

Pilot Program to Expand the Dogs in Parks Policy - Update
January 13, 2016

Background

On July 15, 2015 the Board of Park Commissioners authorized a pilot program allowing dogs to be walked on paved paths in 13 selected parks provided the animal was restrained by a 6 foot leash and the owner followed all applicable laws regulating animals. This pilot program was authorized by the Common Council on July 21, 2015 and began August 1, 2015. The pilot program will continue until April 16, 2016. The pilot program includes the following parks:

- Acewood Park
- Baxter Park
- Blackhawk Park
- Door Creek Park
- Garner Park
- Greentree Park
- High Point Park
- James Madison Park
- Norman Clayton Park
- North Star Park
- Richmond Hill Park
- Walnut Grove Park
- Wingra Park

Prior to the enactment of the pilot program, there exist 12 parks that already allow dogs on leash in varying capacities codified in Section 8.19 of the City of Madison General Ordinances (MGO). These parks include: Brittingham Park, Burr Jones Park, Demetral Park, Elver Park, Glen Oak Hills Park, Hoyt Park, Law Park, Marlborough Park, Quarry Park, Spring Harbor Park, Warner Park and the Yahara River Parkway.

Measurement

Three types of data analysis were used to evaluate the pilot program:

1. Park Ranger Monitoring - The first measurement included reviewing park ranger monitoring logs. Park rangers were assigned to monitor compliance with the pilot program as a means of assisting in the measurement of compliance rate of the parks in the pilot. Objective data was to include the total number of dog park users in the park and their compliance. This data is shown in Appendix A - 2015 Park Ranger Site Monitoring During Pilot Program.
2. Park Ranger Issued Park Citations - The second measurement was to review the number of park citations issued specific to dogs being "at large". This data is shown in Appendix B - 2015 Park Ranger Issued Citations for Dog Related Issues. Data was separated into two categories: citations prior to enactment of pilot program and citations during pilot program.
3. Park Ranger Call Service Logs - The final analysis included reviewing all "calls for service" that park rangers received regarding animal complaints. This data is shown in Appendix C - 2015 Park Ranger Calls for Service for Dog Related Issues.

Enforcement

The dog park pilot program includes increased enforcement of dogs running at large in City of Madison parks. Enforcement by park rangers includes an “education first” policy. Attempts are made to warn individuals prior to issuance of citations.

Observations

- **The pilot parks have a high rate of on-leash compliance.**
The pilot parks, which had the greatest amount of park ranger enforcement, had the highest rate of compliance as monitored by park rangers (park users with dogs on leash). See Tables 1 and 2 below.
- **Citations and calls for service increased during the pilot program.**
There was an increase in citations and calls for service during the period in which the pilot program was enacted. The increase seen in Appendix B and C is possibly the result of increased enforcement that began with the enactment of the pilot. See Appendix B - 2015 Park Ranger Issued Citations for Dog Related Issues and Appendix C - 2015 Park Ranger Calls for Service for Dog Related Issues.
- **Education and enforcement is a key component to success.**
Appendix B - 2015 Park Ranger Issued Citations for Dog Related Issues identifies that 61 total citations were issued for dog related issues from August 1, 2015 to December 9, 2015 (not including citations for walking dogs without a permit in an official off-leash dog park). These citations do not include the over 80 written warnings and over 200 verbal warnings that were issued by park rangers.

Table 1: Summary of Appendix A - 2015 Park Ranger Site Monitoring During Pilot Program

	Park User with Dog Off Leash	Park User with Dog On Leash	Grand Total	Percentage of Dogs On Leash
Pilot Parks	38	125	163	76.69%
All Other Monitored Parks	156	23	179	12.85%
Total	194	148	342	

Table 2: Break Out of “All Other Monitored Parks” from Table 1

	Park User with Dog Off Leash	Park User with Dog On Leash	Grand Total	Percentage of Dogs On Leash
Pilot Parks	38	125	163	76.69%
Existing On-leash Parks ¹	45	11	56	20.69%
Parks that Do Not Allow Dogs ²	111	12	123	9.09%
Total	194	148	342	

¹ Park Rangers monitored a sample of existing parks that allow dogs on leash per Section 8.19 of the City of Madison Ordinance.

² Park Rangers monitored a sample of parks that do not allow dogs on leash or off leash.

Next Steps

- **Evaluating on-leash compliance between on-leash pilot parks and codified on leash parks.**
Data suggests that there is greater compliance with the pilot program than with parks that allow dogs on leash prior to enactment of the pilot program as codified by MGO 8.19. Further analysis is necessary to determine if additional education and enforcement, similar to what has been enacted at the pilot parks, decreases off-leash dogs in parks.
- **Evaluating overall on-leash compliance prior to and during the pilot program.**
Further analysis is necessary to determine if allowing dogs on leash decreases the number of park users who walk their dogs off leash. Consider additional second phase of pilot program to improve data collected prior and after enactment of pilot.

Appendix A
2015 Park Ranger Site Monitoring During Pilot Program

Park Ranger Monitoring at *Pilot Parks*

Park	Park User with Dog Off Leash	Park User with Dog On Leash	Grand Total	Percentage of Dogs On Leash vs. Off Leash
Acewood Park		2	2	100.00%
Baxter Park – no data				--
Blackhawk Park	3	10	13	76.92%
Door Creek Park	2	9	11	81.82%
Garner Park	2	14	16	87.50%
Greentree - Chapel Hills Park		2	2	100.00%
High Point Park	6	10	16	62.50%
James Madison Park	13	13	26	50.00%
Norman Clayton Park		2	2	100.00%
North Star Park	2	9	11	81.82%
Richmond Hill Park		1	1	100.00%
Walnut Grove Park	6	41	47	87.23%
Wingra Park and Boat Livery	4	12	16	75.00%
Grand Total	38	125	163	76.69%

Park Ranger Monitoring at *Existing On Leash Parks per MGO 8.19*

Park	Park User with Dog Off Leash	Park User with Dog On Leash	Grand Total	Percentage of Dogs On Leash vs. Off Leash
Brittingham Park	2	2	4	50.00%
Burr Jones Park	3		3	0.00%
Demetral Park	1	1	2	50.00%
Elver Park	14	1	15	6.67%
Hoyt Park	13	2	15	13.33%
Marlborough Park	1	3	4	75.00%
Warner Park	11	1	12	8.33%
Yahara River Parkway	1	2	3	66.67%
Grand Total	46	12	58	20.69%

Appendix A (Continued)

Park Ranger Monitoring at Parks *Where Dogs are Prohibited*

Park	Park User with Dog Off Leash	Park User with Dog On Leash	Grand Total	Percentage of Dogs On Leash vs. Off Leash
B.B. Clarke Beach Park		1	1	100.00%
Bordner Park	1		1	0.00%
Burrows Park	3		3	0.00%
Carpenter - Ridgeway Park		1	1	100.00%
Central Park	4	1	5	20.00%
Central Skate Park	1		1	0.00%
Forest Hill Cemetery	2		2	0.00%
Garver	1		1	0.00%
Glenwood Park	1		1	0.00%
Goodman Skate Park	1		1	0.00%
Hiestand Park	10		10	0.00%
Hillington Triangle Park	1		1	0.00%
Honeysuckle Park	1		1	0.00%
Hudson Park	3		3	0.00%
Marshall Park	4		4	0.00%
Mayfair Park	1		1	0.00%
McCormick Ave.	1		1	0.00%
McCormick Park		1	1	100.00%
Morrison Park	1		1	0.00%
Odana School Park	2	2	4	50.00%
Olbrich Park	29	2	31	6.45%
Olin Park	3		3	0.00%
Orton Park	1		1	0.00%
Quann Park	1		1	0.00%
Reindahl (Amund) Park	5		5	0.00%
Rennebohm Park	1		1	0.00%
Skate Park	1		1	0.00%
Sycamore Park	5		5	0.00%
Tenney Park	5		5	0.00%
Turville Point Conservation Park	1		1	0.00%
Vilas (Henry) Park	11	2	13	15.38%
Westmorland Park	3		3	0.00%
Yahara Place Park	6	1	7	14.29%
Grand Total	110	11	121	9.09%

Appendix B
2015 Park Ranger Issued Citations for Dog Related Issues

Indicates dogs allowed on leash as part of pilot program.

* Indicates dogs allowed on leash via ordinance prior to pilot program.

2015 Citations Prior to Pilot (January 1 – August 1)

PARK	DOG AT LARGE	DOG AT LARGE/ NO DOG PARK PERMIT	DOG IN PARK (LEASHED)	GRAND TOTAL
Brittingham Park*	1			1
Demetral Park*			1	1
Elver Park*	1			1
Hiestand Park			1	1
Hoyt Park	1			1
Hudson Park	1			1
OB Sherry Park			2	2
Odana School Park	1			1
Olbrich Park	2			2
Olin Park		1		1
Rennebohm Park	2		1	3
Reynolds Park		1		1
Sycamore Park		1		1
Vilas Park	1			1
Walnut Grove Park	1			1
Grand Total	11	3	5	19

2015 Citations During Pilot (August 1 – December 9³)

PARK	DOG AT LARGE	DOG IN PARK	DOG WITHOUT LICENSE	GRAND TOTAL
Blackhawk Park	2			2
Burr Jones Park*	1			1
Burrows Park	1			1
Central Park	1			1
Elver Park*	1			1
Hiestand Park	3	2		5
Hoyt Park*	2			2
Hudson Park	1			1
Odana School Park	1			1
Olbrich Park	5	1		6
Rennebohm Park	1			1
Tenney Park	1			1
Vilas Park	8			8
Walnut Grove Park	3			3
Warner Park*	1	1	3	5
Westmorland Park	1			1
Yahara Place Park	2			2
Grand Total	35	4	3	42

³ Naming classifications for violations changed prior and during pilot program.

Appendix C
2015 Park Ranger Calls for Service for Dog Related Issues

Indicates dogs allowed on leash as part of pilot program.

* Indicates dogs allowed on leash via ordinance prior to pilot program.

2015 Calls for Service Prior to Pilot (January 1 – August 1)

Category	Park	Total
Animal Complaint	Aldo Leopold Park	1
	B.B. Clarke Beach Park	1
	Brittingham Park*	1
	Burrows Park	1
	Carpenter - Ridgeway Park	1
	Cherokee Marsh - North Unit	1
	Churchill Heights Park	1
	Demetral Park*	3
	Elvehjem Park	1
	Elver Park*	9
	Garner Park	5
	Goodman Park Service Facility	1
	Goodman Pool	1
	Hiestand Park	2
	Hoyt Park*	4
	Hudson Park	1
	James Madison Park	5
	Marlborough Park*	2
	Marshall Park	8
	McCormick Park	3
	Morrison Park	1
	Odana Hills Golf Course	1
	Odana School Park	1
	Olbrich Park	8
	Olin Park	1
	Olin Park Conservancy	1
	Orton Park	2
	Quann Dog Park	1
	Quann Park	3
	Reindahl (Amund) Park	2
	Rennebohm Park	1
	Reynolds Park	1
	Sherry (O.B.) Park	2
	Spring Harbor Park*	1
	Sycamore Park	2
	Tenney Park	2
	Vilas (Henry) Park	9
	Walnut Grove Park	3
	Warner Park*	3
	Westmorland Park	1
Wingra Park and Boat Livery	1	
Yahara Place Park	4	
Yahara River Parkway*	1	
Animal Complaint Total		104

Appendix C Continued

2015 Calls for Service During Pilot (August 1 – December 26)

Category	Park	Total
Animal Complaint	Bordner Park	1
	Brittingham Park*	4
	Burr Jones Park*	3
	Burrows Park	3
	Central Park	5
	Demetral Park*	6
	Door Creek Park	2
	Elver Park*	5
	Forest Hill Cemetery	5
	Garner Park	2
	Glenwood Park	1
	Hiestand Park	6
	High Point Park	1
	Hillington Triangle Park	1
	Hoyt Park*	11
	Hudson Park	5
	James Madison Park	5
	Marshall Park	3
	Mayfair Park	1
	McCormick Park	2
	Morrison Park	1
	North Star Park	2
	Odana School Park	3
	Olbrich Park	28
	Olin Park	4
	Orton Park	1
	Quann Park	1
	Reindahl (Amund) Park	3
	Rennebohm Park	1
	Skate Park	1
	Sycamore Park	8
	Tenney Park	3
	Vilas (Henry) Park	9
Warner Park*	9	
Wingra Park and Boat Livery	2	
Yahara Place Park	5	
Yahara River Parkway*	1	
Animal Complaint Total		155