

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

<b>Directorate: Environment and Neighbourhoods</b>	<b>Service area: Dog Wardens</b>
<b>Lead person: Stacey Campbell</b>	<b>Contact number: 395 1765</b>
<b>Date of the equality, diversity, cohesion and integration impact assessment: 21 October 2010</b>	

<b>1. Title: Dog Control Orders phase 1</b>
Is this a:
<input type="checkbox"/> <b>Strategy</b> <input type="checkbox"/> <b>Policy</b> <input type="checkbox"/> <b>Service</b> <input checked="" type="checkbox"/> <b>Function</b> <input type="checkbox"/> <b>Other</b>
Is this:
<input checked="" type="checkbox"/> <b>New/ proposed</b> <input type="checkbox"/> <b>Already exists and is being reviewed</b> <input type="checkbox"/> <b>Is changing</b>
(Please tick one of the above)

**2. Members of the assessment team:**

<b>Name</b>	<b>Organisation</b>	<b>Role on assessment team e.g. service user, manager of service, specialist</b>
Stacey Campbell	Leeds City Council	Manager of service
Abigail Sandham	Leeds City Council	Supervisor of service
Sandy Rutherford	Leeds City Council	specialist

**3. Summary of strategy, policy, service or function that was assessed:**

The Council currently enforces dog fouling under dog control orders implemented under the Clean Neighbourhoods and Environment Act 2005. Additional DCO's will allow further powers to enhance and promote responsible dog ownership. This will result in an enhanced service for members of the public.

Dog Control Orders are designed to tackle particular issues which are of concern to the general public. Dog exclusion orders reduce nuisance dogs in sensitive areas and dog fouling – improving public health and reducing nuisance. Similarly the limit on the amounts of dogs walked reduces nuisance and fouling. Nuisance dogs can also be tackled by

allowing officers to direct a person to put a dog on a lead, especially in sensitive areas. A general dog on leads order can be used to tackle problems with stray, roaming and dangerous dogs.

Phase 1 of implementation consists of excluding dogs from children's play areas; limiting the number of dogs walked on a lead at a time by any one individual to 6; and allowing designated officers to direct a person to keep a dog on a lead. Options for further orders will look at exclusion zones such as sports pitches but will be the subject of future consultation and a separate equality impact assessment before any specific proposals are introduced.

**4. Scope of the equality, diversity, cohesion and integration impact assessment**  
(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

**4a. Strategy, policy or plan**

(please tick the appropriate box below)

The vision and themes, objectives or outcomes	<input type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>
A specific section within the strategy, policy or plan	<input type="checkbox"/>
<b>Please provide detail:</b>	

**4b. Service, function, event**

please tick the appropriate box below

The whole service (including service provision and employment)	<input type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input checked="" type="checkbox"/>
Procuring of a service (by contract or grant) (please see equality assurance in procurement)	<input type="checkbox"/>

**Please provide detail:** The equality impact assessment looks at the proposals for phase 1 implementation of Leeds City Council's response to dog control orders. Dog control orders derive from an adoption of legislation and allow the authority new enforcement powers.

## 5. Fact finding – what do we already know

Dog fouling is an issue with many members of the public. The Council receives high volumes of complaints about irresponsible dog ownership across the City.

Consultation was carried out between end of May and end of August 2010. 1779 responses were received. 95% of respondents lived in Leeds and 72% were dog owners. The consultation was online however written copies could be sent out if requested. The consultation was started with a statutory notification in the press, there were a number of press releases and TV interviews to both publicise the consultation and to address rumours that began to circulate over our proposals. The consultation was based on the powers under the act and the conclusions have been used to inform the proposals in phase 1. The table below details the responses received from the consultation.

Do you agree with the order to limit the number of dogs a person can walk at a time?	74%	
If so, what do you think is the maximum number of dogs one person could safely walk to keep control and be able to clean up after them?	<b>Number</b>	<b>%</b>
	One	3%
	Two	20%
	Three	20%
	Four	25%
	Five	4%
	Six	15%
	Seven	1%
	Eight	5%
More	8%	
Do you agree with the Order that allows the banning of dogs from specified areas?	64%	
Dogs on Leads Order - Would you agree with this Order across the whole of Leeds?	28%	
Dogs on Leads Order - Would you agree with this Order in certain areas, such as playgrounds or ornamental gardens?	80%	
Dogs on Leads by Direction Order – Would you agree with this order to make it an offence not to put your dog on a lead when directed to by an authorised officer?	74%	

From this it can be seen that the majority of people who respond agree with the phase 1 proposals, banning dogs from specified areas (64%) and dogs on Leads by direction (74%), walking six dogs or less at a time (87%).

### **Are there any gaps in equality and diversity information**

**Please provide detail:** The consultation did not ask for any personal information except whether a person was a dog owner and whether a resident of Leeds.

**Action required:** Consultation was general and led to the specific proposals in phase 1. Any future proposals would be the subject of similar consultation.

**6. Wider involvement – have you involved groups of people who are most likely to be affected or interested**

Yes

No

**Please provide detail:**

A project board was formed consisting of the West Yorkshire Police, ALMOs, Education Leeds, and various services within Leeds City Council including health and environmental action service, parks and countryside, street cleansing, press office and legal services. Other interested parties, highways services, gypsy and traveller's service and British Waterways, were not required to be regular members of the board but were circulated minutes of all board meetings and could therefore comment on any specific proposals or items discussed by the board.

The Leeds Local Access Forum was consulted over any issues arising in open access land. No particular issues were raised. Parish Councils and area committees were also consulted as they are able to reflect the views of the local communities.

Executive Board will approve any specific proposals before they are implemented.

**Action required:** The project board will continue to meet during implementation of any proposals. The same parties will be involved in any discussions related to any further proposals.

**7. Who may be affected by this activity?**

please tick all relevant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

**Equality characteristics**

Age

Carers

Disability

Gender reassignment

Race

Religion or Belief

Sex (male or female)

Sexual orientation

Other

(for example – social class, income, unemployment, residential location or family background, education or skills level)

**Please specify:** Dog owners and those who walk dogs.

<b>Stakeholders</b>		
<input checked="" type="checkbox"/> Services users	<input checked="" type="checkbox"/> Employees	<input type="checkbox"/> Trade Unions
<input checked="" type="checkbox"/> Partners	<input checked="" type="checkbox"/> Members	<input type="checkbox"/> Suppliers
<input type="checkbox"/> Other please specify		
<b>Potential barriers.</b>		
<input checked="" type="checkbox"/> Built environment	<input checked="" type="checkbox"/> Location of premises and services	
<input checked="" type="checkbox"/> Information and communication	<input checked="" type="checkbox"/> Customer care	
<input type="checkbox"/> Timing	<input type="checkbox"/> Stereotypes and assumptions	
<input checked="" type="checkbox"/> Cost	<input checked="" type="checkbox"/> Consultation and involvement	
<input type="checkbox"/> specific barriers to the strategy, policy, services or function		
<p><b>Please specify</b> Members receive a high volume of complaints about dog fouling. Scrutiny board reviewed dog related issues and recommended the service looked at the new powers and how they could be implemented in Leeds.</p>		

<p><b>8. Positive and negative impact</b> Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers</p>
<p><b>8a. Positive impact:</b></p> <ul style="list-style-type: none"> <li>• Reduction in infections amongst children, particularly young children, from soil contaminated with micro-organisms from dog faeces.</li> <li>• Improvement in the amenity value of children's playgrounds.</li> <li>• Reduction in runners, cyclists and horse riders being chased by dogs.</li> <li>• Reduction in the number of members of the general public coming into contact with dog faeces. This is a particular issue for disabled people and parents with pushchairs or prams who may not be able to see or avoid the dog faeces.</li> <li>• Street cleanliness will improve throughout the city as dog fouling reduces, which will increase community cohesion between dog owners and the rest of the public and reduce anti-social behaviour and other crimes.</li> <li>• Costs of street cleansing will reduce as dog fouling reduces.</li> <li>• Overall control of dogs in public areas.</li> </ul>

<b>Action required:</b>
<ul style="list-style-type: none"> <li>• Exclusion of dogs from children’s playgrounds.</li> <li>• Direction of dog owners to put their dog on a lead when causing a nuisance.</li> <li>• Promotion of responsible dog ownership.</li> <li>• Fair enforcement of scheme to ensure benefits of the orders are realised.</li> <li>• Look at other areas such as sports pitches and school fields where particular issues arise to see if an exclusion order is the best method of tackling issues.</li> </ul>

<b>8b. Negative impact:</b>
<ul style="list-style-type: none"> <li>• Many disabled people have assistance dogs to help them go to places and an exclusion for an assistance dog would effectively be an exclusion for the person.</li> <li>• Some disabled people may not be able to pick up dog faeces and therefore become liable for fines.</li> <li>• Some people, particularly non-residents of Leeds may be unaware that the orders have been introduced.</li> <li>• A £75 fine for offences is proposed, the same as currently for littering and dog fouling. This will affect perpetrators on a low income more. People under 18 have lower incomes.</li> <li>• Dog walkers will not be able to walk more than six dogs at a time this may affect ability to run their business.</li> <li>• Dog owners will no longer be able to take their dogs into children’s playgrounds.</li> <li>• Dog owners will be required to put their dog on a lead when directed. Dogs may not return to an owner directly when called.</li> <li>• Dog owners may not agree that the behaviour of their dog constitutes a nuisance.</li> <li>• Consultation announcement led to untrue rumours such as all dogs banned from the whole of Roundhay Park which alarmed many dog owners.</li> <li>• People unaware of which areas were being consulted on.</li> </ul>

<b>Action required:</b>
<ul style="list-style-type: none"> <li>• The legislation specifically exempts assistance dogs from exclusion areas, meaning that they and their owners can enter the zones.</li> <li>• The legislation specifically exempts all people with assistance dogs who because of their disability can not be expected to spot or pick up dog faeces, for example blind people or people in wheelchairs, to be exempt from dog fouling offences. The enforcement policy will take into account non-assistance dogs.</li> <li>• Signage at children’s playgrounds will explain that dogs are no longer allowed. Planned communications before and during implementation.</li> <li>• Currently there is an early payment discount for fixed penalties for littering and dog fouling and people on low incomes can defer payment for up to 8 weeks to allow them to save the money to pay the fine. A youth reparation scheme is currently in existence, where under 18’s can carry out community work in lieu of payment.</li> <li>• The walking multiple dogs order has proposed limited the number to six as specified in the DEFRA guidance.</li> <li>• Signage will go up and open space will still be left available for dogs.</li> <li>• Customer care training is given to all dog wardens. Protocols for when to direct people to put their dog on a lead, how long to give them to comply etc will be developed and all Council staff authorised to enforce the orders will be trained on these.</li> </ul>

- A clear policy will be developed and published on the internet allowing people to understand what qualifies as nuisance behaviour.
- Press releases throughout consultation and implementation of proposals to alleviate concerns of dog owners raised by the rumours.
- Maps of areas affected by proposals in phase 1 published online and available to view in Council buildings.

**9. Will this activity promote strong and positive relationships between the groups/communities identified?**

Yes

No

**Please provide detail:** Promotion of responsible dog ownership will improve relations between dog owners and other members of the public. This will particularly affect communities who have problems with dog fouling. Fair enforcement which leads to a reduction in dog fouling and nuisance behaviour by dogs will improve relations between residents and the council.

**Action required:** Fair enforcement of the restrictions. Good communication of the restrictions the reasons why they are being done and why there are important.

**10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?**

Yes

No

**Please provide detail:**

**Action required:**

**11. Could this activity be perceived as benefiting one group at the expense of another?**

Yes

No

**Please provide detail:** Responsible dog owners/walkers may feel that they are being unfairly penalised due to the actions of an irresponsible minority. Parents of children who take their dog with them to the playground will no longer be able to do so and they may feel that this is because of other parents anti-dog attitudes. Professional dog walkers who regularly walk several dogs at once may feel that the limitation to walking six dogs may adversely affect their ability to carry out a business.

**Action required:** Particular emphasis on the schemes promotion of responsible dog ownership and confirmation that most dog owners are responsible. Good communication of the restrictions the reasons why they are being done and why there are important. Introduce dog strategy for the whole of the council looking at wider issues.



**12. Equality, diversity, cohesion and integration action plan**

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

<b>Action</b>	<b>Timescale</b>	<b>Measure</b>	<b>Lead person</b>
Communication throughout the run up to and implementation of the orders should promote responsible dog ownership, the reasons for the restrictions and the importance of the issues.	In month before and during implementation of orders. Ongoing to include up to date web information.	Number of compliments to service Nature of complaints / appeals against issue of fixed penalty notice. Performance monitoring of requests for service. Analysis of proactive and reactive work.	Stacey Campbell
Level of fine and conditions, including early payment discount, deferred payment, and youth reparations.	November 2010	Nature of complaints / appeals against issue of fixed penalty notice. Performance monitoring of requests for service. Analysis of proactive and reactive work.	Stacey Campbell
Introduce dog strategy for the whole of the council looking at wider issues.	Service strategy in place. Council wide strategy to be developed 2011/12.	Development and approval of strategy.	Stacey Campbell
Develop policy and protocols on when to give a direction to a member of the public to place a dog on a lead. Train dog wardens and any other authorised Council staff in these.	Before implementation of orders	Number and nature of complaints / appeals about issue of fixed penalty notice.	Stacey Campbell

**13. Governance, ownership and approval**

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date
Graham Wilson	Head of Environmental Action and Parking	25.10.10

**14. Monitoring progress for equality, diversity, cohesion and integration actions** (please tick)

As part of Service Planning performance monitoring

As part of Project monitoring

Update report will be agreed and provided to the

Dog Control Order Project Board

Other (please specify)

**15. Publishing**

<b>Date sent to Equality Team</b>	<b>4th November 2010</b>
<b>Date published</b>	