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PROPOSED DOG BEACH LOCALITIES – PUBLIC CONSULTATION

Issue

To consider potential dog beach locations in the coastal nodes of Mindarie, Two Rocks, and Alkimos beaches, in response to the City's Coastal Management Plan 2021 (**CMP 2021**).

Background

On 10 May 2022, Council endorsed the CMP 2021 as the City's guiding framework for the management and use of its 32-kilometre coastline over the next 15 years. The CMP 2021 seeks to balance community access to and enjoyment of the coast with the protection and enhancement of the natural coastal environment.

This report provides feedback regarding the following CMP 2021 actions:

Table 2 – Actions table – dog exercise beaches

Action
Investigate the suitable location for a dog beach in Alkimos

Table 3 – Actions table – Swimming only and water sports areas

Action
Investigate the feasibility of a horse beach location along the City's coastline

Since the City's first Coastal Management Plan Part 1 2012 (**CMP Part 1, 2012**), the number of registered dogs has increased from 18,500 dogs in 2012 to 39,289 in 2025. This is reflected in the City's population growth in this period, from 168,832 people in 2012 to 246,147 in 2025 (estimate), at an average annual growth rate of approximately 3.11%. To meet the needs of a growing population, the CMP 2021 recommended investigating additional dog beach locations near regional and district coastal nodes. Refer to **Attachment 1** showing the existing nodes and possible dog beach localities within the district, regional and local nodes.

Community feedback during the CMP 2021 consultation showed strong support for additional dog beaches, with 93% of respondents in favour. Alkimos was identified as the preferred location (46%), followed by Mindarie (32%). The key concerns raised during consultation included dog owners failing to clean up after their dogs, potential conflict between dog and non-dog beach users, and impacts on native flora and fauna within the foreshore reserve. Measures suggested introducing time restrictions for dogs and designating leash-only areas. Potential locations for dog beaches were proposed between the Shorehaven and Amberton coastal nodes.

In the long term, the CMP 2021 also addressed future investigation of new dog beaches at Mindarie, Eglinton, and north Two Rocks, and potential extensions to the existing Yanchep and Two Rocks dog beaches. Alkimos Beach was identified for further investigation, with consideration given to seasonal conditions, winter restrictions, and timing of future access points.

On 22 July 2025, Council endorsed the Southern Two Rocks Beach Access Foreshore Management Plan (PS02-07/25 refers) and resolved that it:

3. *REQUESTS Administration to further investigate extending the Two Rocks dog beach south to link it to the southern Two Rocks beach access and present its findings to Council Members within 12 months.*

Administration also received a request to expand the investigation to include additional dog beaches. This has been undertaken and this report includes a summary of findings for these localities including Alkimos, Clayton's Beach, South Mindarie, and Two Rocks. Feedback on the feasibility of a horse beach has also been included in this report.

Detail

Administration has undertaken a high-level assessment of the suitability of several localities for dog beaches by applying the following criteria:

- Existing infrastructure (roads, pathways, fencing, car parks, lighting, and surveillance).
- Topography, and universal access, noting the steep gradients and lengthy beach pathways to some of the beaches.
- Anticipated residential growth, dog registration numbers, feedback from community, and enquiries to identify usage patterns.
- Historic shoreline movements trends, referred to as the S2 classification, to determine coastal erosion processes in accordance with MP Rogers & Associates Coastal Vulnerability Study and Hazard Report Part 1 – November 2015.
- Safety risks evaluated through the Coastal Aquatic Risk Assessment (**CARA**) reports for Two Rocks, Mindarie, and Alkimos. Note that two CARA reports were completed for Alkimos, including the Alkimos Beach Development (2013) and for Shorehaven in Alkimos (2014). Noticeable hazards were identified such as strong currents, rips, steep and soft beach faces and rocky outcrops (limestone rocks).
- Occurrence of sea wrack (seaweed), foreshore rehabilitation and recreation activities at the existing beaches such as swimming, surfing, fishing and four-wheel driving.

Findings from this investigation are summarised in the section below with individual maps of the localities (online on YourSay page).

Clayton's Beach, Mindarie between Alexandria View and Peaceful View (Locality 1)

Clayton's Beach (**Locality 1**) comprises of an approximately 800-metre long beach, popular for surfing, fishing, walking, running and passive recreation. Swimming is discouraged in this location due to strong currents and rips as identified in a CARA report prepared by SLSWA in 2014 with Quinns Beach being identified as the preferred swimming beach even when not patrolled. Clayton's Beach was not identified for a potential location for a dog beach in the CMP 2021 but was investigated due to the City receiving feedback from the community that residents allow their dogs to be off leash at this beach.

Clayton's Beach is accessed via two formal access points, at Alexandria View (north) and Peaceful view (south), with access tracks leading to the beach from Long Beach Promenade.

The car park at Alexandria View contains 42 bays and Australian Council for Rehabilitation of Disabled (**ACROD**) parking bays for accessible users, and additional on-street parking bays along Alexandria View. These bays are known to often operate at capacity. Adequate street lighting within the car park and along Alexandria View supports passive surveillance of the car park, which supports a safer environment for users.

Direct access to the beach at the Alexandria View car park is provided via two sets of steps with a steep gradient (1:5 and 1:7), which does not meet universal access standards (between 1:14 & 1:20 to comply with AS 1428.1 and any other relevant compliance standards). An alternative beach access pathway of approximately 427 metres provides alternative access to Clayton's Beach. The pathway consists of steep sections and mixed surfaces (limestone, paving and sand), making it unsuitable for wheelchair users, prams or individuals with mobility restrictions. The existing fencing along this route also poses a potential safety risk to dogs as their paws can become entangled in the current mesh fencing.

The Peaceful View car park contains 29 bays and ACROD bays, with no additional on-street parking available. It is noted that the Peaceful View car park often operates at capacity during peak times and may benefit from expansion to accommodate additional users if a dog beach is situated here.

High rates of dog ownership in surrounding suburbs, including Mindarie (1,827 registered dogs), Clarkson (2,726 registered dogs), and Merriwa (989 registered dogs), indicate a strong demand for dog exercise areas in this locality. Demand is likely to be higher if surrounding areas in the City of Joondalup are also considered, such as Burns Beach, Kinross, Illuka and Currambine. Since 2021, a large volume of dog-related non-compliance complaints reported at Clayton's Beach and South Mindarie (Catalina Estate entrance and Peaceful View), indicate high levels of use, and reinforce the need for a designated dog beach in this area.

Existing amenities at Alexandria View car park include a shower and foot shower facility. Similar amenities are not available at Peaceful View and would require further planning.

Although Clayton's Beach offers some retrofit potential and benefits from its proximity to Mindarie Marina, the investigation found access, safety and usability constraints, including steep non-compliant pathways, limited parking, seasonal beach narrowing rendering it unusable at times and conflicts with existing high use activities, such as surfing, walking, and exercising.

During winter limestone rocks on this stretch of beach become exposed and thereby reducing the beach width by up to 20 metres and limiting usability. An erosion rate of approximately - 0.15 m/year (S2 classification) further affects this section over time, contributing to ongoing shoreline retreat. Occasional extreme sea wrack (seaweed) accumulation (October & December 2024, February & May 2025) causes a bad odour, visual impact with the potential to contain bluebottle jellyfish.

Given these limitations, Administration considers Clayton's Beach to be less suitable as a dog beach exercise area than other more suitable localities described in this report.

South Mindarie Beach, from Peaceful View heading south for approximately 1.1 kilometre to the City boundary near the City of Joondalup (Locality 2)

The CMP Part 1 (2012) identified this beach as a potential horse beach however, subsequent investigations concluded that the removal of significant priority vegetation would be required to accommodate horse floats. As a result, the site was not recommended as suitable for a horse beach.

Notwithstanding this, Administration has considered the suitability of this location (**Locality 2**) for a dog beach as it is useable in winter and likely to attract residents from surrounding established suburbs including Mindarie, Clarkson, Burns Beach, Kinross, Currambine and Iluka.

Locality 2 consists of an approximately 1.1-kilometre stretch of beach south of Peaceful View car park, near Catalina Estate, extending to the City's south-western boundary, adjoining the City of Joondalup at Burns Beach. No formal secondary beach access point exists along this wide stretch of beach.

A 4-metre-wide partly paved pathway from Peaceful View car park to the beach is considered to provide safe, spacious and fenced access for dogs and their owners without competing with other beachgoers. The existing pathway has a steep gradient (1:7), not within universal access standards (1:14), making it unsuitable for wheelchair users or prams.

Amenities at the Peaceful View carpark are limited to bins, with no water supply. This restricts the installation of dog-related infrastructure, such as water stations and washdown facilities without further infrastructure investment. The nearest service connection is approximately 484 metres away at Catalina Estate, which would increase capital expenditure at this locality.

Currently, the beach is not heavily used for swimming activities due to the limited amenities but is popular with beach walkers, and runners and known to be frequently visited by dog owners (albeit currently prohibited from use by dogs). The CARA report identifies potential hazards, including rock/reef platforms, steep dunes (further north towards Clayton's Beach), topographic rips, strong currents, and submerged rocks further north of this locality. Based on these physical characteristics, Locality 2, immediately south of the Peaceful View car park, is considered more suitable for a dog beach than Locality 1.

The proposed Locality 2 borders the Tamala Park Conservation Area, which is subject to conservation constraints along the dunes. Engagement with relevant stakeholder groups and with City of Joondalup would be required if progressed to a consultation period.

The shoreline has accreted by up to 0.4 m/year since 1954, with most areas growing less than 0.2 m/year, providing a stable and wide beach. An S2 erosion allowance of 0.2 m/year supports continued beach width and sand depth.

Given the significant extent of this wide, open, and accreting beach, together with existing formal access at Peaceful View, Administration considers this locality to be suitable for consideration as a dog beach exercise area.

Two Rocks dog beach proposed extension heading south for about 1.1 kilometre (Locality 3)

The CMP 2021 identifies Two Rocks North as a medium to long-term priority for investigation as a dog beach. Administration investigated this locality and considered it unsuitable in the short-term due to access limitations, as there is currently no existing or planned beach access infrastructure or associated parking facilities at this location. Instead, in response to Council's resolution at the 22 July 2025 Ordinary Council Meeting (PS02-07/25), the investigation focused on extending the Two Rocks dog beach further south.

The northern beach access to the existing Two Rocks dog beach is via a 40-metre level sandy track, with a 17-bay parking area along Australis Drive, with additional shared bays at the boat ramp. Approximately 300 metres south of the marina (Leeman's Landing), is a second access point to the existing dog beach via a 225-metre partly paved path that is four metres wide. A third access point at Leeman's Boat Landing provides access via a 156-metre sandy path leading to the southernmost section of the beach, at Wreck Point (the **bend**).

The City has also commenced developing a new beach access (900 metres) and car park in Southern Two Rocks which will consist of 48 bays. The existing dog beach could be extended to this access, resulting in a continuous dog beach of approximately 1.6 kilometres in length. It is noted that no water supply or dog wash facilities are planned for the new Southern Two Rocks beach access and car park. The nearest water connection is along Two Rocks Road, which would increase any future capital expenditure associated with providing water infrastructure at this location.

The Two Rocks Marina Master Plan 2018 indicated that the Marina expansion may impact on access to the existing dog beach at the northern access. Administration investigated the access points to the dog beach at Leeman's Landing and at Southern Two Rocks (under construction) and these provide sufficient access to the existing dog beach and the proposed extension.

The wide sandy beach and accreting foredune in this area with reduced sea wrack (seaweed) accumulation along the extension toward the Southern Two Rocks access make it suitable for extending the dog beach.

Alkimos, commencing approximately 200 metres south of the Shorehaven coastal node and running south for approximately 800-metres (Locality 4).

As part of its submission on the CMP 2021, Stockland suggested that the City investigate establishing a dog beach between the Shorehaven and Amberton Beach Estates, further north from Locality 4, which is an extent of beach approximately 500 metres in length.

Moderate coastal erosion and seasonal inundation occur at this beach, though impacts are less severe than in other areas south between Alkimos Beach estate and the Eden Beach estates. Parts of the proposed area are affected by winter inundation.

The CMP 2021 identifies both this site and an additional location between the Alkimos Beach and Eden Beach Estates as potential dog beach areas. However, it nominates Alkimos Beach locality as the preferred option due to favourable coastal conditions that maintain a wider beach during winter. The CMP 2021 proposes the staged delivery for a dog beach further south at Alkimos Beach with an initial section established in the short term and the remainder

implemented following relocation of the Surf Life Saving Club WA, ultimately delivering a dog beach of approximately 1.5 kilometres.

In its more recent review, Administration has identified an additional potential dog beach location in Alkimos, south of the Shorehaven Coastal Node (**Locality 4**) which has merit over both localities outlined in the CMP 2021 referred to above. This site is less affected by coastal erosion and inundation, allowing it to remain consistently wide and suitable for year-round use as a dog exercise area. Furthermore, it has limited public access and little adjacent development meaning it is less commonly used for recreational purposes so its designation as a dog beach would be less disruptive to existing beach users.

Locality 4 was previously considered in September 2017 and February 2018 but not supported at the time due to concerns regarding inundation. Subsequent monitoring indicates that this is no longer a significant constraint. A dog beach in this location would commence approximately 150 metres south of the Shorehaven coastal node and extend for approximately 800 metres. This beach experiences the least amount of erosion and inundation of the three beaches which makes it a wide and sandy beach all year round.

Administration has met with developers PEET and Stockland to discuss the three potential dog beach locations, with both identifying Locality 4 as the preferred option. In support, these developers have agreed to upgrade infrastructure in the area, including formalising the existing informal sand path to provide improved beach access (Locality 4 map). PEET and Stockland have submitted plans for these works, however, formal consideration is pending confirmation of the dog beach designation.

DevelopmentWA are currently preparing a foreshore management plan for the Alkimos Coastal Village and has also committed to delivering a car park, water and toilet facilities, and an access path to the southern portion of the beach should the dog beach proceed at this location. These facilities are expected to be delivered within the next 5–10 years and would ultimately result in the dog beach being supported by formal accesses at both ends.

In summary, localities 2, 3, and 4 are recommended for consideration as designated dog beach localities, as further discussed in the Comment section.

At its meeting on 26 August 2025, it is noted that Council -

ENDORSES the Community Facilities Planning Framework (Attachment 1) incorporating the four recommendations and the implementation plan; and

REQUESTS the Fenced Off-Leash Dog Area Strategy be brought forward to 2026/27 in the implementation plan.

Comment

Since the initial Coastal Management Plan Part 1 (**CMP 2012**) was adopted by Council, the City has experienced a significant population growth, and substantial increase of approximately 2,100 dogs each year with the current dog registrations at 39,289 registered dogs. Despite this increase, the only additional dog beach being created in 11 years has been a 340-metre extension to the Yanchep dog beach in 2014. A map of the City's existing and proposed new dog beaches is included as (refer to the Locality Map on the YourSay page).

In relation to existing and future dog specific infrastructure, opportunities to retrofit amenities such as water stations or wash-down bays are limited to locations where a sustainable water source is available to support them, and this has been included as part of the investigation. Currently, non-designated dog beaches do not provide dog waste bins or bag dispensers, however, these amenities could be installed or existing bins retrofitted if a beach becomes designated as a dog beach at a cost to the City.

Since 2021, complaints showed consistent non-compliance with dog restrictions, primarily related to off-leash dogs and their owners visiting prohibited beaches. Most complaints related to Clayton's Beach, Catalina Estate (Peaceful View), and Alexandria View access, predominately during early mornings before patrols start, with seasonal spikes during warmer months.

Dog exercise beaches attract visitors seeking dog inclusive destinations, which generally increases activity around established coastal nodes, and to a lesser extent, at more isolated beaches. The City's approach is to prioritise coastal nodes when identifying suitable locations for dog exercise beaches.

In addition to the CMP 2021 action relating to dog beaches, the CMP included an action for Administration to investigate the feasibility of a horse beach location along the City's coastline by 2026/27. At this stage, priority is being given to progressing the investigation of dog beach locations. Further comments in this regard are provided later.

Findings from the investigations are summarised in the following sections.

a) Possible Dog Beach Localities

Locality 1 - Mindarie's Clayton's Beach

The investigation of Clayton's Beach identified several constraints limiting the possibility of Clayton's Beach as a potential dog beach, including access limitations, protruding rock near the beach access steps, and the presence of sea wrack and the existing car park is often operating at capacity and would require expansion to accommodate current and future demand.

Notwithstanding these constraints, Clayton's Beach was considered worth investigating as a potential dog beach due to its proximity to nearby apartments and housing, existing access paths, convenient visible and well-lit parking near the beach access steps, and existing amenities.

Administration also considered high levels of feedback from residents over a period of time relating to dog activity at this location, indicating that the beach is already being used by dog owners.

Locality 2 – South Mindarie Beach near Catalina Estate at Peaceful View

Administration identified the South Mindarie locality near Catalina Estate as a potentially suitable dog beach locality. The 1.1-kilometre stretch offers a wide sandy beach with lower levels of sea wrack accumulation than Clayton's Beach, established access, and the proximity to surrounding suburbs, making it suitable for off-leash activity and long-term community use.

The locality extends to the City's south-western boundary adjoining the City of Joondalup at Burns Beach, potentially presenting an opportunity for a second access to the dog beach beyond the City's boundaries, if the City of Joondalup agreed to this in the future.

Erosion at this beach is less significant than at other locations such as at Quinns Dog Beach. Rocky outcrops are intermittently visible throughout the year but do not consistently impact the beach usability such as at Clayton's Beach and other localities included in this investigation.

Access to this locality is via Peaceful View, which consists of a 484-metre long, winding road. The length and configuration of this access road, combined with periods of low visitation, limited passive surveillance may increase the risk of anti-social behaviour. As visitation increases, enhanced security measures such as CCTV and active monitoring are recommended to improve user safety, deter anti-social behaviour and protect public assets.

Administration recommends South Mindarie as one of the preferred options.

Locality 3 – Two Rocks Dog Beach proposed extension

The proposed extension at Two Rocks has been identified by Administration as a potential dog beach locality. This locality benefits from additional access via the new Southern Two Rocks beach access and car park, which would provide alternative beach access should the northern access be impacted by the marina development proposed in the TRMMP.

This proposed extension would provide improved access, adequate parking and a continuous 1.5-kilometre stretch of usable beach, with multiple entry points that can accommodate seasonal variations in sea wrack.

Established and sufficient parking bays at Leeman's Landing will alleviate any possible pressure at the Southern Two Rocks beach access and car park. The amenities at Leeman's Landing could be retrofitted to include dog washing facilities, at a cost to the City.

Locality 4 - South of Shorehaven Coastal Node, Alkimos

Of the three locations investigated in Alkimos, Administration considers the location south of the Shorehaven Coastal Node to be the most suitable for a dog beach. This beach is the least impacted by coastal erosion and inundation, making it consistently wide and usable as a dog exercise area all year round. Also, unlike the other two beaches due to its limited public access, beach use is limited and therefore designating it as a dog beach is less likely to cause disruptions for swimming beach users.

Like the others, this beach has a moderately hazardous CARA-rating which is mostly in place due to waves breaking directly on or very near the shoreline at times, its abrupt drop-off to deeper water in the ocean as well as the presence of submerged rocks. To manage this, signage could be placed to warn dog-owners of these hazards. Signage is used at various other dog beaches in the Perth metropolitan region including the Grant Street dog beach in Cottesloe which is clearly marked with warning signs due to the presence of submerged rocks and reef and advises dog owners to watch their pets when swimming. Public signage is also in place at Trigg dog beach warning beach users of dangers such as strong rips, and rocks.

Input from residents and key stakeholders will be presented to Council following the consultation process to inform any future decision-making regarding the preferred localities.

Statutory Compliance

Section 31(3A) of the Dog Act states:

“A local government may, by absolute majority as defined in the Local Government Act 1995 Section 1.4, specify a public place, or class of public place, that is under the care, control or management of the local government to be a dog exercise area.”

In accordance with Section 31(3A) of the Dog Act, in order to formally designate the dog beach, Council must resolve to do so by absolute majority.

Under Section 31(3C) (b) of that Act, 28 days public notice will be required if Council approves to designate an additional Dog Beach in either location, prior to specifying the location as a designated dog beach.

Administration proposes to undertake an extended community consultation period of 42 days following Council approval to advertise.

Strategic Implications

The proposal aligns with the following objective within the Council Plan 2025 – 2035:

4 ~ A Connected and Liveable City

4.2 - Build resilient places for people and nature

Financial Implications

If Council resolves to designate a new dog beach, the following costs will need to be considered through the City's existing operational budget:

- Installation of foreshore dog waste bin infrastructure including:
 - bins, dog waste bag dispensers, dog waste bags and signage; and
 - Ongoing maintenance costs to include bin servicing costs (twice weekly).
- The provision of water to the Peaceful View car park and Southern Two Rocks car park.

The establishment of additional dog beaches will result in ongoing operational costs for the City, including increased rubbish collection and disposal, installation and maintenance of waste bins and dog waste bag dispensers, beach and foreshore maintenance, signage installation and replacement, community education, ranger patrols and compliance activities, and the management of customer enquiries and complaints.

Following completion of the public advertising process, Administration will provide Council with an assessment of the anticipated annual operational costs associated with each proposed dog beach. This information will be presented for Council's consideration prior to any formal designation of additional dog exercise beaches.

Recommendation

That Council:-

1. *APPROVES public advertising of the following dog beach localities for 42 days:*

- a) *Locality 1 at Clayton's Beach, Mindarie between Alexandria View (north) and Peaceful View (as defined in Attachment 2 – Locality 1);*
- b) *Locality 2 at South Mindarie with access from Peaceful View to the southern boundary of the Mindarie suburb (as defined in Attachment 2 – Locality 2);*
- c) *Locality 3 from the southern end of the existing dog beach to the proposed southern Two Rocks access (as defined in Attachment 2 – Locality 3); and*
- d) *Locality 4 commencing approximately 200 metres south of the Shorehaven coastal node and running south for approximately 800-metres (as defined in Attachment 2 – Locality 6).*