



11.09.2014

Dear Member,

Business Session Papers for Monday 15th September 2014

I am pleased to enclose a copy of the following papers for the Business Session taking place on Monday 15th September 2014 at 10am in the John Muir Suite, Headquarters, Carrochan:

- Agenda
- Your Park Project Cover Paper
- Appendix 1 – Consultation Summary Report (Draft Content)
- Appendix 2 – Proposed Byelaws Text
- Appendix 3 – Maps (*Not enclosed, available on the Board microsite*)

All papers are also available on the Board microsite. Please note that 'Appendix 3 – Maps' is not enclosed, but it will be available on the Board microsite. Hard copies of the relevant maps will also be available on the day.

Please note that these papers are confidential and should not be made available to any third parties.

We look forward to meeting with you on Monday.

Yours sincerely,

Sharon McIntyre
Committee Officer
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Enc.

Agenda for National Park Authority Business Session

15th September 2014 at 10am
John Muir Suite, Carrochan, Carrochan Road, Balloch, G83 8EG



1.	Welcome and Apologies	10:00
2.	Declarations of Interest	10:05
3.	Your Park – Gordon Watson	10:15
4.	AOB	12.45
	• Logistics for Board Meeting on 6 October	
5.	Meeting Close	13:00
6.	Transport departs for Ross Priory	13:05
7.	Lunch at Ross Priory – Address by Bill Jamieson	13:30

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1. Introduction

- 1.1. In December 2013, the National Park Authority approved a board paper proposing to develop Park-wide camping management options for consultation during 2014. Following further discussion at the NPA board business session in June 2014, it was agreed to refine our approach and to consult on a single camping management proposal, rather than seek views on different options. This paper presents the consultation proposal, now branded as 'Your Park', which it is recommended that the NPA takes forward.
- 1.2. Officers have worked through the summer to engage informally with communities most affected by camping pressures and also to develop proposals in partnership with key partner organisations such as SNH, Transport Scotland and Forest Enterprise. There have also been meetings with private land owners and national interest groups such as the Ramblers and Scottish Environment Link to share emerging thinking.
- 1.3. The Strategy Group reviewed the work undertaken to date on 20th August and endorsed the proposed approach being presented within this paper. Once members have discussed the proposal informally, it is proposed, subject to board views, to be presented formally to the NPA board meeting on 6th October to be approved for consultation. A three month public consultation and associated consultation campaign would be launched on the 13th of October following a positive public board decision allowing for time to put in place the statutory public notices.
- 1.4. The vision set out in the National Park Partnership Plan is that *"the National Park will be a place for visitors to enjoy. There will be a variety of high quality campsites where people from all backgrounds can pitch their tents and enjoy the outdoors without degrading the environment."* The aim of the 'Your Park' project is to deliver a wide range of quality camping experiences in the National Park while reducing the pressures and negative impacts on our busiest lochshores. At the same time the project offers a significant opportunity for landowners, businesses and communities to become involved in delivering or running facilities and for the NPA to promote messages about responsible camping and behaviour in the National Park.
- 1.5. The purpose of this paper is to present the draft text of the proposed main consultation document which sets out the case for the proposals and describes what the NPA proposes to deliver to realise the vision. Alongside this is the full text of the proposed byelaws and detailed (downloadable) maps of the proposed byelaw areas. There will be a presentation for members to illustrate how we intend to present this to the public, including online web

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content, and how we intend to draw upon the success of LIVE Park in using social media to attract a wide range of interests and age groups to comment.

- 1.6. This paper will highlight the points that we would like Members to particularly discuss and provide guidance on to officers.

2. The Consultation Proposals

- 2.1. The consultation documents are designed to convey the full scope of activity we intend to take forward to realise the National Park Partnership Plan vision. Our focus is to deliver a far better visitor experience of our busy **lochshores through planning for a better managed camping experience**. This means sharing and consulting on our proposals which will both tackle the negative impacts of excessive and irresponsible camping together with our outline plans to transform these special places through providing a network of better managed camping opportunities.
- 2.2. Attached to this report (Appendix 1) is the proposed draft content for the summary consultation document. Within it, we set out our vision, what we are already doing to manage the situation and why our experience and evidence supports the need for further action to be taken. The enormously successful 3 year experience of the East Loch Lomond camping management byelaws is also included as a case study.
- 2.3. The consultation we are proposing will have a combination of non-statutory and statutory elements.
- 2.4. Firstly, we are carrying out a non-statutory consultation on our plans to provide or enable a network of new camping facilities at a number of locations within the proposed camping management zones. This consultation is discretionary but it is critical to help interested parties see the crucial link between regulation and provision (as well as education) in realising our vision.
- 2.5. Secondly, we are undertaking a statutory consultation under the National Parks (Scotland) Act 2000 on proposed byelaws (Appendix 2) to manage camping and irresponsible behaviour in two new proposed camping management zones (Appendix 3), plus minor amendments to the East Loch Lomond Zone. This element of the proposal requires to be approved by Scottish Ministers, who will undertake a further statutory 'confirmation' consultation before deciding whether to approve them.

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- 2.6. The consultation document describes in plain English what the proposed byelaws are seeking to control and provides a general map of the proposed camping zones. Links are provided to the full draft of the byelaws and detailed OS maps of the proposed zones and boundaries. The emphasis is to set out how the proposed byelaws would work and what camping experience we believe it will enable.

3. Delivering New Camping Provision

3.1. NPA officers have been examining a range of sites, mostly not in our ownership, which look like the best places to provide basic managed informal facilities, similar to Salloch Bay, within the management areas. We are also looking at the larger problem laybys along north Loch Earn and west Loch Lomond and the potential to provide serviced campervan overnight provision as well as managed day facilities. The intention would be to explore how new sites could operate on a commercial basis to ensure that the NPA does not need to resource their running costs, similar to our approach at Loch Lubnaig. Initial survey work has developed a short list of candidate sites which are being discussed with mostly public and some private sector landowners. The consultation does not propose to consult on the merits of individual sites at this stage, but rather shows more general areas where it is considered there are opportunities for more camping provision to be made. The consultation includes a map which sets out these as broad areas within the zones where we are investigating opportunities for new site provision and asks for views on this approach. At this stage it would be premature to identify and consult on specific sites and we are not undertaking a planning consultation on the merits of particular sites. The consultation is asking for views both on whether the NPA should continue to invest in facilities in the general areas indicated in the document.

3.2. We also want to use the consultation to encourage landowners, businesses and communities to come forward and indicate whether they are interested in providing or operating camping or campervan sites across the Park. This will support the delivery of our vision in a number of respects;

- It may bring forward better options for campsite provision
- It may bring forward private or community enterprise partners to run new sites that the NPA develops
- It may generally encourage businesses to respond the clear demand for camping and campervan facilities by developing sites themselves or adding facilities to an existing business

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The document sets out the plan for better provision first so that the proposed byelaws can be seen in the context of, and as necessary tool to deliver, the positive outcomes we are seeking.

Discussion Points

Members are invited to discuss and support

- **Our statement of intent to invest in more camping and campervan provision**
- **The areas of investigation we are highlighting in the consultation document**
- **Our call for others to suggest sites or get involved in running sites**

4. The Proposed Camping Byelaws

4.1. The Proposed Camping Management Zones

We previously presented maps to members showing broad brush areas we were considering for the potential byelaws to be introduced. Maps are now presented which show the detailed boundaries of the proposed camping management zones where the byelaws would apply.

4.2. The problem areas are where popular lochsides are easily accessible from a public road.

Accessibility by car is the main source of pressure. The identification of the zone boundaries has been to include such areas and draw the landward boundary adopting a standard distance of 200m from the public road and then adjusting this to the nearest discernible physical feature on the ground (such as a field boundary) where one exists. This means that in some cases only one side of a loch is included.

The areas included are;

- Where our patrolling survey evidence demonstrate significant and entrenched pressures
- Where we anticipate the potential for localised displacement
- Where it makes sense to link zones to assist public legibility of a zone

The proposed camping management zones are;

- West Loch Lomond (and North East Loch Long)
- East Loch Lomond (minor amendments)
- Wider Trossachs Lochs

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- 4.3. Based on the currently proposed boundaries (including East Loch Lomond), only 4% of the land area of the National Park would be covered by the byelaws, leaving 96% available for true wild camping. A diagrammatic map is included in the consultation document. Members have been provided with links to download the detailed maps prior to the meeting. Hard copies will be available at the meeting.

Discussion Point

Members are asked to agree that the zones proposed are appropriate for operating byelaws to manage camping.

Note: If members have detailed queries about a particular stretch of boundary they are asked to contact Charlotte Wallace to discuss before or after the business session meeting.

5. The Scope of the Proposed Camping Byelaws

- 5.1. The proposed byelaws have been drafted drawing upon the experience of operating the East Loch Lomond Byelaws and the Loch Lomond Navigation Byelaws (which also covers the islands). The new camping byelaws have to cover a wider range of circumstances than those at East Loch Lomond which is accessed by a single track C-class road where the byelaws sought to address mainly tent based camping.
- 5.2. The proposed new zones encompass some of the main busy trunk roads running through the Park. It seeks to tackle the problem of inappropriate use of some laybys, particularly the all summer occupation by caravan encampments. A balance needs to be struck between removing this type of use while still ensuring that many laybys can still be used as a resting point for road users which is their main function. This work has been supported by our legal advisors, and also has had significant and constructive input from the SNH access team and Transport Scotland officers.
- 5.3. The byelaws we are proposing deals with three key areas:
- **Encouraging responsible behaviour** by making it an offence to cause damage to the area and/or the wildlife within it by littering, fires or irresponsible behaviour
 - **Regulating when and where you can camp** within the zones
 - **Managing how laybys are used** to prevent all-summer encampments
- 5.4. The detailed byelaws as currently drafted are included as Appendix 2 to this report. This part of the proposal is taken forward as a statutory consultation under the National Parks

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(Scotland) Act 2000. Following consultation it requires to be submitted to Scottish Ministers for approval (following a further statutory consultation).

Discussion Point

Members are asked to indicate whether they are content with the scope of the byelaws as drafted.

6. Our Informal Engagement So Far

- 6.1. As officers have developed the proposals there has been significant engagement with a wide range of stakeholders, interest groups and delivery partners over the summer period. This has been extremely valuable to help inform our thinking and also to consider how we can develop a very positive agenda for delivering our vision in partnership. A total of 52 stakeholder interests have been engaged in direct discussions with NPA officers while a further 47 have been corresponded with seeking views on camping issues.
- 6.2. The 'Listening Mode' series of meetings has provided the opportunity for **local communities** affected by negative impacts associated with camping to express views informally on what form of management they would wish to see. This in turn has provided the opportunity to impress upon communities that they must stay engaged in working with the NPA to advocate the right managed camping solutions. These discussions have been very constructive and provide a sound platform for taking forward consultations locally. The opportunity for community enterprises running campsites will be explored as the project progresses.
- 6.3. The success of the project will be heavily dependent on collaborative working with other **landowners** as the NPA does not have the sites required to deliver the new camping provision that is needed. Again, the response from both public, NGO and private landowners has been positive. This is both in recognising that action needs to be taken to address the camping issues at problem locations and being willing to look at facilitating provision on land in their ownership. The potential to manage camping in collaboration with landowners who issue fishing permits has also been positively received and continues to be explored.
- 6.4. The presentation of the byelaws proposal in the context of the wider vision and plan to develop camping provision has been well received by key **public agency partners** such as SNH. Again the narrative of having a plan to deliver camping provision and facilitate recreation is key to their support of the proposed introduction of byelaws. SNH officers are

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collaborating on the byelaw drafting. Transport Scotland has responded very proactively and is now collaborating with NPA officers to address the problem of season long caravan encampments on trunk road layby. SEPA have agreed to work collaboratively with the NPA to look at managing flood issues on lochshore sites where provision is being proposed.

7. The Public Consultation and Campaign

7.1. During the 'Listening Mode' period during the course of this year, we have sought to raise public awareness of the issues faced at our most pressured lochsides through various media outlets. This is crucial in paving the way for the public launch of the consultation. We have used the opportunity of sharing incidents from the current summer season to highlight many of the issues as part of building the case for taking action.

7.2. We have shared powerful photography and video footage of abandoned campsites, litter and damage to trees and land from campfires with the NPA's significant social media following. This elicited an emotive and supportive response from the National Park's Facebook and Twitter followers who were equally dismayed by the scenes of destruction contrasted with the dramatic landscape it was found within. Support followed from media outlets interested in covering the issues experienced on some of our lochshores and the success of the measures taken in East Loch Lomond 3 years ago. Mainstream media coverage included the Daily Record, BBC Radio Scotland's Good Morning Scotland and BBC Scotland's flagship news programme Reporting Scotland.

7.3. We aim to build on this with a carefully planned media campaign to support the public launch of the consultation. Learning from the campaign approach to the LIVE Park consultation, the Your Park campaign will use its own dedicated website www.thisisyourpark.org.uk as the hub for all communications. Printed copies of the main consultation documents will be shared with all stakeholders including community councils and partner agencies. A series of face-to-face information events are planned for communities around the Park across the 12 week consultation period. Specific Your Park social media feeds have been registered and will be promoted once the consultation is announced. As with LIVE Park, the blog facility on the Your Park website will provide an outlet to explain 'hot topics' in more detail, giving the campaign the flexibility to respond quickly to discussion points arising.

7.4. We intend to take a multi-media approach where website content including case studies and testimonials will be shared in video and audio interview format. We will ensure that

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information is provided to people in a variety of formats that make it easier to understand the need for action, the NPA's vision for dramatically improving our lochshores and importance of both provision and the byelaws proposals being consulted up to help deliver that vision. Regular social media updates will provide interested stakeholders with a direct route to keep abreast of progress during the consultation period and beyond. The reach and following that the main National Park social media accounts attract will be used to add weight and credibility to the Your Park-specific social media profiles.

7.5. A significant internal briefing programme has been undertaken with NPA staff to ensure all are aware of the full content of the proposals and are well informed when dealing with the public during the consultation period.

7.6. A consultation programme is under preparation and will be provided with the papers presented at the 6th October Board meeting. Illustrations of the visual material being prepared will be provided during the officer presentation.

8. Timetable and Next Steps

8.1. The public consultation will formally get underway on 13th October if the board approves the proposals at the 6th October Board meeting. This will last for 12 weeks concluding on 12th January 2015. Following discussions at the Strategy Group a potential date for a Special NPA Board meeting has been identified for 22nd February 2015. This is to meet our ambition of submitting finalised byelaws to our Minister for approval as early as possible in 2015. This timetable leaves a very short time to analyse consultation responses, consider any amendments to the byelaws or the camping management zones and present these to the NPA Board for approval to submit to the Minister.

8.2. In particular, any suggestions to amend the camping management areas, could be time consuming to map, consider and draw conclusions. These could vary from minor detailed amendment suggestions which may well improve the proposals, to debates about whether other significant areas should be in or out. A possible way to reduce this workload is to focus the consultation on the byelaws rather than encourage comments on the areas proposed.

8.3. The Minister will carry out a further 28 day consultation on the byelaws prior to deciding whether to approve it (amended or unamended). It is anticipated that this would be by May 2015 at the earliest. The timing of when the byelaws should come into force is a key consideration.

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Key Milestone	Due date
Prepare draft consultation material and byelaws proposal for Strategy Group	20 August 2014
Informal NP Board session	15 September 2014
NP Board sign off byelaws proposal and public consultation	06 October 2014
Public consultation launch	13 October 2014
Public consultation ends (note no extensions allowed for)	12 January 2015
Analyse responses and prepare final report for NP Board.	12 January 2015 – 12 February 2015
NPA Board meeting approval to submit Byelaws to SG	23 February 2015
SG 30 day consultation	March 2015*
Minister Decision	May 2015*
Final NP Board approval	May 2015*
Commence implementation	June 2015 – March 2016*

* Subject to consultation response process revision

- 8.4. The comprehensive nature of the Your Park project means that there are a significant number of tasks/projects that need to be taken forward in a co-ordinated way if we are to achieve our vision. In contrast to East Loch Lomond, the Your Park project covers a much wider area of the Park presenting a much more significant undertaking for the organisation. The preparations for the introduction of the byelaws will need to be co-ordinated with the site development activity and public communications and awareness of the changes that will be coming into force.
- 8.5. At this stage it is difficult to foresee being able to achieve a state of readiness to bring the byelaws into force until the beginning of the 2016 summer season. This does not mean there will be no visible activity during this time. Construction of the first phase of new campsites will get underway during 2015/16 and we will be active in putting many of the elements in place, including raising public awareness, during the build up period.
- 8.6. The tasks involved in delivering successful byelaws and associated vision for Your Park can be grouped into three areas of activity:
- a) **Byelaws implementation**
 - b) **Camping/Motorhome provision**
 - c) **Communications, awareness, information, and getting the message out there.**
- a) **Byelaws implementation**

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This area of activity focuses on getting the systems and staff in place to operate the byelaws, ensuring that we can enforce any infringements, monitor the byelaws effectiveness and ensure staff and prepared to fulfil their role in informing and enforcing were required. This includes;

- Preparation of regulatory systems for enforcement including databases, reporting frameworks, operating procedures, police and procurator fiscal liaison arrangements.
- Preparation of operational patrolling plans, staffing resource and seasonal recruitment (including Policing Plan with Police Scotland).
- Preparation of permit and authorisation administrative procedures and supporting systems
- Training for frontline staff (rangers and seasonal staff) in enforcement procedures, conflict resolution, and new messages/communications and associated guidance materials.
- Training and briefing for administrative staff dealing with public and using booking systems and enforcement recording systems.

b) Camping/Motorhome provision

- Campsite investment plan (three year development programme)
- Development of Phase 1 detailed site development designs and plans
- Negotiation of leases or other with landowners
- Procurement and permissions
- Construction
- Development of business models and identify commercial partner/operators

c) Communications

Infrastructure requirements:

- Signage plan; key sites, thresholds and hubs, (anticipate over 200 required)
- Local Roads Authority and Transport Scotland and consents for signage
- Procurement and installation of signage

Communication and information:

- Promotional materials developments: brand guidelines, booklets, leaflets, info panels, web and social media.
- Design, procurement and production of materials
- Media promotion and marketing

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- Direct face to face communications with campers pre-byelaws (summer 2015)
- Community/landowner/stakeholder information and briefing sessions

8.7. These tasks will require considerable organisation staff and financial resources to deliver. Further reports will be prepared for the Strategy Group to set out the resource implications and this will be presented to the board as part of our draft Operating Plan for 2015/16.

Discussion Point

Members are asked to discuss the proposed timeline and the scope of work to deliver the Your Park project.

9. Conclusion

This paper sets out the rationale for the Your Park proposal, how we are managing engagement and partner working and the timeline for implementation. The agenda for the meeting reflects the discussion points highlighted in this report. Members are asked to endorse the proposal and agree that it should be presented in refined form to the formal Board meeting on 6th October

Author: Gordon Watson, Director of Operations