



Review of the  
Public Spaces  
Protection Order  
relating to  
Paddington Old  
Cemetery –  
Consultation  
Analysis

# PUBLIC SPACE PROTECTION ORDER

Paddington Old Cemetery

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## 1. The Consultation

- 1.1 The consultation was published on Brent Council's 'Have Your Say' portal on 18 October 2024 for a total of 7.7 weeks.
- 1.2 The consultation closed on Tuesday 10 December 2024, after a total of 54 days. 860 responses were submitted via the 'Have Your Say' portal and a further seven email responses were received. Five of the seven emails were received from persons that had already responded to the consultation in favour of dogs off-lead. Further responses including submissions from groups and organisations including the Dogs Trust, The Kennel Club, the RSPCA, Dogs of Paddington Old Cemetery (DOPOC) and Salusbury primary school were also received.
- 1.3 Feedback was received from some respondents to say the information surrounding complaints which had initially triggered the consultation, were insufficient.
- 1.4 All consultation participants who were aware of any additional issues were provided with a free text box to share their points of view in question 26 of the consultation. The consultation questions were posed in a way that included the behaviours mentioned in complaints and gave respondents the opportunity to state whether they agreed with such behaviour.
- 1.5 A separate news story on Brent Council's website which introduced the consultation, made reference to the types of complaints that had been received.
- 1.6 The consultation originally consisted of 28 questions which can be found in **Appendix 1**. The purpose of posing such questions was to better understand what the public believe on this point, and which would contextualise some of the dog behaviour which some dog walkers permit their dogs to do at present. This was challenged to be an irrelevant question with a few respondents questioning the validity and effectiveness of posing such questions; and or stating were "upset and angry" by the proposed questions. Following this engagement, the two following questions, these were subsequently withdrawn on 21 October 2024 to avoid concern about them becoming a distraction from this important consultation and because question 28 also allowed those responding to the survey to comment on this issue, which was covered in the information accompanying the survey.

Q.23 Do you agree with dogs urinating on graves?

Q.24 Do you agree with dogs defecating/fouling on graves?

- 1.7 Prior to the questions being removed, of the 193 persons that had completed the survey at that time, 30 people (14.2%) agreed with dogs urinating on graves and 20 people (9.6%) agreed with dogs defecating/fouling on graves.
- 1.8 It is clear from the responses that the questions were relevant in relation to the responses received, as there is a clear indication there are several persons who agree with this type of activity.

## 2. Consultation Stakeholders

- 2.1 Brent Council consulted with the following groups during the statutory consultation: -
- Dog kennels in Brent
  - Local dog groomers
  - Local Dog Walkers
  - Local Dog Boarders

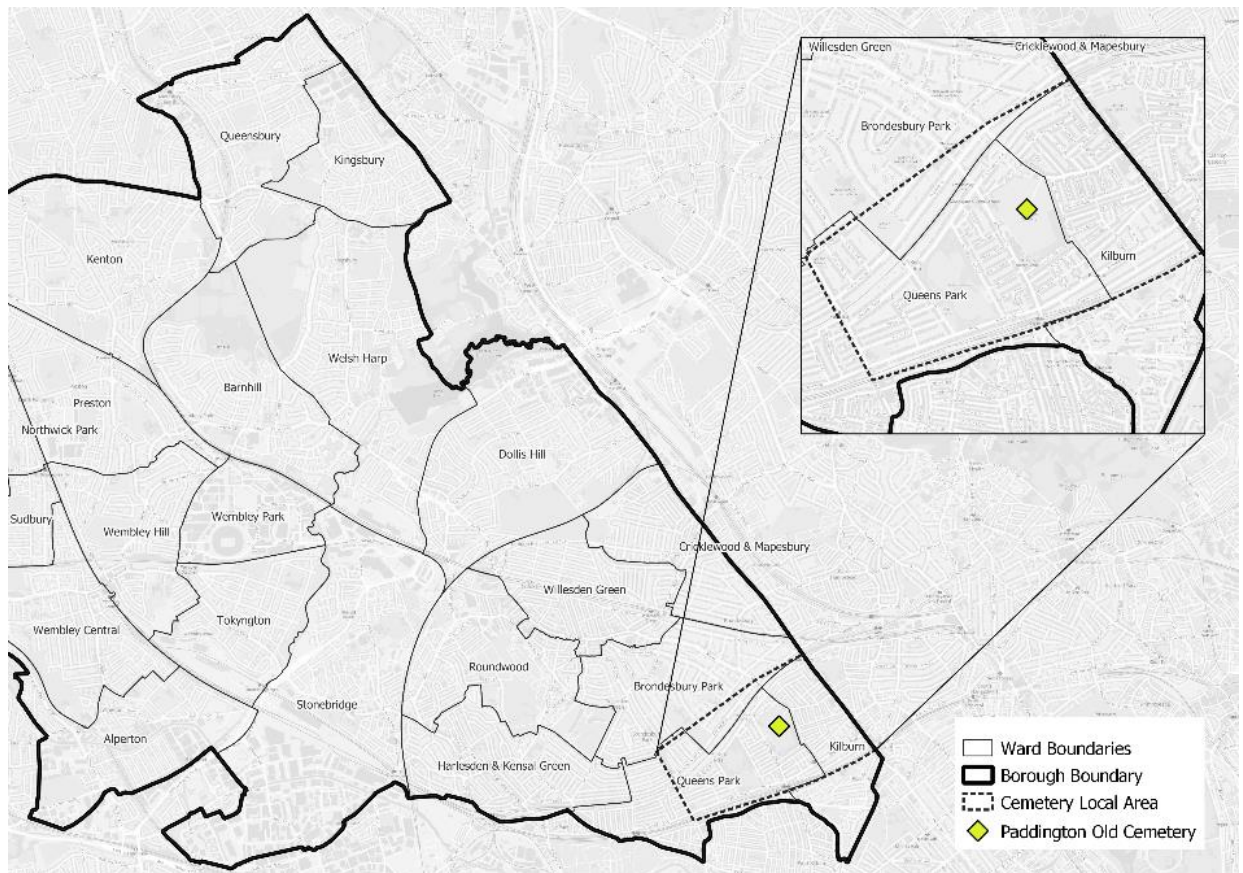
- Local residents
- Local Resident Associations
- Grave owners
- Westminster and London Diocese
- Common Wealth War Graves Permission
- Local Churches
- Funeral Directors
- Previous POC complainants
- The RSPCA
- Mayhew Animal Home
- Battersea Dogs Home
- Age UK
- The Kennel Club
- Dogs Trust
- Councillors
- Westminster City Council
- Barnet Council
- Camden Council
- Hammersmith & City Council
- Kensington & Chelsea Council
- Harrow Council
- Ealing Council
- The police and crime commissioner, Mayor Sadiq Khan (MOPAC)
- The local chief officer of police
- Cemetery staff

2.2 Notices relating to the consultation were placed in Brent Civic Centre, five libraries, thirteen hubs and at each of the entrances of POC, Tiverton Green and Queens Park.

2.3 For those local residents that may not visit POC but may be affected by the outcome of the review, consultation engagement letters were sent to 10,212 persons and all relevant resident associations within the map below. The boundary of the map was chosen based on its proximity to POC, including other local Brent parks where dogs may be walked (Tiverton & Queens Park). The Anti-social Behaviour, Crime and Policing Act 2014 does not define 'locality' and therefore an area to be considered reasonable was chosen, which takes into consideration persons in walking distance of POC. Letters were also sent to all grave owners.

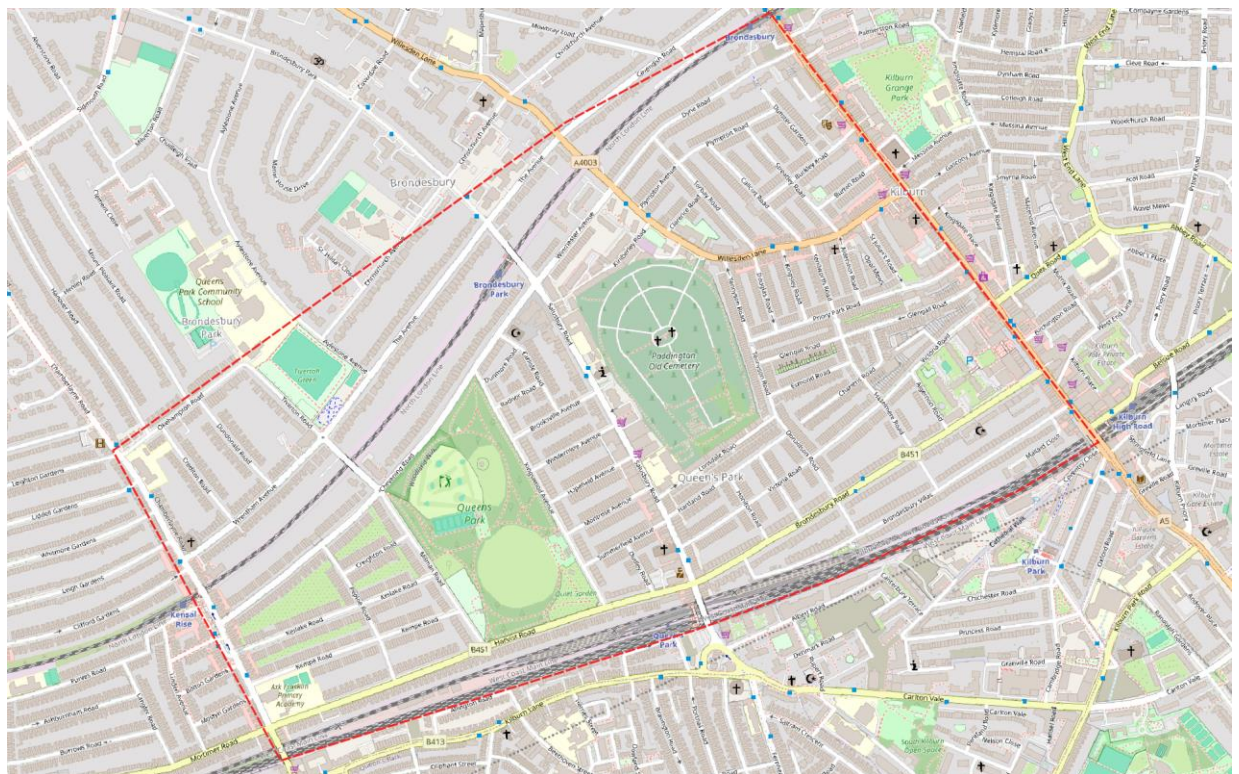
2.4 Below is the area that was considered as the chosen 'locality', the map serving as an approximate boundary to give an indication of the properties that were contacted.





Locality map

Below is a close up of the chosen streets within the locality of POC.



Close up of locality map

### 3. News Stories & Social Media

3.1 The following news stories have been published in relation to POC. The table below shows which Appendix these can be found in.

Publisher	Date	News Story	Appendix
Kilburn Times	19 October 2017 – reposted in Next Door on 24 October 2024	Grave concerns mounting at Paddington Old Cemetery	Appendix 2
The London Dead	20 September 2023 – reposted on Facebook on 21 October 2024	Dog day afternoon; Paddington Old Cemetery, Willesden Lane, NW6	Appendix 3
NW Londoner	23 September 2024	Miscommunication around Brent cemetery sparks community outrage	Appendix 4
Ham & High	16 October 2024	Call to ban dogs from Paddington Old Cemetery in Kilburn	Appendix 5
Brent Council	18 October 2024	Consultation overview	Appendix 6
Ham & High	22 October 2024	Dog owners hit back at Paddington Old Cemetery walking ban	Appendix 7
The Telegraph	25 October 2024	The Labour-run council accused of waging war on dogs	Appendix 8
The Spectator	30 October 2024	Will councils soon be digging up the dead?	Appendix 9

News Stories relating to Paddington Old Cemetery

Comments were made and discussions had on social media platforms including Next Door and Instagram in relation to the consultation review.

### 4. Household v Individual Response

4.1 The consultation was initially set up to allow one response per household. During the consultation, feedback was received stating that each person in a household would also like to express their opinion. Where for example in a household there may be one dog with multiple persons walking it, they wanted to have the opportunity to share their thoughts and feelings.

4.2 It was initially considered that most people within the same household were likely to share the same views in relation to dog behaviour in the cemetery. For example, where multiple people walk the same dog, their views would be similar and could be summarised in one response. As the consultation is based on the presenting issues and not numbers, it was considered this could be captured sufficiently via one response per household.

4.3 At the time the decision was made to change from 'household' to 'individual' responses, the data received had already captured sufficient viewpoints in summing up presenting issues.

4.4 On Friday 29 November 2024 an email was sent to all respondents advising that each individual in a household was able to respond to the consultation survey. To ensure all respondents had received the communication, on Sunday 1 December 2024 the email was resent again successfully.

4.5 As of 1 December 2024, 774 responses had been received to the consultation survey. When the consultation closed on the 10<sup>th</sup> of December 2024, a total of 860 responses had been received, a total difference of 86 responses. It is unclear how many of the 86 responses were directly related to the change from 'household' to 'individual' as opposed to those generally responding.

## 5. Consultation Analysis

### 5.1 Introduction

5.1.1 There were **860** responses to the consultation. However, four of these were discounted due to repeat responses from those individual. As a part of this review process in considering which data to analyse, appropriate consideration was given as to whether a response was from a repeated individual which was therefore discounted or a repeated household which was therefore still included. Where multiple responses were detected, the one which gave more detail was included. This brings us to a total number of individual responses to 856.

5.1.2 The response total for each question varies throughout the report as some respondents chose not to answer every question. There was also some confusion where respondents had chosen multiple, conflicting values in a multiple-choice question. These responses have been discounted from the totals where relevant, as we cannot in good faith interpret the true intent of the respondent.

5.1.3 Questions may be presented out of sequence to the way they were shown in the consultation questionnaire, in order to create a more coherent structured narrative.

### 5.2 Demographic Data

#### 5.2.1 Location



Location

5.2.1.1 Respondents were asked their postcode and we used these to categorise the area they lived in. **696 (82%)** respondents gave a postcode within the London Borough of Brent. **104 (12%)** from another part of London, and **30 (4%)** from outside of London.

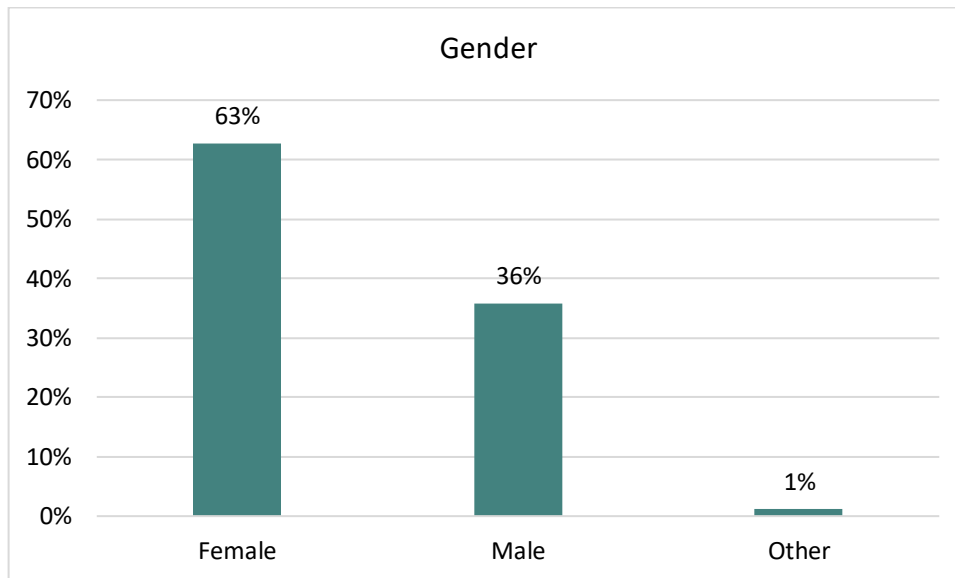
5.2.1.2 21 respondents did not provide a postcode and 5 provided data that wasn't a postcode. Of the respondents from within London but not in Brent, 87 came from an adjacent borough: 40 from Camden; 16 from Harrow; 15 from Westminster; 5 from Barnet; 5 from Ealing; 4 from Kensington and Chelsea; and 2 from Hammersmith and Fulham.



5.2.1.3 Respondents from outside London came from as far away as Bristol, Birmingham, Buckinghamshire, North Northamptonshire and North Yorkshire.

5.2.1.4 Of the 88 respondents that identified themselves as grave owners, there were six who provided a postcode outside of London – with two from Three Rivers, and one each from Buckinghamshire, Dacorum, Hertsmere and Luton.

## 5.2.2 Gender



Gender

**429 (63%)** respondents identified as female and **245 (36%)** as male. **9 (1%)** selected other, and **173** declined to complete the question.

## 5.2.3 Ethnicity

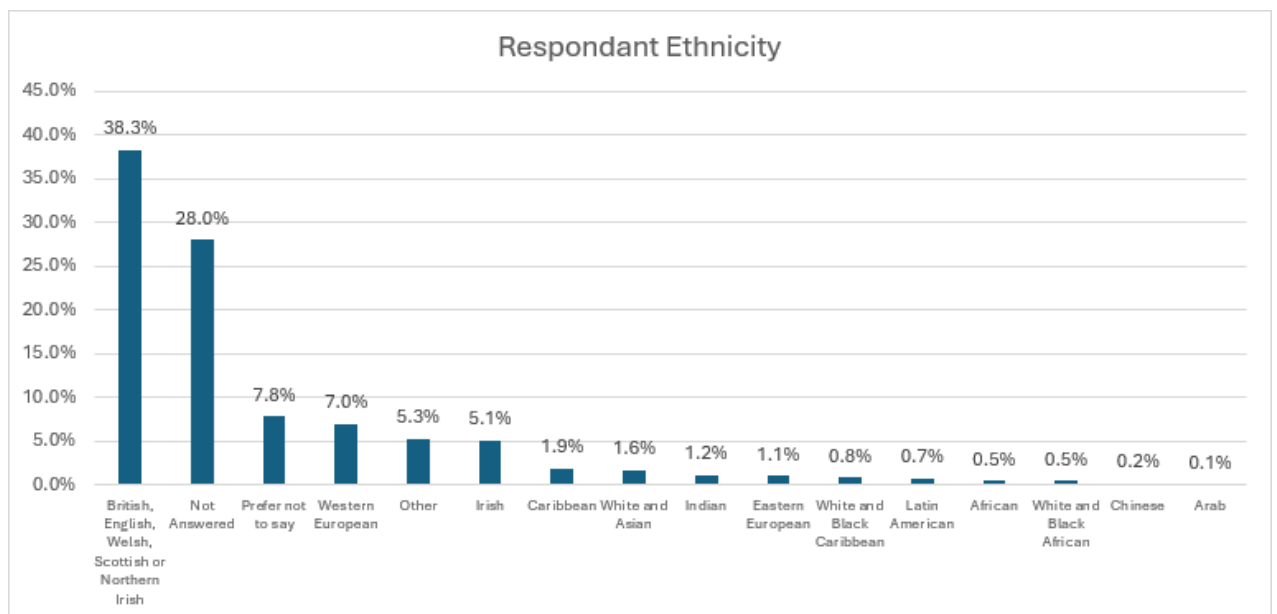
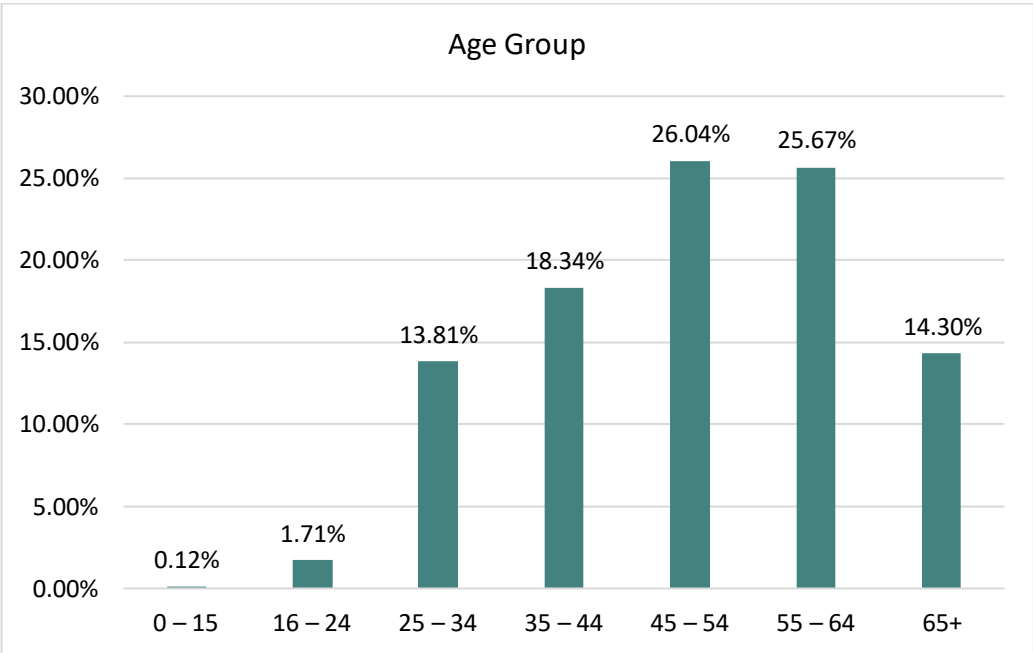


Table... Ethnicity

5.2.3.1 550 respondents completed this question. The above chart shows the breakdown of respondent ethnicity: 38% of respondents identified themselves as British, English, Welsh,

Scottish, or Northern Irish. 28% did not answer the question, and 7.8% chose the option 'Prefer Not to Say'.

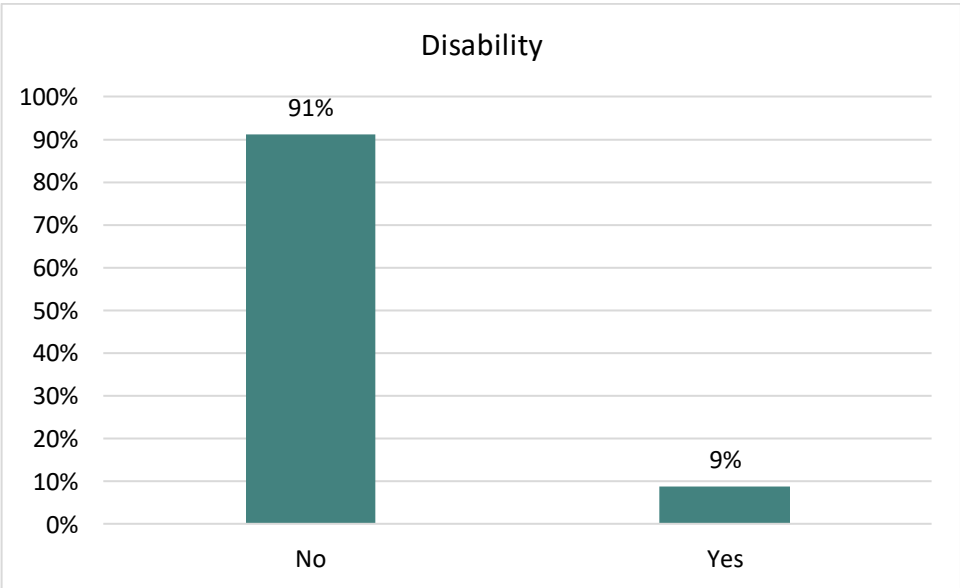
5.2.4 Age Group



Age Group

5.2.4.1 The age of respondents with the largest number of responses was aged between **45 – 54 (213 or 26.04%)** closely followed by **55 – 64 years old (210 or 25.67%)**. 37 respondents chose 'Prefer not to say' and one declined to complete the question.

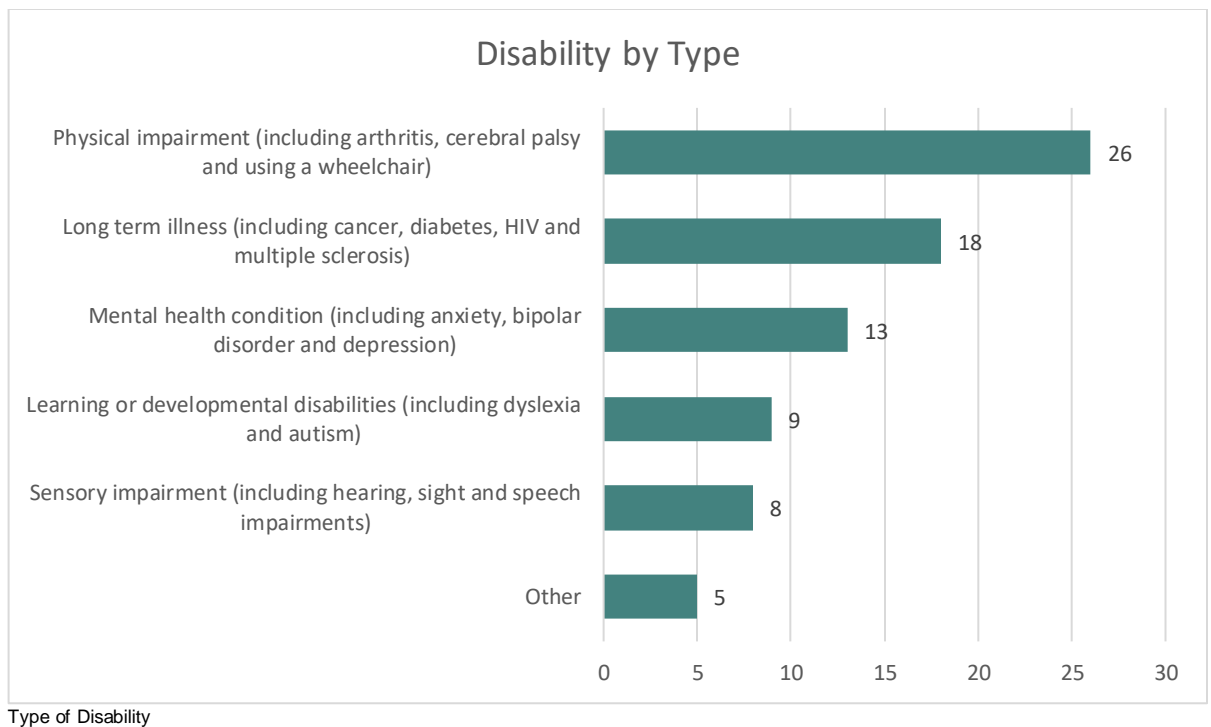
5.2.5 Disability



Disability

5.2.5.1 **698 (91%)** respondents completed this question, **62 (9%)** of whom chose to identify as having a disability. 33 respondents chose 'Prefer not to say' and 125 declined to answer the question.

### 5.2.6 *Type of Disability*



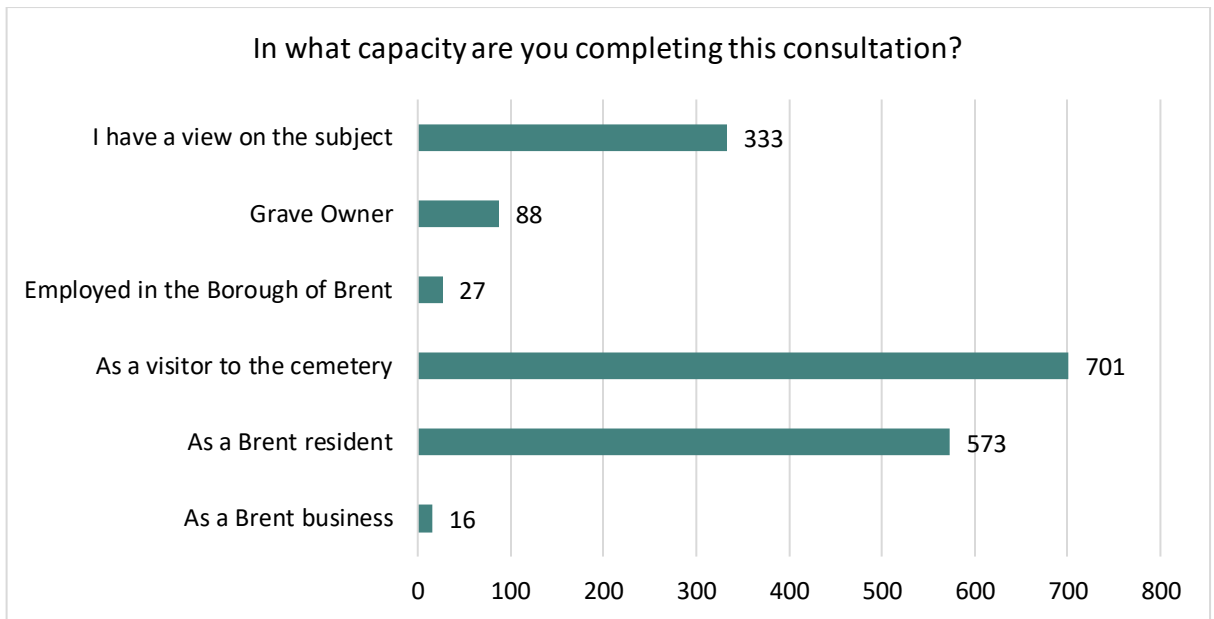
5.2.6.1 Although 62 people specified that they had a disability in the previous question, 91 people chose a response when asked to list disability by type indicating that some people had more than one disability. This became 59 respondents when those who chose 'Prefer not to say' were removed from the total count (91).

5.2.6.2 The percentage of those with each condition is as follows:

- Physical impairment (including arthritis, cerebral palsy and using a wheelchair) – 26 respondents (3%)
- Long term illness (including cancer, diabetes, HIV and multiple sclerosis) – 18 respondents (2%)
- Mental health condition (including anxiety, bipolar disorder and depression) – 13 respondents (2%)
- Learning or developmental disabilities (including dyslexia and autism) – 9 respondents (1%)
- Sensory impairment (including hearing, sight and speech impairments) – 8 respondents (1%)
- Other – 5 respondents (1%)

## 5.3 Consultation Questions Broken Down

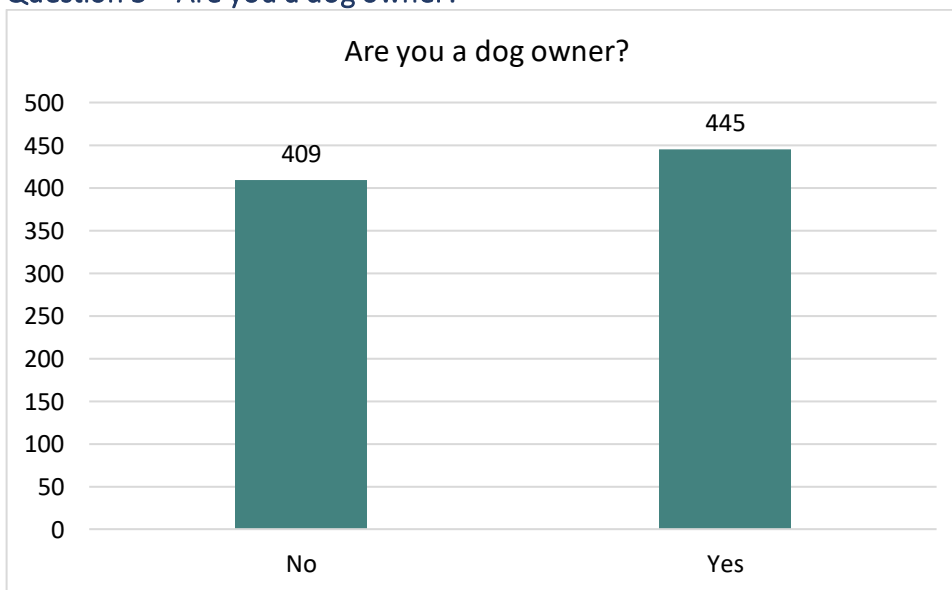
5.3.1 Question 4 – In what capacity are you completing this consultation?



In what capacity are you completing this consultation?

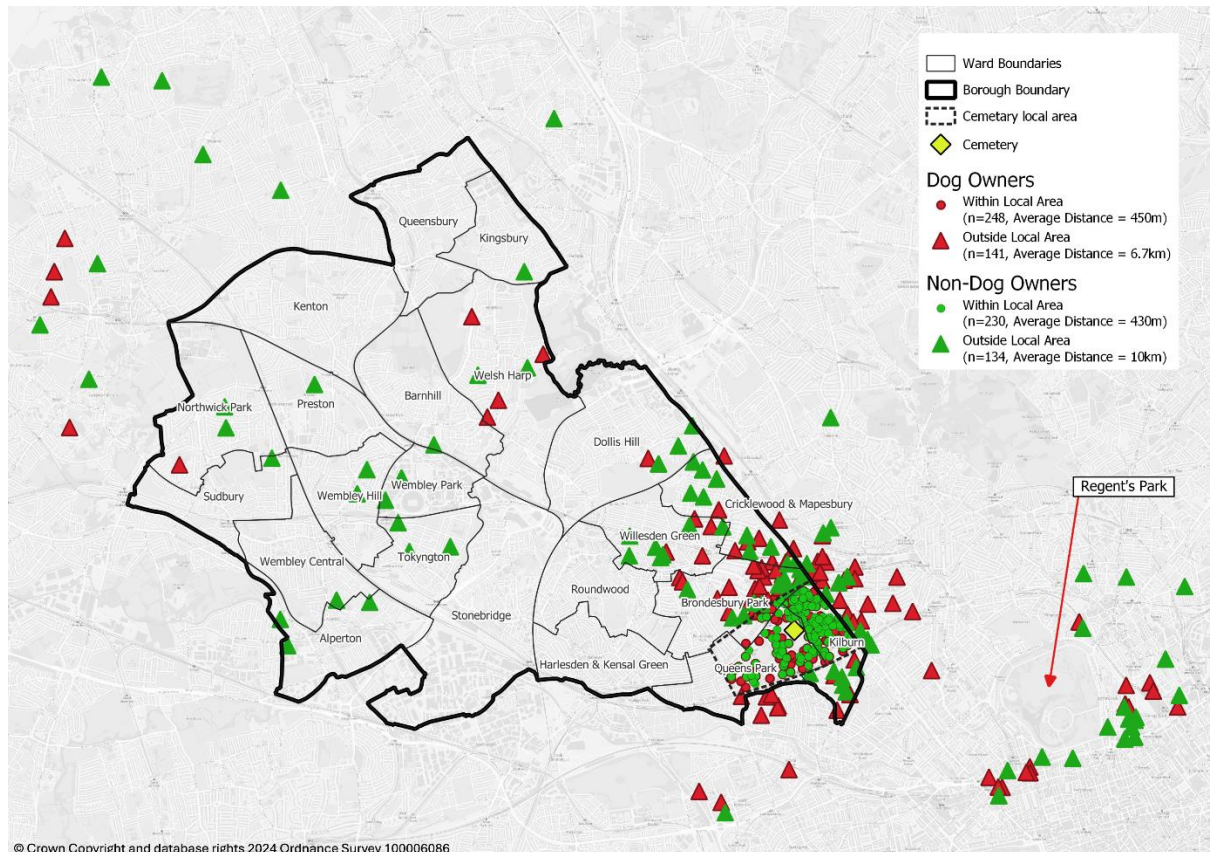
- 5.3.1.1 Most respondents chose multiple options for this question. Each option selected were split and considered as a separate response, hence the total number of responses came to 1738. **702 (40%)** of the respondents are a visitor of the cemetery along with **573 (33%)** that are a Brent resident and **333 (19%)** that have a view on the subject.

#### 5.3.2 Question 5 – Are you a dog owner?



Are you a dog owner?

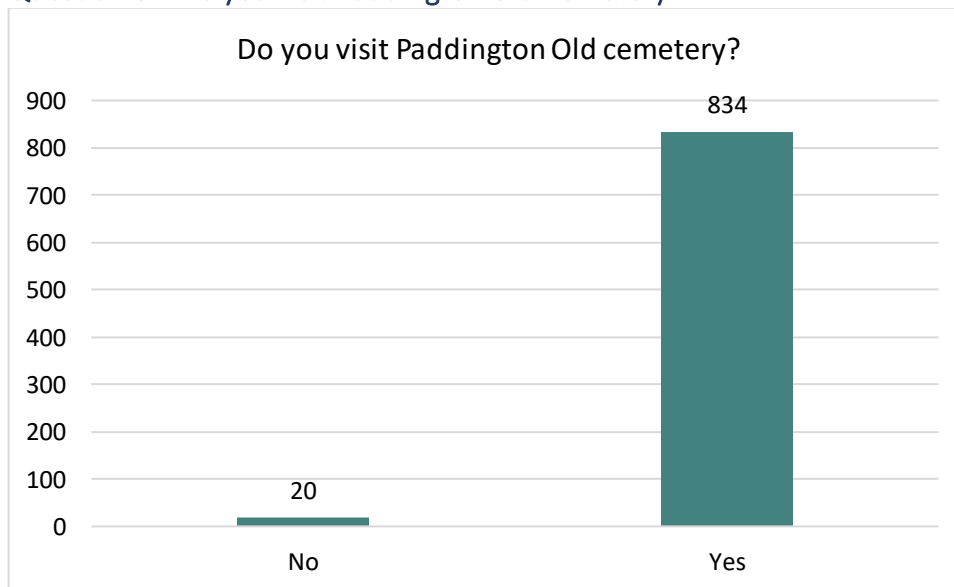
- 5.3.2.1 There is an almost even split between the number of respondents who are dog owners (**445, 52%**) and not dog owners (**409, 48%**). Two respondents chose multiple options, so their response was excluded.
- 5.3.2.2 The map below shows the location of respondents to the consultation who stated that they owned a dog. Red dots and arrows show dog owners residing within and outside the local area boundary, and green dots and arrows showing non-dog owners both within and outside the local area boundary respectively. Regent's Park and Brent ward names have been labelled for location context.



Location of respondents to the consultation who stated that they owned a dog

### 5.3.3

#### Question 8 – Do you visit Paddington Old Cemetery?



Do you visit Paddington Old Cemetery?

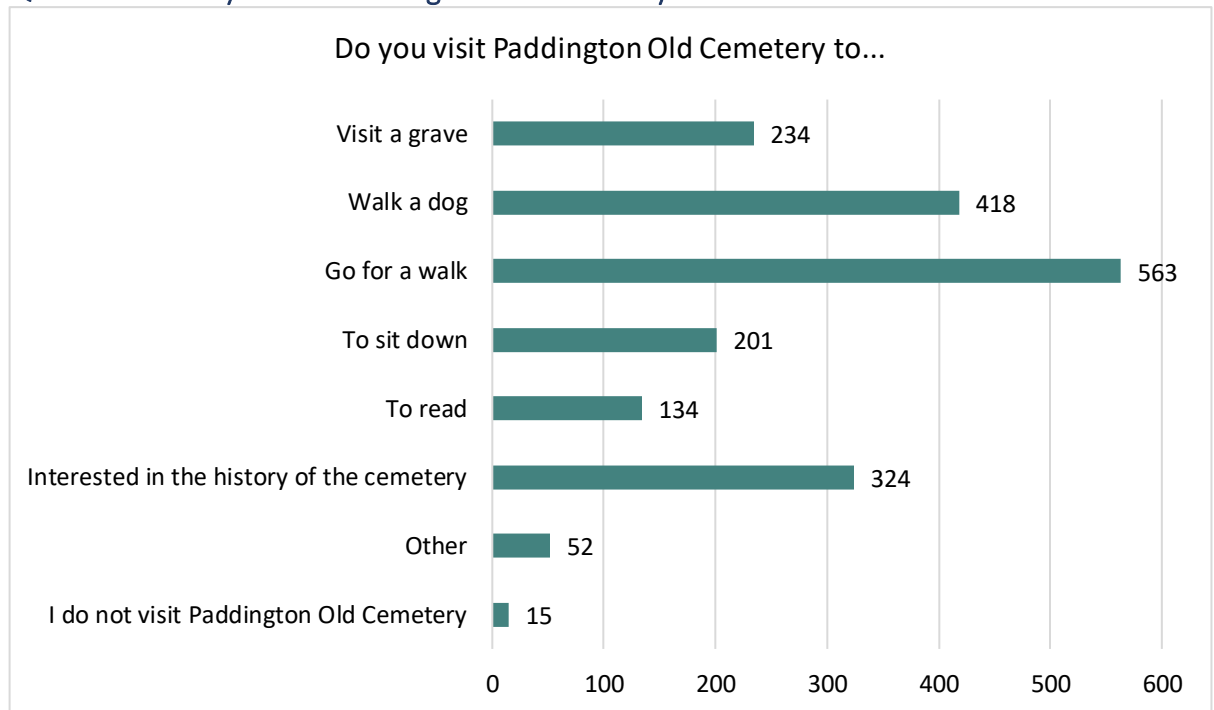
#### 5.3.3.1

98% (834) of respondents responded that they do visit Paddington Old Cemetery, while 2% (20) said they do not. Two respondents declined to answer the question. The respondents shown in the table above who do not visit the cemetery is negligibly low, therefore their responses were not removed when carrying out the analysis, as this would not be material to the outcome.



#### 5.3.4

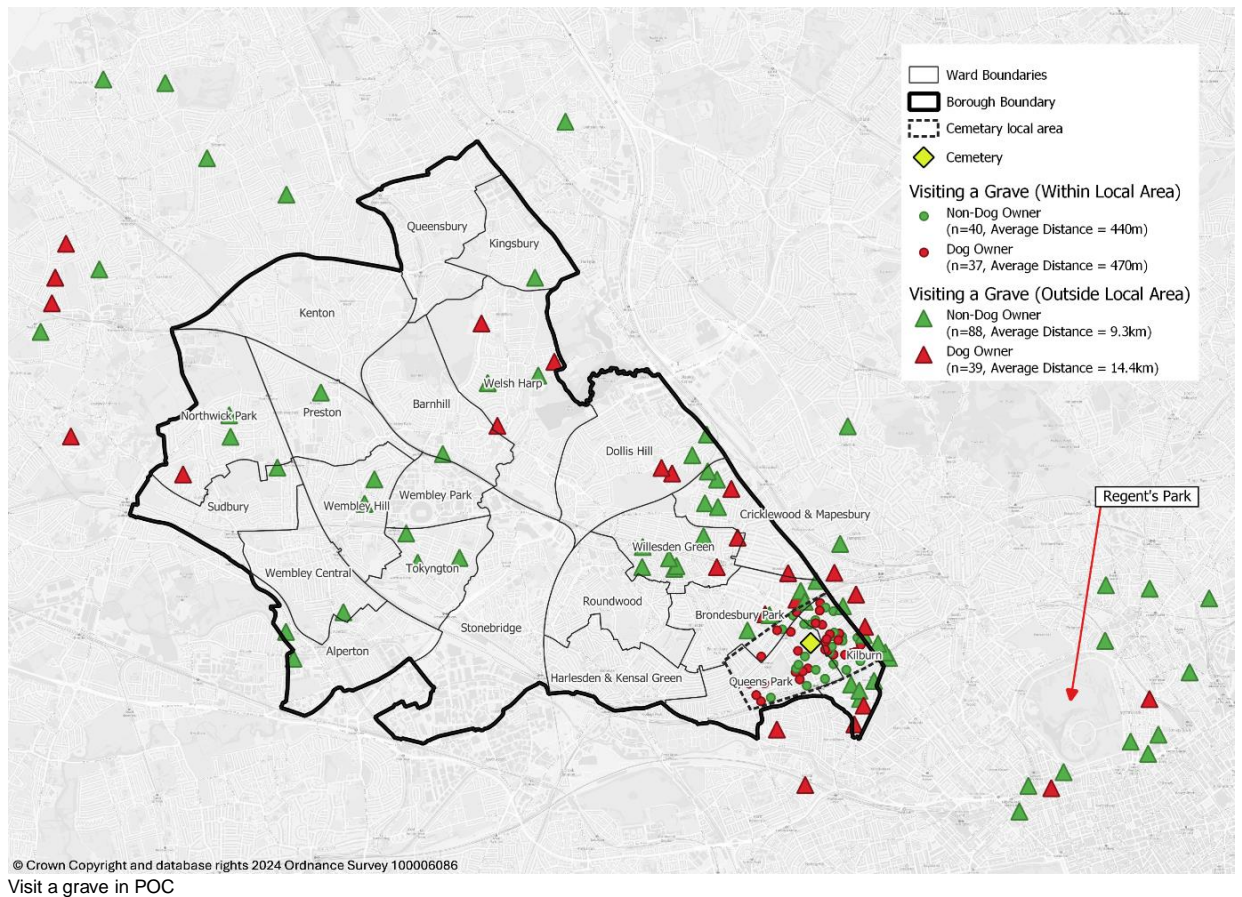
#### Question 9 – Do you visit Paddington Old Cemetery to...



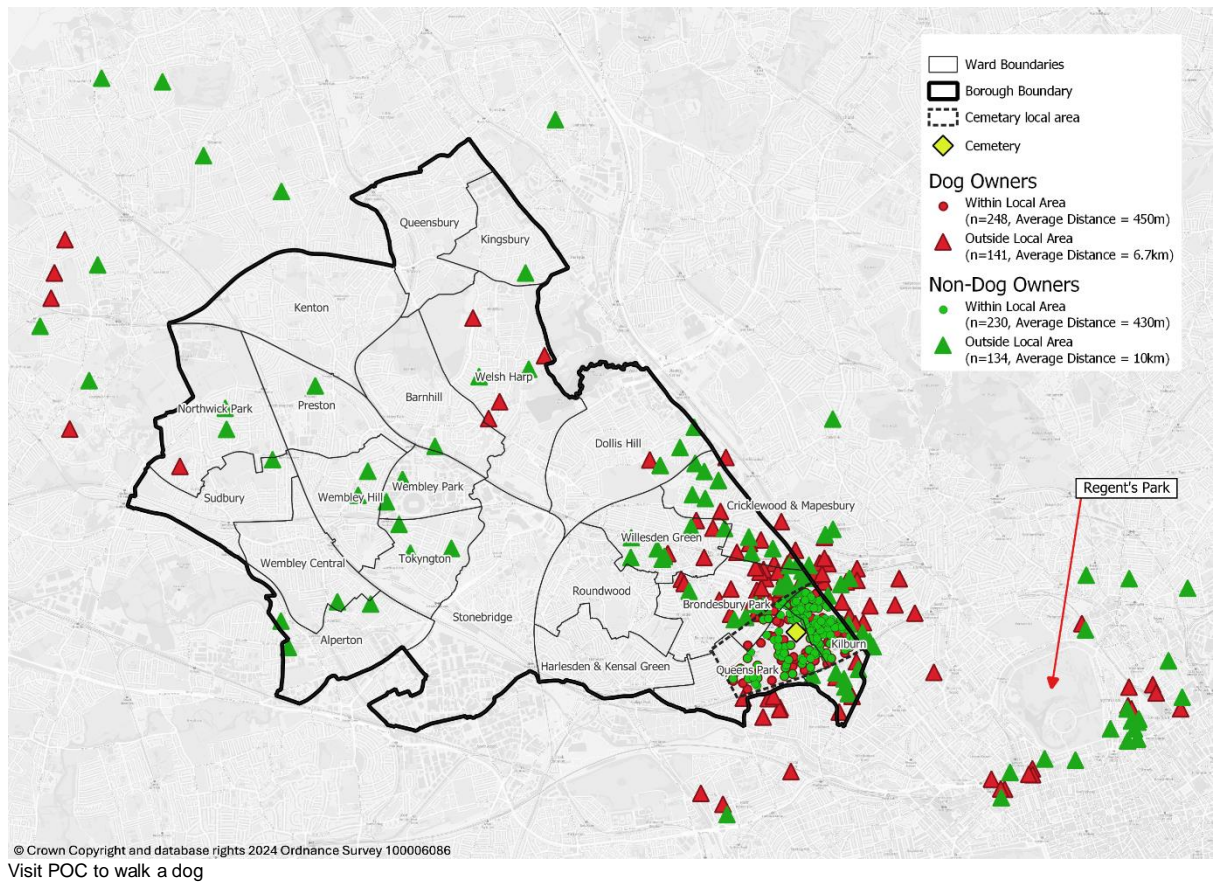
Do you visit Paddington Old Cemetery to...

5.3.4.1 Most respondents chose multiple options for this question. The graph shows most respondents visit Paddington Old Cemetery to go for a walk (**563, 66% of all 856 respondents**), walk a dog (**418, 49%**), are interested in the history of the cemetery (**324, 38%**), and/or visit a grave (**234, 27%**).

5.3.4.2 The map below shows the locations of the respondents whose response to question 9 included 'visiting a grave', including where one or more other choice was selected. Respondents have again been categorised into dog owners and non-dog owners, as well as their location within or outside the area local to the cemetery. Regent's Park and Brent wards have been labelled for location context. Please note that although people who come to visit a grave may also be a dog owner, they may not bring their dog to the cemetery. 53 of the 234 persons visiting a grave also walk a dog in Paddington Old Cemetery.

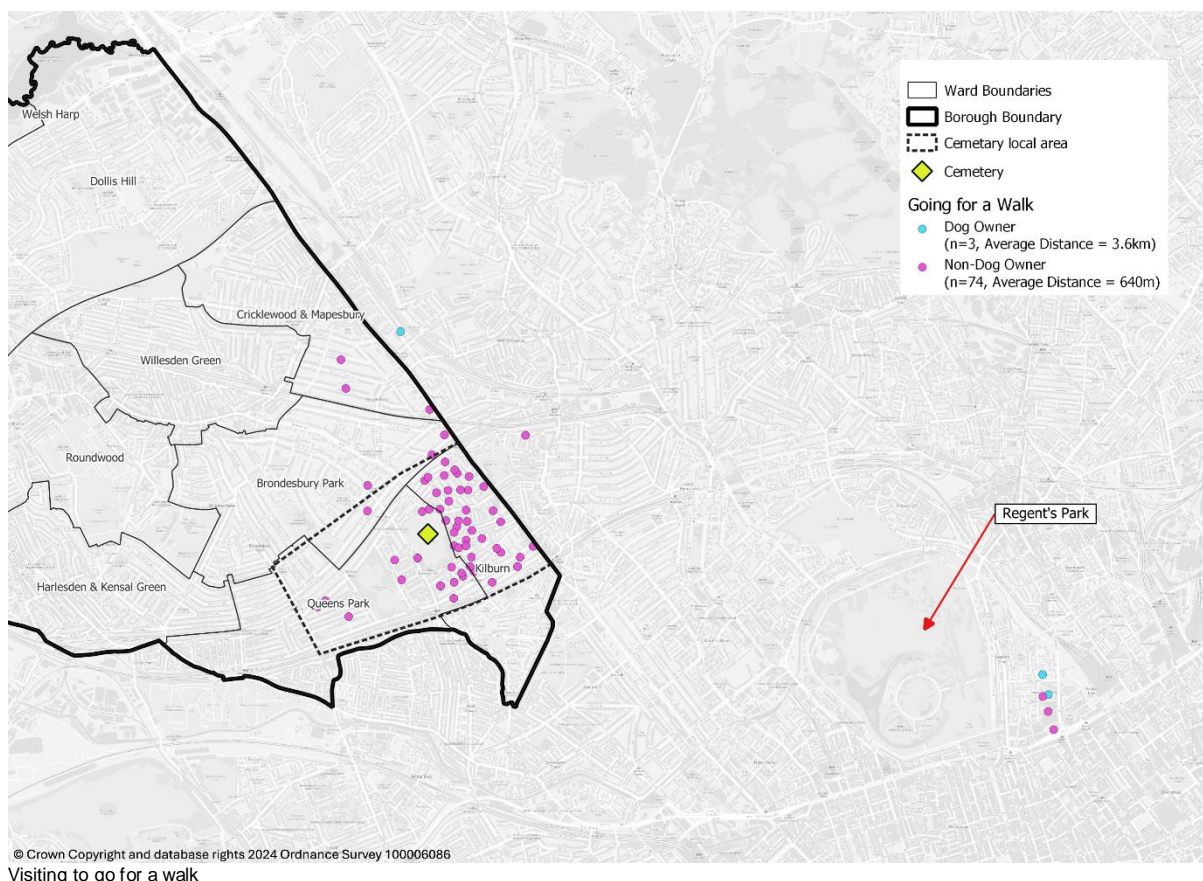


5.3.4.3 The map below shows the locations of respondents whose response to question 9 included 'walk a dog' and no other choice. Regent's Park and Brent wards have been labelled for location context.



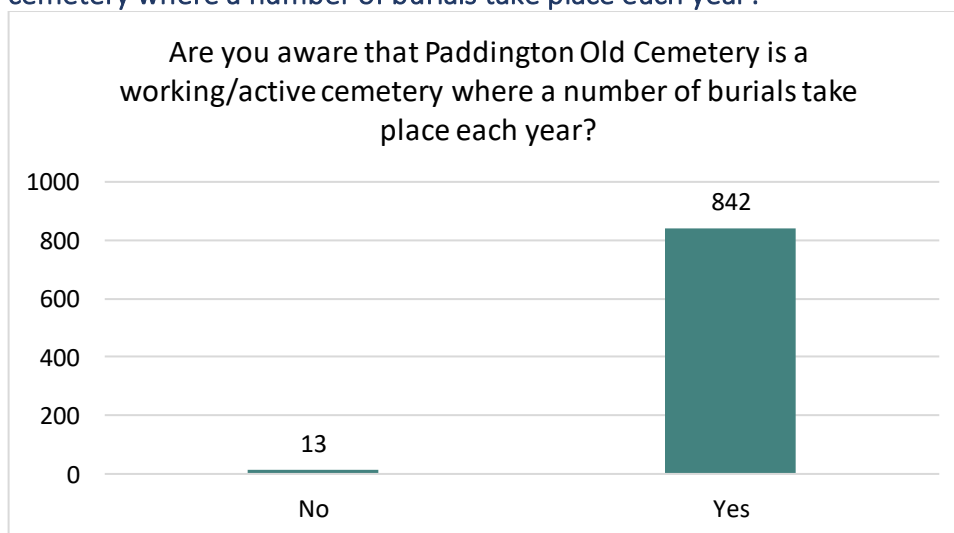
5.3.4.4 The map below shows the location of respondents whose response to question 9 included only 'Go for a Walk' and no other choices. Respondents have been separated into dog owners and non-dog owners. Distinct totals for those within and outside the local border have not been specified due to low numbers outside the local area and borough. Regent's Park and Brent wards have been labelled for location context. The map indicates that people travel from afar to visit POC to only 'go for a walk', for example some people living near Regents Park travel to walk in POC.





Visiting to go for a walk

### 5.3.5 Question 11 – Are you aware that Paddington Old Cemetery is a working/active cemetery where a number of burials take place each year?

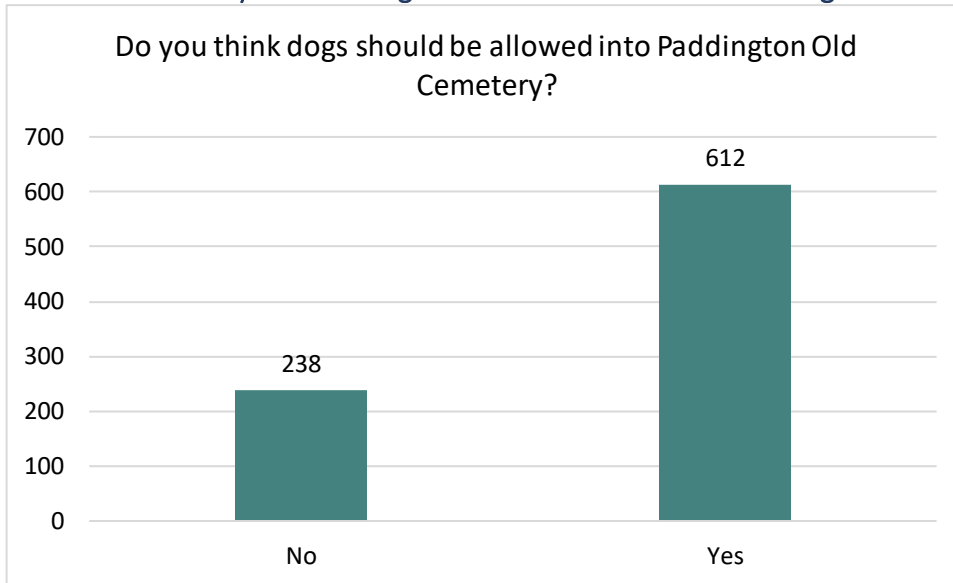


Are you aware that Paddington Old Cemetery is a working/active cemetery where a number of burials take place each year?

#### 5.3.5.1 **842 (98.5%)** respondents are aware that that Paddington Old Cemetery is a working/active cemetery where a number of burials take place each year while **13 (1.5%)** do not. One respondent selected multiple options, so their response was not included.

5.3.6

Question 13 – Do you think dogs should be allowed into Paddington Old Cemetery?



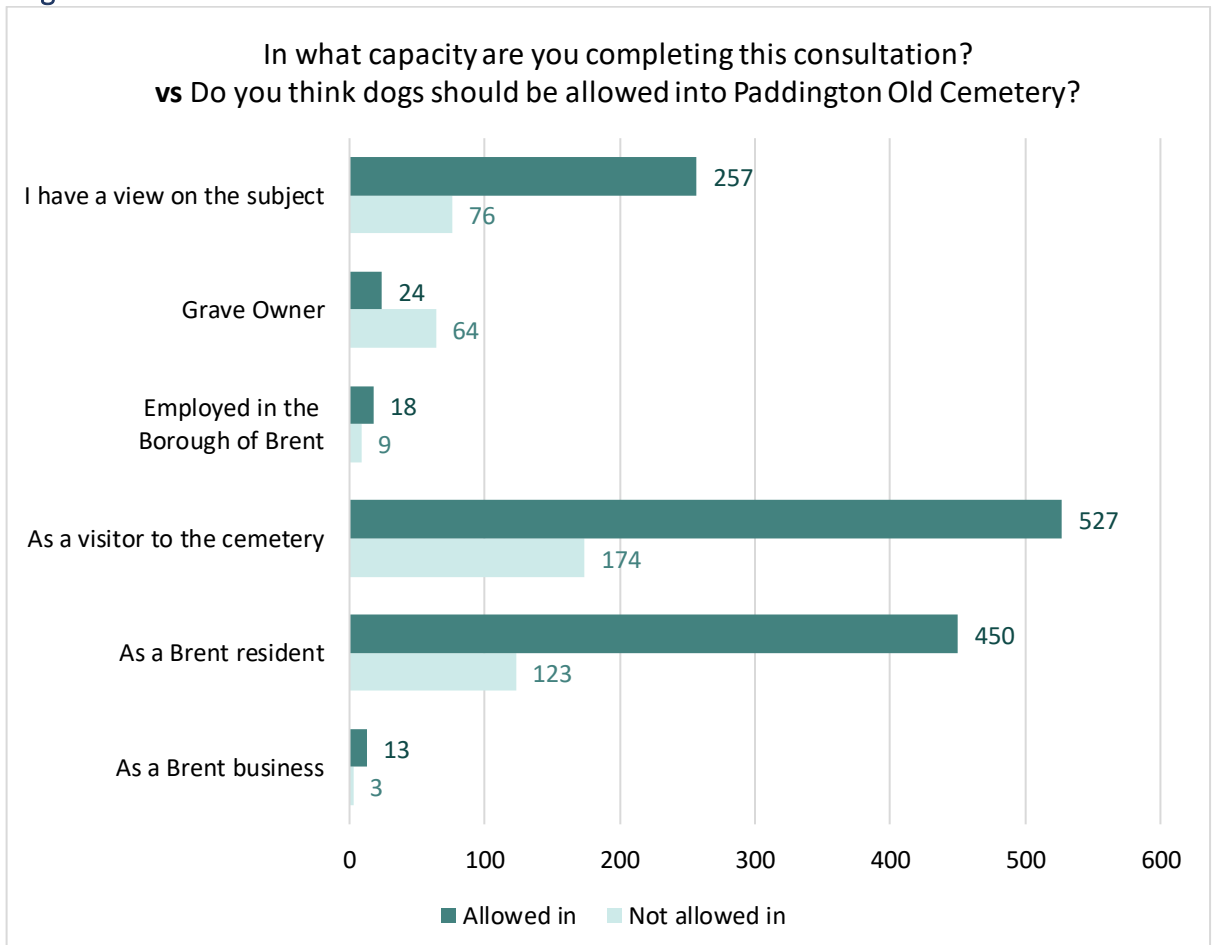
Do you think dogs should be allowed into Paddington Old Cemetery?

5.3.6.1

The results in favour of residents thinking dogs should be allowed into Paddington Old Cemetery (**612, 72%**) compared to those who think they should not be allowed (**238, 28%**).

5.3.7

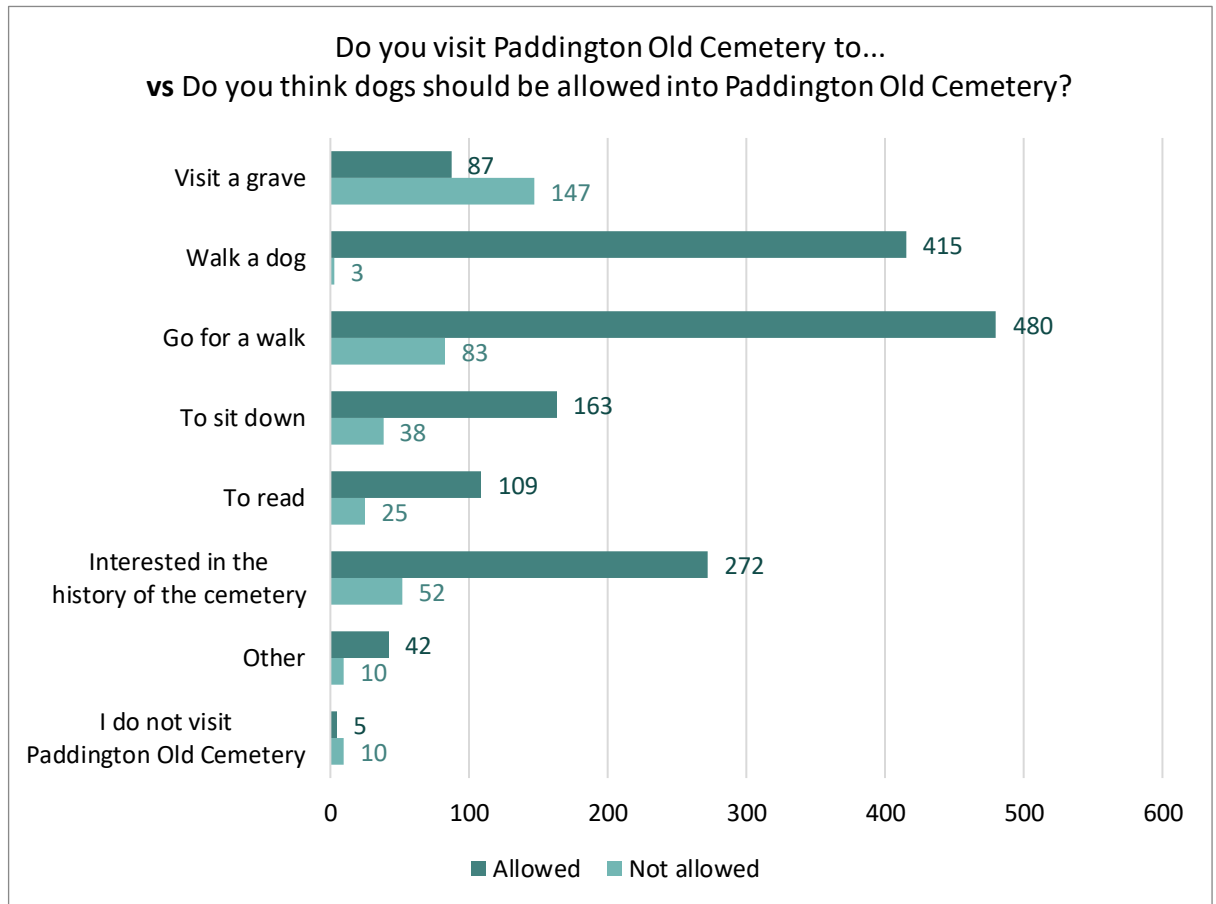
Q4 - In what capacity are you completing this consultation? Vs Q13 – Do you think dogs should be allowed?



Respondent capacity vs dogs allowed into cemetery

5.3.7.1 This comparison graph shows those who are a grave owner mostly think dogs should not be allowed inside Paddington Old Cemetery (64, 72%). All other respondents of question 4 mostly think dogs should be allowed into Paddington Old Cemetery. Respondents were permitted to select more than one capacity for Q4, for example, they could select 'a Brent resident' as well as 'a visitor the cemetery'.

5.3.8 **Q9 - Do you visit Paddington Old Cemetery to... Vs Q13 - Do you think dogs should be allowed?**

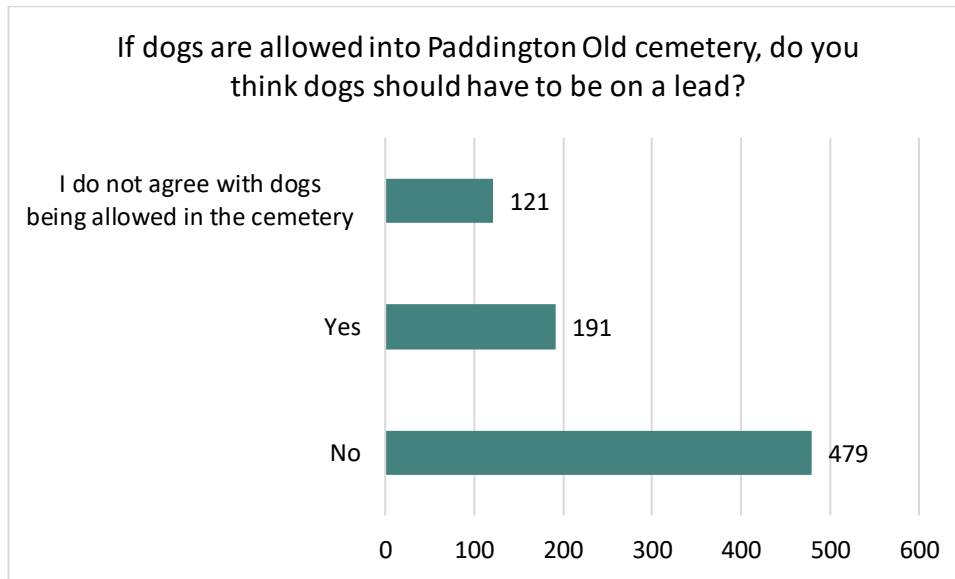


Reason for visiting POC vs dogs allowed into cemetery

5.3.8.1 This comparison graph shows that those who come to Paddington Old cemetery to visit a grave, mostly think dogs should not be allowed into the cemetery (147, 63%) while all other respondents to question 9 mostly think dogs should be allowed into the cemetery (except for those who do not visit the cemetery). Respondents were permitted to select more than one reason for visiting the cemetery in Q9, for example, they could select 'go for a walk' as well as 'walk a dog'.

5.3.9

**Q14 – If dogs are allowed into Paddington Old cemetery, do you think dogs should have to be on a lead?**

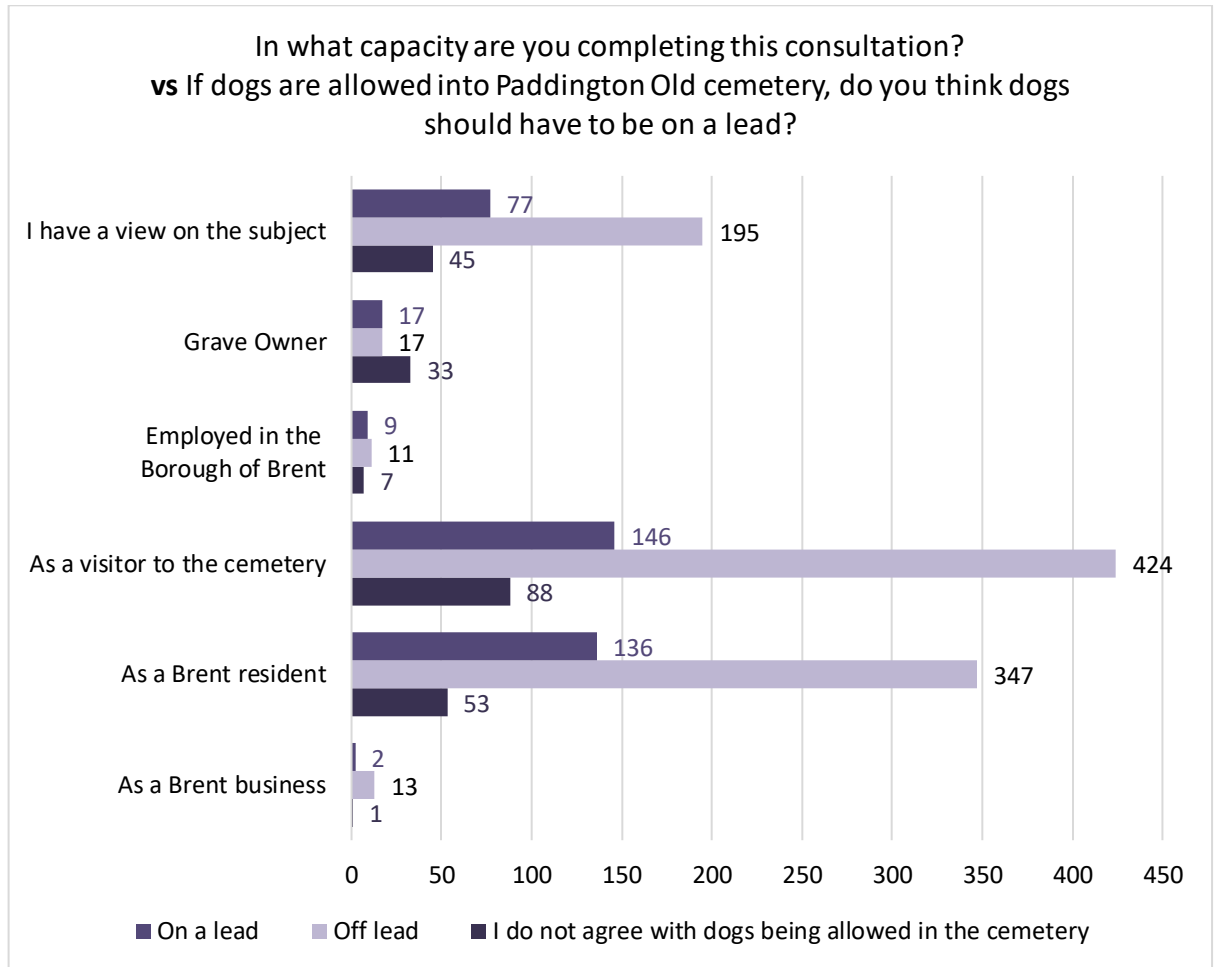


If dogs are allowed into Paddington Old cemetery, do you think dogs should have to be on a lead?

5.3.9.1

The results indicate lean respondents think dogs should not need to be on a lead when inside Paddington Old Cemetery (479, 61%) compared to those who think they should be on a lead (191, 24%) and those who do not want dogs in the cemetery at all (121, 15%). It is to be noted that 65 respondents chose multiple options which did not make sense, hence they were not included in the analysis.

5.3.10 Q4 - In what capacity are you completing this consultation? Vs Q14 – If dogs are allowed into Paddington Old cemetery, do you think dogs should have to be on a lead?

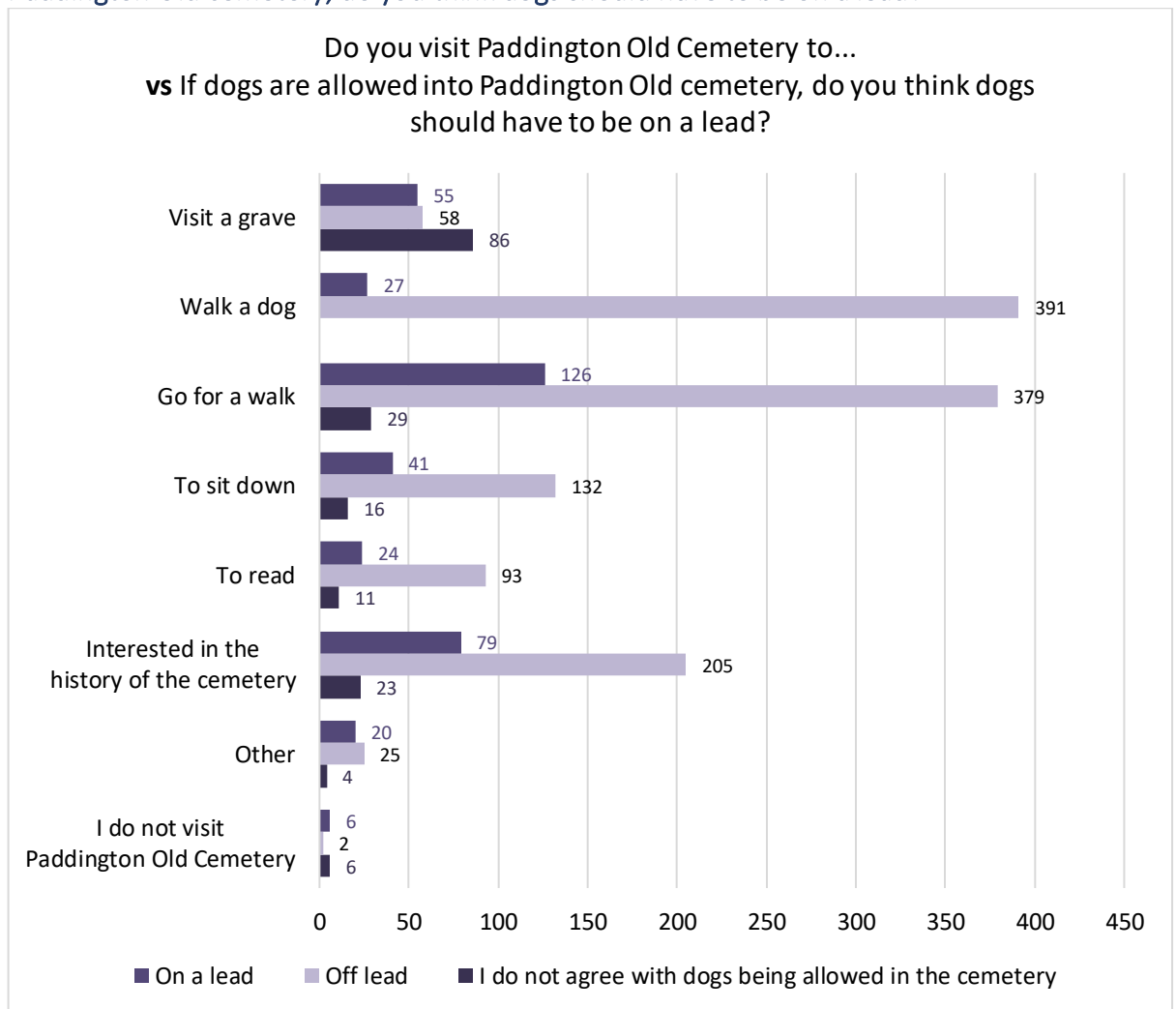


Respondent capacity vs dogs permitted on a lead

5.3.10.1 This comparison graph shows that most grave owners think dogs should be on a lead (33, 49%), whereas all other respondents mostly think dogs do not need to be on a lead when inside Paddington Old Cemetery. Respondents were permitted to select more than one capacity for Q4, for example, they could select 'a Brent resident' as well as 'a visitor the cemetery'.



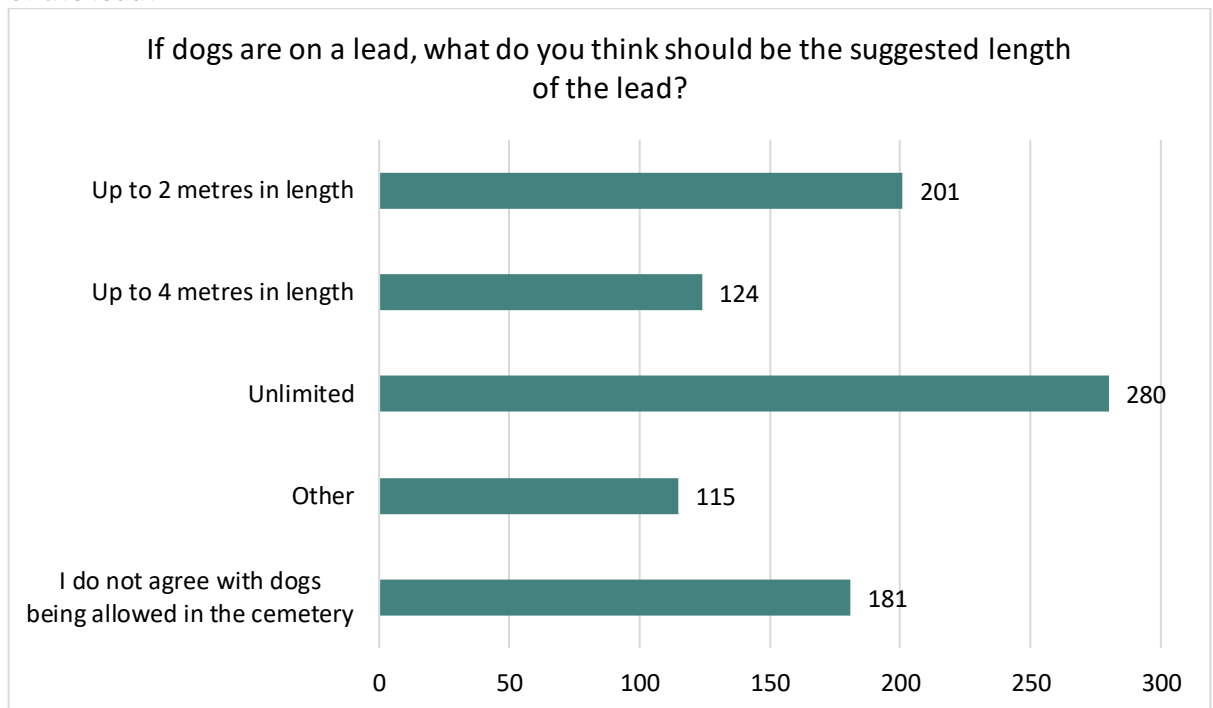
5.3.11 Q9 - Do you visit Paddington Old Cemetery to... Vs Q14 – If dogs are allowed into Paddington Old cemetery, do you think dogs should have to be on a lead?



Reason for visiting POC vs dogs permitted on a lead

- 5.3.11.1 This comparison graph shows those who come to Paddington Old Cemetery to visit a grave, mostly think dogs should not be allowed in the cemetery at all (86, 43%). All other respondents (except those who do not visit the cemetery) mostly think dogs do not need to be on a lead in the cemetery.
- 5.3.11.2 53 of those visiting a grave also walk a dog. 48 of those 53 say that dogs should be allowed into the cemetery and should not be required to be on leads. 5 of the 234 say dogs should either not be allowed into the cemetery or have to be on leads.
- 5.3.11.3 Respondents were permitted to select more than one reason for visiting the cemetery in Q9, for example, they could select 'go for a walk' as well as 'walk a dog'.

5.3.12 Question 15 – If dogs are on a lead, what do you think should be the suggested length of the lead?



If dogs are on a lead, what do you think should be the suggested length of the lead?

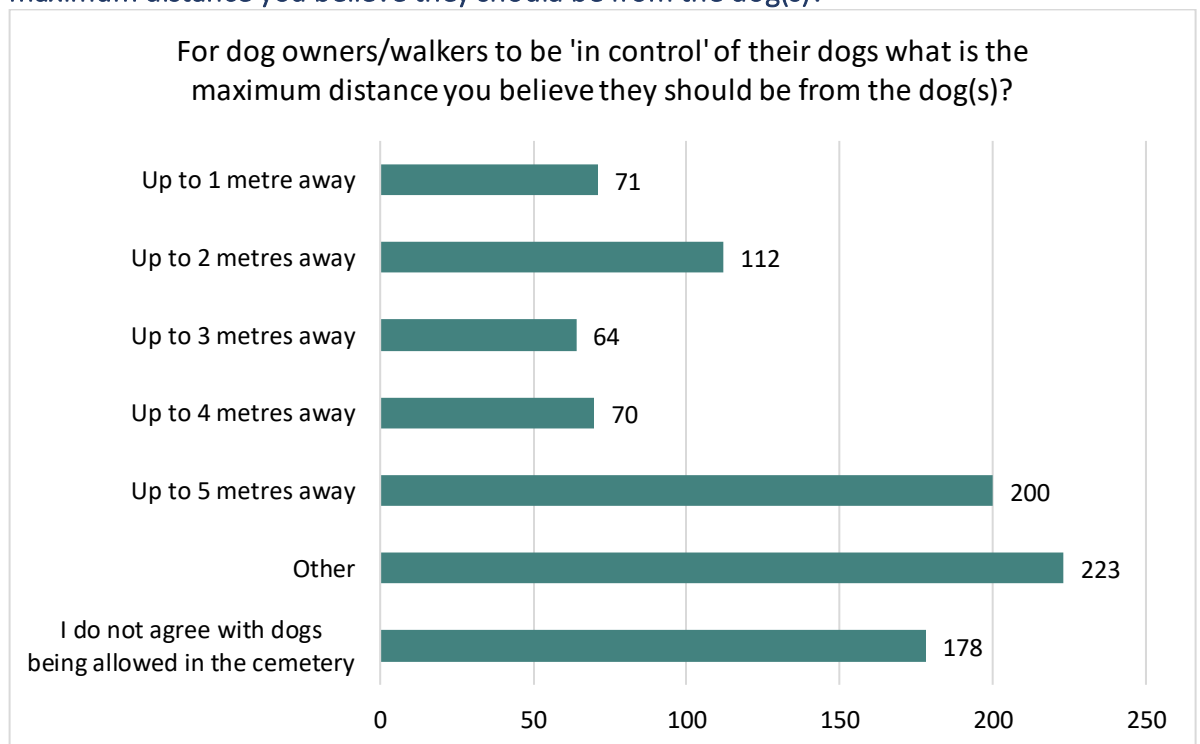
- 5.3.12.1 Most respondents chose multiple options for this question. Each option selected was split and considered as a separate response, hence the total number of responses came to 901. The results to this question show that most respondents think the suggested length of the lead for a dog should be unlimited (**280, 31%**) while others think it should be up to 2 metres in length (**201, 22%**). Please see the section below for the answers suggested under 'Other'. **181 (20%)** respondents do not agree with dogs being allowed in the cemetery.
- 5.3.12.2 Question 15 was accompanied by a free text response box, where respondents were asked to specify the length of the lead if they felt dogs were required to be on one. 134 respondents provided an additional comment. The key words for their responses are detailed below:



Suggested lead length

5.3.12.3 Of those that provided a free text response, only five respondents specified an actual length of lead, with responses being 1m, 1m, 1.2m, 20m and 50m. Five respondents took the opportunity to reiterate that they did not think dogs should be in the cemetery at all. 75 respondents believe dogs should not be required to be on a lead in the cemetery.

5.3.13 Question 16 – For dog owners/walkers to be 'in control' of their dogs what is the maximum distance you believe they should be from the dog(s)?



For dog owners/walkers to be 'in control' of their dogs what is the maximum distance you believe they should be from the dog(s)?

- 5.3.13.1 Most respondents chose multiple options for this question. Each option selected was split and considered as a separate response, hence the total number of responses came to 918.
- 5.3.13.2 The results to this question show that most respondents think the maximum distance a dog can be away from their owner for the owner/walker to be 'in control' is either 5 metres (**200, 22%**) or 'Other' (**223, 24%**). Please see the section below for the answers suggested under 'Other'. **178 (19%)** respondents do not agree with dogs being allowed in the cemetery.
- 5.3.13.3 Question 16 was accompanied by two free text response boxes, where respondents were asked the maximum distance they believed they should be from a dog. 239 respondents provided an additional comment. The key words for their responses are detailed below:

Suggested maximum distance from dogs to be in 'control'

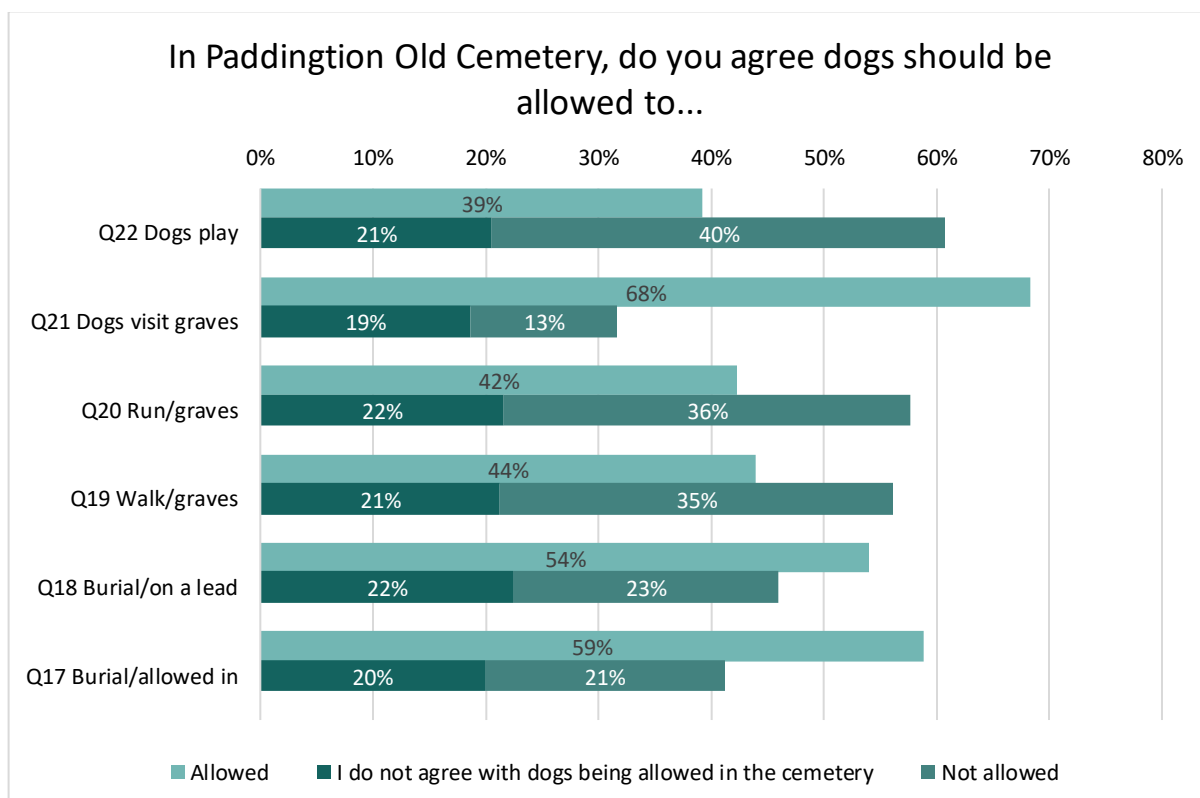
- 5.3.13.4 Only 41 respondents used these fields to give a precise response which varied as follows and returned a median value being 20m.



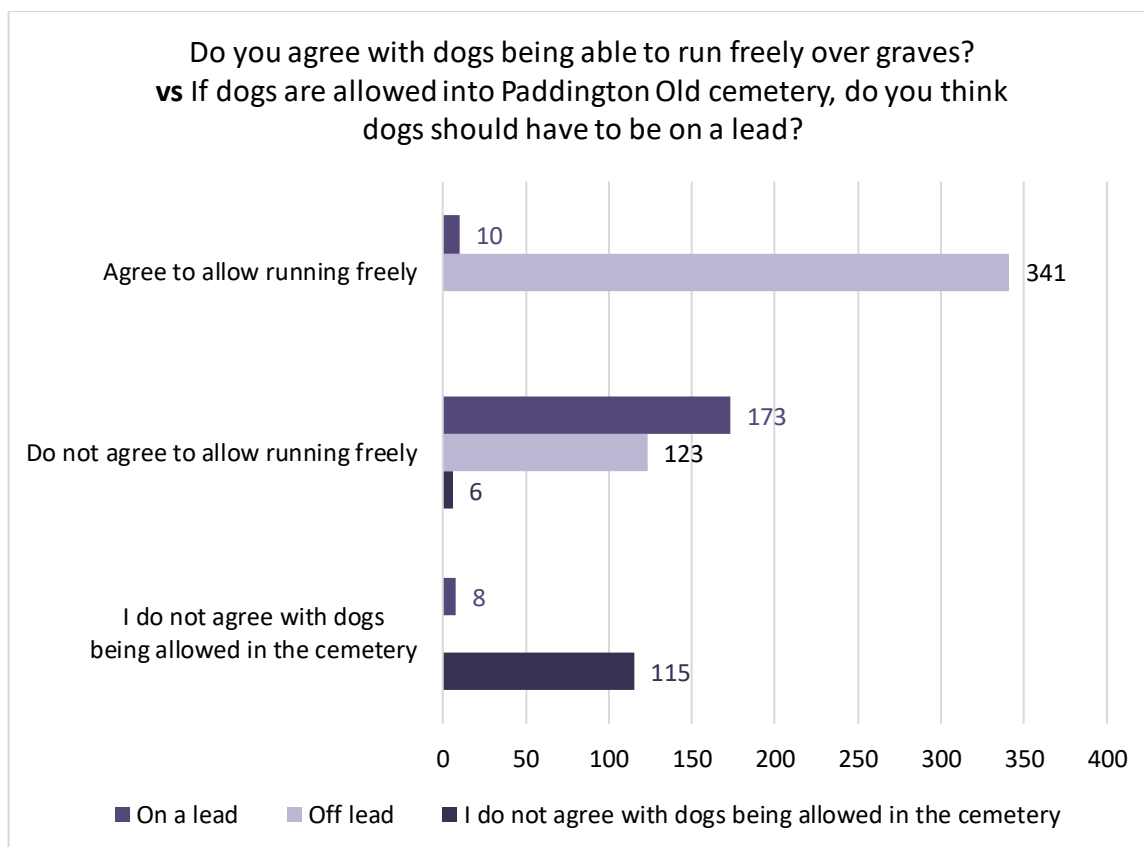
### 5.3.14 Dog Activity in Paddington Old Cemetery

#### 5.3.14.1 This analysis covers the following questions:

- Question 17 – When a burial is taking place should dogs be allowed into Old Paddington Cemetery?
- Question 18 – When a burial is taking place should dogs be required to be on a lead?
- Question 19 – Do you agree with dogs being allowed to walk over graves?
- Question 20 – Do you agree with dogs being able to run freely over graves?
- Question 21 – Do you think dogs should be allowed to visit graves? For example, a grave owner who is visiting a loved one with their dog.
- Question 22 – Do you agree with dog owners / walkers being able to play ball games, frisbee or any other type of games with their dogs in Old Paddington Cemetery?



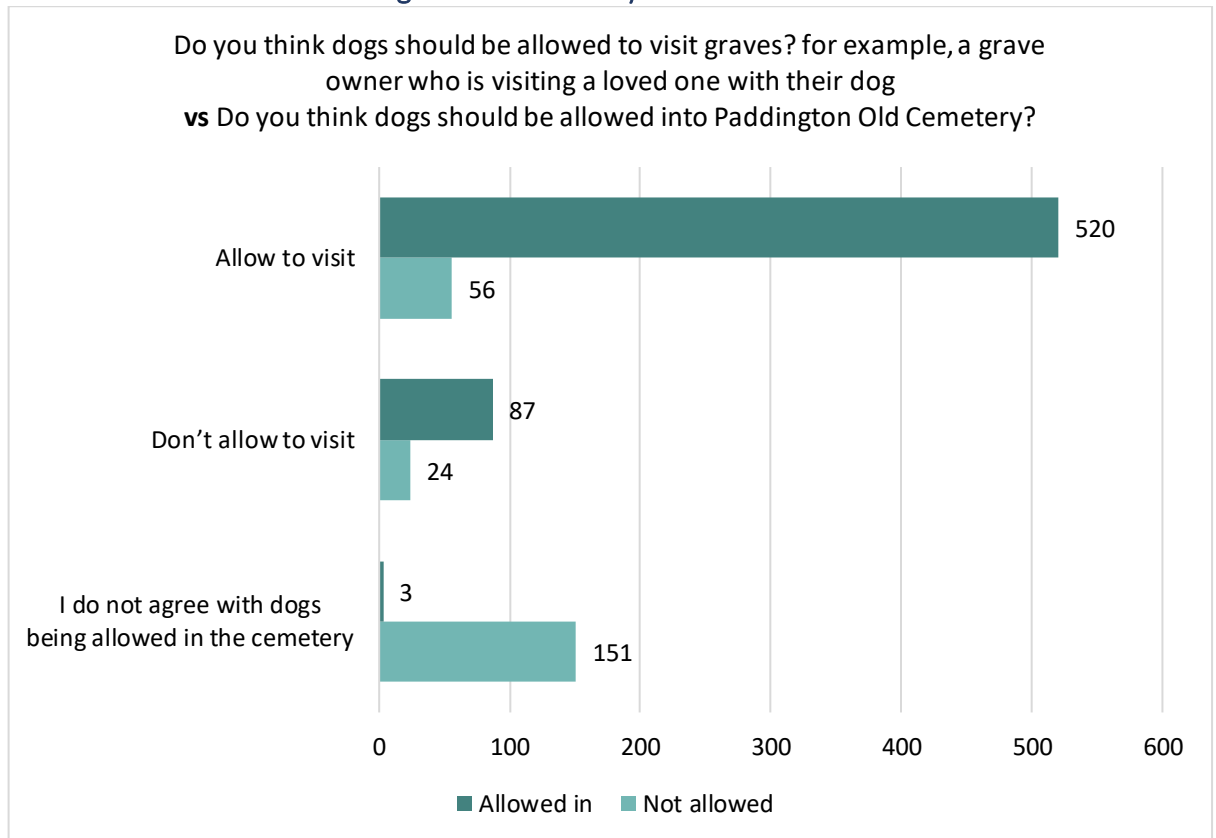
- 5.3.14.2 For questions 17 to 22, respondents were given the options 'yes', 'no' and 'dogs should not be allowed in the cemetery (with the exception of assistance dogs)'.
- 5.3.14.3 There were some respondents who selected multiple options for questions 17 to 22. If the multiple selection response did not make sense, the response was excluded and if they selected 'no' and 'dogs should not be allowed in the cemetery (with the exception of assistance dogs)' together (which make sense for some of the questions like question 17), then they were counted as a 'dogs should not be allowed in the cemetery (with the exception of assistance dogs)' answer.
- 5.3.14.4 These factors meant that the number of total responses differed for each question. Therefore, for better comparison of the data, each data value has been converted to a percentage of the total number of responses to that question.
- 5.3.14.5 Moreover, the data for 'no' and 'dogs should not be allowed in the cemetery (with the exception of assistance dogs)' have been stacked for convenience of comparison of the data.
- 5.3.14.6 The graph shows that the dog activity in Paddington Old Cemetery which most respondents agreed with allowing is dogs visiting graves, for example when a grave owner is visiting a loved one with their dog **(68%)**. The activity they least agreed with allowing dog owners/walkers being able to play ball games, frisbee or any other type of games with their dogs **(40%)**.
- 5.3.14.7 On average, 20.8% of respondents do not agree with dogs being allowed in the cemetery.
- 5.3.15 **Q20 – Do you agree with dogs being able to run freely over graves? Vs Q14 – If dogs are allowed into Paddington Old Cemetery, do you think dogs should have to be on a lead?**



Dogs running over graves vs dogs permitted on a lead

- 5.3.15.1 This comparison graph shows that respondents who agree with allowing dogs running freely over graves mostly think they should not need to be on a lead when inside Paddington Old Cemetery (**341, 97% of those 351 who agree to allow running freely**). Meanwhile, those who do not agree with allowing dogs to run freely over graves mostly think they should be on a lead when inside the cemetery (**173, 57% of those 302 who do not agree to allow running freely**).
- 5.3.15.2 Question 14 whether dogs should be allowed in the Paddington Old Cemetery was also compared to question 19, whether dogs should be allowed to walk over graves, but the results were so similar that only one comparison is included here.
- 5.3.15.3 To put the response into perspective in relation to those in favour of dogs running freely over graves, further comments were made in question 26 by respondents, in relation to why they agree with dogs walking/running freely over graves. To view these comments, please see **sections 7.21.2 and 7.21.3**.

5.3.16 Q21 - Do you think dogs should be allowed to visit graves? Vs Q13 – Do you think dogs should be allowed into Paddington Old Cemetery?

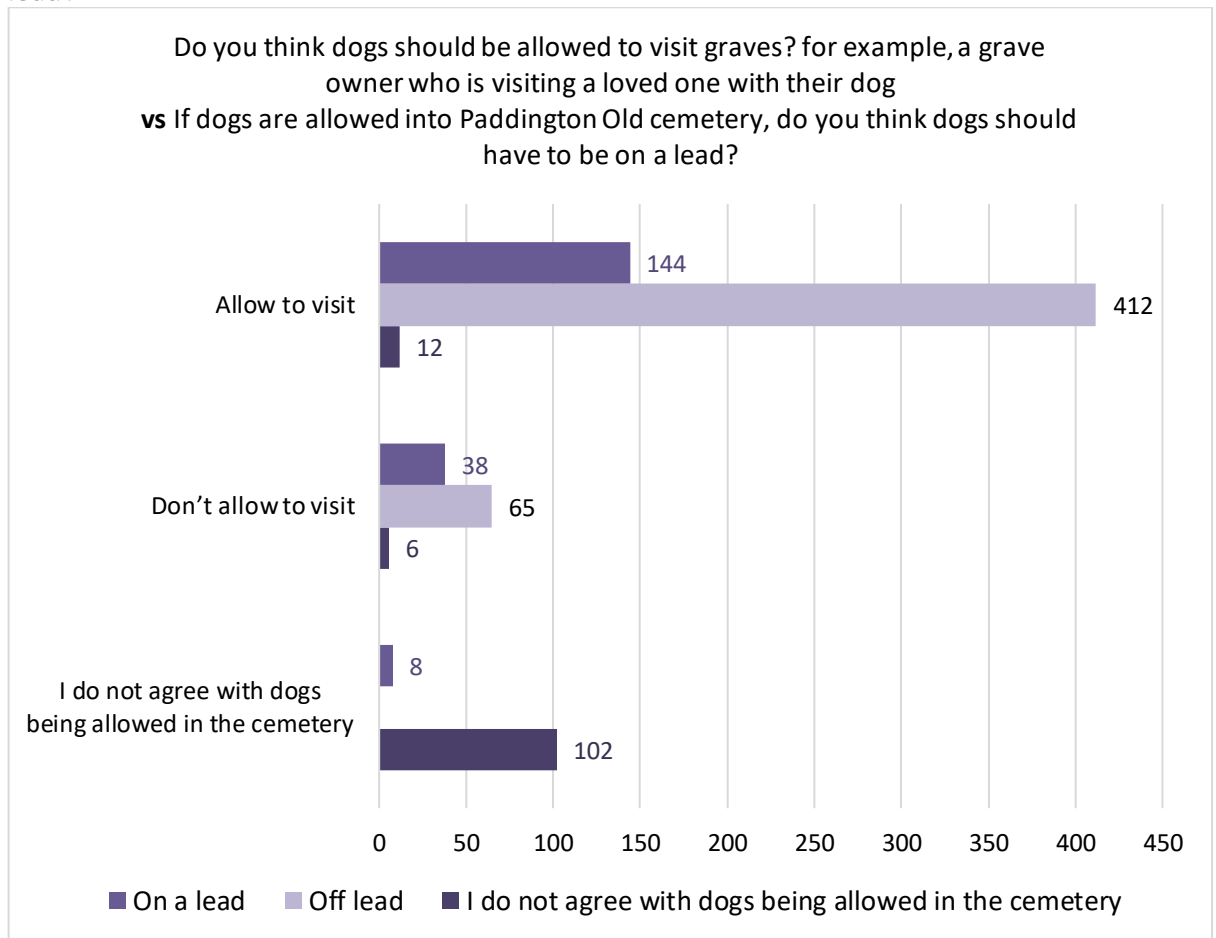


Dogs visiting graves vs dogs allowed in cemetery

5.3.16.1 This comparison graph between question 21 and question 13 shows that when asked whether dogs should be allowed in Paddington Old Cemetery, most people agreed, whether or not they believed dogs should be permitted to visit graves.



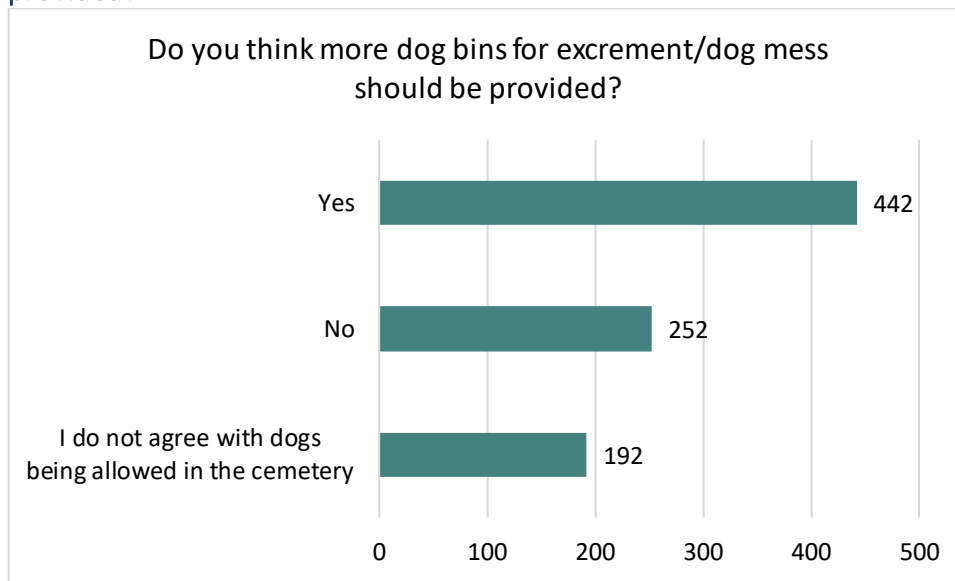
5.3.17 Q21 - Do you think dogs should be allowed to visit graves? Vs Q14 – If dogs are allowed into Paddington Old Cemetery, do you think dogs should have to be on a lead?



Dogs visiting graves vs dogs permitted on a lead

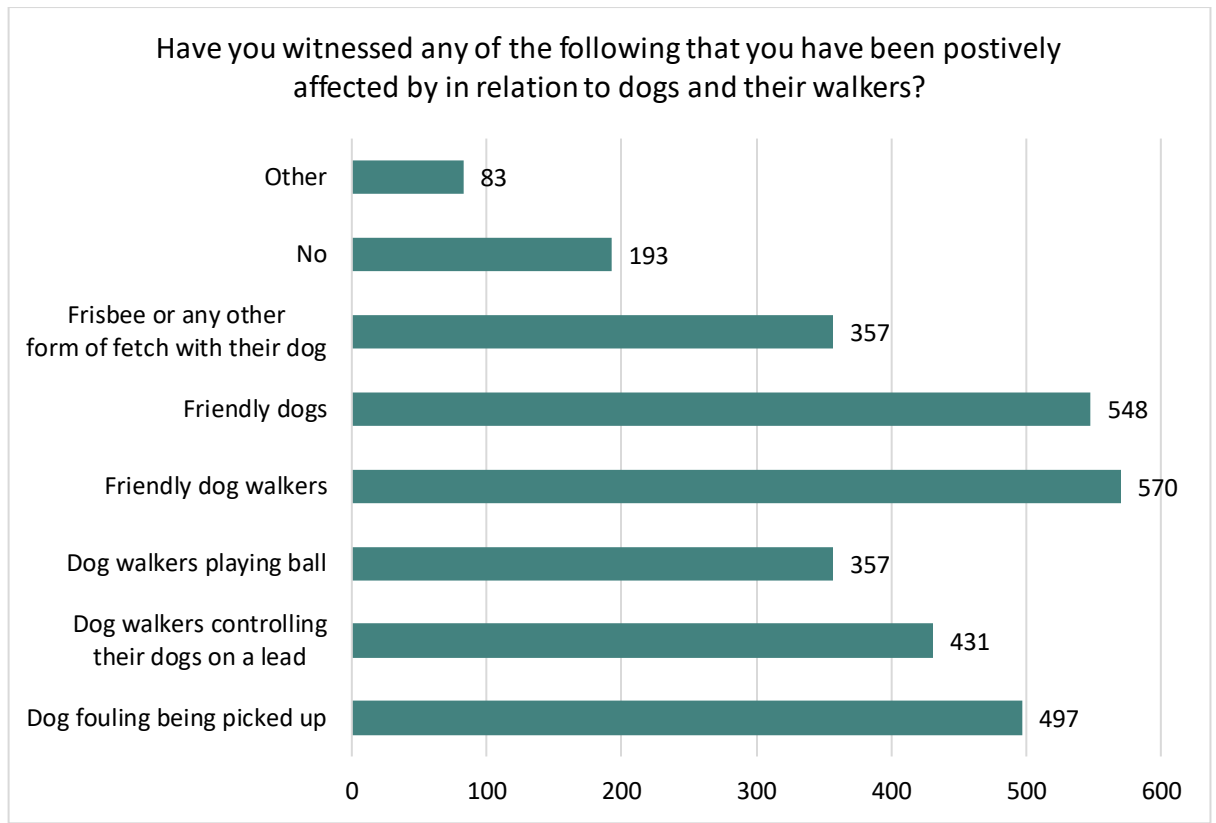
5.3.17.1 This comparison graph shows those who agree (412, 73% of 568 that agree) and also don't agree (65, 60% of 109 that do not agree) in relation to dogs visiting graves with people, most think dogs should not need to be on a lead when inside Paddington Old Cemetery.

5.3.18 **Question 23 – Do you think more dog bins for excrement/dog mess should be provided?**



Do you think more dog bins for excrement/dog mess should be provided?

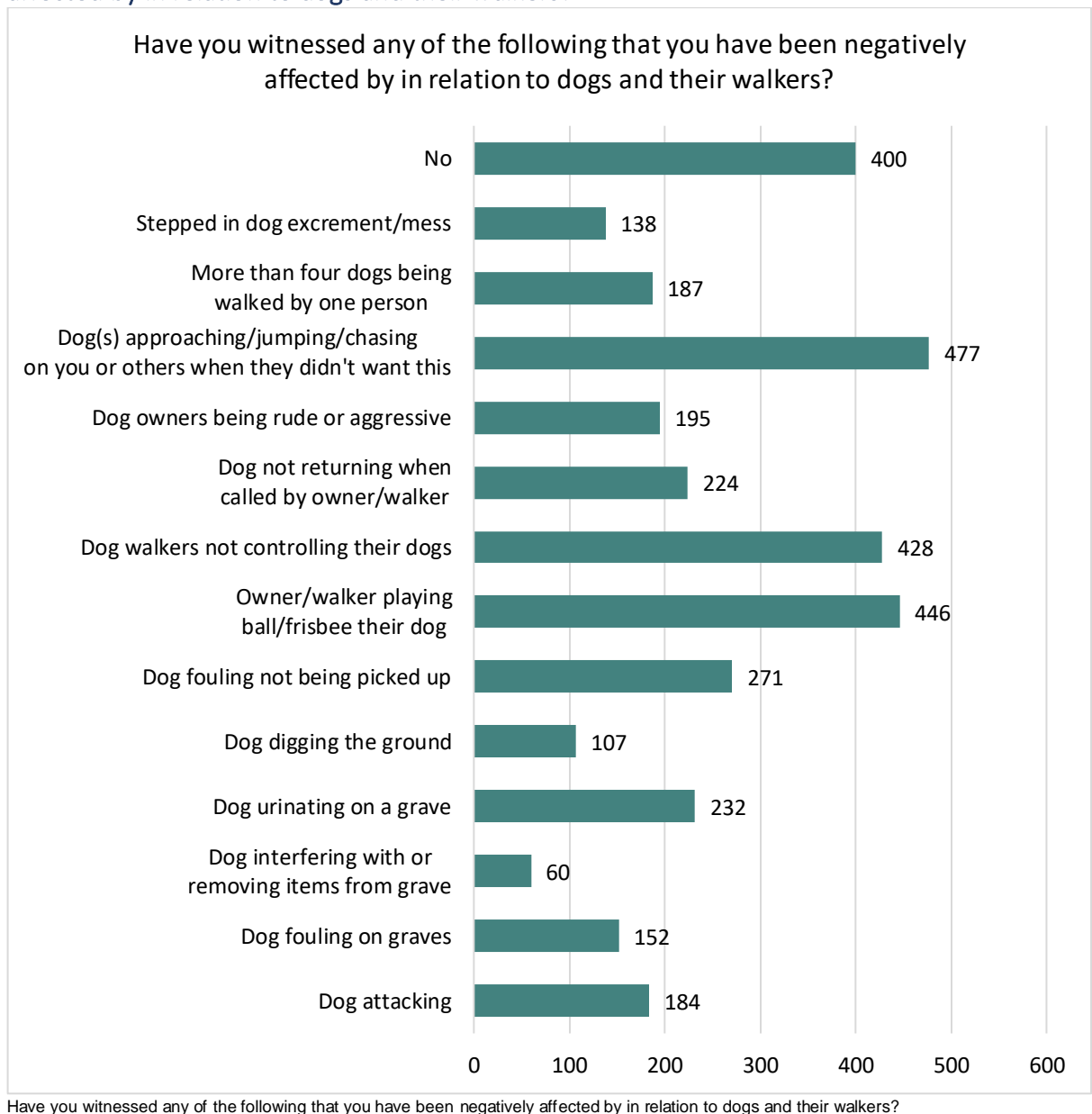
- 5.3.18.1 The results lean towards more respondents thinking there should be more dog bins for excrement/dog mess provided **442 (50%)** over those who do not **252 (28%)** and **192 (22%)** respondents do not agree with dogs being allowed in the cemetery (with the exception of assistance dogs).
- 5.3.18.2 The total number of responses for this question was 886 as some respondents chose multiple answers. If the multiple selection response did not make sense, the response was excluded and if they selected 'no' and 'dogs should not be allowed in the cemetery (with the exception of assistance dogs)' together (which make sense for this), then they were counted as a 'dogs should not be allowed in the cemetery (with the exception of assistance dogs)' answer.
- 5.3.18.3 245 (59%) of 416 persons who 'walk a dog' also believe there should be additional bins provided. This may be related to dog walkers not being aware that dog waste can be disposed of in normal waste bins. 26 of the 442 people, that said yes to additional bins, do not 'walk a dog'.
- 5.3.19 **Q24 - Have you witnessed any of the following that you have been positively affected by in relation to dogs and their walkers?**



Have you witnessed any of the following that you have been positively affected by in relation to dogs and their walkers?

5.3.19.1 Most of the 854 respondents chose multiple values for their answer to this question. Each option selected was split and considered separately. Respondents have mostly been positively affected by experiencing friendly dog walkers (**570, 67%**), friendly dogs (**548, 64%**), dog fouling being picked up (**497, 58%**) and dog walkers controlling their dogs on a lead (**431, 50%**). This is in line with comments mentioned throughout **section 7**, relating to this behaviour and gives context to each. Please see the section after question 25 for the answers suggested under 'Other'. 43 45

5.3.20 **Question 25 – Have you witnessed any of the following that you have been negatively affected by in relation to dogs and their walkers?**



5.3.20.1 Most of the 854 respondents chose multiple values for their answer to this question. Each option selected was split and considered separately. For convenience for comparisons, the data from some of the options have been complied together.

5.3.20.2 Respondents have mostly been negatively affected by experiencing dog(s) approaching/jumping/chasing you or others when they didn't want this (**477, 56%**), owner/walker playing ball/frisbee with their dog (**446, 52%**), and dog walkers not controlling their dogs (**428, 50%**). **400 (47%)** respondents have experienced no negative behaviours in relation to dogs and their walkers. This is in line with comments mentioned throughout **section 7**, relating to this behaviour and gives context to each.

5.3.20.3 *Question 24 & 25 – Other Comments*

- Question 24 – Have you witnessed any of the following that you have been positively affected by in relation to dogs and their walkers? and
- Question 25 – Have you witnessed any of the following that you have been negatively affected by in relation to dogs and their walkers?

[illegible]

5.3.20.6 100 comments were received relating to negative behaviours, their responses included these key words:



- 5.3.21 **Question 26 Please tell us any other relevant comments you would like to make**  
 Question 26 '*Please tell us any other relevant comments you would like to make*' received 487 responses. Work was also undertaken to evaluate the key topics, manually coding each text response against an overarching theme. This is broken down into colour-coded tables as per the key below and detailed throughout the main report.

Number of Respondents	Colour
1-9	Dark Green
10-14	Pink
15+	Light Green

Key to colour-coded tables in report

**Please note:** the comments displayed in each of the tables have been directly lifted from the consultation responses. Spelling and grammar corrections have not been made to any of the wording.

## 6. Consultation Responses Suggesting a Theme

Some of the questions in the consultation sparked concern as to the reasons for them being asked or the way they were worded.

### 6.1 Park/Garden vs Cemetery

- 6.1.1 There appears to be a misunderstanding (see table below with comments) that POCs registered status under Historic England implies that it exists as both a Cemetery and a Park & Garden.
- 6.1.2 For the avoidance of doubt, POC is registered with Historic England under the Heritage Category 'Park and Garden', a category which includes any designated landscape (see **Appendix 10**). **Appendix 11** describes the various landscapes of remembrance in the register, which includes cemeteries and burial grounds of all sorts. The other categories can be found in **Appendix 12**.
- 6.1.3 The category 'Park and Garden' has no bearing on POCs actual primary use, it is the only category under which the cemetery could appropriately be categorised by Historic England.
- 6.1.4 To confirm, POC exists only as a cemetery.

'The Old Paddington Cemetery- which is actually classified as a park or garden by English heritage'.

'When purchased by Brent , with residents money, it was as a park as well as a cemetery'.

'I do think that when people are buying graves they should know it's not used as a graveyard alone.'

'Many of the questions come across as designed to penalise the very idea of dogs being welcomed inside a space that is officially designated as a Park and Garden, not only a cemetery'.

'There appears no recognition in the questionnaire that responsible dog walking has long been established in POC (from before the cemetery resumed in active use) and that any problems limited only to a very small minority of dog owners (e.g. aggressive dogs or fouling not picked up)'.

'...24 acres (where only a small mount is being used for burials?) of the POC that is importantly also a designated PARK. This is frankly laughable'.

'When you consider how many people walk their dogs in this Historic Park and Garden every day, or jog...'

'The cemetery is also listed as a park and garden...'

'The site is not just any old, regular cemetery, it is listed by Historic England as a Park and Garden'.

## 6.2

### Bias Consultation

#### 6.2.1

The following are some of the comments made by persons in favour of dogs off-lead in relation to the consultation wording being biased. Those persons in favour of dogs on-lead or a ban on dogs did not share the same view.

'The council already has a view of dogs on leads', 'leading questions', 'decisive', 'questions aren't fair', 'flawed', 'someone needs to be reprimanded' 'coercive piece of work'.

'This is not a consultation. It's a textbook example of confirmation bias. Anyone with two brains cells can see that it's full of leading nonsensical questions that are designed to confirm a particular view that Brent has clearly already formed'.

'This "survey" is only meant to end one way. It seems to have predetermined outcome. Do better Brent. Really not acceptable to have a consultation this negative up front'.

'This survey seems very biased towards an assumption that dogs are misbehaving. In my experience at the cemetery, the dog owners are respectful, responsible and appreciate the history and purpose of the cemetery'.

'This is as poor a consultation as Brent have ever put out and that is a low bar. The preamble and attempt to rig the outcome devalue not just this survey but the very notion of public consultation itself. To paraphrase a well known saying: "There are lies, damn lies and then there is a consultation run by Brent Council."'.

'If a 'consultation' is being held I expect it to be unbiased and not a foregone conclusion where ulterior motives such as financial gain (selling of graves) is the true motivation'.

'This survey is unprofessional, the questions are biased, the choices leading and this reflects very badly on the council making it appear incompetent'.

'This is NOT a balanced, unbiased survey'.

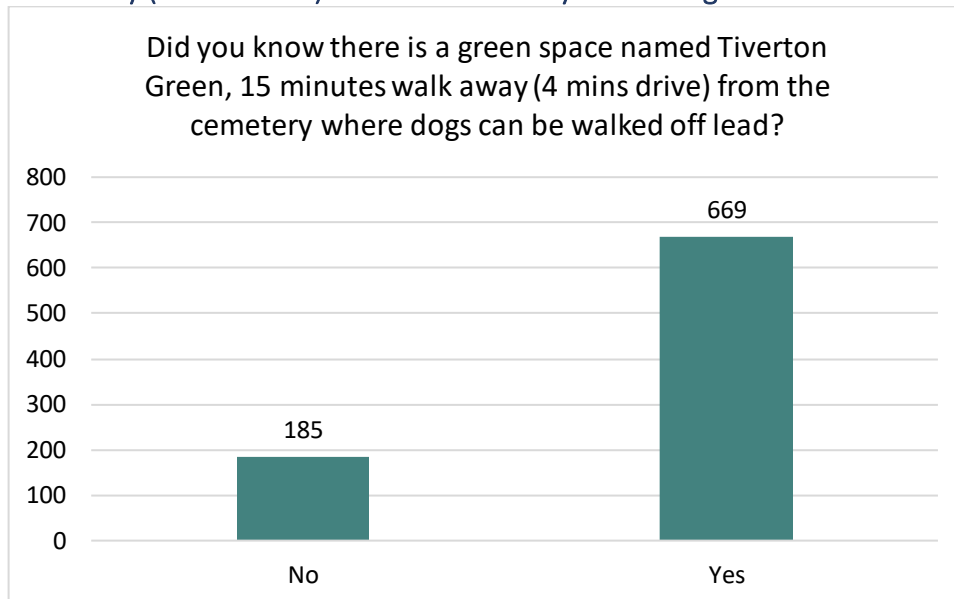
'I'm confident that your survey would score an impressively high mark if submitted as a piece of work at the Vladimir Putin School of Information Management. There is no way that answers to the survey's bewilderingly large number of questions could ever be processed into a coherent assessment of what stakeholders actually think about the matter which is the subject of the survey. The exercise on which you appear to have embarked is one of obfuscation and breeding confusion'.

'I thought some of your questions were very induced, like question 19. There are parts of the cemetery that have very old grave stones, and I don't see a problem there if kids or dogs walk on it'.

'I understand that this survey has been re-worded during the consultation period due to the biased nature of the questions posed. If this is the case, the survey should have been withdrawn and re-posted in order to ensure fair and due process. As a research professional, I find it deeply troubling that Brent council can pursue consultations in this biased way, seemingly pushing for a particular outcome'.

### 6.3 Tiverton Green

#### 6.3.1 Question 12 Did you know there is a green space named Tiverton Green, 15 minutes' walk away (4 mins drive) from the cemetery where dogs can be walked off lead?



Did you know there is a green space named Tiverton Green, 15 minutes' walk away (4 mins drive) from the cemetery where dogs can be walked off lead?

6.3.2 The feedback received on this question suggested that it was done in such a way to direct users of POC to Tiverton Green space. This question was asked to determine whether dogs walkers are aware that an alternative green space existed that permits dogs off-lead. The additional comment section in Q26 then allowed participants the opportunity to comment on this and add their views on the suitability of this alternative site.

6.3.3 **669 (78%)** respondents know that there is a green space named Tiverton Green, 15 minutes' walk away (4 mins drive) from the cemetery where dogs can be walked off lead while **185 (22%)** do not know. An example of two varying responses are detailed below.

6.3.4 One respondent commented 'I live near Tiverton and choose to walk to Paddington cemetery in addition as dogs need mental stimulation of a variety of places to visit'.

6.3.5 Another person commented, 'with regards to Tiverton the question just asks if you know about the space, not whether it is sufficient or whether any other green spaces are adequate'.

6.3.6 The variety of responses received in Q26 identified a range of reasons why Tiverton may not be stimulatingly sufficient for dog exercise. There is also likely to be dog walkers that primarily visit Tiverton and find the exercise for their dogs suitable.

6.3.7 Two respondents selected multiple options which contradicted itself, so their response was not included.

6.3.8 Further comments surrounding Tiverton can be found in **section 7.25.2**.

### 6.4 Walking/ Running Freely on Graves

6.4.1 Feedback was received to suggest that posing the following questions in relation to how members of the public felt about dogs walking and running freely over



graves were considered controversial - question 19 *'Do you agree with dogs being allowed to walk over graves?'* and question 20 *'Do you agree with dogs being able to run freely over graves?'*. The responses received in question 26 gave context to this. Some people found it disrespectful to allow a dog to walk or run over a grave, whilst others didn't take issue to older graves being walked on or run over but avoided any dog walking in the newer burial area known as the 'mound'. The consultation analysis determined that in the main, those with dogs, were happy for their dogs to walk/run over graves (albeit older graves), as opposed to those who found it disrespectful to do so. These questions were therefore relevant, as it has provided the Council with a view on what is acceptable by members of the public which varied considerably. For further comments made by respondents, please see **section 7.21.2** and **7.21.3**.

## 7. Main Themes in Question 26

Question 26 *'Please tell us any other relevant comments you would like to make'* gave respondents the opportunity to comment further. The following tables shows the breakdown of respondents that made comments.

### 7.1 Wildlife & Fox Defecation

#### 7.1.1 Respondents in favour of dogs, reported that fox defecation was the reason for the excrement found in the cemetery and in particular on graves, not that of dogs.

'And that wildlife, especially foxes, are to be remembered as a main part of the ecosystem and a likely cause of much of the faeces that complaints relate to. I should know because our dog rolls in more fox poo in POC than in any other park we visit!'

'Is the council also proposing to stop foxes or birds walking over graves?'

'Wildlife in any cemetery would wander over, urinate and pooh on graves in both urban and rural settings, so I don't think that having people note that dogs do it is all that relevant.'

'I suspect, too, that much of the reported mess is actually from foxes, not dogs.'

'A question about fouling on graves can have no alternative answer but to say one disagrees but even the cemetery staff accept that it is foxes that foul on graves not dogs - none of your action will prevent this.'

'I visit my great grandparents' grave regularly and I have never seen a dog anywhere near the grave. I suggest that some of the complaints relate to fox behaviour. Foxes specifically deposit their faeces where it will cause most offence e.g. on your garden path, directly outside the door, even on windowsills. It's an element of their interaction with humans.'

'Do people who answer "No" to questions 22 and 23 then agree with foxes or cats from houses in Tennyson Road and other roads nearby defecating on graves? Why is there no question about that? Would banning dogs off-lead stop foxes and/or cats defecating on graves? There are two families of foxes living in the cemetery, as I understand, it is obvious what happens after they eat.'

'I have never seen any un-picked up dog poo and if there is then this could likely be fox poo.'

#### 7.1.2 It is correct to say that where foxes exist in urban areas, they are more likely to eat human food waste and as a result their excrement be light in colour, similar to that of dogs. However, there are some differences; fox poo is often full of fur, feathers, tiny bones, seeds and berries and although a similar shape to dog excrement, it is known for having a pointy end. The most notable difference is the smell of fox excrement which has a distinctive musky smell, much different to that of dog excrement<sup>1</sup>. The website also has images of different animal defecation.

<sup>1</sup> <https://www.wildlifetrusts.org/wildlife/how-identify/identify-poo>

## 7.2 Anti-Social Behaviour (ASB) in the Cemetery

7.2.1 Those in favour of dogs off-lead reported the cemetery as being safe as a result of the number of dog walkers present on a daily basis and some went on to say that without the presence of dog walkers, ASB in the cemetery would be present.

'By their frequent walks, dogs and dog walkers are making POC safer.'

'As a female jogger with a young baby, the presence of many friendly dog walkers mean this is one of the few places I feel safe running, walking and taking the baby - please don't change this!'

'The dog walking community at the cemetery is a really friendly one where people are respectful of each other and I always feel safe there even when walking on my own.'

'The dog walking community keeps this cemetery alive and safe, without us it could easily revert to being full of druggies and crime'.

'It is worth emphasising, too, that dog walkers are what keep the site clean and safe. Without their presence, it won't take long for drug, drink and unsavoury characters to take the space over'.

'POC and its immediate surroundings feel much safer because of the footfall'.

'Dog walkers make up the majority of the users of the cemetery and create a safe space due to the passive surveillance they provide'.

'Take them [the dogs] away and the dealers and the intoxicated will take over.'

'The cemetery used to be full of drug users and dealers. The dog walkers made it a place that wasn't suitable for drug dealing.'

7.2.2 On the contrary some respondents in favour of dogs off-lead mentioned that ASB already exists in the cemetery. The current ASB mentioned includes general drug deals, drug addicts, humans defecating, mourners leaving a mess around the graves, fly-tipping, people who are intoxicated, vehicles racing into the cemetery and burglaries. Some of the comments in relation to this are shown below.

'There is evidence of some anti-social behaviour going on. Without the dogs and their owners/walkers this will undoubtedly increase.'

'In fact bow the OPC is a hot spot for drug dealers racing into the cemetery ignoring speed limit. Some day they will hit a mourner. I have been checking speeding cars at the entrance. Junkies enter the cemetery and disappear into the wooded area next to the nursery'.

'I believe that the daily presence of dog walkers and dogs off lead are helping to keep the drug use and dealings down as the drugs are often being taken in the bushes,...'

'There have been reports of drug dealing as it is a quiet space. This needs to be tackled with equal severity as the discussion about dog walkers.'

'Stop wasting money on this issue, what about the addicts in the cemetery'.

'I have been walking my dogs in POC for 25 years. There is still drug dealing there and antisocial behaviour. I suggest you deal with that before attacking the dog walkers who have made the space much safer and nicer'.

7.2.3 Those in favour of dogs on-lead or would prefer a ban on dogs entering the cemetery reported their concern over safety with dogs present in the cemetery.

'I live near the cemetery and would like to walk there a lot, but I DON'T, because I'm frightened of dogs off a lead.'

'However some minority of people allow free run of/own potentially dangerous dogs and that is v frightening.'  
'But being approached by a dog off-lead is intimidating/unappealing for many people.'

'I find dogs off a lead frightening and as I walk alone I feel vulnerable'.

'I am a dog owner and lover. I would never allow my dog enter a graveyard where I would let wonder off lead, scare visitor's and foul on top of graves'.

'The sheer number of dogs off leads is unsustainable and extremely frightening for someone with a physical disability'.

'We have not been able to grieve in peace as we are scared and extremely upset that we have made the mistake of burying our loved one in a "playground" for animals where we feel we are not allowed to spend time there in peace without being approached by a dog and a extremely aggressive dog owner'.

#### 7.2.4 Some of those in favour of dogs off-lead commented that they try to stay away from those visiting the cemetery without a dog.

'I always pick up after my dog & apologise if ever my dog approaches anyone who appears nervous.'

'...when the bereaved are present a respectful distance is observed by dog walkers and the dogs.'

'Perhaps increased signage for funerals? Maybe with the rule that dogs have to be on the lead at that time (I always do, to avoid bothering families).'

'I am always respectful of mourners and always avoid areas with grave visitors. If there is a funeral I avoid the cemetery completely for dog walking'.

'I keep my dog under control and I am very respectful of mourners (and careful to avoid any burial).'

### 7.3 Number of Complainants vs The Number of Dog Walkers

#### 7.3.1 Those in favour of dogs off-lead commented on the number of complaints being low in comparison to the number of dog walkers using the cemetery. They also mention the infrequency of grave owner visits vs the daily visits by dog owners/walkers and their dogs.

'It should not be the case that the council can overturn that right unless a significant number of people (more than the number of dog-walkers) complain.'

'A few loud anti dog voices have persuaded Brent to ban dogs...'

'I know some of the bereaved feel strongly about this but the truth is they are very rarely there.'

'Mourners and funerals are rare compared to the amount of dogs being walked.'

'There are people whose opinion is that having dogs in a cemetery is 'disgusting' and 'disgraceful'. No pun intended, but the dogs and more importantly their owners are the most frequent attendees of POC and keep the place 'alive'.'

'We fully appreciate that it is a working cemetery, but unlike the few and far between burials and the very occasional person tending a grave, we are there in significant numbers during all opening hours 7 days a week.'

'...it seems that these very rare and isolated events have been hugely escalated by a tiny number complainants, and that the PSPO has been triggered by an unfair proportion of users.'

'Complaints often come from a small minority who may not favour dogs, even when they are minimally affected by their presence.'

'When you consider how many dog walkers go there every day and then multiply that by 365 days a year, these complaints pale into total insignificance.'

'I visit 3 times per day to the cemetery and there are hundreds of community dogs/residents compared to the few grave visitors.'

## 7.4 Dog Walkers Being Punished for a Few Individuals

7.4.1 Comments were also made by those in favour of dogs off-lead that the majority of dog walkers were being punished because of a few individuals who are not being respectful and/or are breaching the current rules of the PSPO.

'If there are some incidents of dog owners not being respectful then this is not a reason to ban all dogs being off the lead.'

'This cemetery is a lifeline for people with well behaved dogs, please don't punish an entire group for a few badly behaved people.'

'The real problem seems to be a small number of dog owners who are causing a nuisance. This penalises the majority for the behaviour of the few.'

'However, the problem is with owners who cannot or will not control their off-lead dogs or where the dogs cannot be recalled.'

'It is a pity that people who don't control their dogs off lead are ruining the experience for those who visit the cemetery to visit family members or friends or just to have a walk or rest.'

'I would urge you to a/ reconsult using a better worded, better considered survey, and b/ find ways to communicate with the few rogue dog-walkers to encourage them to step-up and not ruin it for the rest of our community.'

'I am concerned that the people complaining about dogs are very few and very bitter about dogs in general, and that the minority will be spoiling this much loved resource for the majority.'

## 7.5 Dog Owners/Walkers Territorial

7.5.1 A number of people in favour of dogs on lead/dog ban reported dog walkers as being territorial over POC.

'The dog owners seem to think they have more rights than anyone else.'

'Nowadays Paddington Old Cemetery is basically the domain of dogs and their owners.'

'I think too much power has been given to fopoc. One of them a councillor who is biased helping the fopoc and ignoring our complaints.'

'dog owners now see themselves as entitled to do what they like,...'

'It's no place for dogs off lead, the problem is the owners, who are entitled, obnoxious, aggressive and rude. It's their way or nothing.'

'I think the perceived privilege of the dog owners clouds their judgement and they assume the cemetery is their land and behave accordingly.'

'4) POC has been allowed to become more of a dog exercising space than a cemetery - dog owners now see themselves as entitled to do what they like, whereas properly managed public spaces like Queen's Park supervise what goes on and enforce dogs on leads. 5) It feels to me like the dog lobby (which is a minority of the general public) is dictating policy because they bark the loudest.'

## 7.6

### What Dog Walking Means to Dog Owners/Walkers

#### 7.6.1

Those in favour of dogs described what dog walking means to them and included: -

- an opportunity for social interaction
- provides a community space/hub
- provides positive experiences
- look out for each other
- prevents isolation
- creates a vibrant community
- important part of the local community
- builds friendships
- mutual support among residents
- bonding
- brings kindness
- brings happiness
- inclusive space
- common bond with pets
- cuddles for non-dog owners
- important to those living alone
- dogs uplift the space
- dogs enhance experience
- lifts people's moods
- feel rejuvenated
- allows walking freely
- positive atmosphere
- creates a unique environment
- asset to the area
- makes the cemetery well-used and cared for
- able to enjoy the quiet
- good for mental health.

'...the cemetery is an important community hub as well as a space in which humans and dogs exercise and enjoy some quiet.'

'I believe this is a true community space where the majority of dog owners are respectful of others and make the cemetery feel like a welcoming space.'

'The cemetery is made so much more loved as a community asset by allowing dog owners to bring their pets there - and it makes for a better and more loved environment.'

'...would it not be for dog walkers keeping the space busy and alive it would be a virtually empty, abandoned and disused space.'

'The cemetery is a lovely, friendly and very inclusive place to walk dogs.'

'Respectful dog walkers and their dogs help make the cemetery grounds a safe and welcoming space for all, and foster a sense of community around the care of the grounds.'

'Dogs and walkers bring life and joy to the cemetery.'

'There is no comparable space for dog walks in the local area (Tiverton Green is very small and open by comparison), and the cemetery attracts much more footfall than it otherwise would.'

'I find that dogs really uplift the place. Seeing them bringing the place into life is really nice.'

## 7.7 Why Non-Dog Walkers Enjoy the Cemetery

7.7.1 Those in favour of dogs off-lead commented on what going to the cemetery means to them and includes: -

- peace
- solace
- solemnity is important at a time of loss
- quiet
- repose
- reflection
- to pay respects
- to heal
- go for a run
- go for walk
- to grieve
- commemoration
- reverence
- quiet contemplative times
- family time
- meeting friends
- teach kids to ride a bike
- to visit graves
- visit with children
- place of great sensitivity
- exercise

'Apart from people visiting to tend the graves of deceased persons, I believe it is usual for many to simply visit as an open space in which to walk and take exercise.'

'Dogs should not be in a place where there should be peace, quiet and no fear of attack when visiting our love ones.'

'I visit everyday and enjoy meeting friends.'

'Cemeteries are places for humans to visit in a peaceful way, for quiet contemplative times.'

'I think the cemetery should be a place for people to bury their loved ones and a place of peace for the local community, where people can reflect and enjoy the beautiful trees and quiet away from the busy neighbourhood.'

'Remember this is the final resting place for our loved ones and place where we should feel comfortable visiting without the fear of being pounced on by an out of control dog.'

'For example, my kids use the cemetery to learn how to cycle, but some dog owners—particularly those who drive in specifically to walk their dogs—make it less safe for them.'

'A cemetery is a place of contemplation and remembrance and should be treated as such.'

## 7.8 Non-Dog Walkers Who No Longer Visit the Cemetery

7.8.1 A few of those in favour of dogs on-lead or a dog ban expressed they no longer visit the cemetery.

'You cannot even look at the owners or dog walkers for the aggression. I want to say something but I'm too scared. Its so intimidating that I no longer go.'

'I've actually stopped walking in the cemetery now.'

'My wife and I no longer visit the cemetery, which is 5 minutes walk from our house because of dogs off leads.'  
'I no longer feel comfortable visiting my mother's grave and wish I could move her somewhere else.'

'I live near the cemetery and would like to walk there a lot, but I DON'T, because I'm frightened of dogs off a lead.'

'I don't feel I'm able to visit - because of the dog walkers...I haven't been for a while.'

'I used to love regularly visiting the cemetery for quiet walks by myself. But now for the last 6 months I have stopped going to the cemetery. This is because on two separate occasions dogs who were off their leads charged at me while barking.'

'I used to come in the Paddington old cemetery quite regularly but decided to stop because of the increased number of dogs with owners around.'

## 7.9 How Potential/Existing Grave Owners Feel

### 7.9.1 Those in favour of dogs on-lead or a ban described how they felt in relation to the purchasing of or the owning of a grave.

'Thank you very much for launching this consultation to give those of us who have loved ones buried here a chance to voice our concerns.'

'I own a grave and go to visit my loved ones and want to do so in peace to show my respects. When I bought the grave I did not expect it to be turned into a dogs playground.'

'I leave upset. I'm not happy that our grave is not respected.'

'...also prospective grave buyers should also be informed that dogs can do as they please before hand it's extremely underhand what rent have allowed.'

'My family grave is sacred and it is all I have left of my late parents. Several years so, my parents paid Brent Council thousands of pounds to purchase their grave and they chose a lovely peaceful place in the cemetery. It feels like at the moment they are unable to rest in peace and Brent Council have not kept their word.'

'I regularly visit my dad's grave at POC.... My 83 year old mother has left the grave yard on multiple occasions in tears. My mother cannot understand the total lack of respect and she feels too frightened to say anything to the dog walkers/owners when she is there on her own.'

'First and foremost the wishes of the grave owners like me should be paramount because until I saw this consultation and the petition my family has regretted every day that our beloved parents were buried at Paddington old cemetery.'

'When I purchased the plots, I was not informed that dogs were allowed into the cemetery. Over the years the situation has got so bad that I feel something has to change.'

'Our family have paid approx. £16,000 for a Vault and do not appreciate having to make sure that dogs to do not run around on the graves every time we visit and also trying to avoid the dogs when driving through the Cemetery.'

'I have paid £15,000 for my father's burial plot, this sum is above the average price of a plot in other cemeteries. It is disgraceful to visit the site and find that dogs have fouled on the grave.'

'We have paid a significant sum for our loved ones to be interred on this site. The sales pitch did not mention the dogs their owners, and the resulting chaos that they cause.'

'As a grave owner the expense incurred for a burial is then further compounded by the lack of respect shown by these dog owners.'

'I can not stress how disappointed I am with myself for not viewing this cemetery properly and then making the decision to bury my mother there.'

'It was my family's wish to bury our dad there who passed in April this year so we could visit him with our disabled mum, who is a wheelchair user and a sister who is also a wheelchair user. As we are local I could push them there. But it is so overrun with dogs that we couldn't consciously bury him there because the dogs pooing everywhere was just too distressing for me and my mum and my siblings. We had to bury dad all the way in



Gunnersbury so my mum and sister cannot go as its too far. That was not a light decision as we knew they could never make the journey.'

## 7.10 What the Cemetery Means to Dog Owners/Walkers

7.10.1 Respondents who favour dogs off-lead commented on what the cemetery space means to them and includes: -

- not just a cemetery
- a place to enjoy the beautiful space
- nature
- mental & physical health
- quiet solace in an urban centre
- green space
- quiet space
- space to walk
- beneficial for health
- promotes well-being
- good for people who live alone
- short walk to get there
- historical appreciation
- honouring significance as a resting place
- unique
- helped during Covid
- helpful for the elderly who cannot travel far
- green space
- dog interaction
- magical place
- serene
- calm
- feel privileged
- fresh air
- time away from homework, work and chores
- safe haven
- secure space
- wonderful space
- gorgeous haven
- oasis of calm and community
- cultural oasis
- tranquil
- peaceful
- nice wildlife area
- communal space

'Walking my dog there is peaceful calming and philosophically helps put the rest of life into context.'

'It give many locals the opportunity to be part of and enjoy nature.'

'It is indeed an oasis of calm and community in an area blighted by fly tipping and other kinds of anti social behaviour.'

'And the council should understand that the space is now not just a cemetery but a space where the local community can gather to find a moment of quiet solace in an urban centre, get physical and mental exercise and enjoy nature up close.'

'I often see older people with dogs enjoying the space.'

'The Cemetery has long provided dog walkers and the local community with a quiet space to walk, meet with friends and family; activities incredibly beneficial for peoples' health and well-being.'

'It is nice for people that live alone to be able to go and walk your dog and have a nice chat. It does make my day!'

'Dogs are so important for people's lives and mental health. Not being allowed to walk freely there would negatively impact so many dogs and owners (and non dog owner users of the space such as myself) in the local area.'

'The cemetery is a vital community resource for healthy living and friendly interaction for all local residents, whether or not they are dog owners.'

'It is full of nature and a special place for everyone who visits.'

7.10.2 The respondents that are in favour of dogs on-lead or prefer a ban also commented on what the cemetery space means to them and includes: -

- Cemetery is a sacred place
- Beautiful
- precious area
- full of history
- historic
- peaceful
- valuable green space
- a place for the deceased to rest in peace
- rare
- natural
- city escape
- mature trees
- birds
- wild nature
- contemplative environment
- special place
- consecrated ground
- sanctity
- serenity
- calm
- place of final rest
- tranquil
- restful
- where the dead should be treated with respect

'The wild large dogs that cannot be controlled and owners who believe it is their right to desecrate a sacred area, who makes it unpleasant.'

'I really miss the cemetery as it is a beautiful place but some dog owners cannot control their dogs and they have reared up on me and my wife on numerous occasions...'

'Professional dog walkers are there regularly, dogs are running all over, it is intimidating but more so upsetting as it is a sacred place.'

'The primary purpose of this beautiful space is a cemetery - a place to respect, reflect and to heal . Second to that, it is to preserve a shared history.'

'I love the beauty and peacefulness of the cemetery and find it disturbing when dogs and their owners walk, run and play amongst the graves.'

'Paddington Cemetery is a beautiful place but is a graveyard where people come to visit the graves of loved ones who have sadly passed away.'

'The cemetery is sacred ground and the deceased there deserve respect and they deserve to rest in peace.'

'A cemetery is for the dead to rest with dignity and for society to recognise that.'

'This is a holy place and should be a final resting place for loved ones not a playground for dogs. Please have respect for loved ones who have passed.'

## 7.11 What Off-Lead Exercise Provides for Dogs

### 7.11.1 Those in favour of dogs off-lead commented on what off-lead exercise provides for dogs.

'Dogs need to be off-lead to remain calm, composed and healthy creatures.'

'Off lead exercise is essential for their physical and mental health; without it they [dogs] may become aggressive.'

'If residents are no longer able to walk their dogs off lead at POC, many will stop going there, as walking dogs on the lead will not provide sufficient exercise for the dogs.'

'There are very few places in the area where dogs are allowed off the lead in a space where there are clear exits, Paddington Old Cemetery is a space where dogs can be safely exercised.'

'Walking a dog involves not just exercising the animal but allowing it to sniff and play and explore a varied landscape.'

'Not being allowed to walk freely there would negatively impact so many dogs and owners (and non dog owner users of the space such as myself) in the local area. It would be a real shame to prioritise the dead over the living.'

'I have small dogs who need the enrichment of being allowed off lead to play.'

### 7.11.2 On the other hand, those in favour of dogs on-lead expressed that dog/owners treat the cemetery like a dog park.

'It is not there to be a dog toilet which is often what they mean by "exercising" them.'

'Dog owners are abusing the cemetery and treating it like a park and don't acknowledge that there are people buried here.'

'The cemetery is a place of quiet reflection not a park but it is being used by dog owners/walkers as a public park for their dogs.'

'Let's remember what a cemetery is for, not a dog playground.'

'The whole cemetery leaves an impression of being a dog walking ground.'

'I don't understand the difficulty in understanding this is a cemetery not a park! If your dog needs more exercise then get out of your car and walk it!'

'Ban dogs totally from the cemetery. Its a cemetery not a park for fun.'

'Owners need to respect the cemetery and remember that it's not a dedicated dog walking park.'

## 7.12 Dog Owners/Walkers Behaviour

7.12.1 Those in favour of dogs described how they feel about the overall positive behaviour of those that walk dogs and included: -

- dog walkers being respectful
- responsible
- take care of cemetery
- tolerant
- bring positivity
- supportive
- make the cemetery feel alive
- community minded
- respectful of mourners
- treat mourners with courtesy
- appreciative of the space
- keep the space clean
- collect dog fouling
- mindful of surroundings
- thoughtful
- careful
- use common sense
- mindful
- control their dogs
- keep a distance from mourners
- polite
- friendly
- civilised
- disciplined
- friendly
- add value
- improve the space
- keep the area clean
- experienced walkers

'The lovely, well behaved dogs and responsible owners make the place being alive!'

'Dog owners are respectful, they pick up after their dogs and don't let them roam into the no-dog areas.'

'The vast majority of dog owners are thoughtful and careful, pick up after their dogs and keep a close and careful eye on their pets.'

'...most dog walkers are very respectful of mourners /the graves.'

'Animal lovers do a lot for their community, dead people don't.'

'The dog walking community, including professional dog walkers who use the cemetery are in my experience, friendly, experienced dog owners/handlers are respectful when burials are happening or when family members are visiting graves.'

'In my experience at the cemetery, the dog owners are respectful, responsible and appreciate the history and purpose of the cemetery.'

'Dog walkers have been responsible for the cemetery being changed from a rundown and uncared for space into a vibrant community who love and care for Cemetery.'

'The cemetery is a vibrant communal space and although I don't walk my dog there any more, not allowing others to do so runs the risk of alienating what are generally a very responsible and community-minded group of people.'

'There is a wonderful community of cemetery visitors with and without dogs. Everyone respect everyone and the cemetery.'

#### 7.12.2 Other respondents commented on the negative behaviour of non-dog owners/walkers.

'Grave owners often attend a grave on a birthday of the deceased. They attend with food and drink. And leave their rubbish behind. This and the drug dealers are your bigger concerns, I would have thought.'

'Drug dealers, evidence of humans defecating in areas, mourners leaving a mess around the graves'.

'We also try to clear up all the fast food, drinks mess that is continuing to be left by some mourners and are happy to do so, especially as it's bad for the dogs.'

'One time a mourner was a little combative, asked why my dog was not on lead. I pointed to the sign that says "dogs must be under control". She asked what that meant? I showed her by calling my dog over and getting her to sit, explaining that is what "under control" means, when a dog responds to the owner and does what it is asked to do.'

'I have only seen respect and positivity from dog walkers however I have seen many times mourners driving recklessly fast as they enter, not respectful at all.'

'The only negative experience I have had was from two grave visitors who hurled abuse and expletives at me (including repeatedly using the 'F' word) when i walked nearby (but at a distance of several metres) from them. My dog was off lead but completely controlled.'

'I have experienced first hand that some visitors to graves have abused me purely for having my dog in the cemetery, even if my dog or I wasn't there. I have been yelled at just for being there and told to be more respectful, even if all I was doing was walking by quietly with my dog enjoying the sunshine, flowers and fresh air, up to 10 meters away from them.'

'I have had negative experiences with non-dog walkers when with my dog, even when away from graves and non-burial days.'

#### 7.13 Respectful Dog Owners/Walkers

##### 7.13.1 Persons in favour of dogs off-lead agreed that dog owners/walkers should be respectful of other visitors.

'I appreciate there is a need to be respectful of mourners...'

'...and making sure their visit to the cemetery is respectful to those buried there and loved ones,...'

'Rules need to be in place so that dog walkers respect the graves and other visitors,...'

'Perhaps there could be a rule if there is a funeral for dogs on lead only. And more warnings in place about correct respectful behaviour.'

'The dead are dead. As long as dog owners are respectful and pick up after their dog.'

'Whilst I fully understand the importance of being respectful of those visiting graves or funerals, the cemetery feels like a safer place with dog walkers.'

'Everyone needs to remember it is a working cemetery which should be respected.'

'I understand the importance of respecting mourners and the sanctity of gravesites.'

##### 7.13.2 Some persons in favour of dogs on-lead agreed that dog owners/walkers are in the most responsible but also mentioned the behaviour of those who are not responsible.

'I love dogs and most dog walkers are responsible. Many people stand chatting and ignoring their dogs, esp the dog walkers.'

'I'm really torn about the lead issue because I think most dogs there are well behaved and not dangerous. However some minority of people allow free run of/own potentially dangerous dogs and that is v frightening.'

'I've seen many dogs, off lead, run into the path of cars entering and exiting the cemetery and run out of the gates and into the road. Some owners are just not responsible. But mostly the owners are responsible, friendly and the dogs are too.'

'The existing prohibitions are not working and not being enforced. Some dog walkers are responsible but the majority are not.'

'Dog walkers generally are thoughtful people but they can be distracted, dogs can run off at a moment's notice, and this can lead to unhelpful / aggressive interactions between the dog and other visitors.'

### 7.13.3 Others who are in favour of dogs on-lead expressed negative feelings towards dog owners/walkers.

'I go to the cemetery for quiet but owners are complacent and don't care if their dog barks at me and causes problems.'

'The dog walkers are disrespectful to people visiting the graves. All dogs are taken off leads once in the graveyard they defecate everywhere on a daily basis.'

'I am a regular visitor to the cemetery as my father is buried there, its disgusting to see the graveyard being taken over by dog walkers that have no business being there, there disrespect for the place is totally unacceptable.'

'Outrageous and disgusting behaviour has gone on despite my complaints already to Brent cemeteries !'  
'To see dog fouling on the graves I am visiting and others is tearful and disrespectful.'

'I think it's disgusting people have paid thousands to bury loved ones to have no peace and argue with disrespectful dog walkers who use the cemetery to let the dogs urinate and crap over loved ones graves the owners do not care and argumentative and abusive...'

'It is immoral for dog owners to allow their dogs to urinate and defecate on graves'.

'I feel that it's absolutely disgraceful and disrespectful to the people buried in the cemetery , when people's dogs are urinating/fouling on the graves. I've witnessed it myself numerous time when owners are chatting away and not watching what there pets are doing.'

'One of my main complaints is the attitude of dog owners themselves, several have been extremely rude to me when I have shown fear of their dog or asked them to control the dog. I have been left very upset indeed at the bullying, confrontational manner of some dog owners and these bullies have ruined my day more than once.'

'The owners praise the dogs for bad behaviour and let dogs run out in front of cars whilst shouting abuse at drivers.'

'So many dog owners do not have any respect for the graves and are rude and assume it is their right to let their dogs run over graves and urinate and worse on them.'

'When challenged to show some respect and keep their dog under control, many of these dog walkers appear completely 'entitled' and unaware of their responsibility to put their dog on a lead and maintain the respectful solemnity of the space.'

### 7.14 Distracted Dog Owners/Walkers

#### 7.14.1 Those in favour of dogs on-lead commented on dog owners/walkers being distracted when they are walking their dogs.

'...and [dogs] are left off the lead to chase balls while the owners or workers have a chat.'

'I often see dog owners sitting on benches, scrolling on their mobile phones, while their dogs run around unsupervised.'

'Dog walkers generally are thoughtful people but they can be distracted, dogs can run off at a moment's notice, and this can lead to unhelpful / aggressive interactions between the dog and other visitors.'

'Many of the dog walkers in Paddington cemetery now often appear more engrossed with chatting to others or looking at their phones rather than observing what their dogs off leads are getting up to.'

'Dogs have been offlead near the entrance as well as throughout the cemetery with owners chatting together or being engrossed on phones/screens and not observing the behaviour of the dogs or controlling them.'

'I've witnessed it myself numerous time when owners are chatting away and not watching what there pets are doing.'

'They often have their dogs off the lead and allow them to run amok while they chat to other people. They are not in control of their dogs and take exception to being asked to manage them.'

'Groups of walkers gathering and chatting and laughing and not paying attention to their dogs freely running wild, jumping on graves and digging up the soil and leaving it in a mess.'

'It used to be a pleasant place to walk the dog but it is now overcrowded with off lead dogs, often out of sight of their owners, leading to problems when their dog insists on coming up to the on lead dogs.'

## 7.15 Old Graves vs New Graves

7.15.1 A number of respondents in favour of dogs off-lead commented that only the mound consists of new graves.

'Of the 24 acres, only the small section in the middle is used for current burials, while the vast majority of graves in other sections are not recent. There could, of course, be measures introduced to make that central area more secure, but why clampdown on the rest of the site?'

'Further, it fails to take into account there should be different rules in different areas of the cemetery. For example, I agree that no dogs should be allowed in the working cemetery space.'

'The cemetery is also listed as a park and garden and only the small middle section is used for current burials which dogs are kept off and I have never seen any on there.'

'There could, of course, be measures introduced to make that central area more secure, but why clampdown on the rest of the site? Installing fencing around the working cemetery, for example, would be sensible policy.'

'I think it would be fair for dog-walkers to keep their dogs away from the new burial area.'

'Is this tiny green space really comparable to 24 acres (where only a small mound is being used for burials?) of the POC that is importantly also a designated PARK. This is frankly laughable.'

7.15.2 The remainder of the cemetery is seen as being made up of old graves and therefore dogs running freely and/or over graves is not seen as an issue, although it was mentioned that dog fouling should still be picked up from old graves.

'I have no issue with my (or any) dog walking over older grave that are along the perimeter, which is the only part of the POC that we and most dog walkers use anyway. Some of them are so sunken that I walk over them sometimes without realising especially in summer when the grass is particularly high. If Brent is so concerned about older graves, it should maintain them.'

'The graves which are very old and not in use should be respected by having dog mess picked up but unfortunately you can't always control where a dog pees.'



'I also think dogs should be kept away from recent graves out of respect for the dead; but I don't think my dogs running over an old, unlocked-after Victorian grave is doing that.'

'I do not agree with dogs running over recent grave sites or the commonwealth soldiers graves but the older flat slab ones I think this is acceptable.'

'I think it is absolutely right that dogs aren't allowed on the war graves or recent graves/current burial area but I don't think they can upset anyone if they urinate on graves from 200 years ago.'

'I think dogs shouldn't be allowed to run freely over the new graves, we occasionally take our neighbours dogs for a walk in the cemetery and we only allow them to run freely over graves that are old enough they'll have no living relatives.'

'I am also very concerned that the survey does not ask about different parts of POC. For example, of course I wouldn't want a dog running over a new grave, but a 100 year old, fallen grave is a different matter.'

## 7.16 Feelings Around Change to Current Rules

### 7.16.1 Those in favour of dogs off lead commented on their feelings surrounding the potential ban on walking dogs off-lead or preventing dogs from entering the cemetery altogether.

'I am aghast that you are looking at removing one of these two spaces [Roundwood Park & POC] from my regular walks.'

'Please don't stop us walking our dogs in this beautiful place.'

'It is outrageous that the view of a tiny number of people should be allowed to supersede the silent majority of people who want to enjoy what is by far the nicest green space in the area with their dogs.'

'To restrict that would be a real tragedy for the local area and affect many many people who live nearby who don't have outside space for their dogs.'

'Enforcing the above suggested rules is entirely reasonable but taking the joy and peace of the space away from all is unwarranted.'

'In conclusion, I want to say I hear the concerns and I understand if certain rules are put into place, but I think they can be a bit exaggerated as for the most part people really are mindful. Unless dogs misbehave, please don't ban them from walking this beautiful cemetery freely!'

'It would be devastating not to be able to come here anymore.'

'We really do love having access to the cemetery and would do what is necessary to continue the privilege of walking there with our dogs off lead.'

'If I was dead I would be happy with dogs running round over my grave. I say this as a non-dog owner.'

I fully respect their [graves visitors] views and hope we can find a way to all use the space together.'

'Even still, we are pretty shocked as this will leave numerous residents, locals and responsible owners without anywhere to go to exercise their dogs safely!'

## 7.17 How People Feel About Dogs

### 7.17.1 Those in favour of dogs off-lead commented on how they feel about dogs.

'Dogs are intrinsic family members in a significant number of households - higher than ever since Covid.'

'I felt socially isolated before I got a dog. Since my dog arrived, I have built a social life around him, especially with regard to the humans and dogs I meet at POC...Walking my dog in POC contributes to my physical and mental health.'

'Dogs provide companionship to many and are shown to be very good for mental health.'

'Dogs are family members that their owners are deeply connected to.'

## 7.18 Dogs Owners Will Stop Visiting If On-Lead or Ban Is Imposed

7.18.1 Some dog owners expressed they would stop visiting the cemetery if there was a requirement for dogs to be on-lead or banned from the cemetery.

'If you close it except for burials no-one will visit it at all or care about it and we will all suffer.'

'Banning dogs would be an incredible shame - the cemetery will suffer because of it in terms of footfall.'

'The cemetery would have far fewer visitors if dogs were not allowed (or only allowed on leads) and I believe it would be to the detriment of the cemetery.'

'If dogs are only allowed on leads, which would frustrate both dogs and owners, people will stop coming to the cemetery, giving it back to the drunks and drug dealers that the dog community keep out.'

'If you drive out the dog walkers there will be very few people in there at all.'

## 7.19 Dog Related Issues Non-Existent

7.19.1 Persons in favour of dogs off-lead reported that they have never seen any dog related issues in the cemetery.

'I have NEVER seen a dog urinate or defecate on any graves.'

'I have never seen dogs misbehaving at the cemetery.'

'I've never seen dog mess in the cemetery.'

'I have not witnessed out of control dogs or dog walkers there but perhaps that is because I do not visit during the week.'

'I have never seen a dog fouling or weeing on a grave. I have never seen a dog not coming when called by his / her owner. I have never witness a rude owner or a dog attacking other dogs.'

'I have literally never seen a dog do a poo or urinate on a grave.'

'I have never found the cemetery to feel over run with dogs and dog walkers, I see a mix of people visiting without dogs and with dogs.'

7.19.2 In a news story published by the Telegraph named 'The Labour-run council accused of waging war on dogs' on 25 October 2024. As the article draws to a close, one of the members of DOPOC explains that 'she has never seen a dog urinating where it shouldn't'. The writer goes on to say, 'I don't have the heart to tell her that I've just spotted a pug cocking its leg by a grave in the corner'. For the full article, please see **Appendix 9**.

## 7.20 Dog Control

7.20.1 Persons in favour of dogs off-lead agreed that dogs in general should be kept under control but specific suggestions on what *under control* may entail were not made. For example, one comment below mentions 'not letting dogs run wild' but suggestions on *how* this would be implemented were not suggested.

'However I do think people should have better control of their dogs when off lead and not let them run wild.'

'I agree that dogs should be kept under control at all times,...'

'By no means dogs should be urinating, fouling etc on graves, and they should be under control.'

'I think as long as dogs are under control and owners are respectful,...'

'I think it's vital that dogs should be allowed off the lead as long as they are under the control of their owners.'

'Dog walkers should be responsible for their dogs and have good recall. If they don't have good recall, the dog needs to be in the lead.'

'I certainly agree that dogs should be kept in control, but think it important that they should be allowed to walk and roam in the graveyard.'

'By no means dogs should be urinating, fouling etc on graves, and they should be under control.'

'I agree that dogs should be kept under control at all times, but that shouldn't impinge dog owners with well behaved dogs.'

#### 7.20.2 Persons in favour of dogs on-lead commented on their feelings surrounding dog control.

'I regularly jog in the graveyard and take my baby for walks in her pram, around three times per week. The dog owners' behaviour can be difficult and I am nervous when pushing the pram past dogs that are off the lead. Owners often say "he's friendly" but I don't want dogs in my baby's face. You never know how they will behave or interpret a baby or small child's gestures. 'I have often had heated arguments about how they do not control their dogs.'

'If dogs are kept on leads and under their owners' control I see no reason why they shouldn't be allowed in the cemetery.'

'I do not think it is safe for walkers with so many out of control dogs at present and I am proof of the serious accidents [in relation to being knocked over by a dog] that can happen.'

'No improvement in dogs behaviour since my last visit. Some dogs were running free on attached leads BUT with nobody holding the other end!'

'The simple fact is dog walkers can not be fully in charge of their dog if the dog is not on a lead. I have seen dogs running around and not returning to their owner when called.'

'Groups of walkers gathering and chatting and laughing and not paying attention to their dogs freely running wild, jumping on graves and digging up the soil and leaving it in a mess.'

'How disrespectful to let you do run around when a funeral is taking place.'

'There are far too many off lead dogs without recall in the cemetery. It used to be a pleasant place to walk the dog but it is now overcrowded with off lead dogs, often out of sight of their owners, leading to problems when their dog insists on coming up to the on lead dogs.'

### 7.21 Dog Behaviour Affecting Cemetery Visitors

#### 7.21.1 Number of Dogs

##### 7.21.1.1 Those in favour of dogs off-lead commented on the number of dogs visiting in the cemetery.

'In my mind, the number of dog walkers is the problem rather than the act itself.'

'Potential for restricting or limiting the use of the Cemetery to local residents (no cars driving in with dogs) or to owners with maximum 2 dogs to avoid dog walkers and big packs.'

'Although I think dog walkers should be restricted to walking NO MORE THAN 5 DOGS!'

'A limit on dogs per person as in other spaces like wormwood scrubs would make more sense to me to encourage control than forcing everyone to walk on the lead.'

'Also, people with more than two dogs and dog walkers should keep their dogs on a lead in my opinion. Big packs of dogs are difficult to control and intimidating for others.'

#### 7.21.1.2 Those in favour of dogs on-lead or prefer a ban also commented on the number of dogs that enter the cemetery.

'The cemetery is completely overrun with dogs and it very disruptive and fundamentally compromises the very purpose of the space as a working cemetery.'

'The sheer number of dogs off leads is unsustainable and extremely frightening for someone with a physical disability.'

'Also since covid I have noticed the number of dogs being walked in the cemetery has increased...'

'...I witnessed an excessive amount of dogs being walked by owners and also dog walks with a large number of dogs.'

'I have completed a survey before and i was happy to have dogs visiting the cemetery. But over the past 3 years the amount of dog walkers has increased.'

'I think a dog owner should not be allowed to come in with more than two dogs.'

'Dogs off lead has risen in recent years at POC and it has become a really upsetting issue.'

'The numbers of dogs in London has grown over the years. In recent years the number of dogs in Paddington Old Cemetery has grown significantly.'

#### 7.21.2 Dogs Running Freely

##### 7.21.2.1 Those in favour of dogs on-lead or would prefer a ban commented on their feelings surrounding dogs running freely.

'I do think dogs should be on a leash. More than once I have had dogs running at me barking while I have been carrying my baby.'

'I am often disturbed by poorly controlled dogs running around and barking a lot, fighting with other dogs, walkers shouting/whistling/calling loudly for their dogs.'

It particularly distresses me when I see dogs running freely over and between the graves.'

'I have witnessed a dog owner park their car in the cemetery and let their two dogs run freely and unsupervised while the owner still sat in the car. I often see dog owners sitting on benches, scrolling on their mobile phones, while their dogs run around unsupervised. I often see dog owners walking along the path, deeply engrossed in a phone call or an online work meeting, totally unaware and not the slightest bit interested in what their dogs are doing or where their dogs are running or urinating etc.'

'I think a walk on a lead with a dog is no problem, but running dogs off the lead playing frisbee and ball games on graves is not nice or respectful.'

'...and drivers tending graves getting abused for near misses when dogs run out in front of the cars even at low speed.'

'Professional dog walkers are there regularly, dogs are running all over, it is intimidating but more so upsetting as it is a sacred place.'

'I think it is so disrespectful to have dogs roaming freely where loved ones are buried.'

'I cannot spend a quiet moment by my loved ones graveside without being distracted by dogs running around jumping over the graves or their owners throwing frisbees and balls for their dogs to fetch, screaming their dogs names across the cemetery!!'

'But now for the last 6 months I have stopped going to the cemetery. This is because on two separate occasions dogs who were off their leads charged at me while barking.'

'I own a dog and visit parks which allow dogs off the leads I have never seen anything like the situation that is allowed to take place in a place of rest. Brent need to take control as this situation is totally unacceptable.'

### 7.21.3 Dogs Running on Graves Including the Mound (Vaults)

#### 7.21.3.1 Those in favour of dogs on-lead commented on their feelings of dogs surrounding dogs who run on graves, including the mound.

'I cannot spend a quiet moment by my loved ones graveside without being distracted by dogs running around jumping over the graves or their owners throwing frisbees and balls for their dogs to fetch, screaming their dogs names across the cemetery!!'

'Dogs either walked off the lead by the vault areas even with signage " no Dogs allowed"'

'There are clear signs saying dogs are prohibited from the vault areas but often those signs are not respected.'  
'On the mound where my parents are buried there are signs saying ' no dogs beyond this point ( except guide dogs)' This is often ignored and dogs run around in this area.'

'Dogs should be under control and not running free over graves.'

'Owners do not seem to care when their dogs are chasing each other over graves, jumping up on people, disturbing the peace.'

'It particularly distresses me when I see dogs running freely over and between the graves.'

'I have seen a number of dogs been let loose off their leads running across peoples grave, fouling, digging etc.'

'There is an obvious issue with dogs running across graves and digging at them.'

#### 7.21.3.2 Those in favour of dogs off-lead also commented on their feelings surrounding dogs running over graves.

'The vast majority of graves in the cemetery are very old, and many of them are unmarked, so by just walking on the grass in the cemetery dogs are 'running/urinating/defecating' on graves.'

'No fetch allowed and stick to the paths not the grass.'

'We love being able to walk around the path while Daphne runs around, especially since our son was born eight months ago - that off lead time is essential when you're also pushing a buggy!'

'My dog is off lead around the cemetery but does not go into the 'top'/newer section, which I agree with as that area is more active.'

'There is a lot of space that isn't covered by graves that humans and dogs can use. There are also graves that are visibly unattended or forgotten about that can't even be recognised as a grave anymore. These unattended graves may occasionally be mistakenly walked over by dogs and even humans, but only because they didn't recognise it as a grave.'

'I have only ever seen a handful of people visiting graves except on the mound area (which could easily be gated or fenced off) or when a burial is taking place.'

'I think that owners should prohibit their dogs from walking over newer graves which could be visited.'

#### 7.21.4 Defecation

##### 7.21.4.1 A few of those in favour of dogs off-lead reported that they have on occasion found dog excrement that hasn't been picked up.

'I want to say I fully understand some complaints from people (specially the ones with family buried here), as I have seen some behaviour on rare occasion, such as dog poop that is abandoned and not picked up, which I believe to be quite rude and nasty.'

'I have seen the odd time when someone hasn't picked up their dog's poo - but from the amount of walkers vs these occasions - I don't believe this to be a massive issue?'

'I approve of the dog walkers presence, most of them are responsible and they're self-organising since this issue came up, with a code of conduct, policing other dog walkers and picking up rubbish as well as other dogs' faeces.'

'I have yet to witness any significant misbehavior—just the occasional missed cleanup.'

'I have also, in two years of dog walking there, only seen dog poo not picked up 2 or 3 times. This is an extremely rare occurrence and often accidental if the case (i.e. the owner genuinely did not see). Of course, to non-dog walking visitors, these occasions can be upsetting but it seems that these very rare and isolated events have been hugely escalated by a tiny number complainants, and that the PSPO has been triggered by an unfair proportion of users.'

'I even pick up other dogs mess if I see it as I want to maintain good relations with mourners.'

#### 7.21.5 Defecation on Graves

##### 7.21.5.1 Respondents in favour of dogs on-lead mainly mentioned the defecation that can be found on or near graves.

'My mothers grave had dog poo on it and I generally feel that these dog walkers have no respect for the dead when they allow their dogs to run freely.'

'All dogs are taken off leads once in the graveyard they defecate everywhere on a daily basis.'

'No matter how many bins you put they will still leave the poo on a grave because they are not with their dog at all times they let them roam around and so don't know where and what their dogs get up to.'

'To see dog fouling on the graves I am visiting and others is tearful and disrespectful.'

'...from the flower bed of my father's grave and have stepped in excrement next to it on several occasions.'

'I am a grave owner and a dog owner. I have received so much abuse from dog walkers when I ask them to put their dogs on leads because they are fouling graves.'

'It is disgraceful to visit the site and find that dogs have fouled on the grave.'

'I and members of my family have submitted several emails to [cemetaries@brent](mailto:cemetaries@brent) regarding our displeasure concerning dogs fouling graves and running around unattended by their owners.'

'To see dog fouling on the graves I am visiting and others is tearful and disrespectful.'

#### 7.21.6 Urination

##### 7.21.6.1 A few of those in favour of dogs off-lead stated that it is difficult to prevent a dog from urinating.

'Dogs marking their territory is normal practice. Dogs usually mark their territory based on the scent they pick up from previous dogs. I certainly try and stop my dog doing this, but sometimes it is quite hard.'

'The graves which are very old and not in use should be respected by having dog mess picked up but unfortunately you can't always control where a dog pees.'

'Why it is true that dogs will choose where they want to urinate or defecate, this is only natural and would be cleared up by any responsible dog owner.'

#### 7.21.7 Urination on Graves

##### 7.21.7.1 Those in favour of dogs on-lead commented on urination on graves.

'My family grave has been urinated on whilst I was there, the owner was not apologetic.'

'Some people buy dogs as surrogates for human relationships. Thus people who bring dogs to the cemetery need to make them adhere to the same minimum standards as humans. Nobody would let a child climb on a grave, nobody would accept it if a man would urinate onto a headstone or shout at people. The same must apply to animals.'

'Keeping a dog under control might deal with dog fouling (excrement) but will not stop a dog urinating either on the ground or on an object (the latter being normal animal behaviour marking territory). It is impossible for a dog owner to stop a dog urinating.'

'The dogs also urinate on graves frequently (the owners are often way ahead or behind them and do not even see sometimes).'

'It is immoral for dog owners to allow their dogs to urinate and defecate on graves.'

'To witness dogs jumping on and urinating on my parents' headstone is deeply upsetting.'

'I feel that it's absolutely disgraceful and disrespectful to the people buried in the cemetery, when people's dogs are urinating/fouling on the graves.'

'So many dog owners do not have any respect for the graves and are rude and assume it is their right to let their dogs run over graves and urinate and worse on them.'

#### 7.21.8 Ball & Frisbee Games (Fetch)

##### 7.21.8.1 Those in favour of dogs on-lead commented on games played in the cemetery.

'They even encourage this behaviour [dogs running over graves] by throwing balls over graves and running with their dogs.'

'There are many dog walkers throwing frisbees and balls for their dogs which are off lead. I understood that playing such games or causing a disturbance in a cemetery is an offence under a cemetery's act.'

'They run everywhere and the owners throw balls and play frisbee with them it's so unbelievably disrespectful.'  
'The common sight of balls being thrown and dogs racing across graves is unacceptable.'

'It is particularly upsetting when owners or walkers are bringing balls and frisbees to play games there which I see every time we visit.'

'The dog walkers throwing balls etc hitting headstones and graves.'

'Until they've lost someone themselves, dog-walkers may not realise how distressing it is for those of us visiting graves or sitting in the cemetery to reflect on their loved ones buried far away to see dogs chasing balls and being shouted at, to have dogs running up to visitors and for their owners to let them urinate or worse on graves.'

'I have personally had to remove tennis balls and other items from the flower bed of my father's grave and have stepped in excrement next to it on several occasions.'



- 7.21.8.2 A few persons in favour of dogs off-lead mentioned dog games as being acceptable and this was mostly in relation to selected areas of the cemetery, not all.

'I think this consultation does not take into consideration the fact that there are different areas in the cemetery. Some are more appropriate for dogs to be exercised / games to be played (down at the bottom and away from the mound) and some where dogs are not allowed'.

'There are parts of the space where of course it is acceptable to play ball games.'

'While walking my dog I use a ball to increase exercise and distance covered, while reducing my time spent walking.'

'In reference to playing with balls I only do this in the corner section of the park where there are no tombs.'

- 7.21.8.3 Others who are in favour of dogs off-lead acknowledged how dog games may be seen as an issue.

'Also whilst I personally don't have an issue with people playing fetch with their dogs (I've only seen it happen in the areas where there's little to no graves) I can acknowledge how some people could have an issue with it or see it as disrespectful.'

'I have seen balls being thrown and I disagree with this.'

'I completely agree that dog walking in the cemetery should not involve throwing balls or frisby's over graves but I would hugely appreciate being allowed to walk my dog off lead in a responsible manner.'

'Perhaps the use of ball/frisbee throwing for dogs within a place of peace could have more controls/be stopped as this may cause more dogs to run over graves etc.'

'I dont think owners should throw balls to their dogs at the cemetery.'

'As a dog owner, I disagree with the graveyard being used as a playground and fetch being played at all, especially in areas where there are graves that are current.'

#### 7.21.9 Dogs Digging

- 7.21.9.1 Some respondents mentioned issues of dogs digging in POC.

'I have seen a number of dogs been let loose off their leads running across peoples grave, fouling, digging etc.'  
'There is an obvious issue with dogs running across graves and digging at them.'

'Groups of walkers gathering and chatting and laughing and not paying attention to their dogs freely running wild, jumping on graves and digging up the soil and leaving it in a mess.'

'Luckily I haven't buried a loved one in the cemetery, but for those that have and want to visit the grave, I cant imagine the upset that a dog digging around or defecating on or near it would cause.'

'There is an obvious issue with dogs running across graves and digging at them.'

'Groups of walkers gathering and chatting and laughing and not paying attention to their dogs freely running wild, jumping on graves and digging up the soil and leaving it in a mess.'

#### 7.21.10 Tampering with Ornaments & Flowers

- 7.21.10.1 Others mentioned issues of ornaments that are knocked over, damaged or removed from graves.

'We would appreciate if dogs were band from the cemetery as each time we go to visit our loved ones grave there are items missing from the grave, there are dog footprints on the tomb stone, dog mess on and around the tomb stone.'

'I also on another occasion I had ornaments for the grave in a bag I just took out to place on the grave. The dog came up to the bag and unriated in the bag. The owner asked if I would like her to wash it I said no it's going in the bin.'

'To find floral tributes trampled on or knocked off the headstone is deeply upsetting.'

'It should be addressed that items have gone missing from my parents grave and adjoining graves have had flowers pulled up. I know longer have flowers on the grave for those reasons.'

'Dogs walkers treat this area like a public park, throwing balls over the graves which knock over the flower displays.'

'Graves and cemeteries should be a sacred location for ones loved one, and should not be violated by dogs fouling, interfering and removing items from graves.'

'We would appreciate if dogs were band from the cemetery as each time we go to visit our loved ones grave there are items missing from the grave, there are dog footprints on the tomb stone.'

#### 7.21.11 Dogs Jumping Up on Visitors

##### 7.21.11.1 Respondents provided comments of the issue of dogs jumping up on visitors.

'As a slow jogger, I have three times had off-lead dogs jump up on me in the graveyard. The owners tell me to stand still and the dog will stop. I don't think dogs should be off lead if they are liable to jump on passers by.'

'When my children were small we often used to visit the cemetery as a calm, quiet place for them to have a walk, but they were often approached and sometimes pushed over by over-enthusiastic dogs. This is unacceptable and can lead to fear and trauma.'

'I cant visit my parents grave as I'm scared of being attacked as the times I have been there I have been jumped at by dogs no apologies from owners.'

'Dogs are frequently seen jumping on people, chasing runners and the owners do nothing about it.'

'In my experience I have been jumped on by a dog which left paw prints on my coat.'

'Owners do not seem to care when their dogs are chasing each other over graves, jumping up on people, disturbing the peace.'

'My partner was walking in the cemetery post major surgery, as advised by his medical team and had a large dog off a lead, jump up at him, making contact with his wound and causing him pain.'

'My toddler was also jumped on by a group of dogs walked by a dog walker who was totally unapologetic. My son has had a fear of dogs ever since.'

#### 7.21.12 Dogs Running Up To/Chasing Visitors

##### 7.21.12.1 Others mentioned issues of dogs running up to and chasing visitors.

'My husband has dogs chasing him and jumping up at him every time he goes for a run in the cemetery. The owners shout "oh don't worry he/she is only being friendly".'

'I and my children find it very upsetting visiting their father my late husband grave with dog mess on a few occasions and also dogs off their leads running around and coming up to them when they are scared of dogs.'

'My 18month old child was chased by a dog in the cemetery and the owner had the cheek to tell me the dog was doing no harm.'

'There has been several occasions when dogs have chased us, jumped on us and run over the graves, only to be met with abuse from the dog walker when they are challenged.'

'On so many occasions a dog has ran up to us when we are trying to pray at the grave.'

'I have been jumped on, as has my two year old son who has also been chased and is now scared of dogs.'

'Dogs are frequently seen jumping on people, chasing runners and the owners do nothing about it. In fact, dog owners have become aggressive when asked to put dogs on leads.'

#### 7.21.13 Dogs Barking

##### 7.21.13.1 Those in favour of dogs on-lead or would prefer a complete ban, commented on dogs barking.

'There are always barking dogs,...'

'Dogs, who have been let off the lead, bark from 8am and continue to do so all day.'

'I go to the cemetery for quiet but owners are complacent and don't care if their dog barks at me and causes problems.'

'More than once I have had dogs running at me barking while I have been carrying my baby.'

'One time I made a wide detour to avoid a loud barking dog coming my way and the owner started yelling at me! I hadn't said anything, they were just angry at me for trying to avoid their dog!'

'This is because on two separate occasions dogs who were off their leads charged at me while barking.'

'Also had other dogs approach my young child [4 years old] and bark at him which left him unsettled.'

#### 7.21.14 Dogs Fighting & Aggressive/Intimidating Dogs

##### 7.21.14.1 Some respondents mentioned dog fights, aggressive dogs and dogs that are intimidating.

'Some dogs are a nuisance and some are dangerous but the owners are the last people to understand this.'  
'...fighting with other dogs, walkers shouting/whistling/calling loudly for their dogs.'

'This weekend I was visiting a grave with my elderly mother and young child and an aggressive dog ran at us and was barking, the owner was with the dog and could not get it to calm down.'

'Since Lockdown this problem has got really bad, there are isolated parts of the cemetery where I don't feel safe on my own due to aggressive dogs off-lead with no recall.'

'Each time I have visited there are a lot of people with dogs and it is very intimidating and it seems that the numbers are growing.'

'Professional dog walkers are there regularly, dogs are running all over, it is intimidating but more so upsetting as it is a sacred place.'

'One of my main complaints is the attitude of dog owners themselves, several have been extremely rude to me when I have shown fear of their dog or asked them to control the dog. I have been left very upset indeed at the bullying, confrontational manner of some dog owners and these bullies have ruined my day more than once.'

'I have frequently been barked at by aggressive dogs and approached by dogs that make me feel nervous.'

#### 7.21.15 Incidents / Attacked by a Dog

- 7.21.15.1 Others mentioned incidents that have happened with dogs and occasions when they have been attacked by a dog.

'I personally have been attacked twice in the cemetery by dogs who are off their leads.'

'The time I was attacked, the owner was shouting at me to keep still, rather than shouting at her dog to come back to her. It was awful. While the dog didn't physically hurt me, in my attempt to get away from the dog, I pulled a muscle in my leg. I couldn't walk for two weeks.'

'I have suffered concussion recently as a result of being run over by someone's out of control dog - it was chasing another dog and ran right under me on the path and I hit my head hard on the concrete. I am still recovering two months later and have had to take time off work, visit hospital and have an MRI. The owner was a long way away and did not take responsibility.'

'I was attacked by a dog whilst visiting a grave in 2020, whilst a resident of NW6. The dog was not on a lead and the owner did not call his dog off. When I managed to push the dog away, the owner refused to put his dog on a lead and told me that "this is a dog park... dogs are allowed to run free...what [did I] expect?!".'

'My 4 year old was approached by a dog that was off a lead in an aggressive manner and the dog subsequently attempted to nip my child's elbow - the dog owner was reading a book whilst their 2 dogs were running around off the lead and he was very nonchalant when this incident happened as if it was my sons fault.'

'This is because on two separate occasions dogs who were off their leads charged at me while barking. Both occasions were completely unprovoked, I had been simply walking alone and minding my own business. Their owners called the dogs back and the dogs did return but this was very distressing and worrying for me, as I thought the dogs were about to attack me.'

#### 7.21.16 Dog Owners Shouting

- 7.21.16.1 Those in favour of dogs on-lead or would prefer a ban, mentioned dog owners/walkers who disturb visitors to the cemetery by shouting their dogs' names.

'I hear dog owners shouting endlessly for their dogs to return.'

'Until they've lost someone themselves, dog-walkers may not realise how distressing it is for those of us visiting graves or sitting in the cemetery to reflect on their loved ones buried far away to see dogs chasing balls and being shouted at, to have dogs running up to visitors and for their owners to let them urinate or worse on graves.'

'I find that the amount of noise - dogs barking, owners repeatedly calling for them, dogs barking at each other - is quite disturbing in a place that should, in my view, be peaceful.'

'I cannot spend a quiet moment by my loved ones graveside without being distracted by dogs running around jumping over the graves or their owners throwing frisbees and balls for their dogs to fetch, screaming their dogs names across the cemetery!!'

'I find that the amount of noise - dogs barking, owners repeatedly calling for them, dogs barking at each other - is quite disturbing in a place that should, in my view, be peaceful.'

#### 7.21.17 Dogs Running into Vehicle Pathway/Out onto the Road

- 7.21.17.1 Some respondents mentioned dogs that run into the pathway where vehicles drive and some run out of the cemetery into the road.

'The dogs run in front of cars and jump on visitors.'

'I've seen many dogs, off lead, run into the path of cars entering and exiting the cemetery and run out of the gates and into the road.'

'The owners praise the dogs for bad behaviour and let dogs run out in front of cars whilst shouting abuse at drivers.'

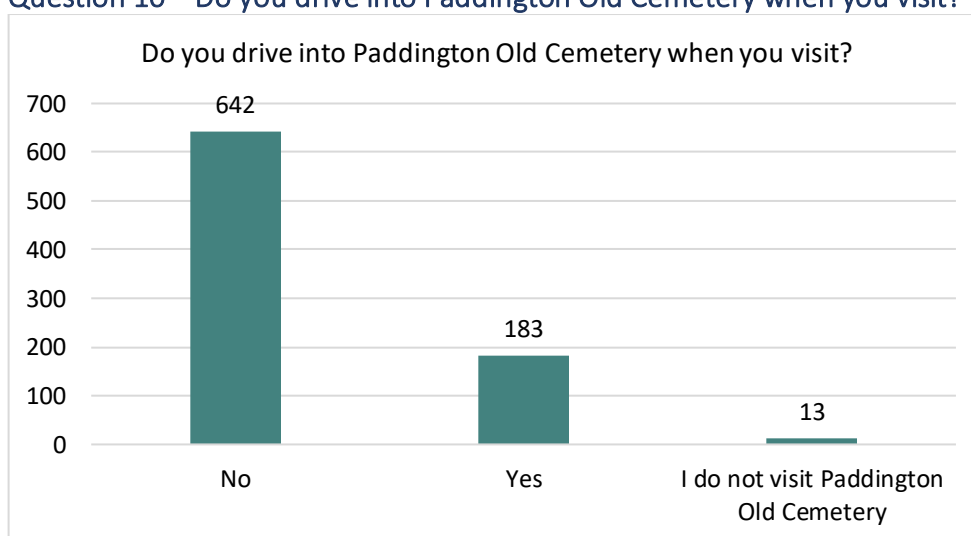
'and drivers tending graves getting abused for near misses when dogs run out in front of the cars even at low speed.'

'I was told by a rather scary lady I should not be driving down the pathway as her dog was running free . I pointed out was visiting my mum and dad abd trumped her walking her dog , especially as she loaded him into a car by the church . If its close enough to walk the dogs then surely its close enough to walk the dog there.'

'Only a week or so ago i saw a dog running up Willesden lane, as i say i live not to far from the cemetery so i suspect the dog ran out, 5 minutes later a women came running out calling a name, i asked if she had lost a dog and pointed in the direction i had seen the dog running.'

## 7.22 Vehicle Access

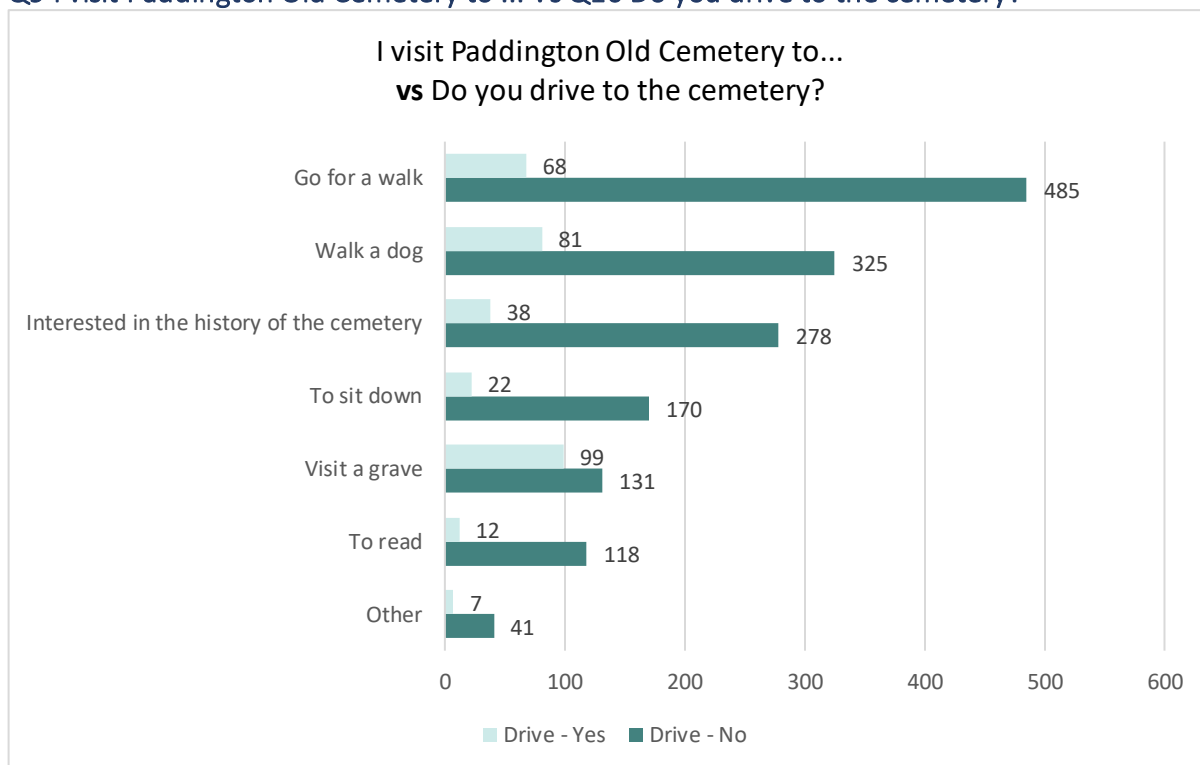
### 7.22.1 Question 10 – Do you drive into Paddington Old Cemetery when you visit?



Do you drive into Paddington Old Cemetery when you visit?

- 7.22.1.1 **642 (77%)** respondents do not drive into Paddington Old Cemetery when they visit. **183 (22%)** do drive into the cemetery and **13 (2%)** do not visit the cemetery at all. The number of respondents who do not visit the cemetery is negligibly low, so these responses were not neglected when analysing responses to other questions. 16 respondents selected multiple options which did not make sense; hence their responses were not considered for this analysis. One respondent declined to answer the question.

### 7.22.2 Q9 I visit Paddington Old Cemetery to ... Vs Q10 Do you drive to the cemetery?



Reason for visit vs driving to the cemetery

- 7.22.2.1 This graph compares the responses from question 9, *I visit Paddington Old Cemetery to...* and question 10, *Do you drive to the cemetery?* Responses total more than 856 as for question 9 respondents were allowed to select more than one value.
- 7.22.2.2 The most likely reasons for visiting the cemetery for visitors who did not drive were to go for a walk (485 respondents, 57% of all survey respondents), walk a dog (325, 38%), or because they were interested in the history of the cemetery (278, 32%).
- 7.22.2.3 The most likely reasons for visiting the cemetery for visitors who did drive were to visit a grave (99 respondents, 12% of all respondents), walk a dog (81, 9%), or to go for a walk (68, 8%).
- 7.22.2.4 The outcome of the above two types of analysis appear to correlate with the comments made in question 26 in that both those in favour of dogs off and on-lead and those who would prefer a ban recognise issues with vehicles entering the cemetery, albeit for different reasons.
- 7.22.2.5 Those in favour of dogs off-lead and those who would prefer dogs on-lead or banned, both agreed that vehicles in the cemetery are an issue. For those in favour of dogs off-lead this related to the numbers of vehicles, vehicle speed and rude/offensive drivers.

'All drivers (not just dog owners) drive too fast and it's incredibly dangerous.'

'Cars have much to do with the numbers of walkers but is there no question about cars.'

'Potential for restricting or limiting the use of the Cemetery to local residents (no cars driving in with dogs) or to owners with maximum 2 dogs to avoid dog walkers and big packs.'

'...however I have seen many times mourners driving recklessly fast as they enter.'

'And I would look to limit the number of cars coming into the space, in order to dissuade those walkers who travel from outside the immediate local area; and have no accountability for behaving well within it.'

'I'd also strongly recommend not allowing cars in the cemetery. All drivers (not just dog owners) drive too fast and it's incredibly dangerous.'

'I object dog Owners to drive in the cemetery. They should park outside. Brent should allow parking in front of the cemetery. The cemetery should be car free except funerals and for disabled.'

'My only concern is the speeding cars - have witnessed many go over 20 mph'.

'This could be rectified by restricting car access to these users. This would also help another major issue such as drug dealing and dangerous driving that occurs which we find much more upsetting and concerning.'

'...or people who actually drive to the cemetery to let their dogs off which does seem pretty bizarre and must impact the number of visitors.'

'Please remove cars from the cemetery rather than dogs as they are the real danger/nuisance'

'It would be better if you did not let cars into the cemetery except those directly associated with a funeral or for people with a blue badge.'

'I have only seen respect and positivity from dog walkers however I have seen many times mourners driving recklessly fast as they enter, not respectful at all.'

**7.22.2.6 For those in favour of dogs on lead or a dog ban, the issues relate to the number of dogs arriving in vehicles, dog owners/walkers sitting in vehicles whilst dogs run freely, safety in relation to pedestrians, drivers using the cemetery for free parking and drivers with dogs coming from further afield.**

'Some of these [dog] owners come from far and wide as they drive to get there and park in the cemetery - it's not even just local dog owners out for a stroll.'

'Also it seems like a social gathering where cars pull up with many dogs with them.'

'my kids use the cemetery to learn how to cycle, but some dog owners—particularly those who drive in specifically to walk their dogs—make it less safe for them.'

[In relation to dog walking companies] 'I believe one of the reasons they choose the cemetery is access to free parking,...'

'Some of these owners come from far and wide as they drive to get there and park in the cemetery - it's not even just local dog owners out for a stroll.'

'Also it seems like a social gathering where cars pull up with many dogs with them and are left off the lead to chase balls while the owners or workers have a chat.'

'Many of their owners drive to and park in the cemetery adding to the congestion . There need to be parking restrictions around the chapel .'

'I have witnessed a dog owner park their car in the cemetery and let their two dogs run freely and unsupervised while the owner still sat in the car.'

'I am very concerned by the number of dog owners who drive to the cemetery with their dogs. This creates a hazard for those walking there especially if walking with young children (as is the case with us). This was less of a problem when parking was available near the cemetery gates.'

'I have seen owners driving to the graveyard with the only reason to let the dogs out to run freely over the graves letting them urinate anywhere and drivers tending graves getting abused for near misses when dogs run out in front of the cars even at low speed.'



'Also I find on a Sunday morning I cannot park at the top by the church and walk to my parents grave as it is full of cars being driven by Dog Walkers , ironic . I then drive slowly, over potholes to their grave , looking out for dogs off the lead.'

'...and also the number of cars waiting outside the gates waiting for the cemetery to open have increased.'

7.23

### Burials

Currently during burials, a polite notice is put in place to dissuade cemetery users from using particular pathways when a burial is taking place.



Current notice put in place on pathways during burials

7.23.1

A few respondents in favour dogs off-lead commented that those walking dogs avoid the area or the cemetery altogether when a burial is taking place.

'Also, if burials are announced on the black board most dog walkers keep away or well clear anyway.'

'It is very easy to avoid new graves during burials or at other times.'

'I personally try to avoid bringing the dog to the cemetery during burials, which is easy to do as they are announced on a board (with a date and time), as I like to be respectful towards the family,...'

'I also personally always place my dog on lead when near a burial.'

'If there is a funeral I avoid the cemetery completely for dog walking.'

'... the important thing for us dog-walkers is to give such people their own space therefore if a funeral is happening or if folk are visiting graves, I will on purpose keep at least 100 metres away to give them respect and space.'

7.23.2

Those in favour of dogs off-lead made some suggestions in relation to dog access during burials. This included asking people to take an alternative pathway with

appropriate signage, requesting that dogs be put on leads or closing the cemetery to dogs altogether.

'Of course if there is a burial taking place, dog owners are not going to let their dogs run over the burial site. We are not idiots.'

'I would definitely agree that dogs should be on leash during a burial service (with perhaps polite signs asking people with dogs not to go in that direction).'

'And I would have course agree if the cemetery were to be closed to dogs during a burial as a mark of respect but I'm not recommending it.'

'And once new burials on the mound come to a close here, this is the future of POC. A future that makes this space of great value to the community and a true local asset.'

'Perhaps there could be a rule if there is a funeral for dogs on lead only.'

'If there is a funeral taking place then all dogs should be on leads during that time out of respect for the mourners.'

'As a compromise perhaps when a burial is taking place dog owners could be asked to take an alternative path and avoid that area.'

'To close the cemetery for dog walk when a burial is happening seems like the perfect solution'.

'I would also be happy to have a lead only policy during burials but not at all other times.'

'I do appreciate that dogs off the lead can be disturbing to mourners at a funeral and would agree that during a funeral dogs should either be on leads or not in that part of the cemetery at all.'

'Or no dogs allowed times like during burials or 10-2.'

'So I would feel with maybe more signs up as was today re a big funeral coming maybe people would pay more attention.'

'Perhaps increased signage for funerals? Maybe with the rule that dogs have to be on the lead at that time (I always do, to avoid bothering families).'

'Need clear large signage about what is NOT acceptable.'

### 7.23.3 Respondents in favour of dogs on-lead also commented on the status of dogs during burials.

'Keep the dogs having a run around on a long lead and leave if there's a funeral.'

'But dogs stay on leads, mess is picked-up, and it should be clear dogs/owners need to keep away from funeral ceremonies.'

'During my father's burial on 22/02/2023 an owner lost control of her dog. It was very distressing for my mother in particular when the dog ran around boisterously close to the burial site and ignored calls from it's owner to stop. Dogs should not be allowed to roam freely in the cemetery and should be on a lead at all times - especially when a burial is in progress. It's already a difficult time for families without them having to contend with out of control dogs.'

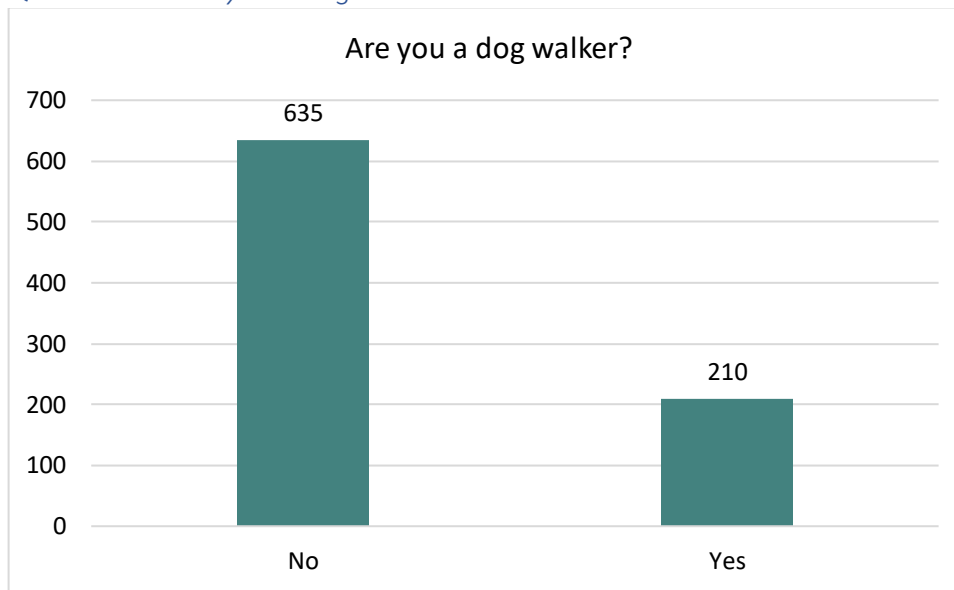
'As a compromise, I'd be prepared to see dogs walked on short leads, when a burial is not taking place.'

'There is zero respect for the deceased, their family members or anyone attending burials.'

## 7.24 Professional Dog Walkers

#### 7.24.1 Are you a dog walker or do you have a dog walking business?

##### 7.24.1.1 Question 6 – Are you a dog walker?

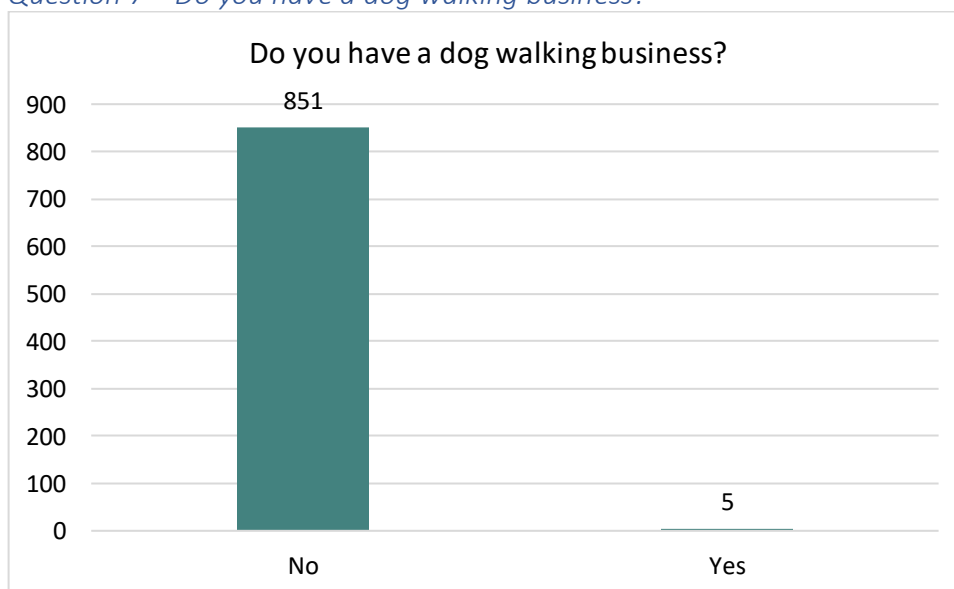


Are you a dog walker?

7.24.1.2 **635 (75%)** respondents do not consider themselves a dog walker while **210 (25%)** do. 11 respondents chose multiple options, so their response was excluded.

7.24.1.3 It is to be noted that 231 respondents who chose the 'no' option also chose the option 'to walk a dog' in question Q9. The initial thought is that respondents may have interpreted question 6, 'are you a dog walker?' to be asking whether they are a professional dog walker, which was not the intent, but for those who do have a dog walking business, upon reading question 7, 'do you have a dog walking business?', they still chose not to answer.

##### 7.24.2 Question 7 – Do you have a dog walking business?



Do you have a dog walking business?

7.24.2.1 The results show only 5 (0.6%) respondents have a dog walking business with 851 (99.4%) stating they don't. This is inconsistent with some of the findings under question 26 where many respondents commented in relation to the issues generated by dog

walking businesses who frequent POC. It may be that respondents did not want to confirm they have a dog walking business.

#### 7.24.2.2 Those in favour of dogs off-lead commented on the issues surrounding dog walkers.

'No questions about professional dog walkers that do present a problem.'

'I am aware that some incidents similar to what is described in the survey have taken place, but they are mainly attributed to professional dog walkers.'

'I would agree with limiting professional dog walkers to perhaps 3 dogs - or banning that, it's too small a place for larger packs of dogs.'

'I think each dog walker, whether professional or not, should bring no more than two dogs to walk. This will probably deter the professionals, who have up to 4 dogs and especially if the dogs are large this can be off-putting to others.'

'My only observation about dog walkers would be that perhaps it would be appropriate to limit the number of dogs professional dog walkers can bring into the cemetery.'

'I would also support measures to address any legitimate concerns, such as limiting the number of dogs brought in by professional walkers.'

'I think it would be fair to stop professional dog walkers bringing more than 2 dogs into the cemetery...'

'The only problem with dogs in this public space is the professional dog walkers who shuttle large groups of dogs in and out of the cemetery.'

#### 7.24.2.3 The respondents in favour of on-lead walking shared the same thoughts as those in favour of off-lead walking in relation to professional dog walkers.

'Professional dog walkers are there regularly, dogs are running all over, it is intimidating but more so upsetting as it is a sacred place.'

'I particularly dislike the noise and chatter that goes on amongst 'professional' dog walkers. I have seen on occasion a group of two or three people with up to six to eight dogs between them.'

'I see doggy daycare vans offloading multiple dogs for off lead exercise. I can't understand why Brent Council is actively encouraging dog care companies and professional dog walkers to run their businesses from the cemetery. This is morally wrong.'

'We have had to clean up dogs mess and frequently ask dog owners and professional dog walkers to control their dogs.'

'I have seen dog walking vans clearly advertising dog walking driving into the graveyard and taking out more than 8 dogs in one go off the lead because you allowed this to happen.'

'It seems that the professional dog walkers are the biggest culprits.'

'I also know a local dog walker who has had allot of complaints made against her. She's a nice person but has been walking multiple dogs and she simple has no control of them.'

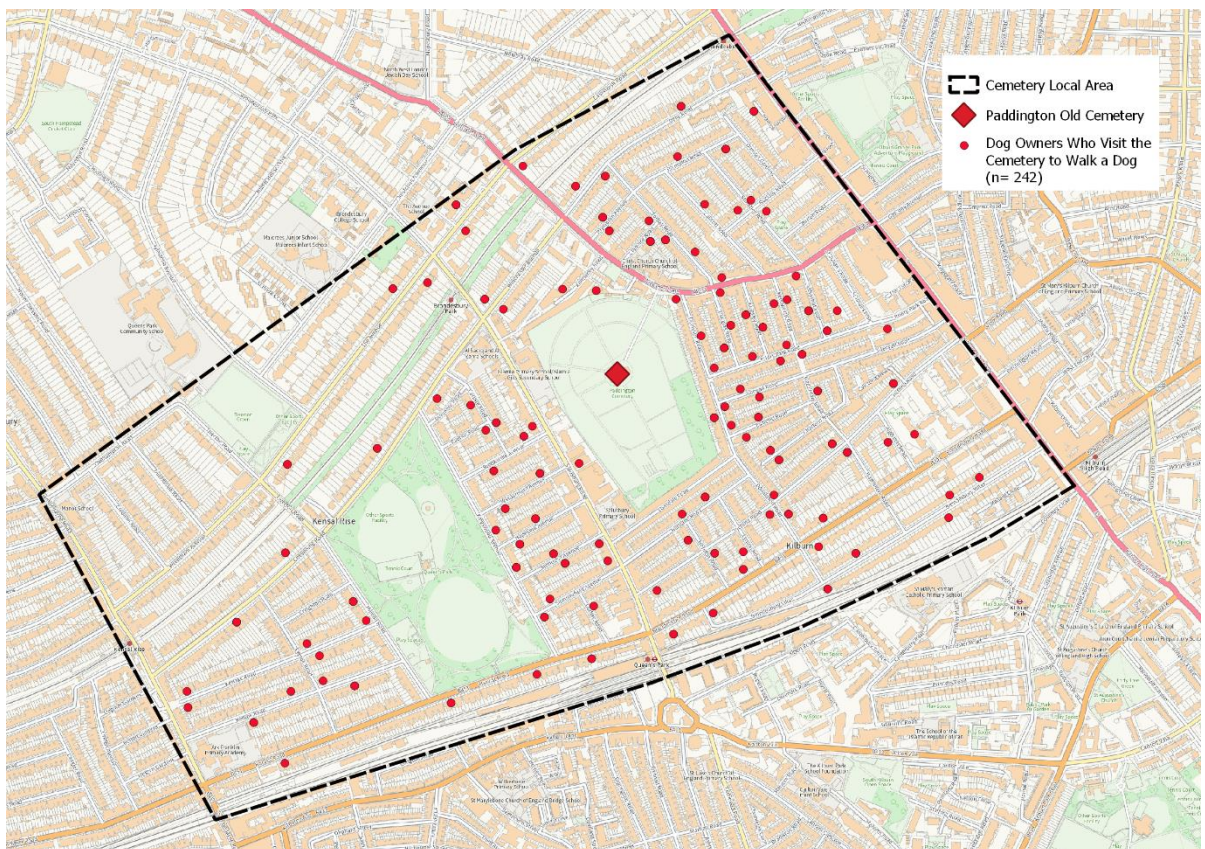
'On occasion there are dog walking companies with up to 5 dogs which cannot be controlled at the same time.I believe one of the reasons they choose the cemetery is access to free parking,if they had to use one of the nearby parks they would incur charges.'



## 7.25 Displacement

7.25.1 A number of people in favour of dogs off-lead commented on the lack of local alternative spaces available to exercise dogs appropriately off lead. The main three spaces mentioned were Tiverton, Paddington Recreation Ground and Queens Park.

7.25.2 The map below shows the number of respondents whose response to question 9 included 'walk a dog' and no other choice within the chosen 'locality'. The total number is 242. Please note, there are fewer points on the map than respondents who reported to be dog owners who visit the cemetery to walk a dog. This is because the points mark the postcode of the respondent, and so there are cases where multiple people residing at the same address have responded individually to the consultation. There will also be some respondents who live in different addresses but share a postcode, such as those living in the same streets, or in flats within the same building.



Dog walkers in the 'locality'

## 7.25.3 Tiverton

7.25.3.1 Respondents in favour of dogs off-lead mostly made negative comments which included: -

- incomparable
- further away
- too far to walk
- more difficult for the elderly
- horrible space
- would create issues for residents that live near Tiverton
- atmosphere /too small / not stimulating
- aggressive dogs
- boring square
- dog fouling not picked up

- playgrounds with children as well as pupils from QPCS who walk across the park so could be very dangerous
- flat
- featureless
- would move the problems at POC to Tiverton
- people smoke cannabis
- clientele is different
- encouraging driving
- has little undergrowth
- dog owners ignore their dogs
- does not provide quiet space
- does not provide ability to walk amongst nature
- not ideal for walking dogs
- dull rectangle of grass
- tiny space
- little to explore
- little to sniff
- big dogs attend which makes it harder for small dogs
- open space
- bare field
- barren area
- not fit for purpose
- not pretty
- poorly landscaped
- over-crowded
- no access to running water
- dangerous (ASB)
- muddy
- no mature trees or paths
- boring
- not interesting
- no toilets
- large patch of grass
- full of holes for dogs to escape
- monotonous
- topography is dull /

'Also it takes me 8 minutes walk to go to the Cemetery, it would take me 26 min walk to go to Tiverton and hence that is not a suitable option.'

'I prefer to go to Paddington Cemetery even though Tiverton is a much closer walk for me in Kensal Rise.'

'Tiverton is a horrible field to walk a dog , my do hates it there, it is not very stimulating.'

'Tiverton Green is already well used by dog owners and has similar issues with dog fouling and aggressive dogs and owners.'

'Tiverton is too small a space to be effective for dog walking.'

'Tiverton is not an alternative as it is a small flat featureless space, not conducive to supporting mental health and there have been incidents of dangerous behaviours because it is too small and featureless to engage dogs and their owners.'

'The suggested alternative of Tiverton is not ideal. There's a very different " clientele" That uses Tiverton and the dog excrement in Tiverton is appalling.'

'Having a dog-friendly space where dogs can be off-lead is precious, especially given the lack of alternatives in the area (Tiverton is by no means 15min walk away, and definitely not for people with physical disabilities!).'

'Additionally, Tiverton Green is not a viable alternative for many local dog owners. It is farther away for those without access to a car, and it is frequently occupied by large, aggressive dogs, making it unsafe for others to let their dogs off the lead. I would say on 80% of the times I've visited I have been unable to let my dog off the lead because of this issue.'

'While Tiverton Green allows us to have our dogs off lead, it does not provide this quiet space, or the ability to walk amongst nature like the cemetery does.'

'Tiverton Green is an extremely poor alternative to the cemetery, basically being a dull rectangle of grass.'

#### 7.25.4 **Paddington Recreation Ground**

##### 7.25.4.1 Comments were made which included: -

- busy
- dense
- lots of children
- lots of runners
- intense littering
- small space

'Other green spaces nearby include Queens Park which has restrictions for dogs to be on lead, again not providing sufficient exercise to dogs and Paddington recreation ground, which again is not sufficient due to the number of children, runners and other users in such a small space.'

'With dogs not allowed off-lead in Queen's Park and with Paddington Recreation Ground incredibly busy and dense (with lots of children roaming around, in particular), such a move would not only go against the status of the cemetery but will also greatly punish local dog owners and walkers.'

#### 7.25.5 **Queens Park**

##### 7.25.5.1 The main comment made in relation to Queens Park was off-lead walking not being permitted and therefore does not provide adequate exercise for dogs.

#### 7.25.6 **Other Parks - General**

##### 7.25.6.1 Some residents explained they don't have the outside space to exercise their dog, whilst another mentioned they cannot travel further afield because of the age of their dog. One person mentioned that preventing dog walking in POC would create more dog fouling in the street, whilst others mentioned that other parks would be overrun with dogs.

##### 7.25.6.2 Respondents in favour of dogs on-lead mentioned other dog walking locations.

'There are excellent alternatives nearby for exercising dogs,...'

'There are plenty of parks nearby , cemetery is not the place.'

'There are many other green spaces nearby (Queen's Park) which are more appropriate for dogs.'

'But as I have discovered there is another 'green' area near to the cemetery, dogs owners rightly should go there.'

'There are three parks, Tiverton Green, Queen's Park and Kilburn Grange Park within walking distance of Paddington Cemetery. All of these are appropriate places to walk dogs both on and off a lead and far better suited than a cemetery.'



'Within a 1 mile radius of the cemetery there are recreational spaces at Kimberley Road, Tiverton Playing Fields and Queen's Park.'

'As a dog owner I believe dogs do not belong in cemeteries. If dog owners are too lazy to take them to a park that is their problem.'

## 8. Enforcement

### 8.1 'Reasonably within Eyesight'

8.1.1 To enforce any on/off lead prohibitions, the breach must be clear cut. The issue with the current 'out of control' prohibition below is the challenges in enforcing. This is because the definition of 'reasonably within eyesight' is subjective. The current wording of the prohibition is as follows: -

8.1.2 *'For dogs off lead - Any person(s) responsible for a dog;*  
*a. where the dog is not reasonably within eyesight of the responsible person(s) and/or*  
*where a dog does not respond to being beckoned (recalled) by the owner*  
*b. who fails to follow instructions by an authorised officer to put a dog on a lead.'*

8.1.3 Respondents commented on the number of dog walkers that are looking at their phones or distracted in speaking to others, therefore unable to be within eyesight of the dog.

8.1.4 When an enforcement officer is present, mobile phones are put away and conversations cease, and it is almost impossible for an enforcement officer to tell which dog belongs to whom. This is in part because the space whilst open, has trees and gravestones that obstruct direct visibility but also because of the distance between the dog and its owner. Reinforcing the point, what may be reasonably within eyesight for the dog owner, may not be considered the same for the enforcement officer.

### 8.2 Lead Length

8.2.1 Where an on-lead solution is introduced and a lead length is not defined, a person responsible for a dog may provide a lead so long that they are still not within eyesight of the dog and/or able to control the dogs' movements. On the other hand, the fact that a lead is provided and attached to the dog may be considered enough. Either way – limited or unlimited, it is important that the lead length is defined as such to make any relevant prohibition enforceable.

8.2.2 An example of this is Fryent Country Park where a dog was found wrapped around a tree with a lead extending to over fifteen metres. It had been separated from its dog walker. This example relates solely to the fact that upon observation an owner/walker could excuse themselves as being 'in control' just by having a lead on their dog, regardless of how long that lead is.

## 9. Petitions

### 9.1 Brent E-Petition

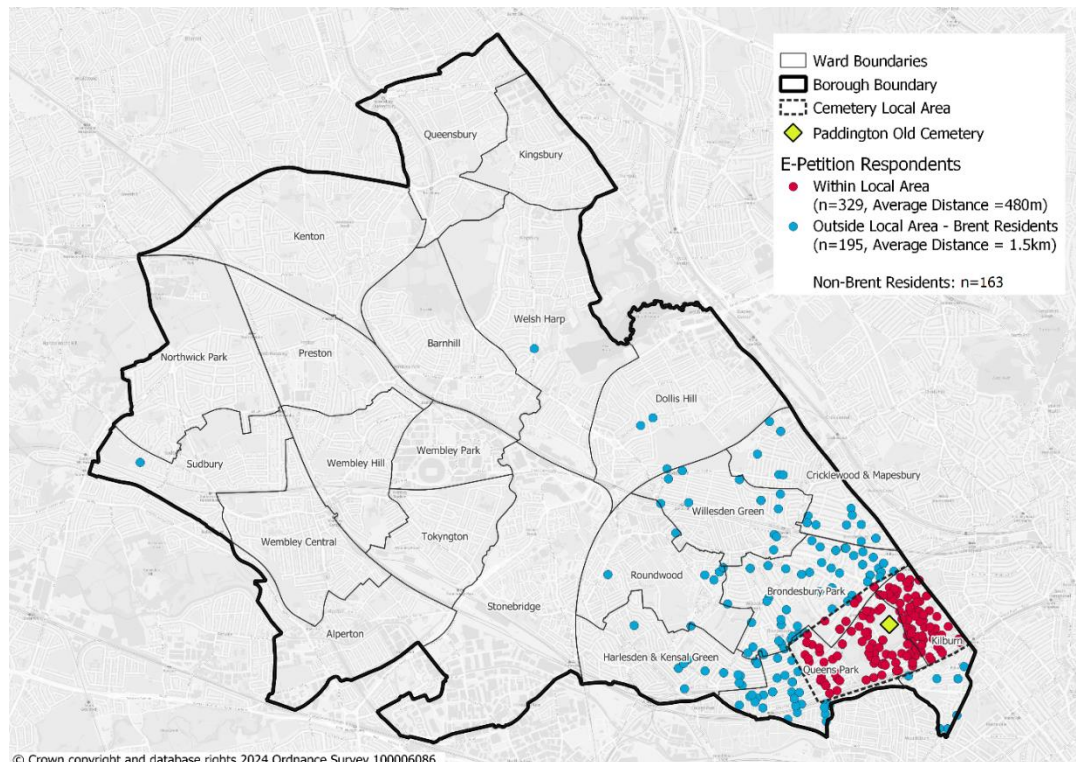
9.1.1 The guidance relating to Brent e-petitions can be found in **Appendix 20**. A petition (ref. number 371) to protect off-lead walking for dogs in Paddington Old Cemetery was initiated on 5 October 2024 via Brent Council's Democratic team and was due to close on 18 November. A request to extend the petition in line with the PSPO consultation was agreed and the closing date was extended until 10 December 2024.

9.1.2 The petition was initiated by one of the members of a newly formed group named Dogs of Old Paddington Cemetery (DOPOC). DOPOC includes members of the established

community group known as Friends of Old Paddington Cemetery (FOPOC). 687 persons signed the petition in favour of keeping dogs off lead.

9.1.3 The responses to the e-petition in favour of dogs off lead in the cemetery are mapped below. Respondents have been separated into those who live, work or study within the ['locality'](#), and those Brent residents who live outside.

9.1.4 While many non-Brent residents submitted a response to the petition, they have not been mapped. The outcome shows that 329 people signed the petition from within the local area, 195 from outside the local area and 163 that are non-Brent residents.



Map showing respondents to e-petition

## 9.2 Change.org Petition

9.2.1 A petition to ban dogs (with the exception of assistance dogs) from POC was initiated on 25 September 2024 via the change.org website. The petition creator was given an opportunity to start an e-petition via Brent Council's Democratic team but did not take up this offer because they already had an open petition. Petitions carried out using an external method can be considered if the data (name, address and signature) are provided to the Democratic team to verify.

9.2.2 The petition was registered with Brent Council's Democratic team under reference number 376. 1057 persons signed the petition in favour of banning dogs from the cemetery with the exception of assistance dogs.

9.2.3 Of the 1057 people who signed the change.org petition, 47 stated that they lived outside the United Kingdom - the majority of those outside the UK stated they lived in Ireland. Within the UK, only 40% (403) were from within London, and 110 respondents recorded Brent Postcodes (HA0, HA1, HA3, HA9, NW10, NW6, NW9). However, a significant number of recorded postcodes were incomplete and so it hasn't been possible to map respondents precisely in the borough or area local to the cemetery. It should also be noted that partial postcodes cover not just Brent, but additional

boroughs; NW6 includes address is Camden and Westminster, and NW10 covers parts of Ealing, Hammersmith & Fulham, and Royal Borough of Kensington & Chelsea

9.2.4 Other signatories from abroad, included the USA, Slovenia, Australia and New Zealand. It is unclear from the signatures how many people are directly affected by any negative behaviour in the cemetery, but it would be unfair to discount anyone living outside of the 'locality' as their affiliation with the cemetery is considered different to others who may be visiting to exercise or walk a dog. They simply do not have a choice as to whether to visit or not as this is where their loved ones are laid to rest.

9.2.5 Of the 1057 respondents, 33 also made comments, two of whom are abroad but have family laid to rest in POC. One person in Australia who signed states, 'I am saddened to see this happening where my Aunt and Uncle are buried. More respect should be given. I know most dog owners wouldn't do this but it only takes a few .... Please take note of the distress it is causing everyone'. Another who signed in Slovenia said, 'It's distressing to see the cemetery where my Auntie is buried being used as a play area for pets in their owners dog excrement to be deposited in the area'.

### 9.3 [Petition Summary](#)

9.3.1 The two petitions above were initiated and consideration must be given to both in relation to the detrimental effect it has had or is likely to have on the quality of their lives.

9.3.2 In relation to this consultation, the petition in favour of dogs off-lead, will add more weight to those persons who have been determined as living within the 'locality', as anyone walking a dog are expected to have visited the closest possible space.

9.3.3 However, consideration will also need to be given to those persons who own or visit a grave and live near, far and wide because although they may not live in the 'locality', they have no choice but to visit POC as this is where their loved one is laid to rest. Therefore, any activities pertaining to the cemetery may equally be having or are likely to have a detrimental effect on them. Though the petition creator has given assurances that everyone who signed the petition has a connection to the cemetery, Brent Council is unable to verify this.

## 10. [Cemetery Survey](#)

10.1 On 5 November 2024 the newly formed group Dogs of Paddington Old Cemetery (DOPOC), set up a table and chairs at the entrance of the cemetery. It was unclear what their purpose was as permission from Brent Council to carry out such an activity was not sought. A complaint was received from a visitor to the cemetery who said it looked like people were being referred to the e-petition to sign in favour of dogs off-lead.

10.2 An email was sent to DOPOC and FOPOC to inform them they should have asked for permission to carry out the obtaining of signatures for the petition as permission had not been sought from the Cemeteries team for this activity. It was later that Brent Council were told DOPOC were in fact carrying out a survey of the visitors and had asked FOPOC for permission to carry out the activity. FOPOC clarified they could not give permission for this.

10.3 A few more complaints were received as some people visiting the cemetery felt they did not want to be approached and felt intimidated by the number of dogs surrounding the area where the table was positioned when entering the cemetery. One person commented, 'Last Tuesday morning I was stopped and asked why I was visiting the

cemetery. Was it to walk my dog (which I didn't have) or for exercise. How sad that given it's a cemetery the possibility that I was visiting a grave was not an option'.

- 10.4 DOPOC placed a 'Code of Conduct' on the Heras fencing which surrounds the chapels and included rules to be followed by those walking their dogs (see **Appendix 13**). Permission was not sought from the Cemeteries team for this. As no formal decision had been made on the outcome of the consultation and to avoid confusion, the cemetery staff were instructed to remove the code of conduct.
- 10.5 DOPOC also placed a link to the e-petition on the Heras fencing, in favour of keeping dogs off leads (**see Appendix 14**). Permission was not sought from the Cemeteries team for this activity, but a decision was made to place the link to the e-petition in the Cemetery's noticeboard. For the purposes of balance and transparency, an offer was also made to the creator of the Change.org petition to place a link to their petition in the noticeboard but they did not take up the offer.
- 10.6 DOPOC, who was due to carry out the same survey on Saturday 9 November 2024 were subsequently told they would not be given permission to attend. Not only was this to avoid upsetting other cemetery users but there was also a burial taking place on the same day.

## 11. Increase in Dog Numbers in the UK

- 11.1 The Covid pandemic saw an increase in pets being purchased in the UK. The Pet Food Manufacturers' Association states, 'An unexpected consequence of COVID-19 has been a boom in new pet owners. Many people found themselves in the position of being able to have a pet for the first time due to home working or furlough. Families with younger children saw pet ownership as a way to occupy and provide additional life lessons whilst home schooling'.
- 11.2 'Currently the world is recalibrating, and it is too early to say what longer term impact the pandemic will have. We know that certain trends such as digital transformation, increased online shopping are likely to have been accelerated. As there will be many first time pet owners out there and pets acquired in highly unusual times, PFMA and the welfare sector will be working to support owners with education resources'.<sup>2</sup>
- 11.3 The People's Dispensary for Sick Animals (PDSA), a veterinary charity in the UK that that provides free and low-cost care for pets and their owners reports the following dogs owned in the UK between February 2020 and 2024 as follows; Feb 2020 10.1m, August 2020 9.9m, 2021 9.6m, 2022 10.2m, 2023 11m, 2024 10.6m.<sup>3</sup>
- 11.4 Dog owners in urban areas face a limited number of green spaces where they walk their dog off lead to be exercised.
- 11.5 Those in favour of dogs off-lead also commented on the *increase* in the number of dogs.

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<sup>2</sup> Pet Food Manufacturers' Association (PFMA) - <https://ukpetfood-reports.co.uk/annual-report-2021/>

<sup>3</sup> The People's Dispensary for Sick Animals (PDSA), [https://www.pdsa.org.uk/what-we-do/pdsa-animal-wellbeing-report/uk-pet-populations-of-dogs-cats-and-rabbits?\\_sja=tsid:|cid:1403862223|agid:60777608132|tid:dsa-361451218747|crid:269404197746|nw:g|rnd:11955290591688742855|dvc:c|adp:|mt:|loc:9045964&gad\\_source=1&gclid=Cj0KCQiA3sq6BhD2ARIsAJ8MRwW\\_WdiH791JjpxxETsZ00DDz2hRGVXLxcve3mWuIOFIY0-QOMdv5MsaAjvwEALw\\_wcB](https://www.pdsa.org.uk/what-we-do/pdsa-animal-wellbeing-report/uk-pet-populations-of-dogs-cats-and-rabbits?_sja=tsid:|cid:1403862223|agid:60777608132|tid:dsa-361451218747|crid:269404197746|nw:g|rnd:11955290591688742855|dvc:c|adp:|mt:|loc:9045964&gad_source=1&gclid=Cj0KCQiA3sq6BhD2ARIsAJ8MRwW_WdiH791JjpxxETsZ00DDz2hRGVXLxcve3mWuIOFIY0-QOMdv5MsaAjvwEALw_wcB)

'Bear in mind also that an increase in complaints can also be attributed to a simple fact - there are more dogs post Covid and there is an acute increase in demand for safe spaces in which to exercise them.'

'The increase in dog walkers has significantly improved the cemetery's well being and that can't be denied.'

'Dogs are intrinsic family members in a significant number of households - higher than ever since Covid.'

- 11.6 Those in favour of dogs on-lead or prefer a ban also commented on the *increase* in the number of dogs.

'Since Lockdown this problem has got really bad, there are isolated parts of the cemetery where I don't feel safe on my own due to aggressive dogs off-lead with no recall.'

'In recent years the number of dogs in Paddington Old Cemetery has grown significantly.'

'Dogs off lead has risen in recent years at POC and it has become a really upsetting issue.'

'It is in recent years (since covid) that some dogs/dog owners have become problematic in being inconsiderate towards other cemetery visitors.'

'Also since covid I have noticed the number of dogs being walked in the cemetery has increased and also the number of cars waiting outside the gates waiting for the cemetery to open have increased.'

'I once asked the grave maintenance worker about it and he said he was powerless as after Covid it became out of control. He said that when he cuts the grass he gets covered in dog excrement, but has to put up with it.'

## 12. Animal Welfare

- 12.1.1 The [Statutory Guidance](#) provided by the Home Office in February 2018 sets out some guidance regarding the use of PSPOs relating to dog control in public spaces. Brent must consider that owners have a duty under the Animal Welfare Act 2006, to provide for their animal's welfare, which includes exercising them. In determining the area covered by any restrictions under a PSPO, the guidance 'encourages councils to publish a list of alternative sites which dogs can use to exercise their dogs'. Without the provision of facilities for dog owners, it is likely that contraventions will likely reoccur. The guidance states that Councils should 'consult dog law and welfare experts', particularly the Kennel Club.
- 12.1.2 Councils should also consider the issue of displacement and where additional dog controls are to be implemented it will need 'to ensure that a proportionate approach is taken overall, and that there is evidence to support using a broader approach' and ensure that neighbouring councils are notified to discuss any consequences of the implementation of additional controls.
- 12.1.3 Suggestions are given such as restricting behaviours at a certain time of day or when the problem behaviour will have more of an impact on others as it 'may be the case that only at certain times will the behaviour be regarded as sufficiently detrimental to satisfy the legislative test'.
- 12.1.4 Assistance Dogs are discussed and the exemptions for these must be included in the implementation of any dog controls. Exemptions may also cover specific groups and a successful Equalities Impact Assessment should identify any groups where an exemption may be further included.



## 12.2 [The Kennel Club](#)

12.2.1 The Kennel Club, the largest organisation in the UK devoted to dog health, welfare and training responded to the consultation. Their response states they are ‘the only national organisation named by the UK Government as a body that local authorities should consult prior to introducing restrictions on dog walkers and is considered the leading canine authority on dog access’.

12.2.2 In relation to complaints received about the cemetery, the club states ‘it is also worth noting that pets often provide emotional support during difficult times, helping to reduce stress and anxiety. For many individuals, the presence of a familiar comforting dog can be a source of solace while grieving’.

12.2.3 The response is further broken down into sections.

12.2.4 Feedback on the Clubs key points is provided throughout the report but those not covered are responded to below.

### 12.2.5 Exercise

12.2.5.1 The Club asserts that ‘dog owners are required to provide their dogs with appropriate daily exercise, including “regular opportunities to walk and run” – in most cases, this will be off the lead while still under control’.

### 12.2.6 Displacement

12.2.6.1 The Club states, ‘Banning dogs, or requiring them to be kept on a lead in specified areas, is likely to reduce the risk of instances like dog attacks taking place in that location. However, at best this simply displaces an aggressive dog into another location, where such restrictions don’t apply. Therefore, the potential bite incident is arguably no less likely to take place’.

### 12.2.7 Loaded Questions

12.2.7.1 The Club states, ‘It is also noted in the survey some of the questions come across as loaded to receive negative feedback but no option to express if you are happy with the current measures in place. For example, when asking if you agree with dogs running around on graves – you can disagree with that statement but still want dogs to be allowed off lead.’

12.2.7.2 Excluding the pathways and a small, flowered garden at the entrance, the entire cemetery is covered by graves. There are grassed areas in between the visible graves (those with headstones) and to the naked eye it may not appear to be the case, but those grassed areas consist of graves. A grave may not only be considered a grave because it has a headstone.

12.2.7.3 In any case, by letting a dog off-lead in the cemetery, the chances of a dog walking or running over a grave are high and the chances of a dog walking or running into a visible grave (with headstone) are equally as high. This doesn’t necessarily mean dogs will walk over the grave, especially if the headstone is higher than floor level, but it doesn’t prevent a dog from lifting its leg and urinating on it or fouling next to it. In fact, the comments received also include dogs that foul on the graves.

12.2.7.4 The question surrounding ‘dogs running around on graves’, was posed in the first instance to gauge the number of people that are in favour of allowing their dogs to walk or run freely on graves. Q26 gave further gave respondents the opportunity to make further comments. Indeed, Q26 provided detailed information on people’s thoughts surrounding the matter of dogs walking/running over graves. The feedback included some that were and weren’t aware that the grassed areas consist of graves, those who

don't agree with walking on any graves and others that felt it was ok to walk on the older graves, excluding the newer site known as the 'mound'. This feedback together with that relating to other issues such as dog fouling, urination and ball/frisbee games, have all been vital and will assist Brent Council in making a decision.

#### 12.2.8 Dog Fouling

- 12.2.8.1 In response to dog fouling 'The Kennel Club strongly promotes responsible dog ownership, and believes that dog owners should always pick up after their dogs wherever they are,...' but should include 'proactive measures' such as: 'increasing the number of bins available for dog owners to use; communicating to local dog owners that bagged dog faeces can be disposed of in normal litter bins; running responsible ownership and training events; or using poster campaigns to encourage dog owners to pick up after their dog'.

#### 12.2.9 Maximum Number of Dogs

- 12.2.9.1 In relation to the number of dogs a person can walk, the Kennel Club states, 'that an arbitrary maximum number of dogs a person can walk is an inappropriate approach to dog control that can result in displacement and subsequently intensify problems in other areas.'

- 12.2.9.2 Where a measure is being proposed 'as a result of issues arising from commercial dog walkers' the club suggest 'councils instead look at accreditation schemes', as they can 'promote good practice rather than simply curbing the excesses of just one aspect of dog walking'.

#### 12.2.10 Appropriate Signage

- 12.2.10.1 The Kennel Club states, 'regarding dog access restrictions, such as a 'Dogs on Lead' Order, on-site signage should clearly state where such restrictions begin and end. This can be achieved with signs that say on one side, for example, 'You are entering [type of area]' and 'You are leaving [type of area]' on the reverse'.

#### 12.2.11 Assistance Dogs

- 12.2.11.1 In the Kennel Clubs '*Advice for Local Authorities*' (see **Appendix 15**), it states the term 'assistance dog' shall mean a dog which has been trained to assist a person with a disability and not necessarily by a registered charity.

#### 12.2.12 Dogs on lead

- 12.2.12.1 Although not mentioned in the consultation response, in the same '*Advice for Local Authorities*' material mentioned above, The Kennel Club 'supports reasonable 'Dogs on Lead' Orders, which may include areas such as cemeteries, picnic areas, or on pavements in close proximity to cars and other traffic'.

- 12.2.12.2 It is understood that DOPOC contacted the Kennel Club in relation to the consultation. The Kennel Clubs full response can be found in **Appendix 16**.

#### 12.3 Dogs Trust

- 12.3.1 The Dogs Trust, the UK's largest dog welfare charity, 'accept that there are some areas where it is desirable that dogs should be kept on a lead' but don't mention specifically whether a cemetery is one of those areas. The PDSA's 'Paw Report 2018' is mentioned and 'found that 89% of veterinary professionals believe that the welfare of dogs will suffer if owners are banned from walking their dogs in public spaces such as parks and beaches, or if dogs are required to be kept on leads in these spaces', but it is not clear whether a cemetery should be a considered option for dogs off-lead.



- 12.3.2 They 'urge the Council to consider the Animal Welfare Act 2006 section 9 requirements (the 'duty of care') that include the dog's need to exhibit normal behaviour patterns – this includes the need for sufficient exercise including the need to run off lead in appropriate areas. Dog Control Orders should not restrict the ability of dog keepers to comply with the requirements of this Act'.
- 12.3.3 They also point out 'the Council should ensure that there is an adequate number, and a variety of, well sign-posted areas locally for owners to exercise their dog off-lead'.
- 12.3.4 The Dogs Trusts' full response can be found in **Appendix 17**.
- 12.4 [RSPCA](#)
- 12.4.1 The RSPCA acknowledges 'the need for restrictions on off-lead dogs in cemeteries, memorial gardens, and graveyards to respect the comfort of visitors, some of whom may be afraid of dogs. However, we urge local authorities to ensure these restrictions are balanced with the welfare needs of dogs and their owners'.
- 12.4.2 They go on to say 'dogs often provide essential comfort to their owners, especially in sensitive environments like cemeteries. The RSPCA supports allowing dogs on leads in these spaces, as this prevents owners from having to leave their dogs outside, which can cause unnecessary stress and risk, including theft or injury. In some cases, owners may leave a dog in a car, which could result in suffering and potential breaches of the Animal Welfare Act 2006'.
- 12.4.3 In relation to alternative spaces the RSPCA, 'while respecting the need for off-lead restrictions, we encourage local authorities to ensure there are other adequate and alternative spaces nearby for dogs to be exercised off-lead. This allows owners to meet their responsibilities under the Animal Welfare Act, ensuring dogs receive the necessary exercise and stimulation'.
- 12.4.4 It is understood that DOPOC contacted the RSPCA in relation to the consultation. To view the RSPCA's full response and position statement please see **Appendix 18** And **Appendix 19** respectively.
- 12.5 [Battersea Dogs Home](#)
- 12.5.1 Battersea Dogs Home responded to the consultation within time, apologising that they would not be able to comply with the deadline but offered to discuss the key issues being experienced in Paddington Old Cemetery in the new year (January 2025), the outcome of which was an informal conversation which echoed the Kennel Clubs position.
- 12.6 [Other Interested Parties](#)
- 12.6.1 [Salisbury Primary School](#)
- 12.6.1.1 The school's Co-Chairs of Governors replied to the consultation. Their initial comments oppose any enforcement of the PSPO in POC. They then refer to the outdoor teaching and learning setting known as the 'Greenspace', an area allocated to Salisbury School in the bottom left hand corner of the cemetery.
- 12.6.1.2 They go on to say that the 'active use of the cemetery by dog walkers creates a safer environment for pupils during term time and families and children who use the space at the weekends and in school holidays.'
- 12.6.1.3 They also mention that POC 'serves not only as a place of remembrance but also as a vital green space where residents can engage in outdoor activities' and that DOPOC

'believe that enforcement of the PSPO will likely force many dog walkers to seek alternative locations.'

12.6.1.4 They end by saying, 'as governors, we are committed to promoting a safe, inclusive, and welcoming environment for all members of our community' and opposing the PSPO 'is essential to maintaining the quality of life in our area and preserving the invaluable resources that Paddington Old Cemetery provides'.

12.6.1.5 They 'urge all stakeholders to reconsider the implications of enforcing this PSPO and to engage in constructive dialogue that prioritises broad community needs and well-being'.

12.6.2 DOPOC

12.6.2.1 An 82-page submission was received by DOPOC on 10 December 2024, which has been responded to throughout the contents of this report.

## 13. Assistance Dogs

13.1 In relation to the advice provided by The Kennel Club in their 'Advice for Local Authorities' (**see Appendix 15**), it states the term 'assistance dog' shall mean a dog which has been trained to assist a person with a disability and not necessarily by a registered charity. Although the next PSPO review is due in 2025, for implementation in 2026, any enforcement relating to the 'assistance dog' exemption will be employed with immediate effect as above, with any written changes made during the next review.

13.2 Any potential changes to POC's PSPO prohibitions will be implemented in writing once a decision is made on this report.