subject to an infringement notice.



Dog Access Principles

Provide a balanced use of public places for dogs and their owners that is safe for everyone

What will Auckland Council do?

1. Provide dog access rules that are comprehensive, consistent and easy to understand and comply with the following approaches:

- (a) Recognise dog owners as legitimate users of public places and dog access is essential for dog welfare
- (b) Integrate, where practicable, dog owners and their dogs with other users of public places
- (c) Provide opportunities for dog owners to take their dog to public places that are accessible, desirable, and provide diversity of experience for both the dog and owner
- (d) Consider access on a comprehensive region-wide basis, as well as a place-by-place basis
- (e) Promote safe interaction between dogs and people using public places and private ways to ensure that dogs do not injure, endanger, intimidate or otherwise cause distress to any person, in particular, children and vulnerable adults
- (f) Manage the conflict between dogs and protected wildlife, stock, poultry, domestic animals, property and natural habitat.

2. Maintain rules on dog access in public places and private ways (see Schedule 1 and 2)

The types of dog access rules are:

- (a) *prohibited area* – a place where dogs are not permitted to be, and other users have absolute priority
- (b) *on-leash area* – a place shared with other users, where dogs must be on a leash and under control at all times
- (c) *off-leash area* – a place shared with other users, where dogs may be off a leash but must still be under control at all times
- (d) *designated dog exercise area* – a place where dog owners are the priority user. Dog owners may take their dogs off a leash (including Dangerous Dogs) but they must be under control at all times
- (e) *time and season areas* – a place shared with other users, where the dog access rules will be different depending on the time of day during the summer season. This is to minimise the conflict between dogs and other users of the space during peak hours.

3. Apply default dog access rules to ensure that there is a rule applied to all public places in Auckland

- (a) Dogs must be under control on-leash in council-controlled public places unless otherwise stated in Schedule 1 and 2. This includes:
 - i. all formed public roads (including any street, highway, access way, service lane, and any footpath, cycle track, bus stop and berm within the boundaries of the road)
 - ii. private ways
 - iii. council-controlled car parks
 - iv. council-controlled boating areas (including any wharf, jetty, boat ramp, boat marshalling area).

- (b) Dogs are prohibited from any public place not under the control of council where rules have not been specified by the person in charge.

4. Apply the following time and season definition

- (a) 10.00am to 5.00pm between the 1 December and 1 March (summer)

Explanatory Note:

The relevant authority (local boards or delegated council committee) will decide:

- where a time and season rule applies (location)
- the type of dog access (i.e. prohibited, on-leash, off-leash or designated dog exercise area)
- what the outside of summer season access rule will be.

For example, a local board may decide that a beach is off-leash before 10am, prohibited between 10.00am and 5.00pm and off-leash after 5.00pm.

Information Note:

The Policy intends that the outside of summer rule provides more access than the summer season rule that applies in the same area.

5. Consider the following before making any change to a dog access rule on parks and beaches that would provide more dog access:

- (a) Identify and assess current and future use of the place and whether there may be any potential conflicts to ensure the change would not result in any significant risk² to any:
- i. person (in particular children or vulnerable adults)
 - ii. protected wildlife vulnerable to dogs (in particular ground nesting birds)
 - iii. protected flora vulnerable to dogs (in particular kauri dieback)
 - iv. stock, poultry, or domestic animal
 - v. property (in particular natural habitat and public amenities).

6. Consider the following before making any change to a dog access rule on parks and beaches that would provide less dog access:

- (a) Consider whether there are practicable alternative solutions to address the conflict between uses of the place³
- (b) Ensure, to the extent that is practicable, that displaced dog owners and their dogs have access to other places or that such access is provided as part of the same decision.

7. Before making any change or developing a park or beach as a designated dog exercise area, ensure that the –

- (a) matters contained in section 5 above are satisfied
- (b) area is well-located with vehicular and pedestrian access
- (c) area has clearly visible boundaries. This may be achieved through transition zones, vegetation, topography and fencing. Boundary treatment will vary depending on the risks identified

² Significant risk includes, but is not limited to, injury, danger or distress to people or animals stated, or nuisance to people.

³ Design and management solutions include fencing, different zones in one place, time-share arrangements, and under control on a leash dog access in relation to considering a change to prohibited dog access.

- (d) area is of sufficient size to provide dog owners with adequate space to exercise their dog
- (e) area has sufficient sight lines that enable dog owners to be aware of the presence of other dogs and their owners
- (f) area has adequate signage which clearly specifies the access rule
- (g) provision of dog owner and dog amenities has been considered. Such amenities may include, but are not limited to, seats, bins and bag dispensers for dog faeces, water stations, and water play areas.

8. Provide accurate dog access information to dog owners via signage and the council website that is comprehensive, easy to understand, and up to date

9. Temporary changes to dog access rules

- (a) From time to time, the council may make temporary changes to dog access rules in Schedule 1 and 2 in relation to:
 - i. leisure and cultural events (including dog friendly events)
 - ii. dog training
 - iii. protect wildlife vulnerable to dogs
 - iv. protect flora vulnerable to dogs
 - v. pest control in any park and/or beach
 - vi. other circumstances of a comparative nature.

What does Auckland Council expect of dog owners?

- 1. The owner of any female dog in season must ensure the dog does not enter or remain in any public place or private way unless:
 - (a) the dog is confined in a vehicle or cage for the purposes of transportation
 - (b) the owner of the dog has the permission of the occupier or person controlling the public place and complies with any reasonable conditions imposed.
- 2. Dog owners make reasonable effort to determine and comply with the dog access rule that applies in a park or beach before taking their dog(s) into the area.

Additional information:

- Dogs confined in a vehicle or cage are not exempt from prohibited dog access rules. They are exempt from under control on-leash dog access rules.
- With the exception of Department of Conservation land, dog access rules in Schedule 1 and 2 do not apply to any working dog (disability assist and police dogs).

What is covered by the Dog Management Bylaw 2019?

- 1. Owners must exercise their dog(s) in locations or ways that are consistent with the dog access rules. This includes ensuring the dog is under control on-leash, off-leash or in a designated dog exercise area as specified.
- 2. Dog owners must ensure that their dog is kept under control in public places or private ways.

Owners who do not comply with the above are in breach of the Dog Management Bylaw 2019 and may be subject to an infringement notice.

Schedule 1 General dog access rules

Dog access rules below apply and take precedence over a general access rule applied to the wider area (Schedule 2). For example, if a park (that contains a playground) allows dogs to be under control on-leash, dogs are prohibited from the playground.

(1) Playgrounds under the control of the council

Dogs are prohibited on any playground at all times and must be under control on a leash in the vicinity of any playground when in use.

(2) Sports surfaces under the control of the council

Dogs are prohibited on any sports surface at all times and must be kept under control on a leash in the vicinity of any sports surface when in use, unless the area is specified in Schedule 2.

(3) Council cemeteries, council camping grounds and council holiday parks

Dogs are prohibited from all other council-controlled cemeteries unless stated in Schedule 2, unless:

- permission is obtained from an authorised council officer, or
- signage indicates dogs are allowed, provided that the person who is accompanying the dog complies with any reasonable conditions imposed by the council in relation to the dog.

Dogs are prohibited from all council-controlled camping grounds and holiday parks unless:

- permission is obtained from an authorised council officer, or
- signage indicates dogs are allowed, provided that the person who is accompanying the dog complies with any reasonable conditions imposed by the council in relation to the dog.

(4) Default dog access rules

Unless otherwise stated in Schedule 2 the following default rules apply:

- (a) Dogs must be **under control on a leash** in all council-controlled public places where there are no physical restrictions to access (such as fences or other indoor facilities)
- (b) Dogs are **prohibited** in all council-controlled public places with restricted access (such as fenced sports stadiums, libraries) unless:
 - i. permission is obtained from an authorised council officer, or
 - ii. there is official council signage which indicates dogs are permitted
- (c) Dogs are **prohibited** from all other public places not under control of council (such as cafes, shopping malls, school grounds, non-council cemeteries and urupā) unless:
 - i. permission is obtained from the person in charge of the place, or
 - ii. there is signage indicating that dogs are permitted
- (d) Where dog access is permitted under clauses 4(b) or 4(c) dog owners must comply with any reasonable conditions imposed in relation to the dog.

Explanatory Notes

Dogs must also be under control on a leash on (refer Dog Access Principles, Policy 4):

- *all formed **public roads** (including any street, highway, access way, service lane, and any footpath, cycle track, bus stop and berm within the boundaries of the road)*
- ***private ways and council-controlled car parks and boating areas** (including any wharf, jetty, boat ramp, boat marshalling area).*

Areas under co-governance arrangement, such as the Tūpuna Maunga o Tāmaki Makaurau Authority are not council-controlled public places. These areas are subject to clause (c) to (d) above unless they are specifically listed in Schedule 2.

Schedule 2: Dog Access Rules

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For a full list of local board and regional dog access rules please click on the link [here](#).

Find out more: **phone 09 301 0101** or visit
aucklandcouncil.govt.nz/

Appendix 4: Auckland Council Dog Bylaw 2019



Ture a Rohe Tiakina Kurī 2019

Dog Management Bylaw 2019

(as at 1 November 2019)

Made by the Governing Body of Auckland Council

In resolution GB/2019/71

on 25 July 2019

Pursuant to sections 10 and 20 of the Dog Control Act 1996, the Governing Body of Auckland Council revokes and replaces bylaws about dog matters with the following bylaw.

Summary

This summary is not part of the Bylaw. The intention of this summary is to explain the general effect of this Bylaw.

Kaupapa mo ngā Kurī 2019, the Auckland Council's Policy on Dogs 2019 aims to integrate dogs into public places. This is achieved by balancing the needs of both dog owners and non-dog owners, and is outlined through policy principles.

The [Dog Control Act 1996](#) is the legislation under which the Auckland Council Policy on Dogs 2019 and this Bylaw are made. The Dog Control Act 1996 outlines the various obligations placed on dog owners.

The purpose of this Bylaw is to:

- **Regulate the public places** where dogs may be taken by their owner
- Require **owners of multiple dogs to obtain a licence**
- Require **owners to pick up after their dog** when it defecates in any public place or premises
- Prohibit **the owner of any female dog in season** to take that dog into any public place
- Require **owners to neuter their dog** if it has not been kept under control on more than one occasion
- **Provide a review process** for owners of dogs classified as menacing due to behavior.

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1 Title

- (1) This Bylaw is the Ture a Rohe Tiakina Kurī 2019, Dog Management Bylaw 2019.

2 Commencement

- (1) This Bylaw comes into force on 1 November 2019.

3 Application

- (1) This Bylaw applies to Auckland.

Part 1 Preliminary provisions

4 Purpose

- (1) The purpose of this Bylaw is to give effect to Auckland Council's Policy on Dogs 2019 by –
- (a) Prohibiting dogs, whether under control or not, from specified public places;
 - (b) Requiring dogs to be controlled on-leash in specified public places;
 - (c) Regulating and controlling dogs in any other public place;
 - (d) Ensuring the number of dogs kept on a premise are suitable;
 - (e) Requiring the owner of any dog that defecates in a public place or on land or premises other than that occupied by the owner to immediately remove the faeces;
 - (f) Requiring any female dog in season to be confined but adequately exercised;
 - (g) Requiring the owner of any dog which has not been kept under control on more than one occasion to be neutered;
 - (h) Providing a review process for owners of dogs classified as menacing by behaviour.

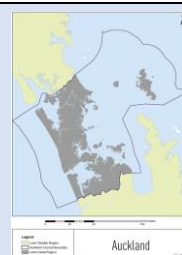
5 Interpretation

- (1) In this Bylaw, unless the context otherwise requires, -

Auckland has the meaning given by [section 4\(1\)](#) of the [Local Government \(Auckland Council\) Act 2009](#).

Related information

The Local Government (Auckland Council) Act 2009 enabled the Local Government Commission to determine Auckland's boundaries in a map titled [LGC-Ak-R1](#). The boundaries were formally adopted by [Order in Council](#) on 15 March 2010, and came into effect on 1 November 2010.



Council for the purposes of this Bylaw, means the governing body of the Auckland Council or any person, committee or local board delegated to act on its behalf in relation to this Bylaw. A list of delegations are attached to this Bylaw.

Council- controlled public place means all public places owned or managed by Auckland Council or a substantive council-controlled organisation (as defined in [section 4\(1\)](#) of the Local Government (Auckland Council) Act 2009). This includes land owned or managed by Auckland Transport.

Control in relation to a dog, means that the owner is able to obtain an immediate and desired response from the dog.

Dangerous Dog means a dog which has been classified as a dangerous dog under [section 31](#) of the Dog Control Act 1996.

Licence means a licence, permit or approval to do something under this Bylaw and includes all conditions to which the licence is subject.

Menacing dog means a dog that has been classified as a menacing dog under [section 33A](#) of the Dog Control Act 1996.

Neutered dog has the meaning given by [section 2](#) of the Dog Control Act 1996.

Related information

Neutered dog means a dog which has been spayed or castrated, but does not include a dog which has been vasectomised.

Owner has the meaning given by [section 2](#) the Dog Control Act 1996.

Park/Reserve means –

- (a) any land vested in or administered by the council under the provisions of the [Reserves Act 1977](#); or
- (b) any park, domain or recreational area under the control or ownership of the Council.

Premises means any land, dwelling, storehouse, warehouse, shop, cellar, yard, building, or part of the same, or enclosed space separately occupied. All lands, buildings, and places adjoining each other and occupied together are deemed to be the same premises.

Private Way has the meaning given by [section 315](#) of the [Local Government Act 1974](#).

Public place has the meaning given by [section 2](#) the Dog Control Act 1996.

Related information

Public place means a place that, at any material time, is open to or is being used by the public, whether free or on payment of a charge, and whether any owner or occupier of the place is lawfully entitled to exclude or eject any person from that place; and includes:

- (a) any aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle carrying or available to carry passengers for reward; and
- (b) any Council controlled public place.

Road has the meaning given by section 315 of the Local Government Act 1974 except that where a road is adjacent to a park, and the land within the road and park is developed in an integrated way, the common boundary between the road and park will be reduced or extended to:

- (a) a line parallel to the road that follows any physical separation between the road and park (e.g. fence or bollards); or
- (b) where no physical separation exists, a line parallel to the road that follows the edge of the road carriageway, footpath or cycle track that is closest to the centre of the park.

Working Dog has the meaning given by section 2 of the Dog Control Act 1996.

Related information

Working dogs include disability assist dogs, dogs kept by state departments such as police dogs and customs dogs, pest control dogs and dogs kept solely or principally as stock or herding dogs. A full list can be found in section 2 of the Dog Control Act 1996.

- (2) The [Interpretation Act 1999](#) applies to this Bylaw.
- (3) Any related and additional information contained in this Bylaw are for information purposes only, do not form part of this Bylaw, and may be made, amended, revoked or replaced by the council at any time.

Part 2

Regulation and control of dogs

6 Prohibition of dogs in public places

- (1) The owner of any dog must ensure that their dog (including when confined in a vehicle or cage) does not enter or remain in any public place specified as prohibited in Schedule 1 or 2 of the Auckland Council Policy on Dogs 2019.
- (2) Subclause (1) does not apply to any working dog accompanying and assisting a person or accompanying a person engaged in the dog's training.

- (3) The owner of any female dog in season must ensure the dog does not enter or remain in any public place or private way unless –
 - (a) that dog is confined in a vehicle or cage for the purposes of transportation; or
 - (b) the owner of that dog has the permission of the occupier or person controlling the public place; and complies with any reasonable conditions imposed.

7 Dogs on a leash in public places and private ways

- (1) The owner of any dog must ensure that the dog is controlled on a leash in any public place and private way specified as such in Schedule 1 or 2 of the Auckland Council Policy on Dogs 2019.
- (2) Subclause (1) does not apply to–
 - (a) any dog confined in a vehicle or cage; or
 - (b) any working dog accompanying and assisting a person or accompanying a person engaged in the dog's training.

8 Dogs off a leash in public places

- (1) The owner of any dog (other than a Dangerous Dog) may take that dog off a leash in public places specified as such in Schedule 2 of the Auckland Council Policy on Dogs 2019, provided that dog is kept under control.

9 Dogs in designated dog exercise area

- (1) The owner of any dog (including a Dangerous Dog that is muzzled) may take that dog off leash in a designated dog exercise area specified as such in Schedule 2 of the Auckland Council Policy on Dogs 2019 provided that dog is kept under control.
- (2) In all other public places not specified as designated dog exercise areas in Schedule 2, dogs classified as Dangerous Dogs must be muzzled at all times.

10 Temporary changes to dog access rules

- (1) The council may make temporary changes to Schedules 1 and 2 of the Auckland Council Policy on Dogs 2019 in relation to–
 - (a) leisure and cultural events (including dog friendly events);
 - (b) dog training;
 - (c) protected wildlife that are vulnerable to dogs;
 - (d) flora that are vulnerable to dogs;
 - (e) pest control in any park and/or beach; and
 - (f) other circumstances of a comparative nature to subclause (1)(a) to (e) inclusive.
- (2) In making or removing a temporary change to Schedules 1 and 2 of the Auckland Council Policy on Dogs 2019 in subclause (1), the council must–
 - (a) have regard to section 1 of Dog Access Principles in the Auckland Council Policy on Dogs 2019;

- (b) specify in writing the reasons, location and timeframe the temporary change is to apply;
- (c) give public notice of the temporary change in a manner that the council considers appropriate in the circumstances; and
- (d) clearly indicate the area subject to the temporary change by 1 or more clearly legible notices affixed in 1 or more conspicuous places on, or adjacent to, the place to which the notice relates, unless it is impracticable or unreasonable to do so.

11 Dog faeces

- (1) When in a public place or premise dog owners must ensure the immediate removal and disposal of their dog's faeces. This must be done in a way that does not cause a nuisance.
- (2) Subclause (1) does not apply to a premise occupied by the owner.
- (3) Subclause (1) does not apply to any dog herding or driving stock on a road where the dog is kept solely or principally for the purposes of herding or driving stock.

12 Keeping more than two dogs

- (1) No person may keep more than two dogs over the age of 3 months (other than a working dog) on any premises zoned as urban residential under the Unitary Plan for more than 30 consecutive days.
- (2) Subclause (1) does not apply if –
 - (a) allowed by a licence; or
 - (b) an application for a licence under subclause (2)(a) has been made within 30 days of the dogs first being kept on that premises.
- (3) Subclause (1) applies whether or not the dogs on the premises have the same owner.
- (4) Any application under subclause (2)(b) is a joint application by all the dog owners on the premises.

13 Licence for keeping more than two dogs on premises

- (1) The council may make controls and set fees for any or all of the following matters in relation to a licence required in clause 12 –
 - (a) application for a licence, including forms and information;
 - (b) assessment of application for a licence, including inspection;
 - (c) the granting or declining of an application for a licence following an assessment;
 - (d) conditions that may be imposed on a licence if granted;
 - (e) duration of a licence if granted;

- (f) objection to the council in relation to a decision to decline a licence, including the period of objection;
 - (g) objection to the council in relation to any condition of a licence, including the period of objection;
 - (h) inspection to ensure compliance with any licence and any conditions;
 - (i) review of any licence or any conditions;
 - (j) transferability of a licence;
 - (k) refund or waiver of fees;
 - (l) suspension or cancellation of a licence;
 - (m) objection to the council in relation to a decision to suspend or cancel a licence, including the period of objection.
- (2) Unless otherwise stated in the conditions of the licence granted under subclause (1), the licence will remain valid as long as the circumstances described on the licence remain unchanged.
- (3) The licence cannot be transferred to another person or another premise.

14 Requirement to neuter uncontrolled dog

- (1) The council may require the owner of a dog to have that dog neutered if:
- (a) the dog has not been kept under control on more than one occasion within a 12-month period, the council may require the owner of the dog to have the dog neutered; and
 - (b) dog owner has received an infringement relating to subclause (1)(a).

15 Objection to requirement to neuter uncontrolled dog

- (1) If a dog is required to be neutered under clause 14, the owner of that dog –
- (c) may, within 14 days of receiving the notice, object to the requirement by way of writing to the council; and
 - (d) has the right to be heard in support of their objection under subclause (1)(a).
- (2) The council when considering an objection under subclause (1) may uphold or rescind the requirement. In making its determination, the council must have regard to—
- (a) the evidence which formed the basis for the requirement;
 - (b) the matters relied upon in support of the objection; and
 - (c) any other relevant matters.
- (3) Following its consideration of an objection under subclause (2), the council must, as soon as practicable, give written notice to the owner of—
- (a) its determination of the objection; and
 - (b) the reasons for its determination.

16 Effect of requirement to neuter uncontrolled dog

- (1) If a dog is required to be neutered under clause 14, the owner of that dog must, within 1 month of receiving the notice of the requirement, produce to the council a certificate issued by a veterinarian certifying –
 - (a) that the dog is or has been neutered; or
 - (b) that for reasons that are specified in the certificate, the dog will not be in a fit condition to be neutered before a date specified in the certificate.
- (2) If a certificate under subclause (1)(b) is produced to the council, the owner must produce to the council, within 1 month after the date specified in that certificate, a further certificate under subclause (1)(a).

Related information

Dog owners that do not get their dog neutered in the time specified may be subject to an infringement and will still be required to neuter their dog.

17 Owners of dogs classified as menacing due to behaviour

- (1) If a dog has been classified as menacing due to their behaviour, under section 33A of the Dog Control Act 1996, the owner may request the classification be reviewed after a 12-month period if:
 - (a) the owner provides evidence of a dog behavioural assessment report, at the owner's expense;
 - (b) the owner has not obtained any infringements in relation to the dog within the preceding 12-month period; and
 - (c) the owner has obtained a responsible dog ownership licence.
- (2) Removing the classification of the dog is at the council's discretion.

Part 3

Enforcement, offences, penalties

18 Enforcement

- (1) The council may use its powers under the Dog Control Act 1996 and the [Local Government Act 2002](#) to enforce this Bylaw.

19 Offences and penalties

- (1) Every person who breaches this Bylaw commits an offence.
- (2) Every person who commits an offence under this Bylaw is liable to a penalty under the Dog Control Act 1996 and the Local Government Act 2002.

Part 4
Savings, transitional provisions

20 Exemption where multiple dog licence not previously required

- (1) This clause applies to any owner to which clause 12 applies, who immediately prior to the date of commencement of this Bylaw, was not required to hold a licence to keep multiple dogs in Auckland.
- (2) Where subclause (1) applies, an application under clause 12(2)(b) is not required unless –
 - (a) the owner changes address; or
 - (b) the number of dogs over 3 months of age (other than a working dog) kept on the premises increases for more than 30 consecutive days.

21 Certain applications to be dealt with under former bylaw

- (1) This clause applies to any application submitted for multiple dogs in Auckland under the Dog Management Bylaw 2012.
- (2) An application to which subclause (1) applies to any valid multiple dog ownership licence held prior to the date of commencement of this Bylaw must be dealt with by the council —
 - (a) under the relevant bylaw in subclause (1) as if it was still in force; and
 - (b) as if this Bylaw had not been made.

22 Existing approvals to continue in force

- (1) Every licence continues in force as if it is a licence of that kind issued pursuant to clause 12(2) of this Bylaw.
- (2) Every licence to which subclause (1) applies expires –
 - (a) if any owner to which the licence applies changes address;
 - (b) if the number of dogs kept on the premises for more than 14 days exceeds the number permitted by the licence;
 - (c) if the number of dogs kept on the premises for a continuous period of more than 12 months is fewer than the number permitted by the licence; and
 - (d) for any reason specified in the licence.
- (3) Unless otherwise stated in the conditions of the licence granted under subclause clause 13(1), the licence will remain valid as long as the circumstances described in the licence remain unchanged.
- (4) The licence cannot be transferred to another person or another premise.

Additional Information to Dog Management Bylaw 2019

This document contains matters for information purposes only and does not form part of any bylaw. It includes matters made pursuant to a bylaw and other matters to assist in the ease of understanding, use and maintenance of a bylaw.

The information contained in this document may be updated at any time.

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Section 1 History of Bylaw

Action	Description	Date of Decision	Decision Reference	Comment
Make	Following dog control bylaws in force on 31 Oct 2010 deemed to have been made by Auckland Council •Rodney District Council, Chapter 15 Dog Control •North Shore City Council, Part 23 Dog Control •Waitakere City Council, Bylaw No 29 Dog Control •Auckland City Council, Bylaw No 12 Dog Control 2009 •Manukau City Council, Chapter 6 Dog Control •Papakura District Council, Dog Control Bylaw 2004 •Franklin District Council, Dog Control Bylaw 2010	01 Nov 2010	Section 63 Local Government (Auckland Transitional Provisions) Act 2010	01 Nov 2010
Revoke and replace	Review of dog control bylaws resulted in replacing the seven existing bylaws with a single bylaw: the Dog Management Bylaw 2012.	22 Nov 2012	GB/2012/157	01 Jul 2013
Amend	Minor edits or amendments.	22 Nov -1 Jul 2013	GB/2012/157	01 Jul 2013
Amend	Time and season dog access rules amended in Hibiscus and Bays Local Board Area to implement decision of the Hibiscus and Bays Local Board on 23 Sep 2013 (Resolution HB/2013/222).	23 Sep 2013	GB/2013/106	26 Oct 2013
Amend	Various dog access rules amended in Hibiscus and Bays and Kaipātiki local board areas. Dog access for new Onehunga foreshore amended.	25 Sep 2014	GB/2014/105	25 Oct 2014
Amend	Various dog access rules amended in Ōrākei local board area.	30 Oct 2014	GB/2014/122	25 Oct 2014
Amend	Various dog access rules amended in Devonport-Takapuna, Kaipātiki, Ōrākei, Puketāpapa, Rodney, Upper Harbour, Waiheke, Waitākere, and Waitematā local board areas	24 Sep 2015	GB/2015/105	24 Oct 2015
Amend	Various dog access rules amended in the Albert-Eden local board area plus minor edits or amendments	26 Nov 2015	GB/2015/120 GB/2012/157	29 Mar 2016

Action	Description	Date of Decision	Decision Reference	Comment
Amend	Various dog access rules amended in Great Barrier, Puketāpapa Papakura, and Whau local board areas plus minor amendments in the Waiheke local board area	29 Sept 2016 16 Jun 2016	GB/2016/225 GB/2015/105	21 October 2016 24 Oct 2015
Make	A review of the Auckland Council Policy on Dogs, a new Dog Management Bylaw was created to reflect and implement the changes in the 2019 Policy.	25 July 2019	GB/2019/71	1 November 2019

Section 2 Related Documents

Document Title	Description of Document	Location of Document
Various, related to Hibiscus and Bays Local Board decisions	Hibiscus and Bays Local Board decisions related to amendments to time and season dog access rules in Hibiscus and Bays Local Board Area	- Bylaw amended: Agenda and minutes of Governing Body meeting on 26 Sep 2013 - Policy amended: Agenda and minutes of Hibiscus and Bays Local Board meeting on 23 Sep 2013 - Hearing / Decision Report: Agenda and minutes of Hibiscus and Bays Local Board Hearing Panel hearing and deliberations on 19 and 20 Sep 2013 - Statement of Proposal: Agenda and minutes of Hibiscus and Bays Local Board on 7 Aug 2013
Policy on Dogs	Provides broad approach to dog management in Auckland	https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-policies/Pages/policy-on-dogs.aspx
Decision Minutes and Agenda	Background to policy and bylaw on dogs (Decisions on submissions to Statement of Proposal including final policy and bylaw on dogs)	Agenda and minutes of Governing Body meeting on 22 Nov 2012
Hearing Report	Summary of submissions to publicly notified statement of proposal	Deliberations Report to Hearing Panel meeting on 21 June, 26 June and 4 July.

Document Title	Description of Document	Location of Document
Statement of Proposal	Background to policy and bylaw on dogs (Proposals in relation to review of policies and bylaws on dogs publicly notified for submissions)	Agenda and minutes of Governing Body meeting on 28 February 2019
Dog Control Act 1996	Legislation	http://www.legislation.govt.nz/act/public/1996/0013/latest/whole.html#DLM374410
Local Government Act 2002	Legislation	www.legislation.govt.nz
Local Government (Auckland Transitional Provisions) Act 2010	Legislation	www.legislation.govt.nz
Bylaws Act 1910	Provides for certain matters related to the validity of bylaws	www.legislation.govt.nz
Interpretations Act 2009	Provides for certain matters related to the interpretation of bylaws	www.legislation.govt.nz
Report on Dog Policy and Practices	Provides annual report on dog policy and practices, including statistical information	www.aucklandcouncil.govt.nz

Section 3 Delegations for matters contained in Bylaw

Clause	Function, Duty, Power to be Delegated	Delegated Authority	Date of Delegation Decision	Decision Reference	Commencement of Delegation
All	All powers, duties and functions.	Licensing and Regulatory Compliance (Tier 6)	22 Nov 2012	GB/2012/157	01 Jul 2013
6(2)	To impose reasonable conditions on the entry and presence of working dogs in prohibited areas	Licensing and Regulatory Compliance (Tier 6)	22 Nov 2012	GB/2012/157	01 Jul 2013
		Infrastructure and Environmental Services (Tier 5)	22 Nov 2012	GB/2012/157	01 Jul 2013
		Parks, Sports and Recreation (Tier 5, 6)	22 Nov 2012	GB/2012/157	01 Jul 2013

Clause	Function, Duty, Power to be Delegated	Delegated Authority	Date of Delegation Decision	Decision Reference	Commencement of Delegation
CI 10	Temporary Changes to Dog Access Rules (Schedules)	Community Empowerment (Tier 6)	22 Nov 2012	GB/2012/157	01 Jul 2013
		Infrastructure and Environmental Services (Tier 5)	22 Nov 2012	GB/2012/157	01 Jul 2013
		Parks, Sports and Recreation (Tier 5)	22 Nov 2012	GB/2012/157	01 Jul 2013
		Licensing and Regulatory Compliance (Tier 4)	22 Nov 2012	GB/2012/157	01 Jul 2013
CI 13	Controls for licence for multiple dogs	Licensing and Regulatory Compliance (Tier 3)	22 Nov 2012	GB/2012/157	01 Jul 2013
CI 14	Requirement to Neuter Uncontrolled Dog	Licensing and Regulatory Compliance (Tier 6)	22 Nov 2012	GB/2012/157	01 Jul 2013
15	Objection to Requirement to Neuter Uncontrolled Dog	Regulatory Committee	16 Dec 2010 (updated 12 Oct 2011)	GB/2010/54	16 Dec 2010
Sch 1	To grant permission and impose reasonable conditions on the entry and presence of dogs in places with restricted access	Community (Tier 6)	22 Nov 2012	GB/2012/157	01 Jul 2013
		Libraries and Information (Tier 4)	22 Nov 2012	GB/2012/157	01 Jul 2013
		Parks, Sports and Recreation (Tier 5)	22 Nov 2012	GB/2012/157	01 Jul 2013
Sch 1	To grant permission and impose reasonable conditions on the entry and	Parks Managers (Tier 5)	22 Nov 2012	GB/2012/157	01 Jul 2013

Clause	Function, Duty, Power to be Delegated	Delegated Authority	Date of Delegation Decision	Decision Reference	Commencement of Delegation
	presence of dogs in cemeteries				
Sch 1	To grant permission and impose reasonable conditions on the entry and presence of dogs in camping grounds and holiday parks	Parks Managers/ Team Leader (Tier 6)	22 Nov 2012	GB/2012/157	01 Jul 2013

A responsibility, duty or power delegated to an officer holding a named position is also delegated to any officer who performs or exercises the same or a substantially similar role or function, whatever the name of his or her position.

Section 4 Register of controls for matters contained in bylaw

Action	Description	Date of Decision	Decision Reference	Commencement

* None attached at this time. Refer to delegated authorities in section 3.

Section 5 Licence process for matters contained in bylaw

Action	Description	Date of Decision	Decision Reference	Commencement

* None attached at this time. Refer to delegated authorities in section 3.

Section 6 Enforcement powers for matters contained in bylaw

Legislative Provision	Description of Legislative Provision
Section 162 Local Government Act 2002 (s20(5A) Dog Control Act 1996)	District Court may issue an injunction restraining a person from committing a breach of a bylaw.

Section 7
Offences and penalties for matters contained in bylaw

Provision	Description of Offence	Fine	Infringement Fee	Other Penalty
cl 18(2)	Breach of bylaw	Max. \$20,000	\$300	

Section 8
Monitoring and review for matters contained in bylaw

Performance Indicator	Measured By	Target

* None attached at this time. Refer to Report on Dog Policy and Practices in section 2.

Appendix 5: People's Panel Survey 2024 report

Dog Policy and Bylaw People’s Panel Survey Final Report

June 2024



Survey Methodology



Methodology

Survey invites were sent to **19,280** panel members via email

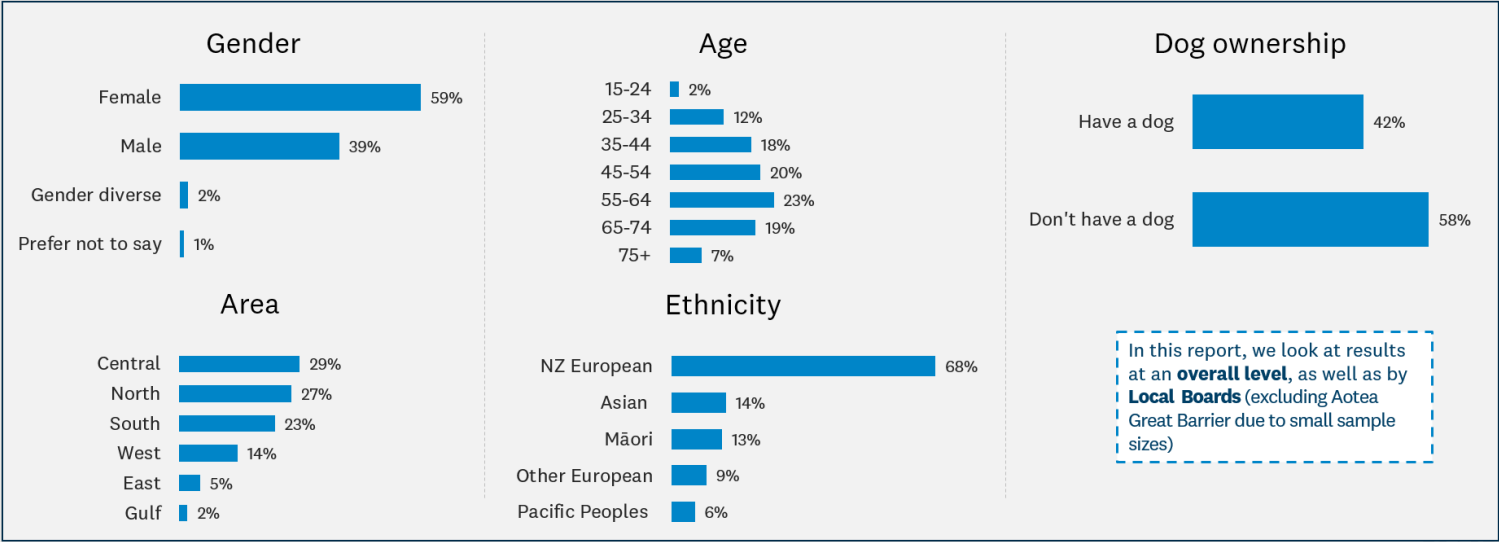
11%
(n=2,184)
finished the survey

Fieldwork:
3 to 14
March 2024



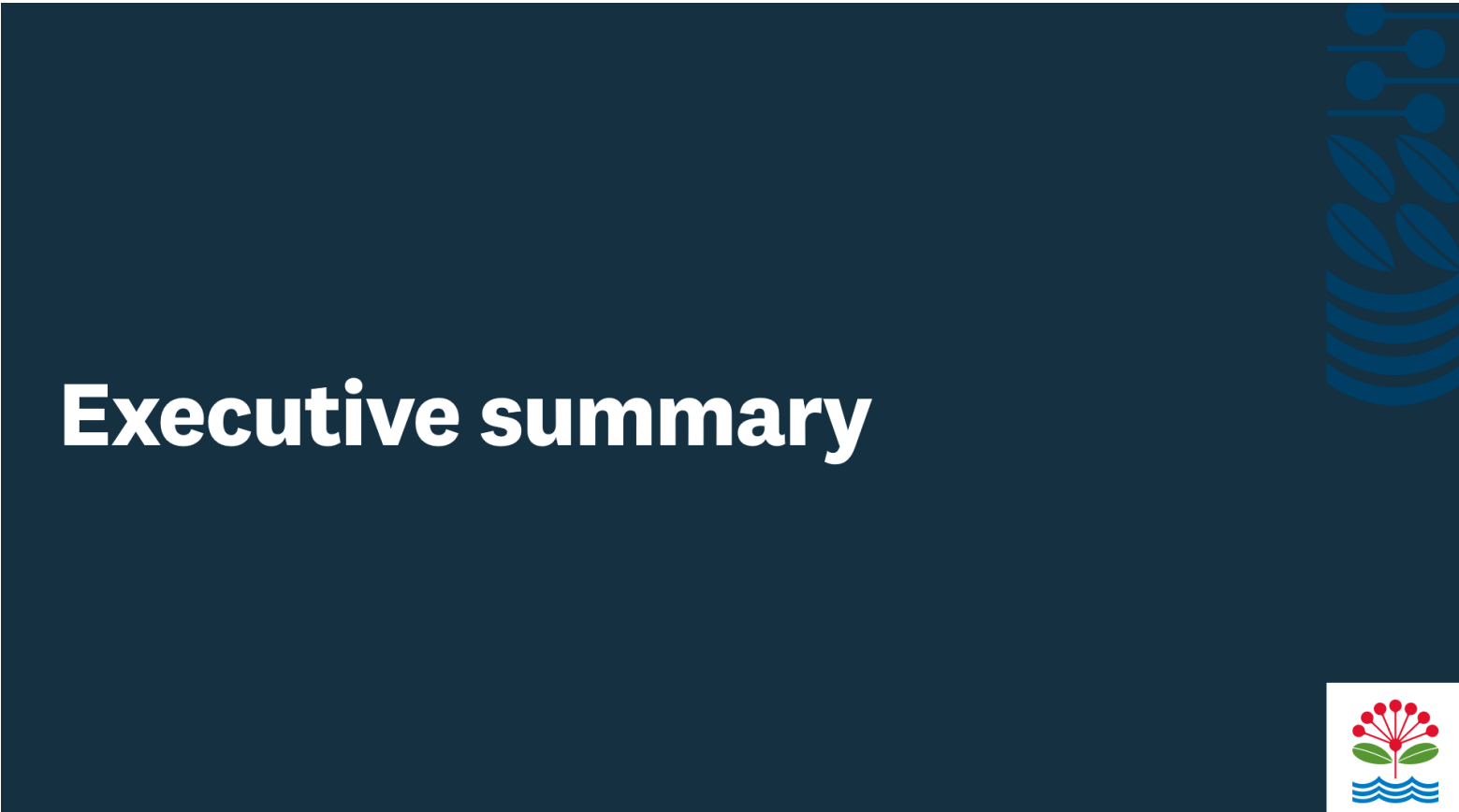
Sample profile

The survey sample was skewed towards Aucklanders who are female, older (those aged 35+), and European.



BASE: All respondents (n=2,184)





SUMMARY

Dog ownership and registration:

- 42% of respondents have at least one dog in their household.
- 75% of dog owners have one dog, 22% have two dogs, and 3% have 3 or more dogs.
- Almost all dog owners (93%) say they have registered their dogs. The main reasons for not registering a dog are that it is too expensive (31%), that their dog is registered with another council, or that they just don't see the point (13%).

Policy on dogs – focus areas:

- There is strong overall agreement with council's focus areas to 'ensure dogs remain a positive part of living in Auckland' (75% and higher):
 - **88%** agree with council **taking appropriate action** in response to irresponsible dog ownership
 - **80%** agree with council **providing incentives** for responsible dog ownership
 - **80%** agree with council **promoting the welfare** of dogs e.g. owner education and adoption programmes
 - **75%** agree with council **increasing public awareness** and education e.g. how to safely interact with dogs
- 50% of respondents felt that council could focus on different areas, and suggest more enforcement, dog owner education, and stronger penalties and consequences for irresponsible dog ownership.
- Very few felt that council should be doing less (3%).

Dog-related issues:

- Almost all respondents (91%) have experienced or witnessed dog-related problems in the last 12 months, the most common problems were dog owners not picking up their dog poos (70%), and dogs roaming without an owner (58%).
- 74% know dog-related problems can be reported to council.
- Some dog-related problems are more common in certain local boards e.g. there are higher rates of dogs roaming without an owner, dogs attacking people and animals, and dogs being neglected or abused in the southern boards of Māngere-Ōtāhuhu, Ōtara-Papatoetoe, and Manurewa.
- Respondents who have seen serious issues in the past 12 months (e.g. dogs attacking people or animals, or dogs being neglected or abused) have higher rates of reporting these issues to council. Respondents seem more likely to talk to owners if there is a problem with dog behaviour or owner control.

SUMMARY

Walking multiple dogs in public:

- 79% of respondents see people walking multiple dogs ‘some of the time’ or more frequently. The most common pack sizes are 2 or 3 dogs, seen by 80% and 41% of respondents in the last 12 months, respectively.
- Over half (55%) of those who have seen multiple dogs being walked reported having witnessed no issues in the last 12 months.
- When there were issues, they were most commonly the pack taking up the entire pathway (26%), dog poos not being picked up by the walker, and dogs wandering off-leash in an on-leash area (both 14%).
- We asked if there should be a limit on the number of dogs walked by one person:
 - 41% of respondents answered ‘yes’, and over half of them said the limit should be 2 dogs (51%)
 - 36% answered ‘no’, their key reasons being that limits are unnecessary if the dogs are under control, that they weren’t aware of any issues caused by multiple dogs, and that professional dog walkers are skilled and responsible
 - 6% answered ‘other’ and 17% said ‘I don’t know’

Multiple dog owners and multiple dog owner licence (MDOL):

- Only 25 respondents had 3 or more dogs, 60% of them said they had a multiple dog owner licence (MDOL).
- 7% of respondents live next door to a home with 3 or more dogs. When asked if they have experienced any problems in the last 12 months 61% reported noise disturbance, 28% reported intimidating or aggressive behaviour, and 20% mentioned neglect or poor treatment of the dogs. 31% said they had not experienced any problems.
- 55% of respondents feel the current requirements for MDOLs are fine and 31% said they should be stricter e.g. reducing the number of dogs required for the licence.

SUMMARY

Agreement with principles for dog access rules:

- Almost all respondents (89% and higher) agree with council’s ‘safety’ and ‘protection’ principles i.e. that dog access rules should protect and support animals and wildlife, public safety, and the environment.
- Most people (81%) agree that places for dogs should be easy to get to and enjoyable for the owner and dog.
- There was lower agreement that dog owners have the right to use public spaces (68%), and that public spaces should be shared with everyone - including dog owners and their dogs (62%). The main reasons for disagreeing were a perceived conflict with people’s rights and safety, the acknowledgement that there are irresponsible dog owners, and that dogs can cause nuisance.

Agreement with dog access rules:

- There was almost unanimous agreement that owners need to pick up dog poo (96%).
- There was high agreement with the current dog access rules for playgrounds, council-controlled spaces, sports surfaces, as well as the ability to temporarily change dog access rules and the ‘dogs in season’ rule (81-84% agreement).
- Just under a quarter (72%) agreed that dog access should be determined by the person in charge of a building.
- The lowest agreement was for the ‘default’ summertime rule (57%). The main reason for disagreeing was that the rule felt too restrictive and that it should allow for more access (40%). Some people also mentioned wanting longer summertime hours and periods.

Following dog access rules:

- 58% of respondents felt that people follow dog access rules well. Only 10% say they are not followed well.
- Suggestions to help people better follow rules include better or clearer signage about rules (67%) and more patrols (55%).
- 39% said that the rules need to be improved or updated – key suggestions were for better signage, enforcement, and communication of access rules.

Dog ownership and registration

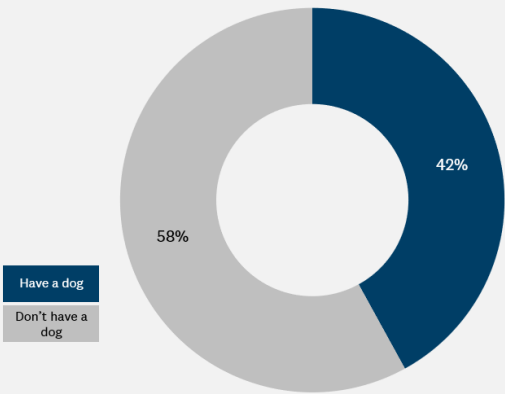


42% of respondents have a dog in their household

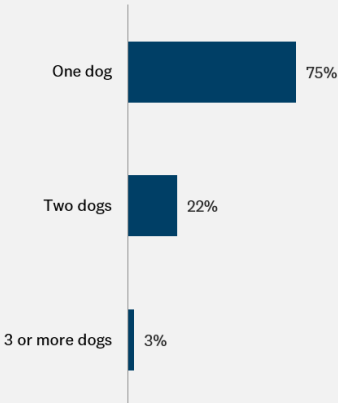
The majority (75%) of dog owners have one dog and 22% have two dogs.



Does your household have dog(s):



How many dogs are in your household?



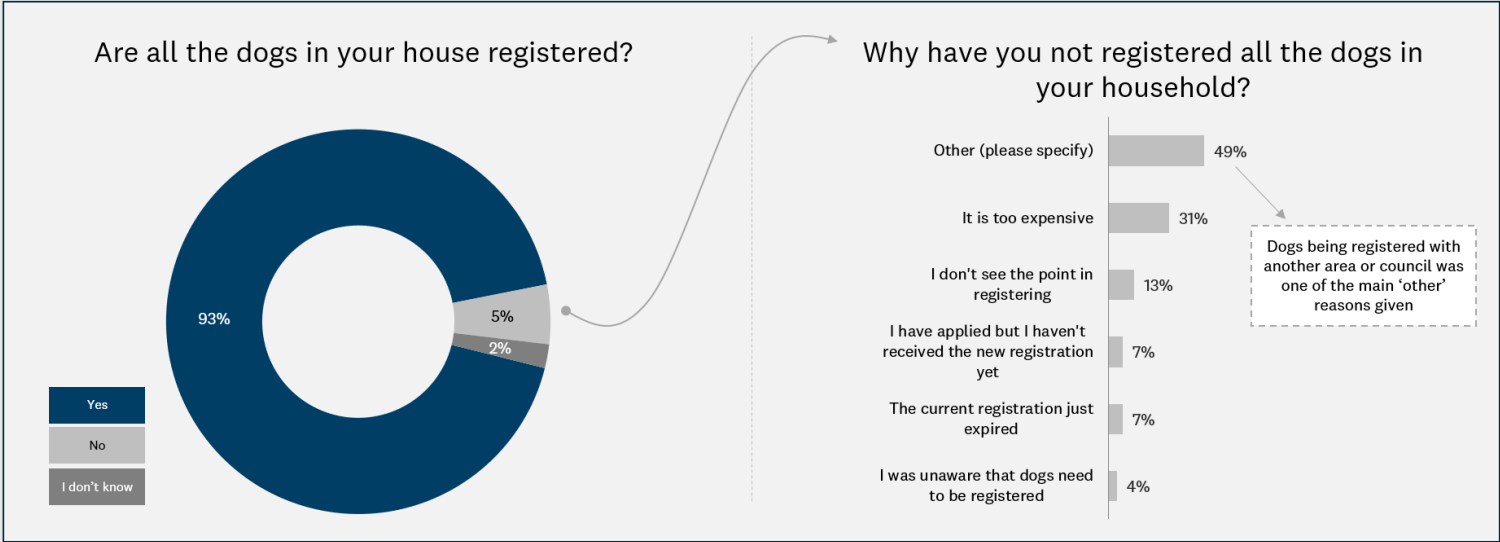
BASE: All respondents (n=2,184)
Q: How many dogs are there in your household? Please include all dogs, whether you or another person owns the dog.

BASE: Those who have dogs (n=928)



93% of dog owners say they have registered their dog(s)

Almost all respondents with dogs say their dogs are registered. Main reasons for not registering a dog are that it is too expensive (31%), that their dog is registered with another council, or that they just don't see the point (13%).



BASE: All respondents (n=2,184)
Q: Are all the dogs in your household registered with Auckland Council? Please note, your responses are completely confidential. They will only be used to inform our dog policy and bylaw review.

BASE: Dog owners who have unregistered dogs (n=45)
Q: Why have you not registered all the dogs in your household? Please note, your responses are completely confidential. They will only be used to inform our dog policy and bylaw review. Please select all that apply.



Policy on Dogs – Focus Areas

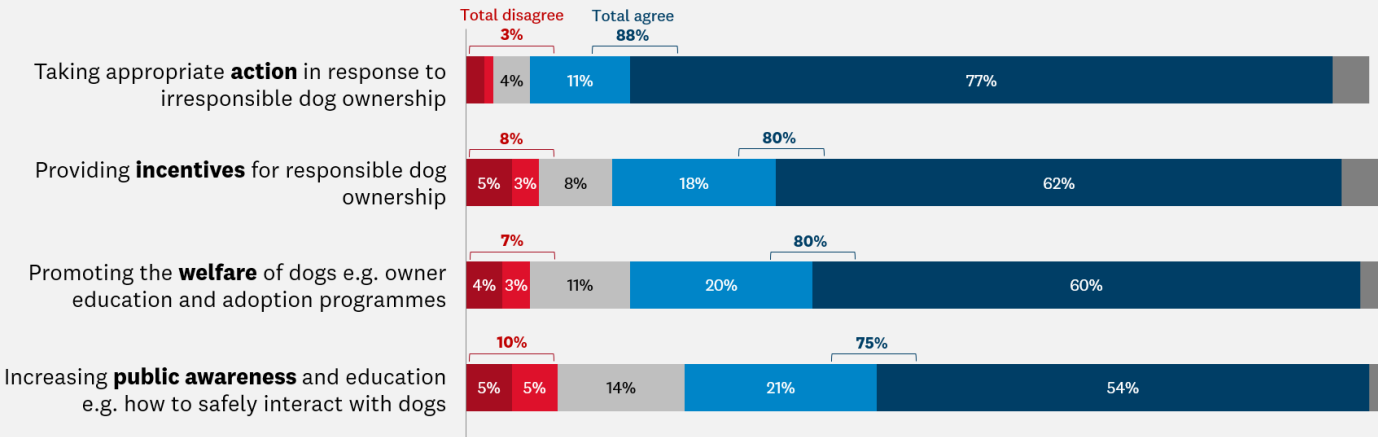


Overall agreement with focus areas is strong (75% and up)

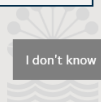
Most respondents (88%) agree that council should take appropriate action in response to irresponsible dog ownership.



Agreement with council’s focus areas to promote responsible dog ownership:



BASE: All respondents (n=2,184)
Q: We would like to ask you about our approach to ensuring dogs remain a positive part of living in Auckland. Our approach is focused on the following areas. How much do you agree or disagree with these focus areas?

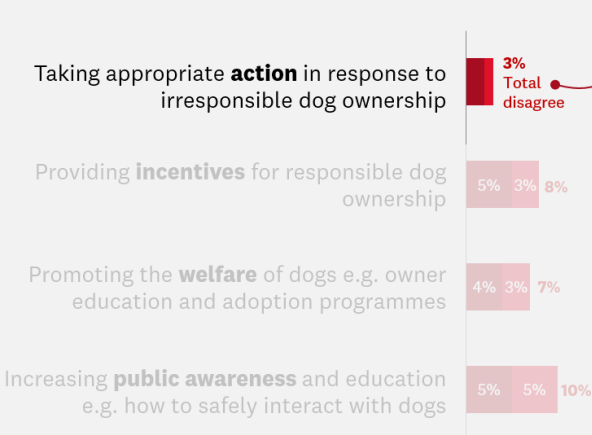


Disagreeing with council taking appropriate action

Only 3% disagree with this focus area, those who disagree mainly mention that they perceive council’s current actions to be ineffective.



Disagreement with council’s focus areas:



Reasons for disagreeing:

Key themes

- 65% Council’s current actions in response to irresponsible dog ownership is ineffective
- 16% Dog owners require more education
- 14% Penalises responsible dog ownership

Comments

“I do not agree that AC is taking sufficient action against loose, roaming dogs, unregistered dogs and aggressive dogs. I recently reported a roaming dog in my street that defecates in peoples’ properties and is not behind a fenced property - left to roam free and does not appear to have a collar or registration tag. Council is yet to do anything about this dog report. The dog is still roaming the streets.”

“More public education before penalising people who may not know how to be a responsible dog owner. Dogs shouldn’t be put down or otherwise punished or branded as ‘menacing’ because they haven’t been trained correctly or loved enough.”

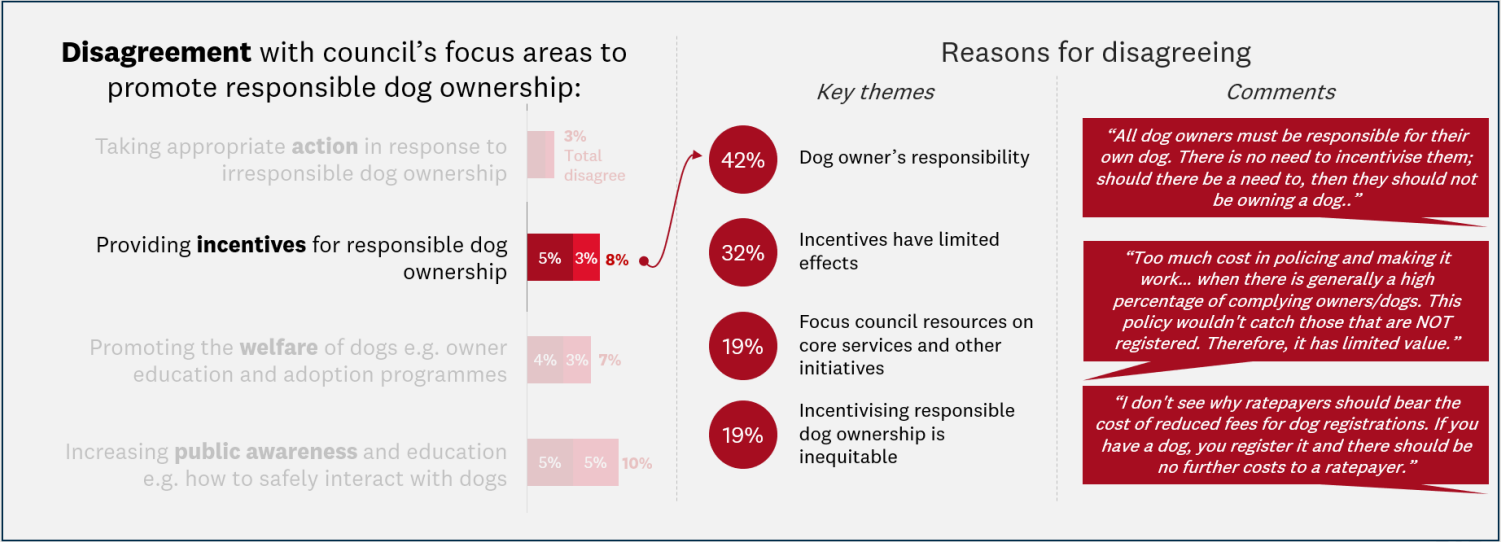
BASE: All respondents (n=2,184)
Q: We would like to ask you about our approach to ensuring dogs remain a positive part of living in Auckland. Our approach is focused on the following areas. How much do you agree or disagree with these focus areas?

BASE: Those who disagree with focus area and chose to comment (n=56)
Q: Why do you disagree with our focus area of: ‘Taking appropriate action in response to irresponsible dog ownership’? If you can’t think of anything, please leave this question blank.



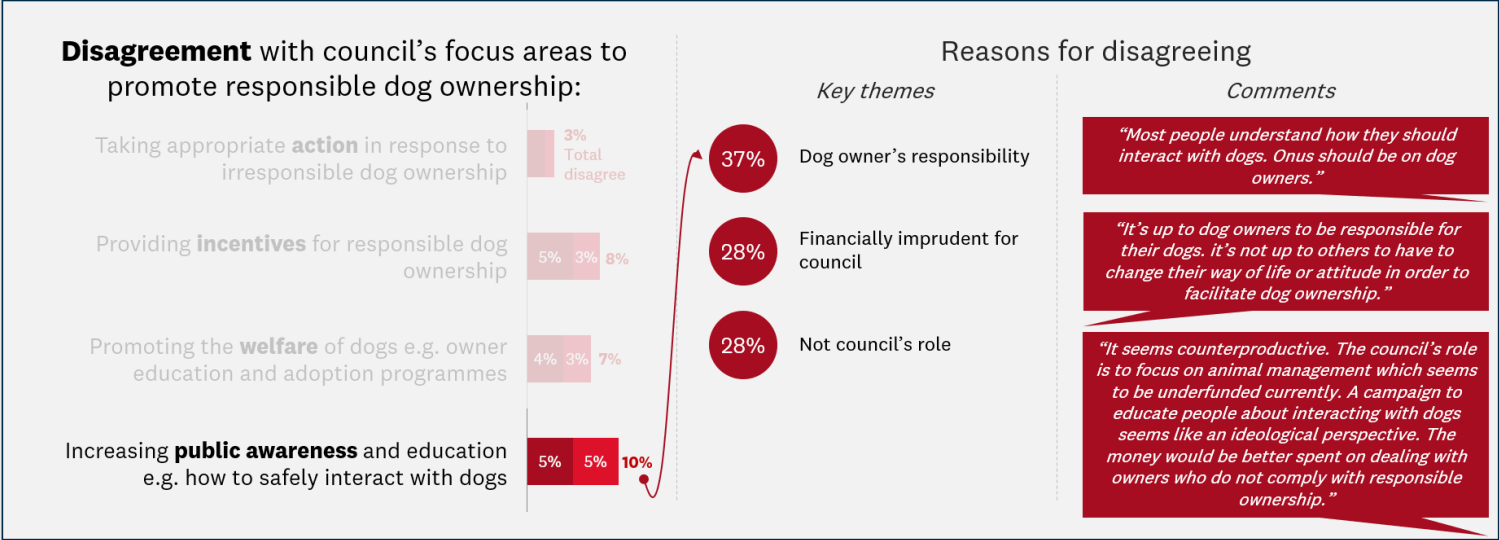
Disagreeing with council providing incentives

Only 8% disagree with this focus area, those who do disagree tend to mention that it should be the dog owners’ responsibility and that incentives have limited effects.



Disagreeing with council increasing public awareness

10% disagree with this focus area, those that do disagree say it is the dog owners' responsibility, that it would be financially imprudent for council to focus on this, and that it is not council's role.



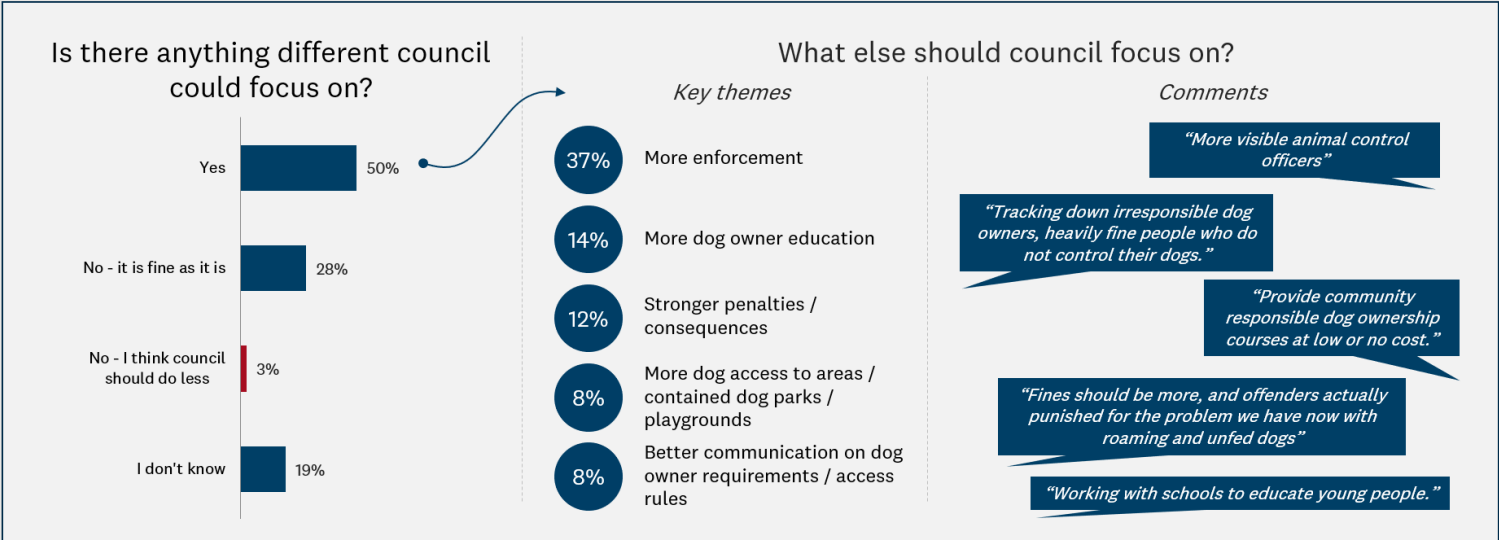
BASE: All respondents (n=2,184)
Q: We would like to ask you about our approach to ensuring dogs remain a positive part of living in Auckland. Our approach is focused on the following areas. How much do you agree or disagree with these focus areas?

BASE: Those who disagree with focus area and chose to comment (n=177)
Q: Why do you disagree with our focus area of: 'Providing incentives for responsible dog ownership'? If you can't think of anything, please leave this question blank.

1 - Strongly disagree 2

50% say council could have different focus areas

Their main suggestions were more enforcement, more dog owner education, and stronger penalties and consequences. Just over a quarter (28%) thought everything was fine as it is, and only 3% thought council should be doing less.



BASE: All respondents (n=2,184)
Q: Is there anything different that council could focus on to promote responsible dog ownership?

BASE: Those who said there are different areas council could focus on and chose to comment (n=1,034)
Q: What else should council focus on?



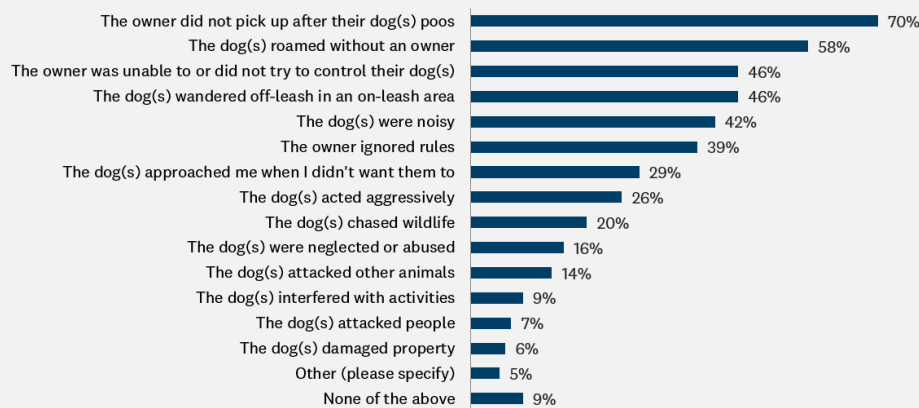
Dog-related issues



74% know dog-related problems can be reported to council

Almost all respondents (91%) have witnessed dog-related problems in the last 12 months. 70% of respondents have seen dog owners not picking up their dog(s) poos, and over half (58%) have seen dogs roaming without an owner. Just under half (46% each) have seen owners unable or unwilling to control their dog, and dogs walking off-leash in an on-leash area. 14% have seen dogs attacking animals, and 7% have seen dogs attacking people.

dog-related problems witnessed or experienced in last 12 months:



Aware problems could be reported to council:

74% were aware these issues could be reported to council:

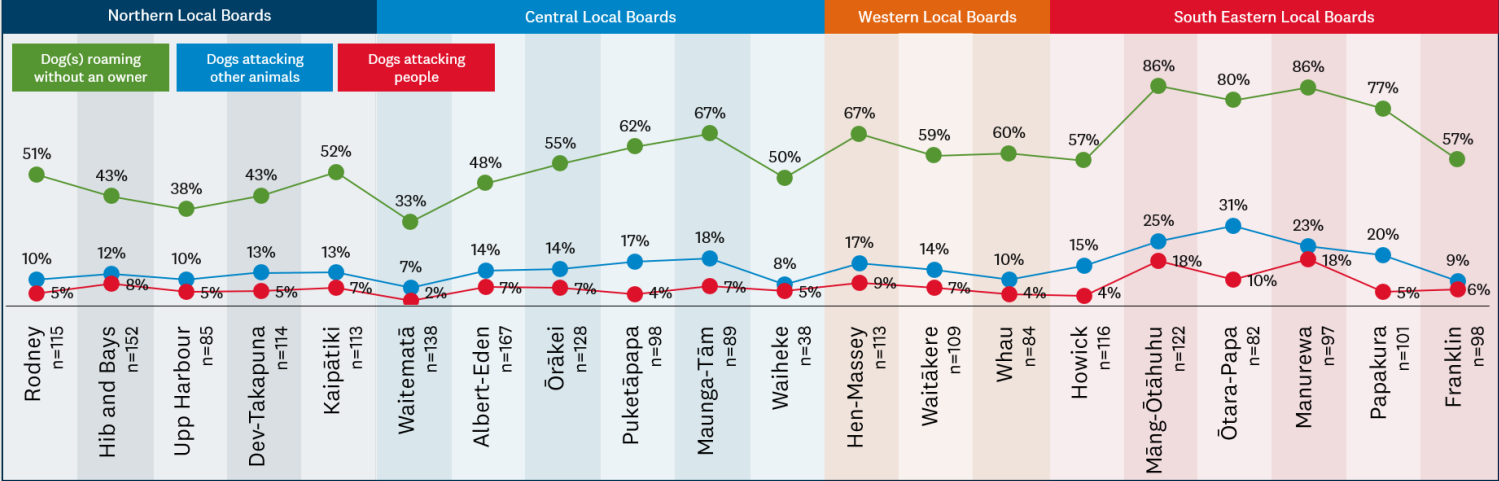


BASE: All respondents (n=2,184)
Q: In the last 12 months, have you experienced or witnessed any of the following dog-related problems while out in public, or at a home (your home or someone else's home)? Please select all that apply.
Q: Before today, were you aware that you could report these kinds of dog-related problems to Auckland Council?

Dog-related issues by local board

Reports of dogs walking without an owners, dogs attacking other animals, and dogs biting people are much higher in the southern boards of Māngere-Ōtāhuhu, Ōtara-Papatoetoe, and Manurewa.

Dog-related issues experienced in last 12 months:

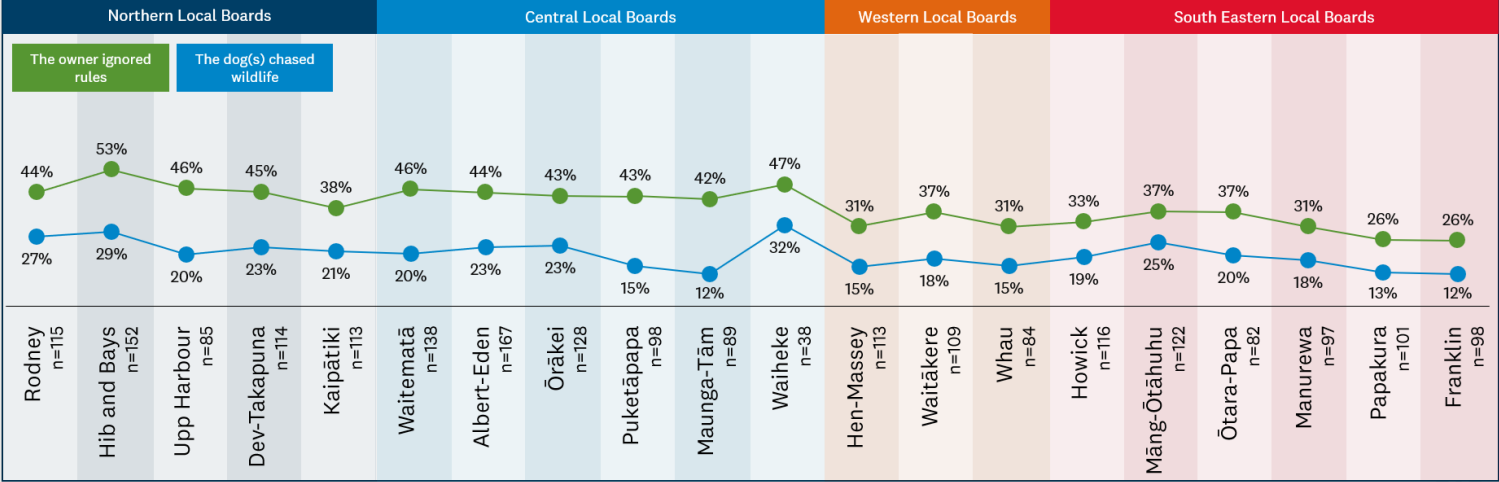


BASE: All respondents (n=2,184)
Q: In the last 12 months, have you experienced or witnessed any of the following dog-related problems while out in public, or at a home (your home or someone else's home)? Please select all that apply.

Dog-related issues by local board

The incidence of dog owners ignoring rules is higher in northern and central local boards. A higher proportion of Waiheke residents (32%) report dogs chasing wildlife.

Dog-related issues experienced in last 12 months:

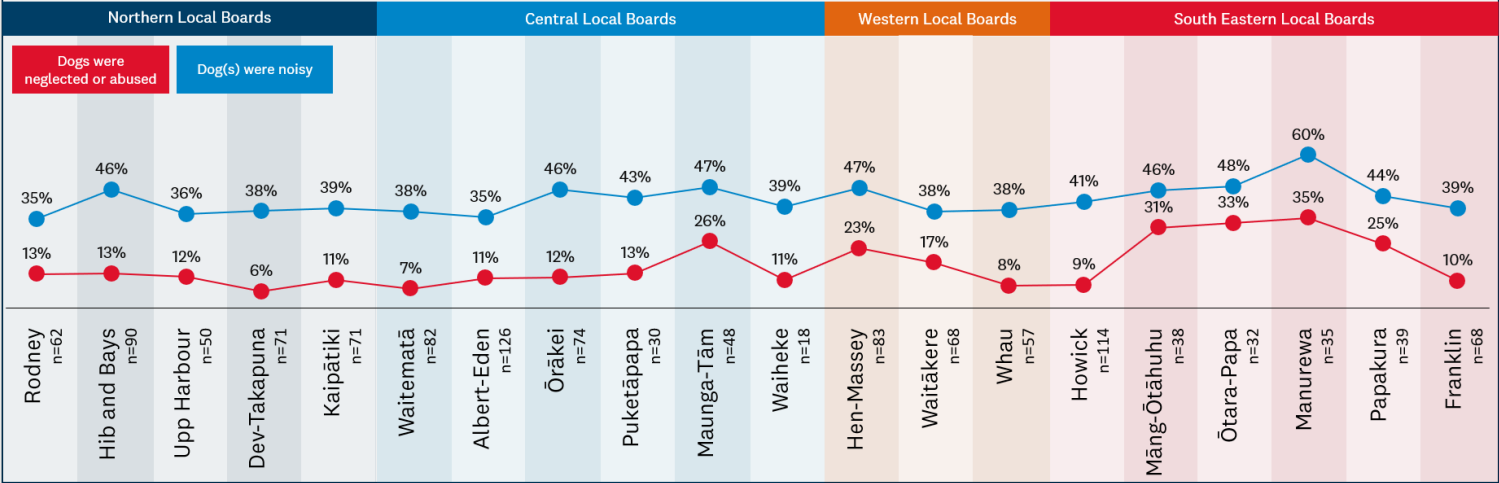


BASE: All respondents (n=2,184)
Q: In the last 12 months, have you experienced or witnessed any of the following dog-related problems while out in public, or at a home (your home or someone else's home)? Please select all that apply.

Dog-related issues by local board

The incidence of dogs being neglected or abused are much higher in Māngere-Ōtāhuhu, Ōtāra-Papatoetoe, and Manurewa, Maungakiekie-Tāmaki, and Papakura local boards. The issue of dogs being noisy seems a bit lower in the Northern boards in general, a large number (60%) report this being an issue in Manurewa.

Dog-related issues experienced in last 12 months:



BASE: All respondents (n=2,184)
Q: In the last 12 months, have you experienced or witnessed any of the following dog-related problems while out in public, or at a home (your home or someone else's home)? Please select all that apply.

Reporting to council more likely for serious issues

Respondents who have seen serious issues in the past 12 months (e.g. dogs attacking people and animals or dogs being neglected or abused) have higher rates of reporting these issues to council at least once (24%-36%). Respondents talked to owners particularly when there was dog behaviour or control issues e.g. owner unable to control dog or dogs approaching when unwanted. Reporting to another organisation was most common for animal welfare concerns.

Actions taken in response to dog-related issues:

	Number who have experienced or witnessed issue in last 12 months	Reported it to Auckland Council	Reported it to another organisation e.g. SPCA, Police	Talked to the owner about it	Resolved the issue myself	None of these - I took no action	Other / I don't know
The owner did not pick up after their dog(s) poos	1,539	3%	1%	18%	19%	63%	2%
The dog(s) roamed without an owner	1,256	21%	4%	7%	9%	60%	3%
The owner was unable to or did not try to control their dog(s)	999	10%	2%	29%	9%	54%	2%
The dog(s) wandered off-leash in an on-leash area	997	6%	1%	16%	4%	74%	2%
The dog(s) were noisy	912	14%	2%	15%	5%	66%	3%
The owner ignored rules	858	5%	1%	19%	2%	73%	2%
The dog(s) approached me when I didn't want them to	631	10%	1%	26%	23%	42%	2%
The dog(s) acted aggressively	561	22%	2%	22%	12%	44%	3%
The dog(s) chased wildlife	441	5%	3%	15%	9%	65%	5%
The dog(s) were neglected or abused	349	28%	24%	13%	5%	36%	6%
The dog(s) attacked other animals	305	24%	7%	19%	13%	39%	7%
The dog(s) interfered with activities	200	6%	2%	20%	14%	57%	5%
The dog(s) attacked people	149	36%	5%	18%	7%	31%	11%
The dog(s) damaged property	133	11%	4%	12%	14%	62%	4%

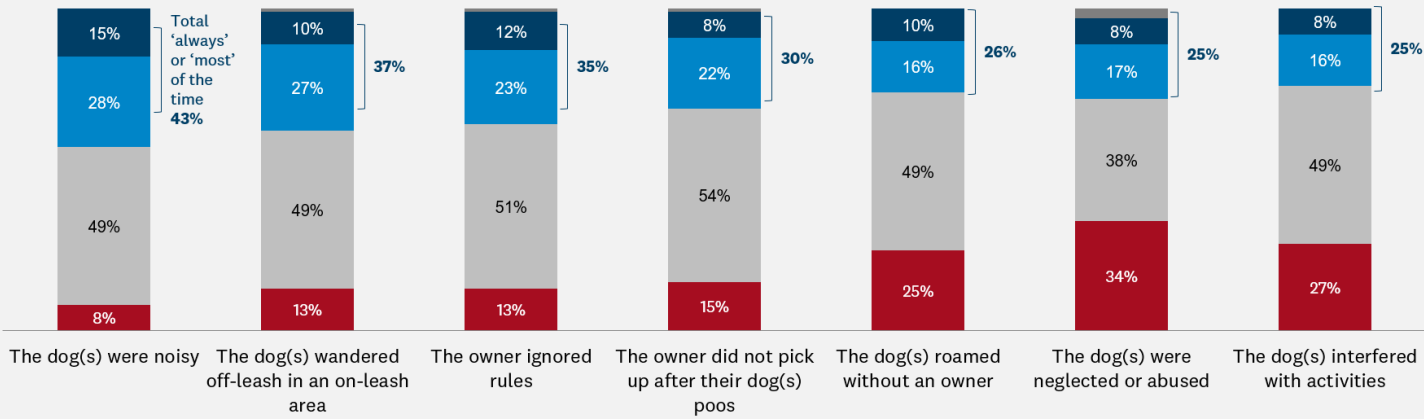
BASE: Those who have experienced or witness the particular dog-related problems in the last 12 months
Q: Have you done any of the following about the dog-related problems you experienced or witnessed in the last 12 months? Please select all that apply.

Noisy dog(s) is the most frequently experienced problem

Of those who have experienced the following dog-related issues, dogs being noisy, dogs wandering off-leash in and on-leash areas, and dog owners not following rules are reported to occur most frequently.



Frequency of dog-related problems:



BASE: Those who have experienced or witness the particular dog-related problems in the last 12 months
Q: How frequently do you encounter these dog-related problems while out in public or at a home?

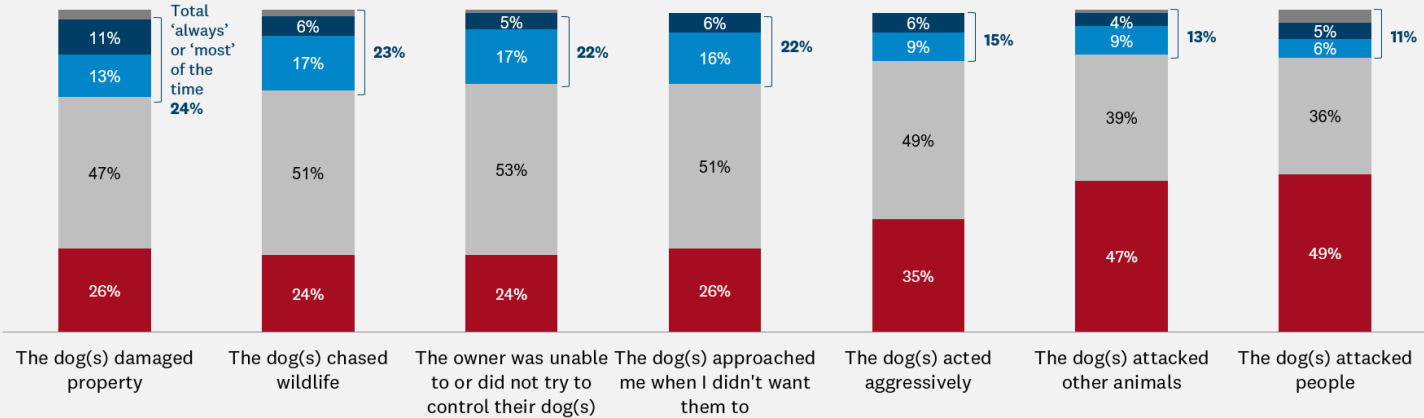


More serious problems tend to occur less frequently

Almost half of those respondents who have seen a dog attacking other animals or people say it occurs rarely.



Frequency of dog-related problems:



BASE: Those who have experienced or witness the particular dog-related problems in the last 12 months
Q: How frequently do you encounter these dog-related problems while out in public or at a home?



Walking multiple dogs in public places

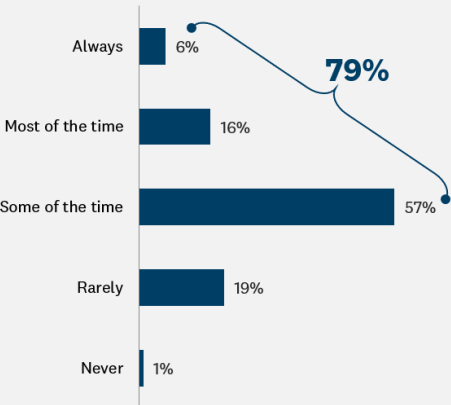


79% see multiple dogs walked at least sometimes

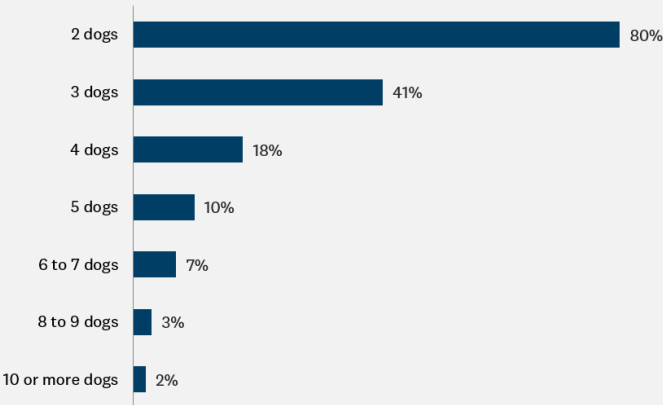
The most common pack sizes are of 2 and 3 dogs, seen by 80% and 41% of people, respectively.



Frequency of seeing people walking multiple dogs:



Sizes of dog groups seen walking in past 12 months:



BASE: All respondents (n=2,184)
Q: How frequently do you see people walking more than one dog at a time in public places?

BASE: Those who have seen multiple dogs being walked in the past 12 months (n=2,143)
Q: Please choose the sizes of all the dog groups you've seen being walked by a single person in the past 12 months: Please select all that apply.

45% have witnessed issues with people walking multiple dogs

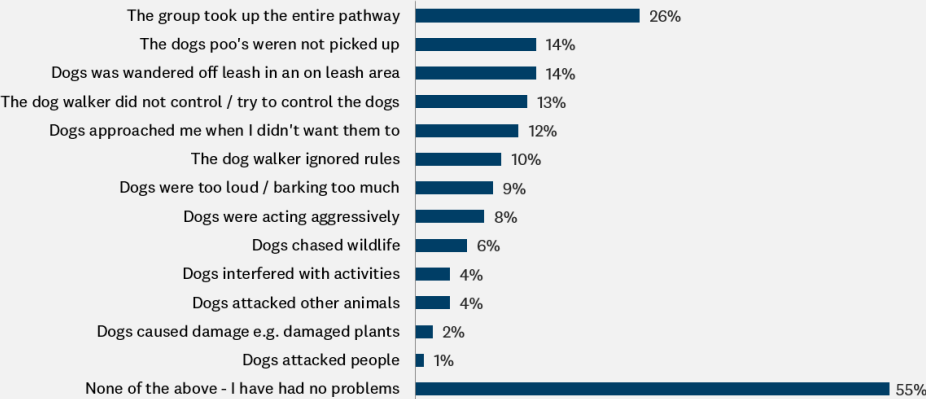
Over half (55%) have not witnessed any issues caused by multiple dogs being walked in the last 12 months. The most commonly witnessed or experienced issue is the walker and pack taking up the entire pathway (experienced by 26%), dog(s) poos not being picked up by the walker, and dogs wandering off-leash in an on-leash area (both 14%).

Problems because of walking multiple dogs at a time:

45% have witnessed issues because of multiple dog walking in the last 12 months:



dog-related problems witnessed or experienced in last 12 months:

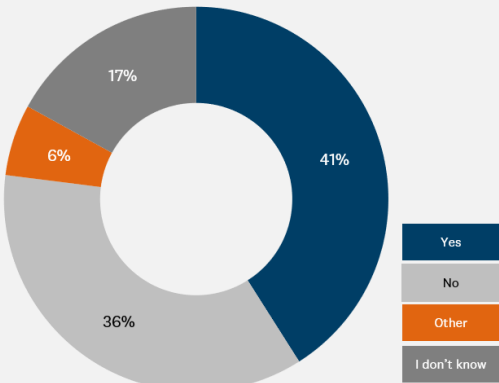


BASE: Those who have seen multiple dogs being walked in the past 12 months (n=2,143)
Q: In the last 12 months, have you experienced or witnessed any of the following problems because of people walking more than one dog at a time? Please select all that apply.

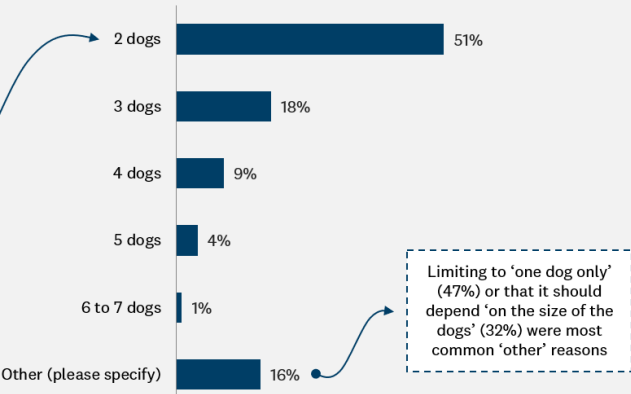
41% think there should be a limit on number of dogs walked

Of those who think there should be a limit, 51% think the limit should be 2 dogs. A fairly high proportion selected other for this question (16%), almost half of these comments stated the limit should be one dog.

Should there be a limit on the number of dogs walked?



What should the limit be?



BASE: All respondents (n=2,184)
Q: Do you think there should be a limit on the number of dogs walked by one person?

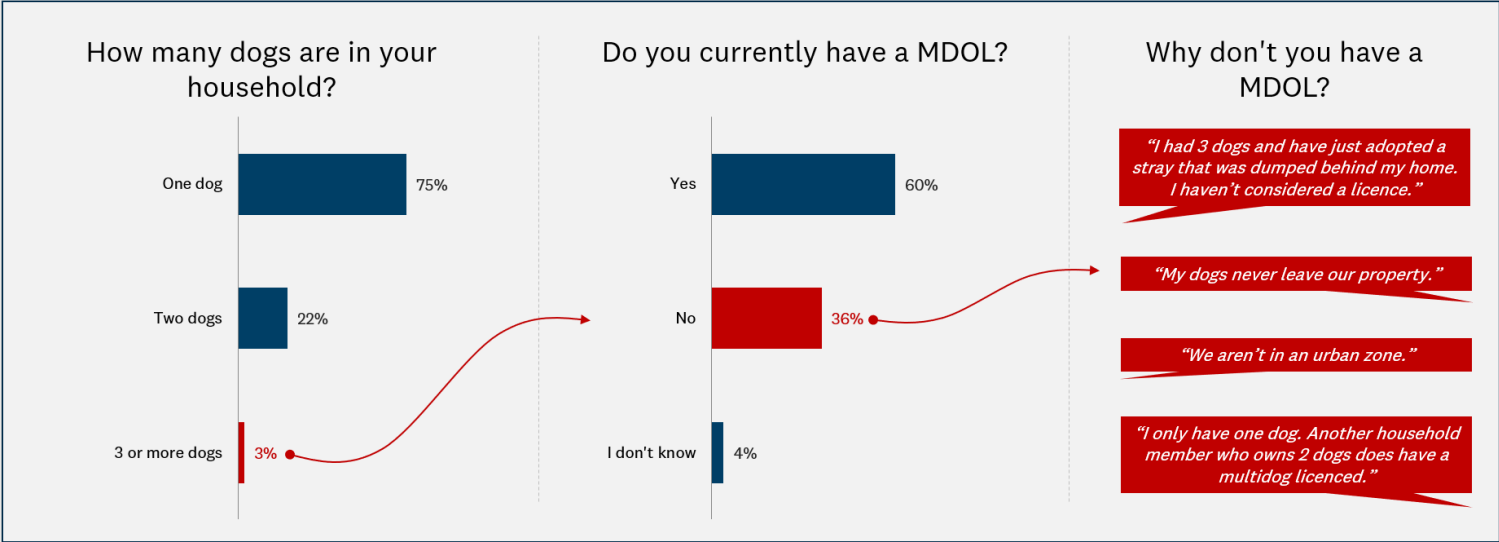
BASE: Respondents who think there should be a limit on dogs walked (n=897)
Q: What do you think the limit should be? Please select all that apply.

Multiple dog owners



Only 25 respondents in total had 3 or more dogs

60% of them said they had a multiple dog owner licence (MDOL).



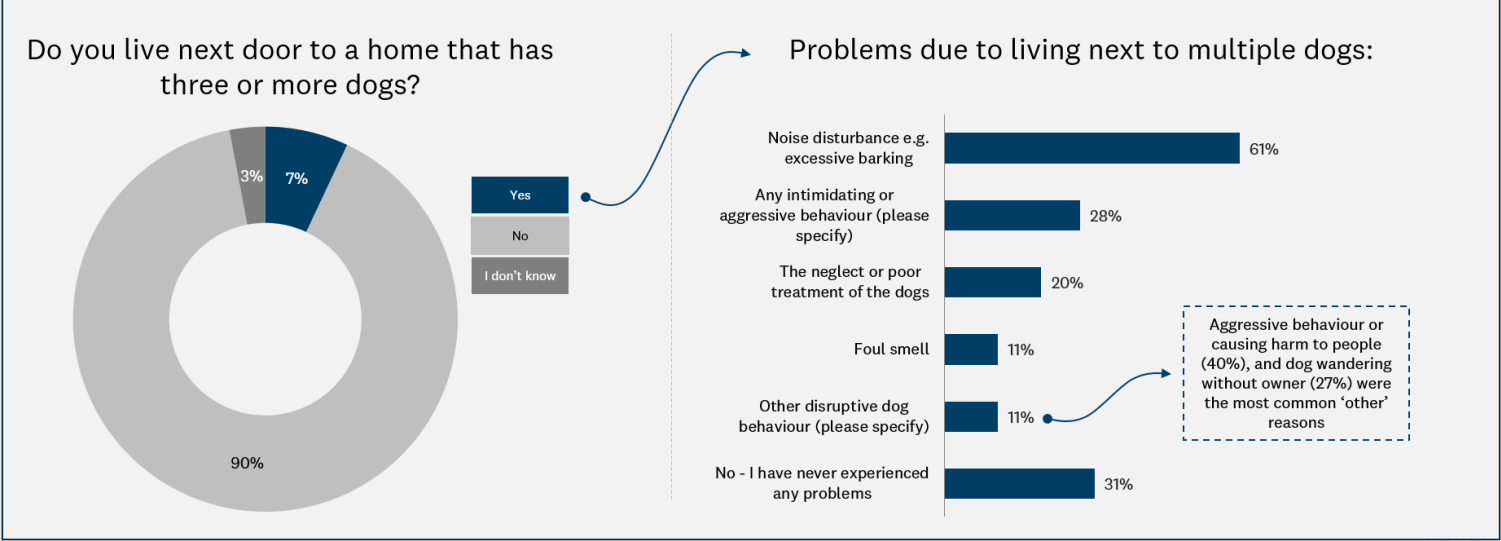
BASE: All respondents (n=2,184)
Q: How many dogs are there in your household? Please include all dogs, whether you or another person owns the dog.

BASE: Those who have 3 or more dogs (n=25)
Q: Do you currently have a multiple dog owner licence? Please note, your responses are completely confidential. They will only be used to inform our dog policy and bylaw review.

BASE: Those who have 3 or more dogs and don't have a MDOL and chose to comment (n=7)
Q: Why don't you have a multiple dog licence? Please note, your responses are completely confidential. They will only be used to inform our dog policy and bylaw review. If you can't think of anything, please leave the textbox blank.

7% said they live next door to a home with 3 or more dogs

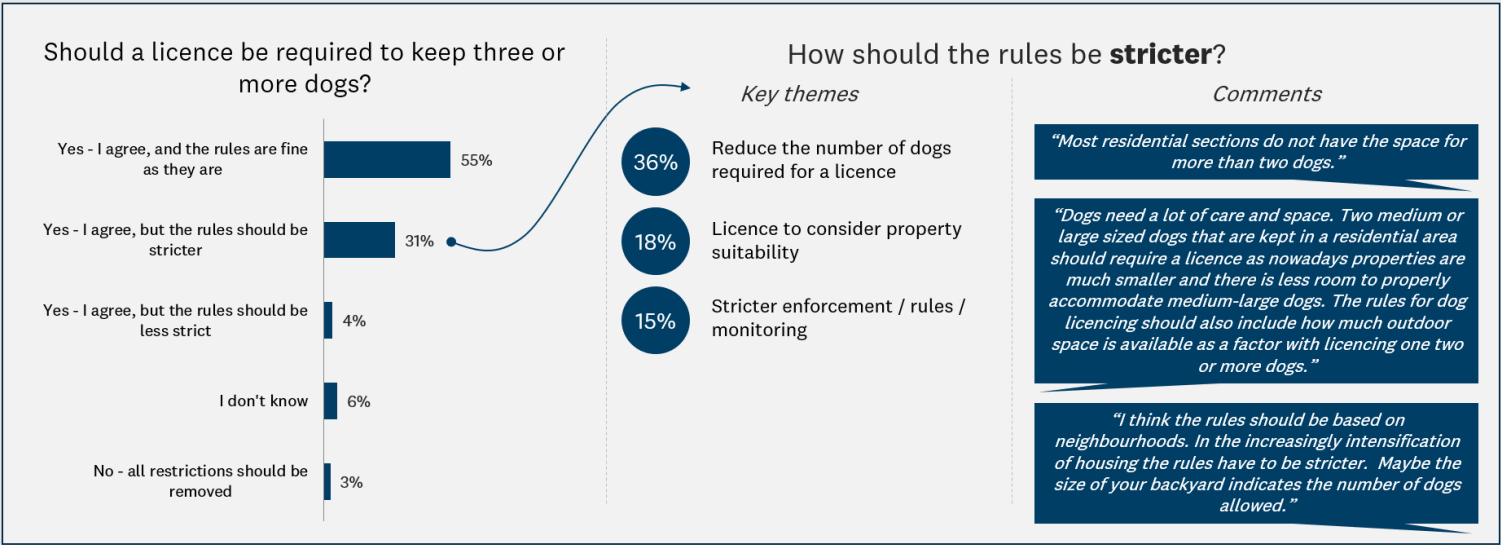
When asked if they have experienced any problems due to living next door to multiple dogs in the last 12 months, 61% reported noise disturbance, 28% reported intimidating or aggressive behaviour, and 20% mention neglected or poor treatment. 31% said they haven't experienced any problems from living next to multiple dogs.



BASE: All respondents (n=2,184)
Q: Do you live next door to a home that has three or more dogs?
BASE: Those who live next door to multiple dogs (n=152)
Q: In the last 12 months, have you experienced or witnessed any of the following problems because of three or more dogs being kept on your neighbour's property? Please select all that apply.

55% feel the current MDOL requirements are just fine

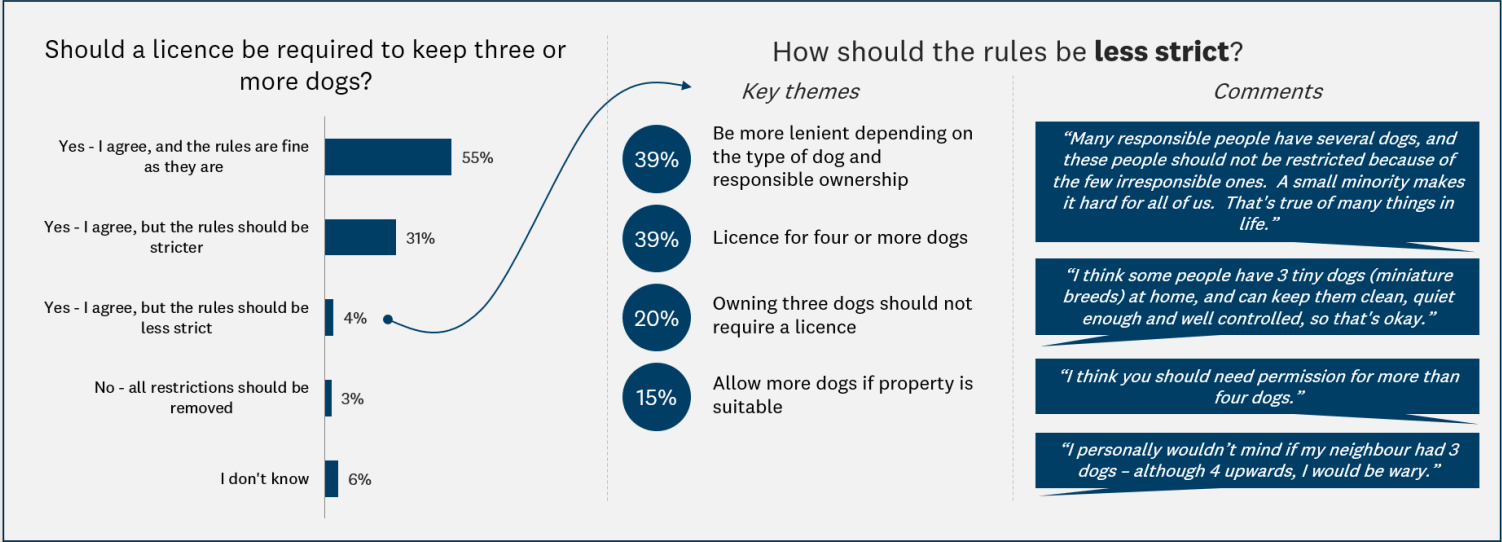
While 31% feel that the rules should be stricter. When asked for suggestions on how to make the rules stricter, respondents said to reduce the number of dogs required for the licence (36%) and for the licence to consider property suitability (18%).



BASE: All respondents (n=2,184)
Q: In Auckland's residential areas, a multiple dog licence is required to keep three or more dogs on a property for over 30 days (whether or not the dogs have more than one owner). The purpose of the licence is to minimise problems to neighbouring properties and to people walking past the property by assessing whether the home is suitable for three or more dogs. Do you agree that a licence should be required to keep three or more dogs on a property for over 30 days in residential areas?
BASE: Those who thought the rules should be stricter and chose to comment (n=359)
Q: How should the rules be stricter? If you can't think of anything, please leave this question blank.

Very few (4%) thought the MDOL rules should be less strict

Their suggestions were to take into account the type of dog, responsible ownership, and make the licence for 4 or more dogs.



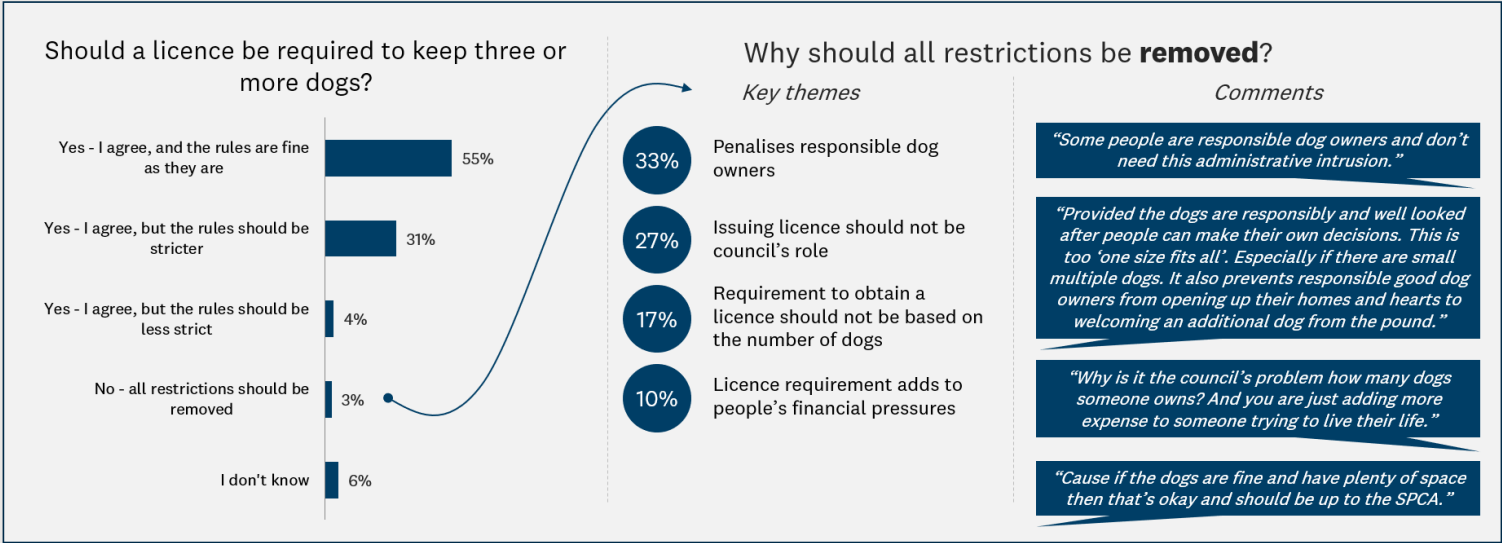
BASE: All respondents (n=2,184)
Q: In Auckland's residential areas, a multiple dog licence is required to keep three or more dogs on a property for over 30 days (whether or not the dogs have more than one owner). The purpose of the licence is to minimise problems to neighbouring properties and to people walking past the property by assessing whether the home is suitable for three or more dogs. Do you agree that a licence should be required to keep three or more dogs on a property for over 30 days in residential areas?

BASE: Those who thought the rules should be less strict and chose to comment (n=67)
Q: How should the rules be less strict? If you can't think of anything, please leave this question blank.



Only 3% thought all restrictions should be removed

Their key reasons for this was that responsible dog owners were being penalized, and that issuing such a licence should not be council's role.



BASE: All respondents (n=2,184)
Q: In Auckland's residential areas, a multiple dog licence is required to keep three or more dogs on a property for over 30 days (whether or not the dogs have more than one owner). The purpose of the licence is to minimise problems to neighbouring properties and to people walking past the property by assessing whether the home is suitable for three or more dogs. Do you agree that a licence should be required to keep three or more dogs on a property for over 30 days in residential areas?

BASE: Those who thought the rules should be less strict and chose to comment (n=59)
Q: Why do you say that? If you can't think of anything, please leave this question blank.



Principles for dog access rules

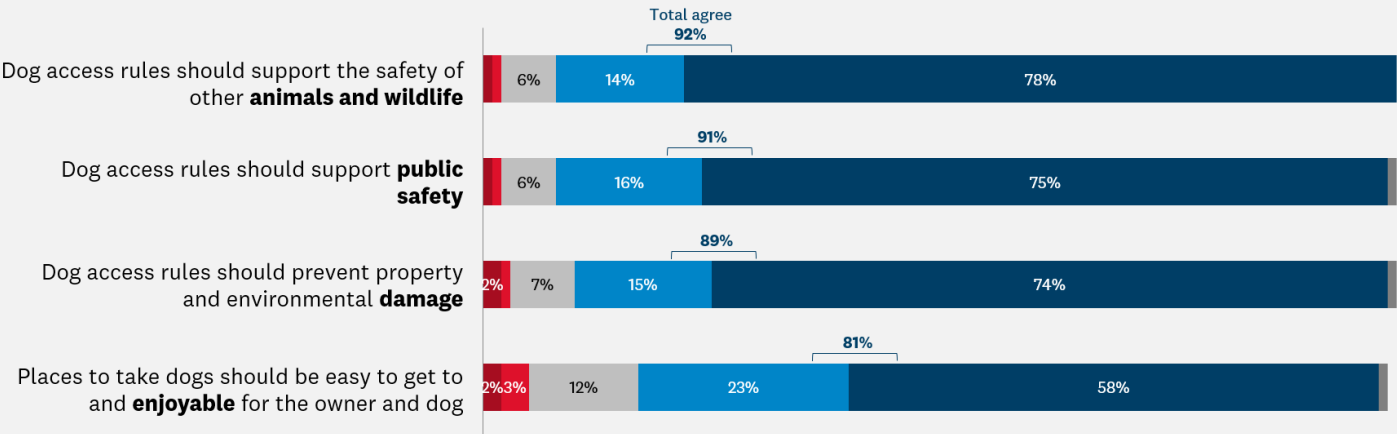


Strong agreement with ‘safety’ and ‘protection’ principles

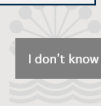
Almost all (89% and higher) agree that dog access rules should protect and support animals and wildlife, public safety, and the environment. Most people (81%) agree that places for dogs should be easy to get to and enjoyable for both the owner and dog.



Agreement with principles



BASE: All respondents (n=2,184)
Q: This section of the survey is about dog access rules. These are rules about where dogs can be taken in Auckland. Our dog access rules are guided by the following principles. How much do you agree or disagree with the principles below?

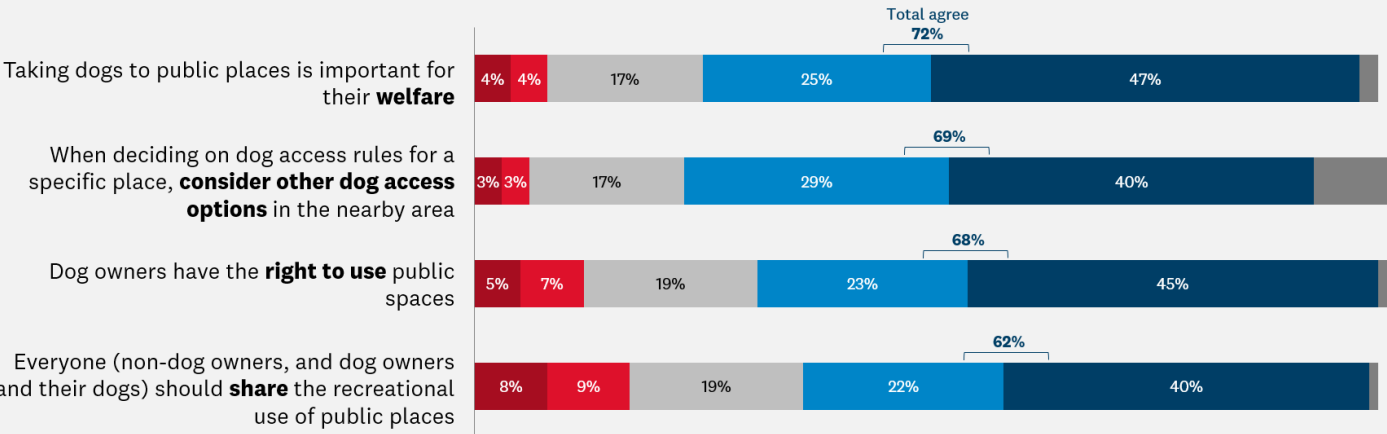


Lower agreement for ‘right to use’ and ‘sharing’ spaces

Agreement was low for the statements dog owners have the right to use public spaces (68%), and that public spaces should be shared with everyone, including dog owners and their dogs (62%).



Agreement with principles



BASE: All respondents (n=2,184)
Q: This section of the survey is about dog access rules. These are rules about where dogs can be taken in Auckland. Our dog access rules are guided by the following principles. How much do you agree or disagree with the principles below?



Reasons for disagreeing with dog access rule principles:

Those who disagree that rules should support the safety of ‘animals and wildlife’ and ‘support public safety’ say they disagree because it feels like it penalises responsible dog owners, and that dog owners are responsible for these both.

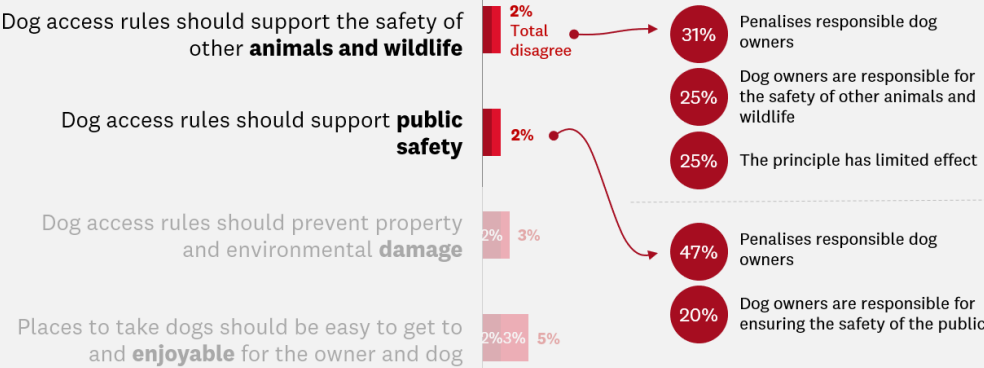


Disagreement with principles:

Reasons for disagreeing

Key themes

Comments



“Because I know my dog would never go near or try to hurt any wildlife - birds, etc. Not all dogs are out to attack and a responsible dog owner can prevent anything.”

“Dogs are different, and you can’t use the same rules to restrict different kinds of dogs, it’s not fair to the quiet and well-behaved ones.”

“Dogs are different, and you can’t use the same rules to restrict different kinds of dogs, it’s not fair to the quiet and well-behaved ones.”

“This is a very broad statement and there is a level of individual accountability that everyone must take to keep safe in public. There’s a lot of dog owners that do the right thing but are impacted by other people’s stupid/reckless behaviour around dogs.”

BASE: All respondents (n=2,184)
Q: This section of the survey is about dog access rules. These are rules about where dogs can be taken in Auckland. Our dog access rules are guided by the following principles. How much do you agree or disagree with the principles below?

BASE: Those who disagree with focus area and chose to comment
Q: Why do you disagree with the ‘[principle]’? If you can’t think of anything, please leave this question blank.



Reasons for disagreeing with dog access rule principles:

Those who disagree that dog access rules should prevent property and environmental damage most commonly say that they feel that dogs are not responsible for damages and that it is the dog owners' responsibility to prevent property damage. Those that disagree that places to take dogs should be easy to get to and enjoyable are most likely to say it is the dog owners' responsibility to provide this themselves.

Disagreement with principles:

Reasons for disagreeing

Key themes

Comments

Dog access rules should support the safety of other **animals and wildlife**

2%
Total disagree

41% Dogs are not responsible for property and environmental damage

"I do not think there is a real problem of dogs creating property or environmental damage. Cats are the ones you should look at."

Dog access rules should support **public safety**

2%

30% Penalises responsible dog owners

"If a dog access damages the environment/wildlife, the onus should be on the owner for hurting wildlife, it should be strict and enforceable with a high fine - but if it happens it shouldn't restrict 'good' owners who want to access this space."

Dog access rules should prevent property and environmental **damage**

2% 3%

30% Responsibility for preventing property and environmental damage is the dog owners'

"Dog owners need to make their own arrangements to find suitable restricted dog areas. If that's out of the city, so be it. It was their foolish decision to have a dog in an inner city."

Places to take dogs should be easy to get to and **enjoyable** for the owner and dog

2% 3% 5%

46% Dog owner's responsibility

37% Prioritise the public and wildlife over dogs

20% Not council's role to provide access areas for dogs

"Public spaces are meant for human use - particularly children and the elderly. Dog owners should be given allocated areas for dog use in less popular locations."

BASE: All respondents (n=2,184)
Q: This section of the survey is about dog access rules. These are rules about where dogs can be taken in Auckland. Our dog access rules are guided by the following principles. How much do you agree or disagree with the principles below?

BASE: Those who disagree with focus area and chose to comment
Q: Why do you disagree with the '[principle]'? If you can't think of anything, please leave this question blank.

1 - Strongly disagree

2

Reasons for disagreeing with dog access rule principles:

Those who disagree that taking dogs to public places is important for their welfare do so because they feel that people / public safety should have priority over dogs, and that dogs should be exercised in non-public places (both 23%). Those who disagree that other dog access options should be considered when deciding on the rules for a specific place feel that rules should be decided independently of nearby options.

Disagreement with principles:

Reasons for disagreeing

Key themes

Comments

Taking dogs to public places is important for their **welfare**

4% 4% 8%
Total disagree

23% Prioritise people / public safety over dogs

"Safety of humans overrides dog enjoyment of public space."

When deciding on dog access rules for a specific place, **consider other dog access options** in the nearby area

3% 3% 6%

23% Exercise dogs in non-public places

"Take them to some other place. Leave public spaces to the public."

Dog owners have the **right to use** public spaces

5% 7% 12%

14% Allow dog access in designated areas only

"They should be able to enjoy their welfare at the owner's property."

Everyone (non-dog owners, and dog owners and their dogs) should **share** the recreational use of public places

8% 9% 17%

53% Decide dog rules independently of nearby options

21% May penalise responsible dog owners

21% May unnecessarily restrict dog access

"If a place is suitable for dogs, then it shouldn't matter whether there is another place nearby that is suitable. Each location should be considered individually."

"The owner of the dog is responsible for the dog anywhere; I don't see the need of limiting access to dogs if well behaved."

BASE: All respondents (n=2,184)
Q: This section of the survey is about dog access rules. These are rules about where dogs can be taken in Auckland. Our dog access rules are guided by the following principles. How much do you agree or disagree with the principles below?

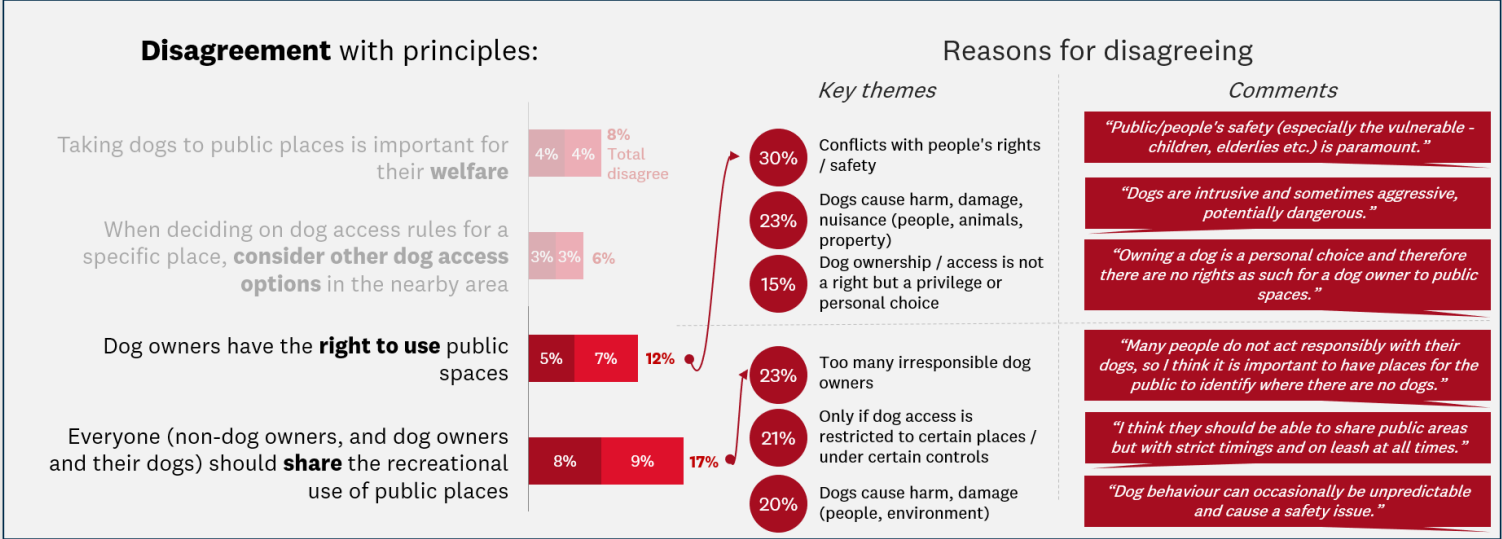
BASE: Those who disagree with focus area and chose to comment
Q: Why do you disagree with the '[principle]'? If you can't think of anything, please leave this question blank.

1 - Strongly disagree

2

Reasons for disagreeing with dog access rule principles:

Those who disagree that dog owners have the right to use public spaces feel that this conflicts with people’s rights and safety, and that dogs cause harm, damage and nuisance. Those who disagree that everyone should share public spaces (including dogs) do so because there are too many irresponsible dog owners, and they feel that dog access needs to be restricted to certain places within these spaces.



BASE: All respondents (n=2,184)
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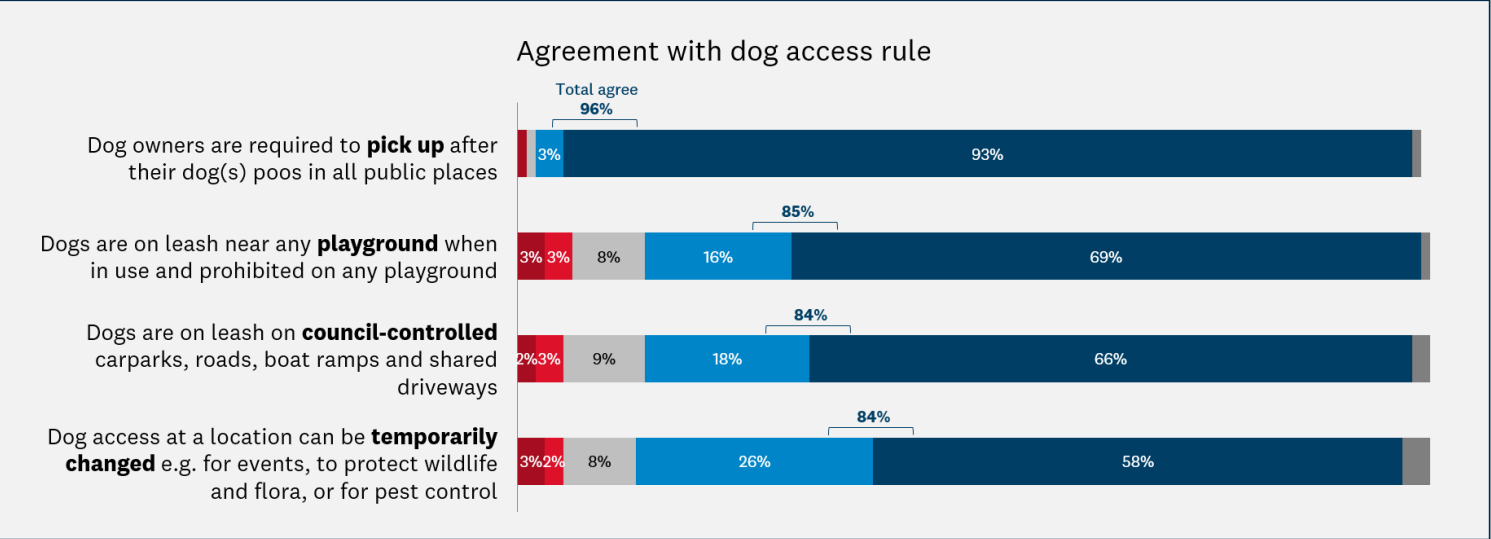


Dog access rules



Almost unanimous agreement that owners to pick up poos

There is high agreement with the current dog access rules for playgrounds, council-controlled spaces, as well as the ability to temporarily change dog access rules (all 85% or 84%).

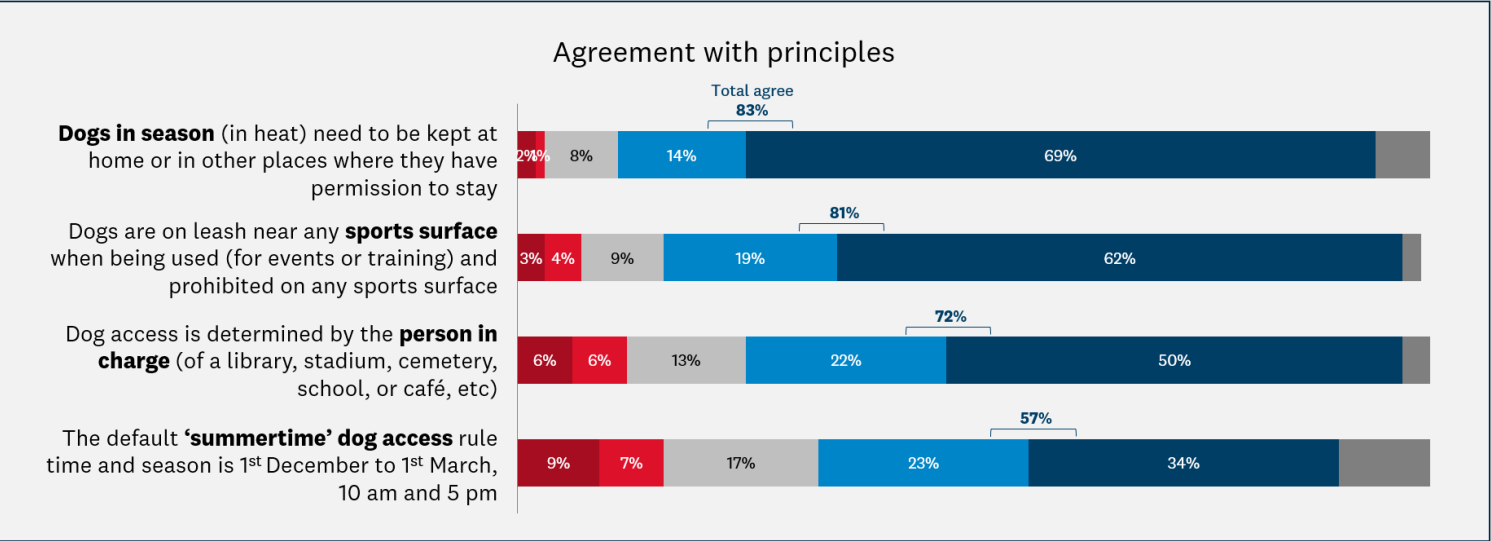


BASE: All respondents (n=2,184)
Q: Some types of public places have restrictions on dog access like requiring dogs to be on a leash. Some of these restrictions apply everywhere in Auckland by default. Listed below are some examples. How much do you agree or disagree with the following restrictions?



Lowest agreement for the 'default' summertime rule (57%)

83% agree with the dogs in season and the sports surface (81%) rules. Just under three quarters agree that dog access should be determined by the person in charge of a building.

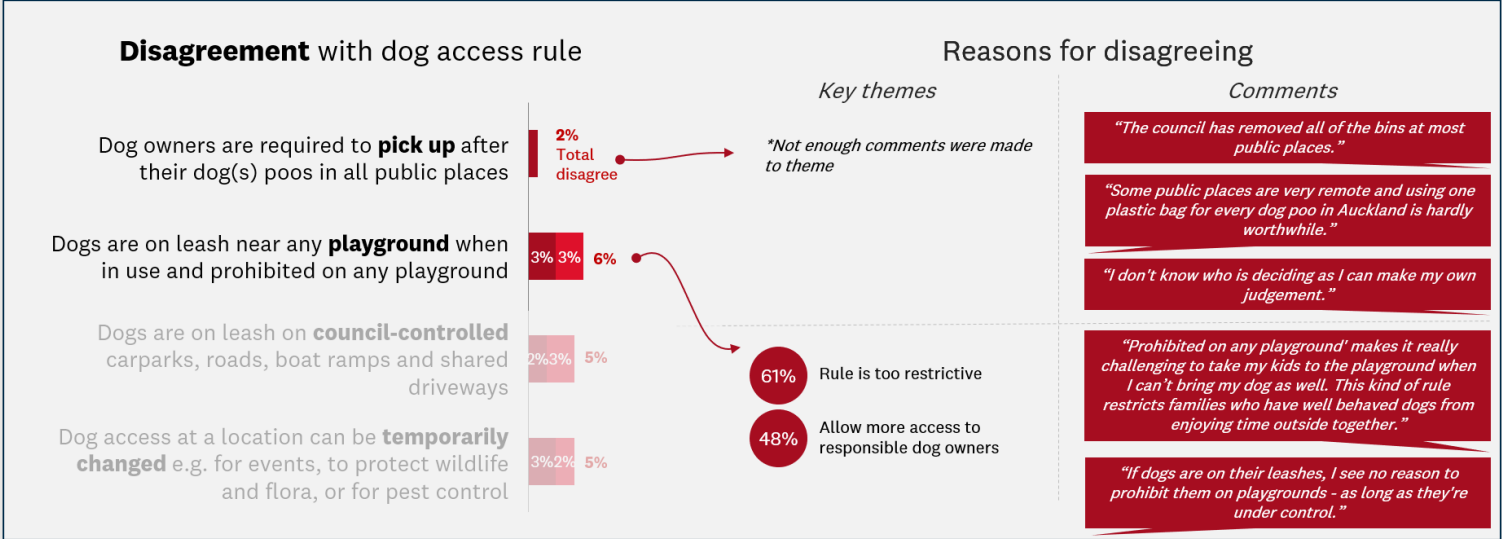


BASE: All respondents (n=2,184)
Q: Some types of public places have restrictions on dog access like requiring dogs to be on a leash. Some of these restrictions apply everywhere in Auckland by default. Listed below are some examples. How much do you agree or disagree with the following restrictions?



Reasons for disagreeing with dog access rules:

Those who disagreed with the dog access rule for playgrounds did so because they felt the rule was too restrictive or that responsible dog owners should be allowed more access.



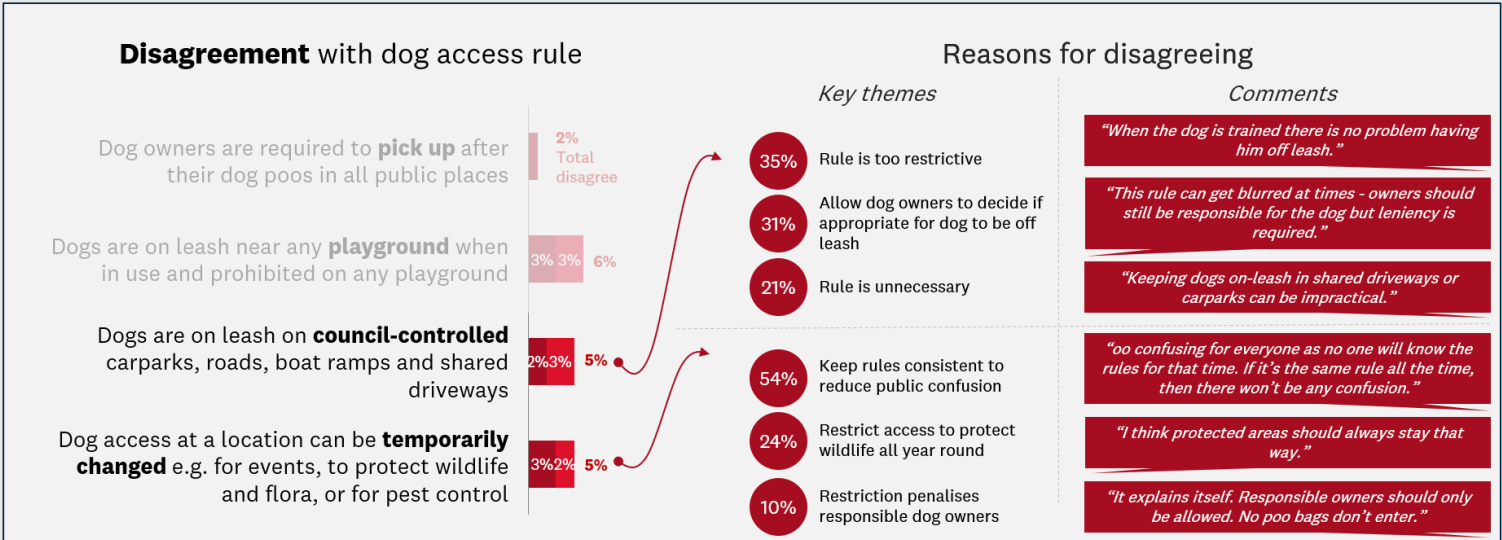
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Q: We would like to ask you about our approach to ensuring dogs remain a positive part of living in Auckland. Our approach is focused on the following areas. How much do you agree or disagree with these focus areas?

BASE: Those who disagree with the dog access rule and chose to comment
Q: Why do you disagree with the following restriction '[dog access rule]'? If you can't think of anything, please leave this question blank.

1 - Strongly disagree 2

Reasons for disagreeing with dog access rules:

Those who disagreed with the dog access rule for council-controlled spaces did so because they felt the rule was too restrictive and that dog owners should be able to decide if their dog should be off-leash. Those who disagreed that dog access rules could be temporarily changed most commonly mentioned that they felt rules should be kept consistent to avoid confusion.



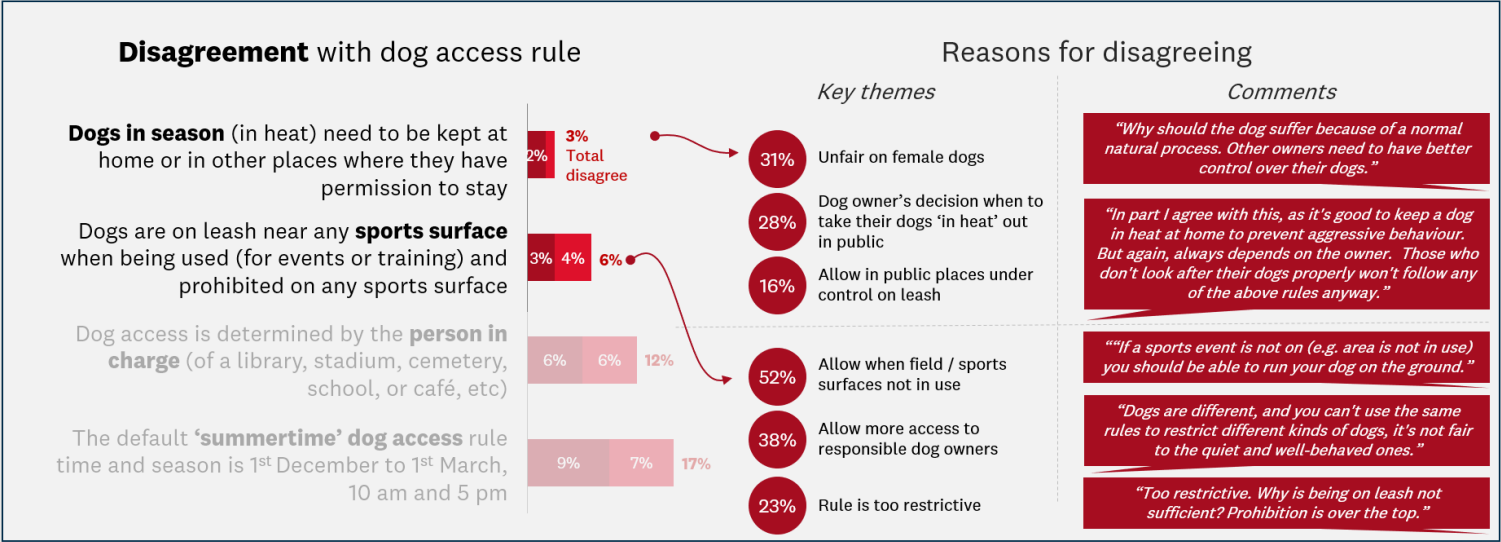
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BASE: Those who disagree with the dog access rule and chose to comment
Q: Why do you disagree with the following restriction '[dog access rule]'? If you can't think of anything, please leave this question blank.

1 - Strongly disagree 2

Reasons for disagreeing with dog access rules:

Those who disagreed with the rule for dogs in season did so because they felt it was unfair on female dogs or that they felt it was the owners' decision to make. Those who disagreed with the sports surface rule mostly did so because they thought that dogs should be allowed on sports surfaces when they were not in use.



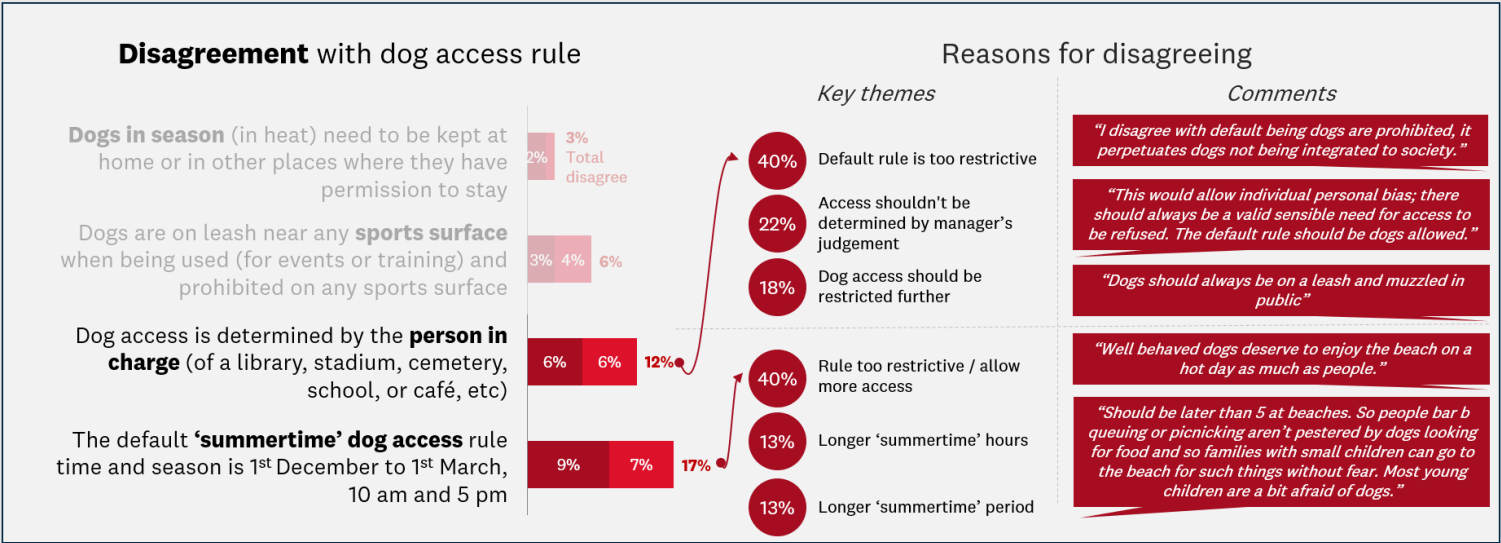
BASE: All respondents (n=2,184)
Q: We would like to ask you about our approach to ensuring dogs remain a positive part of living in Auckland. Our approach is focused on the following areas. How much do you agree or disagree with these focus areas?

BASE: Those who disagree with the dog access rule and chose to comment
Q: Why do you disagree with the following restriction '[dog access rule]'? If you can't think of anything, please leave this question blank.

1 - Strongly disagree 2

Reasons for disagreeing with dog access rules:

Those who disagreed that rules should be determined by the person in charge most commonly did so because they thought the default rule (dogs not allowed) was too restrictive. Those who disagreed with the default summertime rule did so because they felt that the rule was too restrictive and that it should allow for more access. Some of those who disagreed also mentioned wanting longer summertime hours and periods.



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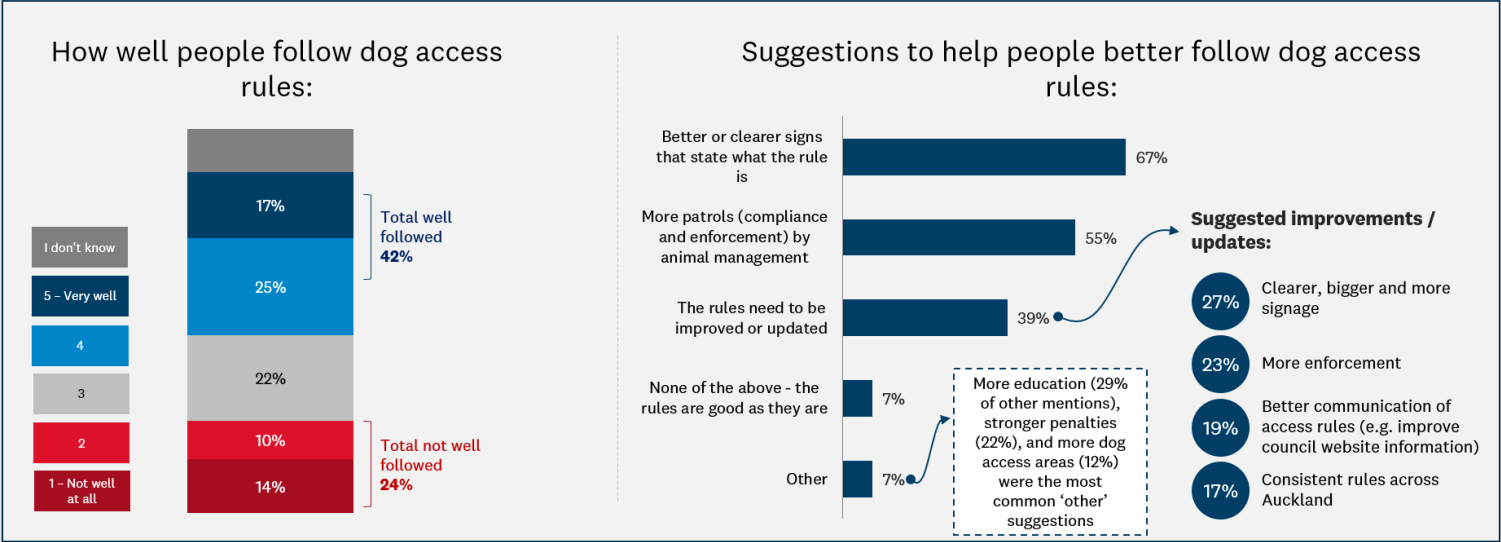
1 - Strongly disagree 2

Following dog access rules



58% feel that people follow dog access rules well

Only 24% say they are not followed well. Suggestions to better help people follow rules include better or clearer signage about rules (67%) and more patrols (55%). 39% said that the rules need to be improved or updated, key suggestions were for better signage, enforcement, and communications of access rules.



BASE: All respondents (n=2,184)
Q: about the parks and beaches with dog access rules and signage that you have visited. In the last 12 months, how well have the people you've seen there followed the dog access rules?

BASE: Those who rated people follow the rules 4 out of 5 or less (n=1,561)
Q: about the parks and beaches with dog access rules and signage that you have visited. In the last 12 months, how well have the people you've seen there followed the dog access rules?

BASE: Those who said the rules need to be improved or updated and chose to comment (n=277)
Q: How could the rules be improved or updated?



Any questions?

Contact the People’s Panel Team at
peoplespanel@aucklandcouncil.govt.nz

