



COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

TO: City Council Members
FROM: Jan Aramaki and Allison Rowland, Policy Analysts
DATE: April 2, 2019

Item Schedule:

Briefing: July 31, 2018
Follow-up briefing: April 2, 2019
Set Date:
Public Hearing:
Potential Action:

RE: AMENDMENT OF SALT LAKE CITY'S ORDINANCES REGARDING DOGS IN CITY PARKS, TRAILS & OPEN SPACES

ISSUE AT-A-GLANCE

The Administration has proposed repealing the City's regulations that govern new off-leash dog areas (commonly known as Resolution 52). The goal is to simplify and expedite the process and also provide new safeguards when hazardous conditions or sensitive environmental resources warrant closure to dogs. This proposed change would move the planning and management of off-leash areas into the existing framework used for other significant changes to parks and open space amenities, which do not require the Council to amend City code.

During the most recent work session on this issue (July 31, 2018), Council Members expressed reservations about the extent of the then-proposed delegation to the Administration of the Council's current role in off-leash areas (for additional details, see staff report for that date, Attachment C1). This and several other aspects of the discussion are reflected in three straw polls that the Council unanimously approved that date to provide additional direction to staff for this follow-up briefing:

1. Supporting the proposed repeal of Resolution 52, and adding a 14-day limit on the temporary emergency closures proposed by the Administration for cases where public safety, or the preservation of natural resources and habitat is deemed at risk;
2. Requesting specific ordinance language that would allow Salt Lake County Animal Services officers to enforce regulations in areas that are temporarily or permanently closed;
3. Requesting options that would allow the Council to maintain its policy authority in the designation of off-leash dog areas.

The Administration's current proposal is designed to address the Council's preferences by providing the following changes:



1. If the relevant department director chooses to close part of an off-leash area temporarily to domesticated animals, written notice would be provided to the Council in advance. In emergencies, notification to the Council would occur within a reasonable time after the temporary closure.
2. The ordinance would explicitly prohibit domesticated animals, whether on- or off-leash, in areas temporarily designated as closed, or closed by City ordinance (see below). With this change, Salt Lake County Animal Services officers would be able to enforce violations in these areas.
3. Certain parks and open space areas would be listed in *Code* as permanently closed to domestic animals for habitat and nature preservation, or public safety. These areas must be clearly signed. The areas that would be permanently closed would be listed in the proposed ordinance and would include:
 - Wasatch Hollow Preserve (north gate entry and trails on north end of preserve);
 - I-Street Bike Park;
 - 900 South Bike Park;
 - Fred & Ila Rose Fife Wetlands Preserve/952 S 11th West;
 - BMX bike park at Parley's Historic Nature Park;
 - Sections of Parley's Historic Nature Park as described in section 15.10.060 of the *Code*.
4. At the request of Council, options are being provided that would allow the Council to maintain its policy authority in the designation of off-leash dog areas. The Council could choose to either:
 - a. Maintain the list of off-leash area designations as part of *Salt Lake City Code*, along with the requirement for a 12-month test period before new areas can be officially designed. This option would preserve the Council's role in the off-leash area designation, because an ordinance amendment would be required, and provide the community a longer period to voice their views; or
 - b. Remove the list of off-leash area designations from *Code*, and preserve the Council's role in off-leash area designation by inserting a contingency that would allow the City Council a review period of 30 days from initial notification by the Administration to object to any proposal to designate or remove an area for off-leash dog use.
5. In addition, the Administration recommends that the following new off-leash dog areas, which have undergone a 12-month trial period, be designated in *Code*. This would result in a total of thirteen designated off-leash dog areas. The increased number of off-leash areas would comply with the Council's policy goal and statements (see Attachment C2).
 - Designated areas of Fairmont Park;
 - Designated areas of Rotary Glen Park;
 - Designated areas and hours at Wasatch Hollow Park;
 - Designated areas and hours at Warm Springs Park;
 - Designated areas and hours at Parley's Way Park; and
 - Designated areas and hours at Jefferson Park.

On a related note, the Administration also states that “*An assessment of current and projected future need for off-leash parks, trails, and facilities indicates that Salt Lake City has a 3.1 dog parks per 100,000 people. The national average is 2.4 dog parks per 100,000. Salt Lake City exceeds Boise, ID; Mesa, AZ; For Collins, CO, and Scottsdale, AZ in the number of dog parks per capita ratio.*”

If accepted, the proposed changes would build on previous Council discussions about balancing increased resident demand for off-leash dog areas with other City parks and trails uses. In 2014 and 2015, the Council agreed that the existing process (Resolution 52) has proved cumbersome for adding and managing off-leash dog areas. In practice, in 2014, few new spaces for recreation with off-leash dogs had been added since the resolution's adoption in 2004.

Goal of the briefing: Review proposed options for changes in ordinance related to designating off-leash areas and monitoring temporary closures. Potential straw polls of support for the most recent proposed ordinance changes (see Attachment C3 for a summary).

POLICY QUESTIONS

1. Does the Council wish to confirm its support for repealing Resolution 52? *Staff note: In the July 31, 2018, work session the Council considered Administration proposals to resolve a number of specific difficulties associated with Resolution 52, namely:*
 - a. *Each new off-leash area must be designated in Salt Lake City ordinance, a time-consuming process that requires Council approval.*
 - b. *It is difficult to find a sponsor willing to adopt each proposed off-leash park, taking on the task of keeping the park reasonably clean of dog waste and related litter. Under Resolution 52, a signed letter of understanding to clarify sponsor roles is required for new off-leash areas to be approved.*
 - c. *The "Parks for Dogs Advisory Panel" (which was intended to monitor off-leash area use, raise funds and work to make the off-leash areas successful for dog owners and non-dog owners) currently does not exist.*
2. Staff has identified two potential options for retaining the Council's role in the designation of off-leash areas. Does the Council prefer:
 - a. continuing to adopt each area by name into *Salt Lake City Code*, or
 - b. adopting a contingency into *Salt Lake City Code* that would require the Administration to provide 30 days for the City Council to object to any designation (adding or removing) an off-leash area in City parks and open spaces, or
 - c. some other option?
3. Does the Council support adding the option of temporary (14 days) administrative closure of a specific off-leash area when public safety is a concern, or when sensitive resources need to be protected? This ordinance would require written advance notice to the Council or, in case of emergency, notification to the Council within a reasonable time frame after the temporary closure.
4. Salt Lake County Animal Services has informed the City that it has difficulties enforcing compliance in areas that are closed to domesticated animals (on- or off-leash), because existing ordinances currently are silent on this issue. Does the Council support resolving this problem by explicitly listing in Code the parks and open space areas that are closed permanently to domesticated animals? The areas proposed for listing are:
 - Wasatch Hollow Preserve (north gate entry and trails on north end of preserve);
 - I-Street Bike Park;
 - 900 South Bike Park;
 - Fred & Ila Rose Fife Wetlands Preserve/952 S 11th West;
 - BMX bike park at Parley's Historic Nature Park;

- Sections of Parley’s Historic Nature Park, as described in section 15.10.060 of the *Code*.
5. Does the Council support maintaining a 12-month test period prior to a new area being designated as an off-leash area? This 12-month test period currently is not applied to other changes in parks and open space uses, but may provide greater opportunity for public feedback and for Public Services to make any needed adjustments to boundaries, parking areas, etc. The Council also may wish to ask whether the Administration uses a mobile application, such as City Source, to collect public feedback during the test period.
 6. The Council may wish to ask the Administration whether the contract with Salt Lake County provides sufficient resources to address off-leash violations, including the ongoing addition of designated off-leash areas. A copy of the 2018 annual report from Salt Lake County Animal Services is attached (Attachment C4).
 7. Does the Council wish to consider formal adoption, by straw poll or by resolution, of the Council’s off-leash dog goal and policy statements developed in 2014 (see Attachment C2)?

ADDITIONAL & BACKGROUND INFORMATION

A. Council Straw Polls from July 31, 2018 Work Session

1. The Council supports repealing Resolution 52 and proposes a 14-day limit on temporary closures deemed necessary by the Administration for emergencies or when a situation creates concerns for public safety and/or preservation of natural resources or habitat. In addition, the Council asks the Administration to explore ways to enhance public input. (Unanimous support; Council Member James Rogers absent)
2. The Council asks the Administration to return with ordinance language that will allow Salt Lake County Animal Services to enforce violations when certain areas are closed permanently or temporarily for public safety or habitat preservation. Currently, Salt Lake City Code is silent on this issue. (Unanimous support; Council Member James Rogers absent)
3. The Council asks the Administration and Council staff to return with options for the Council to maintain its policy direction and authority in the dog off-leash designation process. (Unanimous support; Council Member James Rogers absent)

B. PNUT Review. The Administration’s revised proposed ordinance was presented to the Parks, Natural Lands, Urban Forestry and Trails (PNUT) Board on January 24, 2019. The PNUT board majority expressed support for ordinance modifications and the repeal of Resolution 52. The dissenting PNUT board member did not support adopting off-leash areas into *Salt Lake City Code* and expressed concern that only dogs are proposed to be excluded from sensitive areas.

C. Chronology of Recent Actions Related to Dogs in City Parks, Trails and Open Spaces

April 2014 The City Council received a briefing regarding potential options for dog off-leash areas and potential next steps. By straw poll, the Council created a Council-led community Off-Leash Working Group to discuss options.

- April, May 2014** Off-Leash Working Group meetings. The group consisted of select Council members, Administration staff and members of the public.
- July 2014** Off-Leash Working Group’s recommendations were presented to the Council. The public comment period began on Open City Hall and remained open through July 2016 (complete Open City Hall comments are attached to the Administration 2018 transmittal).
- January 2015** The Council identified the topic of dog off-leash areas as one of its ten “active projects” for 2015. The Council continued to explore options for how to meet its dog off-leash policy goal of creating new off-leash areas while minimizing potential negative impacts
- March 17, 2015** New off-leash areas in Fairmont, Rosewood and Rotary Glen Parks received support from the Council in straw polls.
- June 2015** In the Fiscal Year 2015-16 budget, the Council allocated \$10,500 for signage and dog waste supplies to support a pilot program of morning and evening dog off-leash times in one existing neighborhood park in each Council District.
- October 2015** The City Council agreed to re-evaluate options for Resolution 52 after additional information was gathered during the test periods of the proposed off-leash areas for Fairmont, Rosewood and Rotary Glen Parks and the part-time (morning and evening) off-leash hours in neighborhood parks.
- July 2018** The City Council considered a proposal from the Administration to repeal Resolution 52, and Council requested additional policy options based on three new straw polls.

ATTACHMENTS

Attachment C1: Staff Report from July 31, 2018 work session.

Attachment C2: Council Policy Goal and Statements.

Attachment C3: Potential Straw Polls Summary.

Attachment C4: 2018 Annual Salt Lake County Animal Services Report.



COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

TO: City Council Members

FROM: Jan Aramaki and Allison Rowland, Policy Analysts

DATE: July 31, 2018

RE: AMENDMENT OF SALT LAKE CITY'S ORDINANCES REGARDING DOGS IN CITY PARKS, TRAILS & OPEN SPACES

Item Schedule:

Briefing: July 31, 2018
Set Date: July 31, 2018
Public Hearing: August 21, 2018
Potential Action: September 4, 2018

ISSUE AT-A-GLANCE

The Administration proposes repealing the City's regulations for the creation of new off-leash dog areas, with the goal of simplifying and expediting the process, as well as providing new safeguards when hazardous conditions or sensitive environmental resources warrant closure to dogs. This change would move the planning and management of off-leash areas into the existing framework used for other significant changes to parks and open space amenities, which do not require the Council to amend City code. *Staff note: by shifting the designation and creation process for new off-leash areas out of City ordinance, the Council would delegate one of its current roles to the Administration's proposed process.*

These proposed changes build on previous Council discussions about the challenges of balancing increased resident demand for off-leash dog areas with other City parks and trails uses. In 2014 and 2015, the Council agreed that the existing process—commonly known as Resolution 52—has proved cumbersome for adding and managing off-leash dog areas. In practice, few new spaces for recreation with off-leash dogs have been added since the resolution's adoption in 2004. As part of the current proposal, the Administration identifies a number of specific difficulties with Resolution 52:

- Each new off-leash area must be designated in Salt Lake City ordinance, a time-consuming process that requires Council approval.
- It is difficult to find a sponsor willing to adopt each proposed off-leash park, taking on the task of keeping the park reasonably clean of dog waste and related litter. Under Resolution 52, a signed letter of understanding to clarify sponsor roles is required for new off-leash areas to be approved.
- The "Parks for Dogs Advisory Panel" (which was intended to monitor off-leash area use, raise funds and work to make the off-leash areas successful for dog owners and non-dog owners) has never been established.



- Existing ordinances do not provide the authority to close specific areas to dogs in cases where public safety becomes a concern, or when sensitive resources need to be protected. The proposed changes would authorize the director of the Public Services Department to close certain areas to dogs under those conditions.

Goal of the briefing: *A straw poll to indicate whether the Council supports the proposals to repeal Resolution 52, delegating the process of creating new off-leash dog areas to the Administration, and allowing the Public Services director to close certain areas of parks, trails and open spaces to dogs.*

POLICY QUESTIONS

1. ***The Council may wish to consider the following options in moving this conversation forward, after reviewing the policy questions listed below:***
 - a. Adopt the Administration’s proposal to eliminate Resolution 52 (which would delegate the dog off-leash designation process to the Administration), and other proposed amendments
 - b. Maintain existing Resolution 52 as-is.
 - c. Preserve some role for the Council in the dog off-leash designation by, for example:
 - i. adopting off-leash dog areas into City code, but without the other Resolution 52 requirements;
 - ii. asking the Administration to provide an annual status report on dog off-leash designations; or
 - iii. asking the Administration to provide a regular inventory of all parks and open space uses.
2. ***The Council may wish to request the Administration discuss the successes and challenges, including any increased budgetary needs, associated with the creation of new off-leash areas.*** The number of new off-leash areas has increased substantially since Council discussions of the issue began in 2014 (see list in Attachment C1). In 2015, the Council supported creation of planned off-leash areas in Fairmont, Rosewood¹ and Rotary Glen parks, as well as testing a new concept for limited “off-leash hours” each morning and evening in seven different neighborhood parks. As part of an effort to minimize the need for residents to travel by automobile to a dog off-leash area, one park in each Council District was selected for a year-long trial period. Because staffing constraints in the Public Services Department make the evaluation of these new areas time-consuming, these part-time off-leash areas have been introduced on a staggered basis in recent years. The Administration also states in its transmittal that all of the new areas were developed outside the Resolution 52 process due to specific criteria in the guidelines that would have prevented them from being established in a streamlined timeframe. The Council suggested this approach in discussions in 2015.

As indicated in the table below, sections of Warm Springs and Wasatch Hollow Parks already have been approved administratively for permanent part-time off-leash use, following a one-year trial period. Parts of Jefferson and Parley’s Way Parks are nearing the end of their one-year trials and an administrative evaluation will determine their eligibility for permanent status. Areas within Madsen, Glendale and Richmond Parks are scheduled to go through the test phase in the future.

¹ The Administration continues to work with the community on design for this park, and estimates that a construction start date will be in mid-September or early October. The site identified within Rosewood Park for an off-leash area is a sludge pit Superfund repository site approved for open space recreational land use. There are restrictions regarding this site that make development costly and will extend the construction time to meet all required approvals. In January of 2017, the Council approved \$220,000 in impact fees for this park.

Approved Part-Time Off-Leash Dog Areas	Part-Time Off-Leash Areas Currently in Trial Phase	Planned Part-Time Off-Leash Areas
District Three: Warm Springs Park (since June 2016)	District Five: Jefferson Park (pilot program began in June 2017)	District One: Madsen Park
District Six: Wasatch Hollow Park (since August 2016)	District Seven: Parley's Way Park (pilot program began in September 2017)	District Two: Glendale Park
		District Four: Richmond Park

3. During discussions in 2014, the Council expressed informal support for an off-leash dog policy goal, and a number of supporting policy statements (see Attachment C2). **Would the Council like to consider formal adoption (by straw poll or by resolution) of this policy goal and some or any of the policy statements?**
4. **The Council may wish to consider how to best involve community groups, such as FIDOS, for education, policy input and actively encouraging self-policing.** In previous Council discussions, community group involvement was considered necessary for the success of off-leash areas, given the City's limited resources for regulating compliance with leash requirements and providing waste clean-up. In fact, the majority of the 190 statements received from the public on Open City Hall expressed concerns about dog owners failing to respect on-leash areas or pick up dog waste.
5. **The Council may wish to ask whether the City's Parks, Natural Lands, Urban Forestry & Trails Advisory Board (PNUT) had any additional feedback on the topic of dogs in these areas.**
6. In a June 23, 2015 meeting of the City Council with Salt Lake County elected officials, several attendees expressed interest in creating new off-leash areas in cooperation with the County, as well as formulating shared off-leash rules and regulations. **Does the Council wish to initiate, or request that the Administration initiate, another meeting with the County to consider these topics?**
7. Formal compliance with City ordinances regarding dogs in parks and other public spaces is contracted through Salt Lake County Animal Services. **The Council may wish to ask whether the interlocal agreement that governs this relationship provides adequate funding and resources to meet current needs in off-leash areas, as well as planned expansions.**
8. Under the Administration's proposal, *Chapter 15.10, Parley's Historic Nature Park Use and Management*, which dates from 2011 and includes detailed off-leash dog regulations as well as other rules, remains in City code (Attachment C3). **If the Council chooses to delegate the off-leash area processes to the Administration by repealing Resolution 52, would the Council also like to revisit Chapter 15.10, or request that the Administration do so?**
9. **The Council may wish to inquire about the status of any of the new dog off-leash areas and additional items that the former Council supported in straw polls during the March 17, 2015 briefing.**
 - a. A potential off-leash area in Jordan River Par 3. In 2017, the Administration indicated that it was working with a consultant to develop a broader plan for Jordan River Par 3.

- b. A potential off-leash area Bonneville Shoreline Trail. In 2017, the Administration indicated that an application was submitted in April 2015 to create an off-leash area at Morris Meadows Reservoir, under the Resolution 52 guidelines. The proposed area is 453 acres owned by Public Utilities with the exception of 20 inaccessible acres, owned by Parks and Public Lands, near a heavily used section of the Bonneville Shoreline Trail. The land identified includes a future site for a reservoir adjacent to the existing reservoir. The area around the Morris Reservoir has been used as an unofficial off-leash area for many years. Parks and Public Lands has had discussions with Public Utilities to define a boundary area that will meet the goals of both departments. Ongoing maintenance for this type of Park, is estimated to be similar to the off-leash area at Parley's Historic Nature Preserve. Assuming that approximately 40 acres of land could be opened to off-leash dogs, an annual maintenance cost of about \$1,500/acre, or \$60,000 is estimated per year. Additionally funds for parking, restroom facilities, signage, waste bins and dog bag dispensers, and physical barriers (fencing) will need to be secured. A land use management agreement between Public Services and Public Utilities is also required.
- c. Off-leash use during off-hours at golf courses.
- d. Winter shifts in the location of some off-leash parks under icy conditions. *Staff note: this may be an issue that could be handled under the new provisions for closure in the proposed ordinance amendments.*

10. Some additional questions that Council Members may wish to ask about off-leash dog areas may include the following:

- a. Does the Administration perceive a need for additional off-leash areas, beyond those already planned?
- b. What is the annual cost of maintenance, signage, waste bags and receptacles, and other off-leash dog amenities?
- c. What kind of community outreach was undertaken when new Rosewood, Rotary Glen and Fairmont Park off-leash areas were created? How were any community concerns addressed?
- d. What kind of community outreach was (or will be) undertaken for the part-time off-leash hours in seven neighborhood parks? Were specific new items of concern uncovered during outreach or the pilot periods and, if so, how has the Administration addressed these? Are compliance problems substantially different in the part-time off-leash areas than in traditional (full-time) areas?

ADDITIONAL & BACKGROUND INFORMATION

Chronology of Recent Actions Related to Dogs in City Parks, Trails and Open Spaces

- April 2014** The City Council received a briefing regarding potential options for dog off-leash areas and potential next steps. By straw poll, the Council created a Council-led community Off-Leash Working Group to discuss options.
- April, May 2014** Off-Leash Working Group meetings. The group consisted of select Council members, Administration staff and members of the public.
- July 2014** Off-Leash Working Group's recommendations were presented to the Council. The public comment period began on Open City Hall and remained open through July 2016 (complete Open City Hall comments are attached to the Administration 2018 transmittal).

- January 2015** The Council identified the topic of dog off-leash areas as one of its ten “active projects” for 2015. The Council continued to explore options for how to meet its dog off-leash policy goal of creating new off-leash areas while minimizing potential negative impacts
- March 17, 2015** New off-leash areas in Fairmont, Rosewood and Rotary Glen Parks received support from the Council in straw polls.
- June 2015** In the Fiscal Year 2015-16 budget, the Council allocated \$10,500 for signage and dog waste supplies to support a pilot program of morning and evening dog off-leash times in one existing neighborhood park in each Council District.
- October 2015** The City Council agreed to re-evaluate options for Resolution 52 after additional information was gathered during the test periods of the proposed off-leash areas for Fairmont, Rosewood and Rotary Glen Parks and the part-time (morning and evening) off-leash hours in neighborhood parks.

LIST OF ATTACHMENTS

Attachment C1: Salt Lake City Off-leash Dog Areas

Attachment C2: Council Policy Goal and Statements

Attachment C3: City Ordinance for Parley’s Historic and Nature Park

Attachment C1: Salt Lake City Off-Leash Dog Areas

Updated: July 26, 2018

A. Off-leash dog areas codified in Section 15.08.070 of Salt Lake City Code

Designated areas of:

1. Memory Grove Park (known as the Freedom Trail section)
2. Herman L. Franks Park (except for the fenced youth baseball diamonds and playground area)
3. Jordan Park
4. Lindsey Gardens
5. Parley's Historic Nature Park, as set forth in Chapter 15.10 of Title 15 (*Staff note: The Administration does not propose to remove Chapter 15.10, Parley's Historic Nature Park Use and Management from Salt Lake City Code*)
6. Cottonwood Park
7. Pioneer Park
8. Experimental areas referred to in subsection 8.04390C of the code

B. Recently-designated dog off-leash areas not yet codified

Designated areas of:

1. Fairmont Park
2. Rotary Glen Park
3. Wasatch Hollow Park (limited hours)
4. Warm Springs Park (limited hours)
5. Rosewood Park (anticipated completion date in late 2018)

C. Neighborhood parks with limited hours currently in test period

1. Parley's Way Park
2. Jefferson Park

D. Planned neighborhood parks with limited hours

1. Madsen Park
2. Glendale Park
3. Richmond Park

Attachment C2. Dog Off-Leash Policy Goal and Policy Statements

1. Council's agreed policy goal

To expand opportunities for residents to enjoy outdoor activities with their off-leash dogs while minimizing impacts on other people, on health and safety, on parks and open space, on nature and wildlife, and on Salt Lake City's budget.

2. Agreed policy statements from the July 15, 2014 work session

- a. City parks and open spaces could change over time and adapt to appropriate new uses while considering historic assets, traditional uses, the natural environment and the surrounding communities. Education efforts are particularly important during any transitions to new uses.
- b. Every City park and trail is different. While some can include space for both unstructured activities and specialized uses, not all parks can encompass all uses. For example, while off-leash dogs are compatible with some parks and some open spaces, they are not compatible with all of them.
- c. People should not have to be exposed to off-leash dogs in all public spaces at all times. Predictability is important: people should be able to know when and where they are likely to encounter off-leash dogs in City parks and open spaces. Clearly established and communicated rules can help individuals adapt to variations in park and trail uses.
- d. City policy should consider dedicated areas for certain park uses at different times of year and times of day. For example, the City could allow golf courses to be used for off-leash dogs during the off-season or during certain hours.
- e. Peer education and reminders of the rules encourage dog owners to be responsible for their dogs.
- f. Even the best-trained dogs may react in unexpected ways to changes around them.
- g. To protect children, dogs should be prohibited from playgrounds. The City should consider accommodations for tethering dogs adjacent to playgrounds while their families use those areas.
- h. The City must consider a variety of public safety issues, including dog bites. The City must balance its obligations regarding public safety with residents' desire to enjoy outdoor activities with dogs in public spaces.
- i. The City should offer most park and open space opportunities to Salt Lake City residents for no charge.
- j. To resolve most complaints related to off-leash dogs, a balance of enforcement and education for pet owners, as well as community members who are not pet owners, is needed. Education can come from a variety of sources, including special events, signage, peers, and enforcement officers. Everyone deserves expectations of compliance.
- k. The City should explore and create opportunities for dog off-leash areas in neighborhoods within existing parks to conform to the goal of a walkable Salt Lake City. This includes taking advantage of part-time and unfenced options.
- l. The City should explore opportunities for water recreation features.

- m. To minimize impacts from off-leash use, the City should carefully design off-leash areas and consider their placement in relationship to other areas within parks and open spaces.

3. Additional statements captured from the Council's previous discussions

- a. The success of each dog off-leash area depends on building collaborative relationships with interested community members and organizations.
- b. Education and peer-to-peer enforcement should take precedence over increased enforcement by City employees and designees.
- c. A community group sponsor is desired for each off-leash area, but it is not *required* for each off-leash area.
 - i. These groups can help the City by identifying potential new off-leash areas, monitoring conditions in off-leash areas, and educating users about the benefits and responsibilities of off-leash areas.
 - ii. These groups can also provide valuable support to the City through volunteer maintenance activities, fund-raising for supplies and amenities, and peer-to-peer rule enforcement.
- d. Community members are allowed to propose additional new dog off-leash areas by way of a petition that includes at least twenty-five signatures from Salt Lake City residents.
- e. A new dog off-leash area may be terminated before the end of its test period should it lead to unexpected and significant deterioration in the quality of existing park or open space amenities. Should such termination occur, the area will not be reconsidered for dog off-leash use for the next **XXXX** years.
- f. Clear, frequent, and well-placed signs remind users of the rules and encourage dog owners to be responsible for their dogs. It can also support peer-to-peer enforcement and help minimize potential conflict among different user groups.
- g. The City should prioritize needed maintenance work at Jordan Park's existing off-leash area.
- h. The City should explore opening Parley's Historic Nature Park to off-leash dogs only on alternating days.

Attachment C3. City Ordinance Regarding Parley's Historic Nature Park

[Chapter 15.10](#)

PARLEY'S HISTORIC NATURE PARK USE AND MANAGEMENT

15.10.010: SCOPE:

In addition to the park and playground rules set forth in [chapter 15.08](#) of this title, the provisions of this chapter shall govern the use and management of Parley's Historic Nature Park. In the event of a conflict between the provisions of [chapter 15.08](#) of this title and this chapter, the provisions of this chapter shall apply. (Ord. 7-11, 2011)

15.10.020: PURPOSE AND POLICY OBJECTIVES:

This chapter is enacted to provide rules for the use and management of the Parley's Historic Nature Park and is intended to help achieve the following policy objectives:

- A. Protect the riparian corridor and water quality;
- B. Protect and restore cultural and natural resources, including water resources, plant communities, wildlife and habitat, biodiversity, and historical sites;
- C. Restore damaged areas, including historic features, appropriate user created trails, culvert erosion areas, eroded hillsides and stream banks, riparian corridor vegetation and habitat, and abate noxious weeds;
- D. Minimize potential for disasters, including fire, floods, threats to water quality, and extreme climatic variations;
- E. Maintain and enhance multiple park uses with minimal conflict, including off leash dog walking; walking, trail running and hiking, including ADA access where possible; regional trails and connections; BMX and cycling; water access; and nature appreciation and education;
- F. Identify dog off leash recreation areas;
- G. Maintain emergency and maintenance access;
- H. Limit undesirable impacts on neighboring property; and
- I. Encourage self-policing and volunteer education. (Ord. 7-11, 2011)

15.10.030: PARK USE AND MANAGEMENT PLAN:

The Parley's Historic Nature Park comprehensive use and management plan, dated February 15, 2011, is hereby adopted by this reference and shall be used as an advisory guide for the use and management of the Parley's Historic Nature Park. Notwithstanding the advisory nature of the plan, the interim use plan map, dated February 15, 2011, illustrating and delineating current conditions, and current and future restoration and buffer areas, and the comprehensive use plan map, dated February 15, 2011, illustrating and delineating Parley's Historic Nature Park features referenced in this chapter, are hereby adopted. The use and management of the park shall be as shown on these maps and in accordance with the provisions of this chapter. (Ord. 7-11, 2011)

15.10.040: PARK ENTRANCE POINTS:

- A. The Parley's Historic Nature Park shall be accessed only from the following four (4) places as shown on the interim and comprehensive use plan maps adopted by reference in section [15.10.030](#) of this chapter:

1. Entrance A: On the west boundary of the park, located adjacent to the east parking lot of Tanner Park, denominated as "Entrance A" on the interim and comprehensive use plan maps;
2. Entrance B1: On the west end of Parley's Trail, located adjacent to the west parking lot of Tanner Park, denominated as "Entrance B1" on the interim and comprehensive use plan maps;
3. Entrance B2: Near the east boundary of the park, located along Parley's Trail, east of I-215, denominated as "Entrance B2" on the interim and comprehensive use plan maps; and
4. Entrance C: On the south boundary of the park, located approximately at 2870 East, denominated as "Entrance C" on the interim and comprehensive use plan maps.

B. Dogs may enter the park only at entrances A, B1, and B2, except that the mayor may elect to allow dogs to enter the park at entrance C as permitted in subsection [15.10.060D](#) of this chapter. (Ord. 7-11, 2011)

15.10.050: TRAILS:

A. Trails shall be established and maintained only as shown on the interim and comprehensive use plan maps adopted by reference in section [15.10.030](#) of this chapter and in accordance with the requirements of this section.

B. All approved trails shall be clearly marked.

C. Unapproved, user created trails existing as of February 15, 2011, shall be evaluated by the mayor, or the mayor's designee, as follows:

1. Trails identified as irreparable shall be closed and revegetated to a natural state.
2. Trails identified as appropriate and reparable shall be repaired and shall thereafter be deemed an approved trail.
3. Trails identified as appropriate and usable shall be deemed an approved trail.

D. Any trails approved pursuant to subsections C2 and C3 of this section shall be shown on the comprehensive use plan map adopted by reference in section [15.10.030](#) of this chapter. Copies of the updated map shall be transmitted to the city council.

E. User created trails appearing after February 15, 2011, shall be closed and revegetated to a natural state. (Ord. 7-11, 2011)

15.10.060: DOG OFF LEASH AND ON LEASH TRAILS AND AREAS:

A. Within Parley's Historic Nature Park dogs shall be on leash or off leash as provided in this section. The physical boundaries of dog on leash and off leash areas and trails shall be clearly marked and shall be shown on the interim and comprehensive use plan maps adopted by reference in section [15.10.030](#) of this chapter.

B. Dogs shall be on leash, on trail within or immediately adjacent to the following places:

1. Any historic site area designated on the comprehensive use plan map;
2. Within the Parley's Trail right of way, except as otherwise permitted in subsection D of this section; and

3. Within the west Tanner Park Parking Lot to the Parley's Trail and the east Tanner Park Parking Lot to the Parley's Historic Nature Park regulation sign located at the first turn, top of the hill.

C. Dogs shall be prohibited on the south loop trail located between the pedestrian bridges over Parley's Creek and on the trail from entrance C to the south loop trail, except as otherwise permitted in subsection D of this section.

D. After riparian, wetland, and spring restoration is deemed successfully established and user compliance with park rules is assessed, dogs may be allowed on the following trails as determined by the mayor in accordance with applicable management policies of the comprehensive use and management plan:

1. The south loop trail;
2. The trail from entrance C to the south loop trail;
3. The trail connecting the central dog off leash area to Parley's Trail; and
4. That portion of Parley's Trail connecting the east and central dog off leash areas.

E. Dogs and public access and use shall be prohibited in protection, natural, restoration, and buffer areas shown on the interim and comprehensive use plan maps adopted by reference in section [15.10.030](#) of this chapter, except as shown otherwise on such maps and as permitted by the provisions of this chapter.

F. Dogs shall be permitted in designated off leash areas and on trails identified for off leash use on the interim and comprehensive use plan maps. (Ord. 7-11, 2011)

15.10.070: RIPARIAN CORRIDOR, WETLAND, AND NATURAL SPRING AREAS:

A. Riparian corridor, wetland, and natural spring areas shown on the interim and comprehensive use plan maps adopted by reference in section [15.10.030](#) of this chapter shall be maintained and protected in accordance with this section.

B. The provisions of section [21A.34.130](#) (riparian corridor overlay district) of this code shall apply to the Parley's Historic Nature Park except as follows:

1. Except as provided in subsection B3 of this section, there shall be no disturbance of land (trails or development) located within fifty feet (50') of the Parley's Creek annual high water level (AHWL).

2. Natural springs and wetlands shall be preserved and protected by twenty five (25) to fifty foot (50') buffer zones, boardwalks, and/or signage, as determined by the mayor or the mayor's designee. When use of boardwalks is not feasible, trails shall be aligned or realigned as needed to avoid encroachment within natural spring and/or wetland buffer zones. If adverse impacts are not reasonably preventable, public use in or near springs and wetlands may be restricted consistent with management strategies set forth in the comprehensive use and management plan.

3. Designated Parley's Creek access areas, bridges, and boardwalks may be established, repaired, and maintained subject to applicable provisions of section [21A.34.130](#) of this code. (Ord. 7-11, 2011)

15.10.080: PARLEY'S CREEK PUBLIC ACCESS AND USE AREAS:

A. Public access to and use of Parley's Creek shall be permitted as shown on the interim and comprehensive use plan maps adopted by reference in section [15.10.030](#) of this chapter. Such public access and use areas:

1. Shall be designed to prevent stream bank erosion, sedimentation, and pollution input to Parley's Creek, and
2. May be closed for maintenance and protection of water quality.

B. Dogs may run at large within the public access and use areas described in subsection A of this section, except:

1. Within a protection, natural, restoration, or buffer area as provided in section [15.10.090](#) of this chapter, and
2. As needed to maintain water quality. (Ord. 7-11, 2011)

15.10.090: PROTECTION, NATURAL, RESTORATION, AND BUFFER AREAS:

A. Protection, natural, restoration, and buffer areas shown on the interim and comprehensive use plan maps adopted by reference in section [15.10.030](#) of this chapter shall be maintained and managed to avoid damage or degradation, and/or to allow restoration, as the case may be. Recognized best management practices shall be employed in such areas:

1. Riparian corridor, wetland, and natural spring areas except as otherwise provided in section [15.10.070](#) of this chapter;
2. Areas with steep slopes;
3. Areas and trails with soils susceptible to slope failure, erosion, and/or excessive sedimentation;
4. Highly vegetated areas which function as natural filters to prevent pollutants from being introduced in stream areas;
5. Areas with substantial native vegetation and habitat; and
6. Areas which, if not protected, would be likely to result in impaired water quality.

B. Public access to any area may be temporarily prohibited as needed to protect:

1. Public safety;
2. Water quality;
3. An overused area, as determined by the mayor or the mayor's designee, which may be severely damaged if public use and access is not temporarily prohibited to allow restoration and avoid further degradation and possible permanent closure; and
4. Any restored and/or revegetated area.

C. Protection, natural, restoration, and buffer areas shall be clearly marked. (Ord. 7-11, 2011)

15.10.100: CONFLICT OF LAW:

If any provision of this chapter conflicts with a provision of an applicable state or federal law or regulation, such law or regulation shall supersede the conflicting provision of this chapter. (Ord. 7-11, 2011)

Attachment C2. Council Policy Goal and Statements

Salt Lake City Council Policy Statements

The Salt Lake City Council's policy goal is to: *to expand opportunities for residents to enjoy outdoor activities with their off-leash dogs while minimizing impacts on other people, on health and safety, on parks and open space, on nature and wildlife, and on Salt Lake City's budget.*

- City parks and open spaces could change over time and adapt to appropriate new uses while considering historic assets, traditional uses, the natural environment and the surrounding communities. Education efforts are particularly important during any transitions to new uses.
- Every City park and trail is different. While some can include space for both unstructured activities and specialized uses, not all parks can encompass all uses. For example, while off-leash dogs are compatible with some parks and some open spaces, they are not compatible with all of them.
- People should not have to be exposed to off-leash dogs in all public spaces at all times. Predictability is important: people should be able to know when and where they are likely to encounter off-leash dogs in City parks and open spaces. Clearly established and communicated rules can help individuals adapt to variations in park and trail uses.
- City policy should consider dedicated areas for certain park uses at different times of year and times of day. For example, the City could allow golf courses to be used for off-leash dogs during the off-season or during certain hours.
- Peer education and reminders of the rules encourage dog owners to be responsible for their dogs.
- Even the best trained dogs may react in unexpected ways to changes around them.
- To protect children, dogs should be prohibited from playgrounds. The City should consider accommodations for tethering dogs adjacent to playgrounds while their families use those areas.
- The City must consider a variety of public safety issues, including dog bites. The City must balance its obligations regarding public safety with residents' desire to enjoy outdoor activities with dogs in public spaces.
- The City should offer most park and open space opportunities to SLC residents for no charge.
- To resolve most complaints related to off-leash dogs, a balance of enforcement and education for pet owners, as well as community members who are not pet owners is needed. Education can come from a variety of sources, including special events, signage, peers, and enforcement officers. Everyone deserves expectations of compliance.
- Explore and create more opportunities for off-leash in neighborhoods.
- Explore opportunities for water features for water recreation.
- Consider placement of off-leash areas to minimize impacts to surrounding areas/uses.



Attachment C3. Potential Straw Polls Summary

	Yeas	Nays
1. Does the Council wish to confirm its support for repealing Resolution 52?		
2. Does the Council support adding the option of temporary (14 days) administrative closure of off-leash areas when public safety is a concern, or when sensitive resources need to be protected?		
3. Does the Council support facilitating County Animal Services enforcement by explicitly listing in Code the parks and open space areas that are closed permanently to domesticated animals?		
4. To retain the Council's role in the designation of off-leash areas, does the Council prefer: <ul style="list-style-type: none"> a. continuing to adopt each area by name into <i>Salt Lake City Code</i>, or b. adopting a contingency into <i>Salt Lake City Code</i> that would require the Administration to provide 30 days for the City Council to object to any designation (adding or removing) an off-leash area in City parks and open spaces, or a. some other option? 		
5. Does the Council support any of the following options to maintain its policy making direction and authority in the dog off-leash designation process: <ul style="list-style-type: none"> 1. continue to adopt the list of specific dog off-leash areas into <i>Salt Lake City Code</i>..... 2. remove the list of off-leash area designations from <i>Code</i>, and preserve the Council's role in off-leash area designation by inserting a contingency that would allow the City Council a period of 30 days from initial notification by the Administration to object to any proposal to designate or remove an area for off-leash dog use 3. maintain a 12-month trial period prior to designating an official dog off-leash area to provide more opportunity for public feedback 		
6. Does the Council wish to consider formal adoption (by straw poll or resolution) its 2014 goal and policy statements? <ul style="list-style-type: none"> a. Resolution b. Straw poll..... 		