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AGENDA ITEM # 4

TO: Parks & Recreation Commission

FROM: Recreation & Community Services Director Donna Legge, Staff Liaison
Off-Leash Areas and Fenced-in Dog Park Subcommittee

SUBJECT: Pilot Off-Leash Hours and Fenced-in Dog Park Update

RECOMMENDATION:

Receive updated joint report from City staff and Subcommittee regarding proposed pilot program for off-leash hours and fenced-in dog park. Review workshop format and public outreach efforts.

BACKGROUND

At its regular Parks and Recreation Commission (PARC) meeting of August 14, 2019, Vice Chair Stuart Eckmann and Commissioner Scott Spielman volunteered and were appointed to serve on the Off-Leash Areas and Fenced-in Dog Park Subcommittee (Subcommittee).

The Subcommittee has worked closely with staff to evaluate options and gather information for the reports that have been prepared for the October and November 2019 meetings. The following report is a joint effort.

Need for a Dog Park

According to USA Today, Los Altos and Palo Alto have many demographics in common. Each have two ZIP codes among the top 10 most expensive ZIP codes in the country. Mountain View, which is listed as the 18th most expensive ZIP in the country, also shares many things with Los Altos, including the Mountain View Los Altos School District. In addition, the communities are all “dog” cities. The City of Palo Alto has three fenced-in dog parks. The City of Mountain View has one fenced-in dog park at the entrance of Shoreline Park, at the corner of Shoreline Blvd and North Roads, as well as seven designated off-leash areas, with additional ones planned. Los Altos residents would also like a dog park.

In a recent survey conducted by the City of Los Altos in spring 2018, 78.1% of those residents participating said they would like a fenced-in dog park in Los Altos. According to the City of Palo Alto, the level of interest is backed up by hard numbers: a Palo Alto animal control officer estimates that there are 3800 active dog licenses in Los Altos - approximately 35% of all households in Los Altos have a dog. The prominence of pets is reinforced by the fact that one of the top ten businesses in Los Altos is a companion animal veterinary practice, which was revealed in the 2010 City of Los Altos Comprehensive Annual Financial Report. It is perceived that many Los Altos voters would benefit from a local dog park.

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Dog Park Definitions

For the purpose of this report, the Staff and the Subcommittee have established the following definitions:

A “**fenced-in dog park**” is defined as an enclosed and dedicated area, which is often divided into two separate areas, one for larger/more active dogs and the other for smaller, shyer dogs. Dogs run off-leash in these dog parks. A fenced-in dog park typically is open from sunrise to sunset.

An “**off-leash area**” is defined as unenclosed areas where dogs can run but the owner(s) must manage their dogs so that they do not go beyond the designated off-leash areas, unless they are leashed. Off-leash areas typically have specific hours in the morning and afternoon/evening.

Since July 2017, the various PARC and Dog Park Subcommittees have explored the feasibility of establishing off-leash areas as well as fenced-in dog parks in Los Altos. In recognition of work by past Subcommittee members, the current Subcommittee has built upon the work of Tanya Lindermeier, Mike Ellerin and Grace Lilygren. The PARC approved forwarding a recommendation for an off-leash area to City Council, at its regular meeting of July 11, 2018.

At its regular meeting of February 12, 2019, City Council directed staff to prepare a proposal for a City of Los Altos pilot off-leash areas program at no more than two parks, and for staff to work with PARC to recommend a fenced-in dog park.

Per the approved minutes, City Council direction was as follows:

Direction: The Council directed staff to work with the Parks and Recreation Commission to fully develop a pilot program proposal with an implementation plan to include off-leash dog hours at one or two parks, with limited hours, a public noticing plan and educational signage. Concurrently, staff and the Parks and Recreation Commission shall further explore and develop a recommendation for a designated, fenced-in dog park. The proposal for the off-leash hours shall come back to Council for final review before implementation, along with the PARC recommendation for a fenced-in dog park.

Off-leash Hours Areas

At its special meeting of October 16, 2019, the PARC discussed establishing a twelve-month pilot program for off-leash areas at the Hillview Baseball Field (Attachment 1) and Heritage Oaks Park (Attachment 2). These sites and hours were discussed by the PARC. In addition, the PARC recommended that staff expand the off-leash hours. Due to an increase in programming, the availability of afternoon and evening access is limited. Updated since the November 13, 2019 PARC meeting, the Hillview Baseball Field and Heritage Oaks Park programed schedules have been taken

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into consideration in the recommended Off-leash hours below.

Hillview Baseball Field Program Schedule

Program	Days	Times	Months (#)
Dog Obedience	Wednesdays	9 to 11 am	Jan to Dec (12)
Little League	Monday to Friday	4 to 7 pm	Feb to July (6)
	Saturday & Sunday	9 am to 5 pm	Feb to July (6)
Little League	Mon, Wed, Fri	5 to 7 pm	Aug to Mid-Nov (4.5)
Pony League	Tues & Thurs	4 to 7 pm	Aug to Mid-Nov (4.5)
Annual Maintenance	Monday to Sunday	sunrise to sunset	Mid-Nov to Jan (2.5)

Heritage Oaks Park Program Schedule

Program	Days	Times	Months (#)
Youth Soccer	Mon, Wed, Fri	4:15 to 5:15 pm	Sept to Mid-Nov, Feb to June (6.5)
MVLA Soccer	Thursday	4 to 5 pm	Sept to Mid-Nov, Feb to June (6.5)
Youth Soccer	Tuesday	12:30 to 1:30 pm	Sept to Mid-Nov, Feb to June (6.5)
Youth Soccer	Friday	10 to 11 am	Sept to Mid-Nov, Feb to June (6.5)
Youth Soccer	Saturday	9 to 11 am	Sept to Mid-Nov, Feb to June (6.5)
Youth Soccer	Monday to Friday	9 am to 1 pm	June to Aug (3)
Annual Maintenance	Monday to Sunday	sunrise to sunset	Mid-Nov to Jan (2.5)

At its regular meeting on November 13, 2019, the PARC received public input from 11 residents in favor of the PARC and Subcommittee efforts. Specifically, the residents were interested in afternoon and evening access to the proposed off-leash areas. While the hours are limited, staff is recommending



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the following pilot hours, keeping in mind future signage and a more consistent schedule for the public.

Staff Recommendation – Off-leash Pilot Hours

Hillview Park Baseball Field: February to Mid-November (9.5 months)		
<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Monday to Friday	6 to 9 am	7 pm to sunset
Saturday and Sunday	6 to 9 am	4 pm to sunset

Heritage Oaks Park: September to Mid-November, February to May (6.5 months)		
<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Monday to Sunday	6 to 9 am	
Saturday and Sunday		4 pm to sunset
Monday through Friday		5:30 pm to sunset
Heritage Oaks Park: June to August (3 months)		
<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Monday to Sunday	6 to 9 am	4 pm to sunset

Subcommittee Recommendation – Off-leash Pilot Hours

Given that parkland is so limited in the City, the Subcommittee recommends that the off-leash areas be considered as shared space, so that scheduled programs, unscheduled activities and dogs all can have access to these areas.

Hillview Baseball Field

If this site is to remain under consideration for off-leash purposes, then efforts need to be made by staff to make this viable. Hours and months of access need to be appreciably expanded. These efforts could include providing at least one hour of off leash time before sunset year-round (thereby allowing off-leash hours during baseball season after the games), installing a temporary or permanent fence at the southeast end of the field to create an area for dogs, and other accommodations staff could offer to enable this site to be viable.



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Hillview Baseball Field: February to July (6 months)

<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Mon, Tue, Thurs, Friday	6 to 11 am	7 pm to sunset
Wednesday	6 to 9 am	7 pm to sunset
Saturday & Sunday		5 pm to sunset

Hillview Baseball Field: August to October (3 months)

<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Mon, Tue, Thurs, Friday	6 to 11 am	7 pm to sunset
Wednesday	6 to 9 am	7 pm to sunset
Saturday & Sunday	7 to 11 am	5 pm to sunset

Hillview Baseball Field: Mid-November to January (2.5 months)

Closed for Annual Field Maintenance from Mid-November to January:

The Subcommittee appreciates that field maintenance is necessary and recommends that the park will be planned for closure only one month per year, but longer only if necessary:

<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Monday to Friday	6 to 11 am	4 pm to sunset
Saturday & Sunday	7 to 11 am	4 pm to sunset



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Heritage Oaks Park Hours: September to October, February to May (6 months)

<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Monday to Friday	6 to 10 am	5:30 pm to sunset
Saturday	7 to 9 am	4 pm to sunset
Sunday	7 to 11 am	4 pm to sunset

Heritage Oaks Park Hours: Mid-November to January (2.5 months)

Closed for Annual Maintenance from End November to Mid-January:

The subcommittee appreciates that field maintenance is necessary and recommends that the park will be planned for closure for only one month per year, but longer only if necessary:

<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Monday to Friday	6 to 10 am	4 pm to sunset
Saturday	7 to 9 am	4 pm to sunset
Sunday	7 to 11 am	4 pm to sunset

Heritage Oaks Park Hours: June to August (3 months)

<u>Days</u>	<u>Morning</u>	<u>Afternoon/Evening</u>
Monday to Friday	6 to 9 am	5:30 pm to sunset
Saturday & Sunday	7 to 11 am	5:30 pm to sunset

Final Subcommittee Comments – Off-leash Hours

The above proposed pilot hours are an effort to make the program work for all interested parties. The willingness to share space and cooperate is necessary from everyone.

Should the Hillview Baseball Field not be expanded in hours and months, it is recommended that the PARC recommend exploring a second alternative site.

The Subcommittee acknowledges that the time schedule varies and is complex but is necessary to accommodate all parties.

While the Subcommittee recognizes the need for field maintenance, it recommends that City staff explore how the time can be limited to one month per year.



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The Subcommittee recommends that promotion of the program emphasize that the Off-leash Hours is a pilot program. Therefore, dog owners are being asked to be responsible and pick up after their dogs and observe the hours of access. Otherwise, users could lose the privilege of having the Off-leash program at the end of the year's pilot program.

The Subcommittee notes that the off-leash sites identified by previous Subcommittees, offer limited and inconsistent times for dogs and views this as a start. The Subcommittee recommends that the PARC consider other park areas for future off-leash areas after the pilot program is complete.

Fenced-in Dog Park

While the PARC has determined that McKenzie Park (Attachment 3) is a feasible option to designate as a fenced-in dog park, the PARC supported the Subcommittee's recommendation to further work with staff and return at the November 13, 2019, PARC meeting with South Lincoln Park (Attachment 4) as a second alternative to be considered.

DISCUSSION

The cost to design and develop a dog park is earmarked for FY 20-21, in the amount of \$250,000. The funds will not be officially allocated until the project is approved by City Council. The source of funds is from Park in Lieu Funds. The Subcommittee is anticipating that the cost to design and develop McKenzie Park will be substantially more than South Lincoln Park.

The Subcommittee has made the following observations, related to the pros and cons of two, alternative fenced-in dog parks:

McKenzie Park

At its regular meeting of May 9, 2018, the PARC established dog park location criteria based on the 2012 Park Plan. PARC has identified a location which meets many of the criteria for a dog park. The location includes a portion of McKenzie Park that borders on Fremont Avenue and Altos Oak Drive. The site is approximately 7,700 square feet of usable space. The triangular footprint backs up to tennis courts on one side and commercial medical offices on the other side. Residential properties on one side are buffered by offices on both sides of Altos Oaks. Residential properties on the other side are buffered by Fremont and Foothill Expressway. Included in a 2015 Initial Study-Mitigated Negative Declaration for a dog park in the City of Beverly Hills, a noise mitigation study concluded that the change in noise level would be minimal. The Subcommittee suggests that the existing traffic is likely to contribute more noise than a dog park.

Pros

- No contiguous residential properties
- Driving access without the need to go on residential streets
- Adjacent parking (pending enforcement of parking regulations). The parking lot is currently being used by City employees working at the adjacent City maintenance yard; people

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accessing the medical offices on Altos Oaks Avenues; and those using the two City tennis courts or playground at the east end of the park.

- The location is not currently being used for specific parks and recreation programs. As a result, no program would need to be terminated or relocated.
- There are restrooms serving on the other side of McKenzie Park serving both parts (east and west)
- The location is easily accessible to both north and south Los Altos residents via the City's main thoroughfares, without creating additional traffic on residential streets

Cons

- Parking regulations are currently not enforced. The Subcommittee has observed over time that this lot is usually at capacity or close to capacity. This may be a challenge but could be mitigated by changing or enforcing parking regulations. the Subcommittee will rely on City staff for a better understanding of what would be done to ensure adequate parking
- Substantial grading and drainage work are needed.
- Wide tree coverage, which may adversely impact the drying time in rainy weather, possibly creating a muddy environment
- Fencing complexity because of an irregular boundary

South Lincoln Park

The Subcommittee has identified a second location for consideration of a fenced-in dog park: the south end of Lincoln Park. This is a long, narrow area along Foothill Expressway, which is located between Foothill Expressway and Lincoln Avenue. The footprint can support two areas for large/active dogs and smaller/shy dogs, either contiguously or close to each other. The long/narrow space would allow more running opportunities than the McKenzie Park configuration. There is ample parking immediately adjacent to park. The properties closest to the park, are churches, separated by Lincoln Avenue with angled parking on both sides. This location could accommodate a two-zone fenced-in dog park of up to approximately 21,000 square feet. There are no Parks and Recreation Department activities on this site, current or planned.

Pros

South Lincoln Park has some advantages over the McKenzie Park. These include:

- Adequate drainage
- Comparatively fewer trees than the McKenzie Park
- Appears it may dry out quicker during rainy season
- Parking is more than ample during the week
- Proximity to downtown businesses and proximity to major expressway
- Public restrooms available nearby in Shoup Park

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- Less grading and land preparation would be necessary compared to McKenzie Park
- As with McKenzie Park, any noise from a dog park is not likely to be greater than that already generated by traffic on Foothill Expressway

Cons

- Potential parking issues on Sunday, which could be easily addressed by coordinating with nearby churches and closing the dog park for Sunday services
- Public restrooms – while close by – still require a walk to Shoup Park, with a steep grade.

Other scenarios: off-leash areas and no areas for dogs

Off-leash areas are typically established in an existing park space and is shared with other activities with limited hours. In addition, when dog owners do not pick up after their dogs, it impacts the experience residents have during non-scheduled times of the off-leash hours. Many dog owners run their dogs off-leash in many of the City parks and on school fields. Having off-leash areas and/or a fenced-in dog park provides choices and the intended goal to reduce non-compliance with existing ordinances around leashed dogs in parks. Alternative off-leash areas and a dog park are anticipated to support enforcement of ordinances as well as reducing recurring costs associated to turf maintenance in other parks.

Programs

A fenced-in dog park offers the Los Altos community a *de facto* dog community center. Drawing from other city dog park programs, the City of Los Altos can offer the following programs:

- Unstructured time: a chance for dogs to play, and an opportunity for owners to socialize
- Dog instruction: obedience, agility, conformation (dog showing), and puppy training classes, as well as testing for the Canine Good Citizen (CGC) designation. The Deep Peninsula Dog Training Club and the West Valley Dog Training Club have both offered well-attended classes in Mountain View
- A special needs meet-and-greet: program in Clifton neighborhood, Cincinnati, Ohio includes an all-inclusive opportunity for those with special needs to bring their dogs (emotional support and otherwise), meet with other families with similar needs, and socialize with others who want to join them. This is being done in other communities as a “pop-up park” concept that has been very well received. (Attachment 5).
- An animal shelter and rescue group meet-and-greet: where these groups would have the opportunity to introduce adoptable dogs to the community
- Provide those who do not have a dog in their family, an opportunity to visit, spend time in the dog park, and see if a dog is right for their family. If the City of Los Altos were to develop a fenced-in dog park and work out relationships with dog training clubs, as Mountain View has, it may be an opportunity to expand its programming under the aegis of such clubs, without additional programming costs

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Design

The McKenzie Park location has a fence on one side for the tennis courts. The South Lincoln Park location has a fence separating it from Foothill Expressway. Buildout for both dog park sites would require:

- Fencing the rest of the perimeter
- Divider to define two separate areas, for large and small dogs. This would be more difficult at McKenzie Park
- Two double-gated “airlocks,” that are self-closing for entrance and exit into each of the two areas
- Replacement of the surface with hardy grass varieties, such as Buffalo or Red Creeping grass, or a decomposed granite (DG) surface to deal with normal wear and tear
- Possible grading to ensure adequate runoff
- Benches in each section
- Plastic bag dispensers and waste containers (one dispenser already exists at the South Lincoln location)
- Additional handicapped parking spaces adjacent to the site
- A community bulletin board to post scheduled events, dog-related service
- Signage for the park’s rules
- Water

Specific to McKenzie Park

- Additional landscaping for the border it shares with the Altos Oaks properties
- Removal of playground equipment and possible replacement with dog agility equipment
- Possible removal of some small trees and fencing around other larger trees

Samples of other dog parks and fencing are attached (Attachments 6 and 7).

Dog Park Rules and Signage (Attachment 8)

Many municipal dog parks are divided into two distinct areas for large dogs and small dogs. The Subcommittee recommends a division between large dogs and smaller or gentler/passive dogs because some older dogs, while large, may be more docile. Other posted rules include adult supervision, prohibiting supervision by individuals under a specific age. In addition, signs define the number of dogs allowed, pickup requirements, vaccination compliance, and dog park etiquette. No changes in our City code or ordinances would be required for a fenced-in or off-leash dog park.

Ongoing Changes in the Community

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Presented by the Subcommittee: Bay Area communities are facing housing challenges. The State of California is mandating additional housing units, and the City of Los Altos is addressing this with Accessory Dwelling Units and higher-density multifamily development whereby developers seek variances in allowable square footage and setback requirements. In 2019 dogs are, and will continue to be, part of the social and emotional fabric of families. The confluence of higher-density living, an overall decrease in per capita yard size, and the desire for families to include a companion animal, all work together to put pressure on our finite park space. It is expected that this trend will put greater pressure on the parks in the City of Los Altos. The Subcommittee recommends an extremely inclusive process to encourage residents to provide input and their views regarding a dog park. The survey and previous public input indicate that there is a consensus to support a dog park in various locations (Attachment 9). PARC and Subcommittee believe that providing 3,800 households or approximately 1 dog owner for every 2 square feet of park space is a useful and reasonable metric for any cost/benefit analysis park use for a dog park.

ADA Considerations

The City of Los Altos is required to meet the standards for accessibility in public facility design in accordance with the Americans with Disabilities Act (ADA).

Recommendation

At a special meeting on November 25, 2019, the PARC recommended that the “Pilot Off-Leash Hours and Fenced-in Dog Park Update” be scheduled at the next regular meeting on December 11, 2019, at 7 pm. In addition, the PARC scheduled the following two public workshops, with one to be held in the north and one in the south of Los Altos:

Wednesday, January 8, 2020 at 7 pm

Saturday, January 11, 2020 at 10 am

The workshops are intended to be interactive and will be promoted and designed to solicit input from neighbors, dog owners and the general public regarding the off-leash hours and dog park proposals. The PARC scheduled a special meeting on Monday, January 13, 2020, to discuss a final recommendation for City Council, related to the proposed fenced-in dog parks and pilot off-leash hours.

The recommendation for the PARC is to receive updated joint report from City staff and Subcommittee regarding proposed pilot program for off-leash hours and fenced-in dog park. Review workshop format and public outreach efforts.

Subcommittee Recommendation

The Subcommittee recommends that the PARC consider including both South Lincoln Park and McKenzie Park as alternative sites for the public to consider for the development of a dedicated fenced-in dog park at a public workshop to receive resident comments, with the intent of

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forwarding this on to City Council for their consideration and approval. The Subcommittee further recommends that the PARC approve the inclusion of this report, as documentation of a thorough process and recommendation for alternatives sites with a site of choice, to City Council for their consideration and approval. The Subcommittee supports the previous PARC recommendation for two off-leash sites with slightly differently time recommendations from staff, including the annual maintenance closure be limited to one month per year, per location.

Attachments:

1. Hillview Baseball Field – Off-leash Area
2. Heritage Oaks Park – Off-leash Area
3. McKenzie Park – Fenced-in Dog Park
4. South Lincoln Park – Fenced-in Dog Park
5. Sample Program – Clifton Cincinnati, Ohio
6. Sample Dog Park Areas
7. Sample Dog Park Fencing
8. Sample Dog Park Rules and Signs
9. City Map – Dog Park Locations