

3. FREEDOM CAMPING MANAGEMENT PLAN

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PURPOSE OF REPORT

1. This paper outlines the issues around freedom camping in the Christchurch district, the options to address those issues, and recommends the adoption of a freedom camping management plan (**Attachment 3**).

EXECUTIVE SUMMARY

2. Freedom camping is a issue that has had a high media profile on a national level. Tourism figures show freedom camping is on the increase among both international and domestic tourists and is projected to rise further in the coming years.
3. Currently there is a lack of a clear central government directive to address the issue on a nationwide level; the message has been that each local authority must determine its own course of action for the issues particular to its region. In Christchurch, the issue has presented itself in certain areas over the past few years and has been mainly around the perceived impacts on public amenity rather than offensive human waste or litter, which is the issue in many other regions.
4. Christchurch City Council is one of the few local authorities in the main centres throughout New Zealand that does not have a city-wide position on freedom camping. In the absence of any bylaw or policy, there may have been an increase in numbers of freedom campers throughout the district over the past few years.
5. At its meeting of 11 February 2010, the Council resolved "that staff develop a city wide strategy to deal with the issue of freedom camping, for consideration by the Council" to effectively address the issue at a metropolitan level. The Council asked staff to note that this would need to cover any relevant bylaws.
6. The scope and objectives to achieve this were determined as follows:
 - To determine the nature and level of issues related to freedom camping through sound research including surveying tourists who freedom camp.
 - To determine options to best address the issues associated with freedom camping.
 - To develop a Freedom Camping Management Plan that will include enforcement and monitoring of freedom camping throughout the Christchurch city region for the next three to five years, including the anticipated campers expected for the Rugby World Cup in 2011.
7. Regulatory approaches are already used in set areas where freedom camping has been an issue. In Cranmer Square, the area was declared a Special Use Area prohibiting camping under the Public Places Bylaw 2008. Camping is prohibited in all parks and reserves under the Parks and Reserves Bylaw 2008.
8. Research was conducted to determine the issues that the Freedom Camping Management Plan would need to address. A key theme that emerged is the number of vans, mainly privately owned converted vans with no on-board toilet or water containment (non-self-contained) congregating in seaside areas near public toilets that some residents objected to. No environmental damage was observed during the research study. However there are anecdotal reports of toileting waste and littering occurring in some areas along the sand dunes in New Brighton and around the Akaroa Harbour bays.
9. Other issues have come to light through the investigations into the freedom camping situation. There are areas along the foreshore where freedom camping is occurring that are Crown land. The Council therefore does not have jurisdiction to manage issues on this land. Additionally,

some people residing in vehicles along the seaside areas during the winter months are not tourists, but are homeless or marginalised Christchurch residents. These people fall outside of the scope of any management plan for freedom camping.

10. In considering options to address freedom camping, key issues are balancing the needs of tourists (in line with the Christchurch Visitors Strategy) with the needs of residents. It is important to acknowledge that there are cultural differences and different levels of acceptance about freedom camping amongst the international community, and consideration needs to be given to the issues around enforcement for the Council.
11. Key stakeholders were consulted throughout the process to help determine suitable options for the Council to consider in the management plan. These included the New Zealand Police, Department of Conservation, Canterbury and Christchurch Tourism, backpacker accommodation providers, campervan hire and sales companies, residents' associations and community groups from affected areas in the district, and the community boards through a combined workshop. There is some disparity between individuals in the different groups consulted in their views of the extent and degree of the problems in various areas and their perceptions about the level of regulation the Council should take. Of particular note is the view expressed by Police that tourist safety is a significant issue. A summary of the key findings can be found in **Attachment 2**.
12. The timing of the upcoming elections makes the opportunity to institute any bylaw changes before the upcoming tourist season difficult to achieve. Therefore the preferred option for managing the freedom camping within the district is to adopt a three-staged approach over the next three years (Option Six). A full options analysis is presented in **Attachment 1**.
13. Stage One includes a social marketing¹ campaign aimed at tourists to the region that commences in the upcoming 2010/11 tourist season and reinforces the Freedom Camping Forum national campaign. This will need to take a positive approach towards freedom campers which should include messages on personal safety, being sensitive to the concerns of local residents and key environmental best practice. Social marketing has the full support of all consulted, including resident and community groups and those present at the combined community board workshop. The consulted representatives from the tourism industry have indicated their support in helping to deliver the social marketing campaign through their respective organisations. Resourcing for ongoing monitoring during the evening hours will be needed long-term. Careful monitoring is an essential component of social marketing to measure the effectiveness of the campaign.
14. Stage Two of the management plan is to evaluate the effectiveness of Stage One in 2011 and to commence a review of the Public Places Bylaw 2008 with a view to prohibiting freedom camping throughout the district for non-self-contained vehicles, but to allow self-contained campervans in appropriate areas. The prohibition could be implemented through the addition of a clause to the Public Places Bylaw 2008 that prohibits temporarily residing or sleeping in vehicles including cars, trucks, vans, motor homes, caravans and tents in public places unless the public place has been specified for that purpose. The social marketing from Stage One would need to be adapted to include the new regulations and ongoing for the 2011/12 tourist season (including the 2011 Rugby World Cup).
15. The final stage of the management plan is Stage Three: evaluation of Stage Two in 2012 and if necessary, to review the prohibitions on freedom camping. Council could either increase them by resolving to invoke a complete ban on all types of freedom camping throughout the district, or to consider increasing the provision of services and facilities to accommodate freedom campers in suitable places (for instance, specific locations on the Banks Peninsula).

¹ Social marketing seeks to influence social behaviours, not to benefit the marketer, but to benefit the target audience and the general society. Examples include asking people not to smoke in public places, encouraging seat belt use and prompting to make them follow speed limits (Philip Kotler and Gerald Zaltman; *Social Marketing*, 1970)

While the timeframes associated with putting together a bylaw makes the campaign proposed the most appropriate short-term intervention, the Council, based on its evaluation of that approach, may decide next year to go directly to Stage Three in terms of either an outright ban, or the specific provision of sites in identified localities.

FINANCIAL IMPLICATIONS

16. The financial implication for the implementation of Stage One for the 2010/11 summer season will be met from within existing budgets. It is anticipated that for a annual social marketing and monitoring programme an additional \$30,000 per annum is required. This is currently not budgeted.
17. For Stage Two when the Council adopts regulatory mechanisms through reviewing any bylaws, \$50,000 resourcing will be required for the signage and contracting evening enforcement as these are not currently provided for in any levels of service or LTCCP. The bylaw review costs themselves (including the Special Consultation Procedure) can be funded through the City and Community Long-Term Policy and Planning Activity work programme for 2011/12. The enforcement aspect is of significance as this activity mainly occurs at night-time, and the Council has not endorsed providing evening enforcement in the current levels of service.
18. If the Council opts to provide additional facilities and/or services such as toilets, showers, or dump stations as part of the Stage Three implementation, then there will be a need for resourcing to be allocated for these as they are not currently provided for in the LTCCP. However, as stated previously, the timing of Stage Three is aligned to the review of the 2012-22 LTP so resourcing can be addressed for this phase. The resourcing needed will either be an additional \$50,000 for more signage and enforcement (if a complete ban is adopted) or up to another \$150,000 if services such as toilets, showers or dump stations are installed in areas in the Banks Peninsula. A dump station for grey water waste from self-contained vehicles costs approximately \$8,000, whereas single toilets cost from \$80,000 to build.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

19. There is no provision for either a social marketing campaign or for the necessary signage or enforcement/monitoring costs within the existing LTCCP. For the upcoming 2010/11 tourist season, costs of an initial social marketing campaign will be shared between various units within the Council, but long-term there will be a need for resourcing allocated through the Annual Plan reviews. Implementing the other stages of the management plan will also require additional resourcing through future Annual Plan reviews and the 2012 LTCCP.

LEGAL CONSIDERATIONS

Local Government Act 2002 Bylaws and Enforcement Options

Public Places Bylaw 2008

20. The Public Places Bylaw 2008 is made under section 145 of the LGA02. There is no blanket regulation around freedom camping in public places in the bylaw. Council did not enact the provision banning staying overnight in public places that was proposed in the draft bylaw. The Council considered that clause 13 of the bylaw was a mechanism that could be used instead, to address any concerns in specific places if needed. Clause 13 gives Council the power to declare certain public places to be Special Use Areas where certain activities are either prohibited or allowed. This was the option chosen for Cranmer Square in February 2010; camping was prohibited and the appropriate signage and contracted evening enforcement was instituted successfully. However, this action served to move the campers to other areas, including the Botanic Gardens car parks, rather than stopping freedom camping in the area altogether.

Parks and Reserves Bylaw 2008

21. This bylaw is made under s145 of the LGA02 and the Reserves Act 1977. Any camping on parks or reserves is prohibited as the Parks and Reserves Bylaw 2008 states that “no person shall camp in any reserve except with the prior permission in writing from a Council-authorized officer, or in areas set aside specifically for the purpose of camping”. If permission has been granted for people to camp on reserves, they will be issued a letter signed by a Council-authorized officer granting permission.

Traffic and Parking Bylaw 2008

22. This bylaw is made under the LGA02 and the Transport Act 1962, which states the Council may impose parking restrictions on any Council-controlled legal roads. This potentially could be used where freedom camping occurs, thereby allowing parking enforcement options to be utilised. However, parking regulatory tools should only be used where the activity of parking is the issue, not other issues arising from freedom camping. In addition, there are problems with night-time enforcement because parking wardens do not work after hours and ADT Security officers are not warranted to issue infringement notices.
23. Enforcement consists of issuing infringement notices for any breach and orders the person to pay the fees as set out in Schedule 2 of the Transport Act 1962, or on summary conviction to a fine not exceeding \$500.
24. For Akaroa, the Traffic and Parking Bylaw 2008 retains the clause and schedules from the Banks Peninsula District Council Traffic and Parking Bylaw 1998 that prohibits campervans and caravans from parking in Akaroa on the east side of Beach Road from Rue Benoit to Smith Street, and from Rue Jolie to Bruce Terrace.

Enforcement Options

25. Enforcement is an issue for all bylaws. General bylaw enforcement approaches start with people’s attention being drawn to the offence being committed and then being requested (often in writing) to stop committing the offence. Enforcement tools for bylaws made under the Local Government Act 2002 (Public Places, Parks and Reserves) are injunctions, prosecution and/or the seizure of property not on private land. All of these tools are costly, time-consuming and may require Police involvement to enforce, which makes the use of them somewhat prohibitive in nature. At a practical level, as those involved in freedom camping are often overseas tourists in the country for a relatively short period of time, there are difficulties in being able to apply these enforcement tools rapidly enough.

Other Legal Considerations

26. Potential options to address activities associated with freedom camping must also take into consideration the Camping Ground Regulations 1985 (administered by the Council under the Health Act 1956). If the Council chooses to charge for campervan parking the regulations would apply; however, if a certain area is identified as a place to temporarily park a campervan overnight until suitable accommodation is found the next day, then they would not.

Have you considered the legal implications of the issue under consideration?

27. As above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

28. This report is broadly consistent with the Enforcement and Inspections Activity Management Plan.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

29. The recommendations support Level of Service 9.0.6 in the Enforcement and Inspections Activity Management Plan:

“Upon confirmation by Council staff of non-compliance, at least one written advice regarding corrective action (warning) be given for breaches to the City Plan, Resource Management Act 1991, Building Act 2004 and Bylaws within 30 days.”

ALIGNMENT WITH STRATEGIES

30. The following Council strategies are consistent with the draft freedom camping management plan recommended:

- Safer Christchurch Strategy
- Parking Strategy
- Surface Water Strategy
- Christchurch Visitor Strategy 2007-2017
- Strengthening Communities Strategy
- Draft Open Space Strategy.

Do the recommendations align with the Council’s strategies?

31. As above.

CONSULTATION FULFILMENT

32. Key stakeholders have been consulted in a targeted manner in order to ascertain their views on the issues presented from freedom camping throughout the district and to gauge their preferences on ways to deal with these issues. These included the New Zealand Police, Department of Conservation, Canterbury and Christchurch Tourism, backpacker accommodation providers, campervan hire and sales companies, residents’ associations and community groups from affected areas in the district, and the community boards via a combined workshop. All parties consulted have supported the main recommendation of adopting a social marketing campaign targeting tourists to the region to encourage best practice and acceptable behaviour. A summary of the key findings can be found in **Attachment 2**.

STAFF RECOMMENDATION

It is recommended that the Regulatory and Planning Committee recommends to the Council that it:

- (a) Adopts the Freedom Camping Management Plan (Attachment 3)
- (b) the council agrees to implement Stage One/Social marketing to be implemented ahead off the 2010/11 summer season.
- (c) that the council review the effectiveness of Stage One by May 2011 and determine at that time whether to proceed with Stage 2 and or Stage 3 of the plan, depending on the feedback and analysis received.
- (d) Considers the funding required to fully implement an ongoing Social Marketing and enforcement campaign as part of the 2011/12 Annual Plan.

BACKGROUND (THE ISSUES)

Christchurch Situation

33. The issue of freedom camping within Christchurch City is complex and there has been a high media profile in recent months about freedom camping nationally. In Christchurch, media interest peaked in early December when freedom camping in Cranmer Square hit the headlines. Local residents put forth a deputation to the Hagley/Ferrymead Community Board regarding concerns around issues associated with the number of people freedom camping in Cranmer Square. In addressing the Hagley/Ferrymead Community Board's recommendations, Council resolved at the 11 February 2010 meeting "that staff develop a city-wide strategy to deal with the issue of freedom camping, for consideration by the Council" to effectively address the issue at a metropolitan level as there were media reports of the issues in Sumner as well. The Council asked staff to note that this would need to cover any relevant bylaws.
34. The scope and objectives to achieve this were determined as follows:
 - To determine the nature and level of issues related to freedom camping through sound research including surveying tourists who freedom camp;
 - To determine options to best address the issues associated with freedom camping; and
 - To develop an implementation plan that will include enforcement and monitoring of freedom camping throughout the Christchurch city region for the next three to five years, including the anticipated campers expected for the Rugby World Cup in 2011.
35. The Council has used regulatory measures in Cranmer Square and Sumner car park reserve area adjacent to the public toilets where freedom camping has been an issue for local residents. These measures were to declare a Special Use Area in Cranmer Square prohibiting camping under the Public Places Bylaw 2008 and to enforce the camping prohibitions already stated in the Parks and Reserves Bylaw 2008 for the Sumner car park.
36. To clarify the issues that needed to be addressed, a research study was conducted in Christchurch to determine the nature and extent of the issues associated with freedom camping in the district. This research included conducting surveys of people freedom camping and assessments of sites to investigate issues. Over 450 freedom campers were identified in various sites over a 25-day period in March 2010.
37. The research study showed no environmental evidence of damage and over two-thirds of the vehicles were non-self-contained privately owned vans (with no on-board toilet or water containment) that congregated in large numbers along the waterfront in New Brighton, Sumner and Akaroa near public toilets.
38. A sample population of freedom campers was also surveyed to determine the decision making processes and motivations for freedom camping. The research survey showed the majority of freedom campers were young Europeans, with a high proportion being young Germans, in non-self-contained privately owned vehicles who chose to freedom camp to save money so they could extend their visit and spend it on other things aside from accommodation. This was followed by having the choice to stay where they wanted (usually by the sea) and to be close to nature.
39. Campers usually find information about freedom camping from guide books, visitor centres and by word of mouth. About half used the internet for information, usually to research guidelines and regulations. They did not tend to use local authorities websites. They usually chose where to stay by driving around to find a spot, followed by talking to other tourists in backpacker hostels who tell them where to stay. The campers interviewed expressed concerns for ensuring they maintained high environmental standards and often requested information about recycling etc. It is likely social marketing would be most successful with this target group.

40. The main issues presented relate to the large numbers of vehicles in particular areas that may adversely impact on the Council's levels of service to clean and maintain public toilets and the inappropriate use of these facilities to wash clothes and dishes. Additionally, some residents object to the density of the 'cheap, smelly vans' in public areas and have complained about the impact of having up to thirty vans in one car park, which creates a 'free camping subculture' in those areas. However, not all residents who have participated in the consultation process agree with this view.
41. An impending issue for the Council is the anticipated increase in the number of these vehicles and of freedom campers projected for the next few years. Whilst some residents do not object to a few vans staying one or two nights, all have stated they would not like to see large increases of campervans staying for longer periods in public places.
42. Surveys of camping grounds and holiday parks showed there was a self-reported occupancy rate of about 70 per cent during the peak 2009/10 visitor season, which indicates there is no lack of capacity for camping tourists now and for the projected increases over the next five years.
43. The issue of homelessness in Christchurch has become evident through this research study, as some identified as 'freedom campers' in the tourist off-season are in fact disadvantaged locals living in vehicles in public places. It is beyond the scope of a freedom camping strategy or plan to deal with the homeless situation and the Council may need to further consider the issue of homelessness.

National Situation

44. Freedom camping is a national issue and not just unique to particular regions. The Freedom Camping Forum has been established by the Tourism Industry Association, and has taken the lead in getting cross-sectoral collaboration with local authorities, central agencies, hire van companies and stakeholder organisations. Some of the outcomes from the two forums held to date include establishing key messages for tourists, a national "Camping Our Way" website to promote best practice, agreed actions for all sectors to take to address the issues at a nationwide level, and providing advice and information to groups such as local councils to effectively lobby national government for some solutions. The 2010/11 marketing campaign is aimed at clearly defining acceptable freedom camping guidelines for self-contained versus non-self-contained vehicles and can be found in **Attachment 4**.
45. It is important to note that the issues do vary for different regions – in some areas the issue of nuisance from toileting and/or litter is extreme, with media reports of the desecration of Maori pa sites in some regions like Kaikoura and of high levels of human waste present in areas like Lake Hawea. The Department of Conservation has not reported high levels of nuisance issues within its parks, but is looking at installing more public toilets in some rest areas and parks as a possible precautionary measure. In the urban centres, where public toilets are more widely available, the issues can be more about visual amenity and over-crowding in car parks.
46. A common issue is self-contained versus non-self-contained vehicles. For a vehicle to be considered self-contained, it needs to have a three- day supply of water, plus on-board facilities for toileting and showering. Many regions report that the self-contained vehicles tend to use campgrounds or motor parks and are not causing the issue; it is the non-self-contained vehicles that are perceived to cause the most problems. Non-self-contained vehicles tend to be converted vans (i.e. people movers or service vans) that have been converted into a sleeping facility through placing a mattress in the back. They contain no equipment for toileting, water storage or showering. More of these vehicles are evident on the road as many backpackers purchase these cheaply when they arrive in the country and then use these to travel around New Zealand; often selling them on before they leave for close to what they purchased them for.

Other Regions' Freedom Camping Initiatives

47. Other territorial authorities have attempted to address the issue of freedom camping through a variety of regulatory tactics and methods to varying degrees of success. These vary from regulating freedom camping in certain areas or having bylaws in place and issuing infringement

notices (where the prohibitions are in place through traffic bylaws or legislation that can be enforced by using infringement notices) or by impounding vehicles. Other territorial authorities also face similar issues as Christchurch with limited enforcement options that are difficult to apply in regards to freedom camping. See **Attachment 5** for the summary of options other regions have adopted.

National Tourism Information

48. National tourism statistics show the bulk of international tourists come from Australia, but they tend to stay the least amount of time as many come for weekend getaways and/or to visit friends and family. The tourist market that stays the longest and spends the most money during their stay is German tourists; they also tend to travel the largest distances across New Zealand by road, and participate in the most activities. However, German tourists spend the least amount on accommodation per night.
49. Other tourism statistics show that tourists who choose to camp, for instance in camping grounds or holiday parks, contribute significantly to the local economy with purchases on food, activity fees, transport and other costs. Logically, freedom campers would also contribute in a similar fashion. International tourists spend more than domestic tourists, with UK and German tourists being the two largest European markets. Christchurch data shows tourists spend more money here than in Queenstown or Rotorua on snacks/groceries and daily spends per person; however, they spend less on cafés/restaurants and admission fees to attractions (given there are less tourist attractions here than in Queenstown or Rotorua).

International Situation

50. Internationally, different countries have various regulations and/or standards for freedom camping. In some parts of Europe, particularly France, Switzerland, Austria and Germany, freedom camping is a social and cultural norm. These countries provide facilities such as the "aires de service" or "Stellplätze" (overnight parking bays with toilets and fresh water supplies) to accommodate freedom camping. Other countries such as United Kingdom, Spain and Portugal have more limited services available. North American countries consider "boondocking" allowable in all federal public and national forests. Australia has guidebooks to indicate where travellers can freedom camp, although generally no services are provided by local authorities to mitigate vandalism and costs of maintaining services such as water supply, dump stations, toilets and/or showers.

THE KEY ISSUES

51. The key issues the freedom camping management plan needs to address are as follows:
 - The lack of a clear position statement for the Christchurch district to inform tourists and key stakeholders that is in line with other regions and/or Freedom Camping Forum.
 - The number of vehicles in high-density freedom camping areas near the foreshore within the district.
 - The impact of campervans on the amenity for local residents.
 - The personal safety of tourists to the district.
 - The potential for adverse environmental impacts with increased projected numbers of freedom campers in future seasons.

THE OBJECTIVES

52. The purpose of the Freedom Camping Management Plan is to use a mix of regulatory and non-regulatory measures to minimise the issues associated with freedom camping to residents in a way that:
 - Is enforceable – in terms of the enforcement powers and available resources.
 - Is cost-efficient for the Council.
 - Does not unnecessarily penalise responsible freedom camping in fully self-contained campervans.

THE OPTIONS

53. A number of options have been considered and discussed with key stakeholders.
54. **Option One: Business As Usual (Maintain the Status Quo).** Declare Special Use Areas prohibiting camping under the existing Public Places Bylaw 2008 on an as-needs reactive basis where and when the issue of freedom camping becomes a problem.
55. **Option Two: Endorse a social marketing plan.** Address the issue in the upcoming 2010/11 tourist season through a social marketing plan which reinforces the Freedom Camping Forum campaign, encouraging people to use commercial accommodation with guidelines for self-contained vehicles in remote locations (see attached). This will include monitoring of the situation to measure the effectiveness of this approach.
56. **Option Three: Prohibit all freedom camping in all public places.** Amend the Public Places Bylaw 2008 to include the clause that was proposed in the draft Public Places Bylaw 2008 prohibiting temporarily residing or sleeping in cars, vans, motor homes, caravans or tents in public places unless the Council has set that area aside for that purpose.
57. **Option Four: Prohibit Freedom Camping on Specified Types of Vehicles or in Specified Areas.** Amend the Public Places Bylaw 2008 to include the clause that was proposed in the draft Public Places Bylaw 2008 prohibiting temporarily residing or sleeping in public places, but with some conditions on the areas and/or the types of vehicles (i.e. self-contained versus non-self-contained) and time allowed (e.g. self-contained vehicles allowed to freedom camp for two days in appropriate areas but no non-self-contained in the district).
58. **Option Five: Allow Freedom Camping in Designated 'Freedom Camping' Areas.** Declare by resolution areas designated as freedom camping areas – either through the Parks and Reserves Bylaw 2008 or through the Public Places Bylaw 2008 as Special Use Areas for freedom camping, along with an increased level of service/provision of facilities to support the designation
59. **Option Six: Adopt the three-stage Freedom Camping Management Plan.** This is a combination of options described above implemented in stages: commencing with a social marketing campaign and monitoring (option 2), followed by a review of the Public Places Bylaw 2008 banning non-self contained vehicles camping in public places (option 4) and investigate the feasibility of designating set areas within the City as Special Use Areas for freedom camping (option 5). Following this could be a subsequent review of the Public Places Bylaw 2008 to either ban all freedom camping in all areas (option 3) or to establish set areas with facilities for the purposes of freedom camping (option 5). These options are to be implemented over a three-year period, taking into account the evidence of issues and effectiveness of earlier interventions provided by the monitoring of freedom camping within the district and enabling the Council to respond appropriately to the issues as they arise.

THE PREFERRED OPTION

60. **Option Six:** Adopt the three-stage Freedom Camping Management Plan with an ongoing monitoring programme to address the issues within the district. **Attachment 3** outlines the following three-stage approach:
- i. Stage One – Social Marketing/Monitoring to be implemented from 2010/11 onwards
 - ii. Stage Two – Review Public Places Bylaw 2008 banning non-self-contained vehicles camping in public places and investigating the feasibility of designating set areas for freedom camping in 2011.
 - iii. Stage Three – Review Public Places Bylaw 2008 to either ban all freedom camping or to establish set areas with facilities provided.

There is scope to consider accelerating or slowing down the implementation of these options or a combination of these and the other options above. The plan provides for a review of the effectiveness of Stage One in 2011, at which time the Council may choose to adopt Stage Two or Stage Three, or consider some further variation incorporating parts of the other options above.