

Neighbourhood Services



Vehicle Dwelling Encampments Policy Consultation

**Final Report v1.0
October 2018**

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Executive Summary

ES1 The Vehicle Dwelling on the Highway Encampments Policy

The council is formalising its approach to vehicle dwelling encampments on the highway. Vehicle dwelling is increasing significantly in Bristol. The proposed policy sets out how we will manage encampments on the highway. There is an existing policy for encampments on other public or private land. [managing unauthorised encampments policy](#) which will remain. The policy that this report refers to is a new proposed policy in respect of Highway Encampments

ES1.1 Proposed approach

The council proposes to adopt an approach to vehicle dwelling which aims to promote the health and wellbeing of communities. The approach is set out in the diagram (appendix 3] of the [draft policy document](#). The policy seeks to provide a framework which can be understood by all interested parties and will make clear the decision making process. The key proposals are:

- That people live in vehicles for a number of different reasons and each case should be treated individually. The aim is to manage encampments through discussions and negotiation with those living in vehicles and provide housing and health related support and advice in the first instance.
 - Any instance where Bristol City Council establishes a vehicle is being lived in, will be considered an encampment. An assessment will be made of the level of impact. Action will be taken if the encampment is creating a high impact on the local environment or community. An encampment may include one or more vehicles, caravans or tents.
 - Each encampment will be assessed individually and proportionately and a number of factors will be considered. These include welfare needs, impact of the encampment, whether there is any associated anti-social behaviour and the size and location of the encampment.

ES2 The Vehicle Dwelling Encampments Policy consultation

The Vehicle Dwelling Encampments (VDE) Policy consultation was open between 29 June 2018 and 26 August 2018 and sought views from the public (including those living in vehicles) about the draft policy.

The VDE consultation comprised an online questionnaire. Paper copies of the survey and alternative accessible formats were available on request. Paper copies of the questionnaire were also available in all libraries and were distributed to agencies who support those dwelling in vehicles and at four area drop-ins. Easy read versions of the policy and questionnaire were also available at the drop ins.

Opportunities to ask questions about the policy and consultation and to have help completing the questionnaire were provided at the drop-ins and via outreach by support agencies. Locations of the drop-ins were chosen to be as accessible as possible to those living in vehicles. The consultation was widely publicised through the press and broadcast media, social media, postcard distribution and communications with the public, including partner organisations and other stakeholders.

ES2.1 Response rate

808 responses were received to the VDE survey, via the online and paper-based surveys, including alternative formats. 9 (1%) respondents completed the survey on paper and 799 (99%) self-completed it online.

Of the 789 respondents to the survey who described their housing situation, 7% described themselves as living in vehicles, 68% as owner occupiers, 20% as private renters, 4% as social renters 1% as living in temporary accommodation, 2% of no fixed abode and 5% as 'other'.

Of the 554 respondents who gave their postcode, one third were from two wards; Easton (22%) and Ashley (11%). Another third did not provide a postcode.

A map of response rates by ward for the Bristol responses is presented in chapter 3 of the full report along with the details of age profile, gender and other respondent characteristics.

ES2.2 Survey responses to the VDE consultation

- Similar numbers of respondents (2 in 5) agree and disagree that the proposed approach balances the needs of those living in vehicles and members of the wider community; Responses were similar across all housing situations, including those living in vehicles, with the exception of those describing themselves as living in 'other' who more strongly disagreed.
- A clear majority of respondents agreed with each of the ten proposed criteria for assessing whether an encampment was high or low impact. The criterion with lowest support (58% agree) was assessment of the welfare needs of vehicle occupants.

Other criteria were suggested; the most frequently suggested were:

- that the impact should not be assessed because encampments should never be tolerated (25%);
- that the impact on available parking facilities should be considered;
- that obstruction of the highway should be taken into account.
- More people agreed that facilities should be provided for tolerated encampments (52%) than disagreed (43%) There was a marked variation in response to this question between different housing situations. For example of those describing themselves as home owners 45% agreed, whilst 96% of people living in a vehicles agreed
- A majority of people (60%) agreed that parking restrictions could be introduced to enable parking enforcement to manage encampments in certain locations. 28% disagreed. There was a marked variation in response to this question between different housing situations. For example of those describing themselves as home owners 72% agreed but only 12% of those living in a vehicle agreed.
- 59% of respondents provided further free text comments on the draft policy. The comments are categorised in 4.5. The greatest number of comments were on the following themes:
 - 148 (31%) stated that VDEs should not be tolerated;
 - 85 (18%) thought BCC should provide designated sites;
 - 51 (11%) said BCC should build more affordable houses and or cap rents.

Full detail of the results are found in chapter 4 of the full report.

ES3 Other related consultations

The Rough Sleeping Encampments consultation was open over the same period and sought feedback from the public on proposals to formalise the council's approach to rough sleeping encampments.

ES4 Scope of this report

This report describes the methodology and presents the findings of the VDE consultation. It includes feedback received in 808 responses to the VDE survey and other relevant correspondence received between 29 June 2018 and 26 August 2018.

This report does not contain the council officers' assessment of the feasibility of any of the suggestions received nor officers' proposals for the delivery of future services, having considered the consultation feedback.

ES5 How the report will be used

This report will be taken into account as the final policy is developed by officers to recommend to Cabinet. This consultation report will also be considered by Cabinet in making its decisions about the Vehicle Dwelling Encampments on the Highway policy later in the year. Cabinet decisions will be published through normal procedures for Full Council and Cabinet decisions at democracy.bristol.gov.uk.

Full report

1 Introduction

1.1 Context

Vehicle Dwelling Background

The city has experienced a relatively high level of encampments including those of vehicle dwelling and gypsies and travellers – some of these have caused considerable social tensions and environmental impact which needs effective management. Between January 2016 and November 2017 Bristol City Council had approximately 80 vehicles being lived in on the highway at any one time and the number is increasing. There were also 21 Gypsy, Roma and Traveller encampments across the city during this period. There is currently no agreed policy or approach to managing encampments on the highway as there is for unauthorised encampments on public and private land.

There is recognition that the issues surrounding the vehicle dwelling population in Bristol are extremely complex and sensitive for a number of reasons – including:

- A lack of decent affordable housing in the city;
- Variations within the vehicle dweller community from those who are very vulnerable to those who are in employment but can't afford house prices or rents and who see this as a preferred way of living;
- There is not a designated site for those living in vehicles in the city;
- Bristol is a desirable location in the South West and attracts people living in vehicles to relocate here, where they can contribute to the economic and cultural life of the city.

Vehicle dwelling is increasing and sometimes this comes with a range of welfare needs for those individuals living in vehicles, which need to be considered when deciding on action to be taken in moving people on. There is also a recognition that living in a vehicle brings with it various environmental health concerns for the individuals and the settled community, businesses and schools due to the lack of water supply, waste (human and general) facilities and potential fire risk.

1.2 The Corporate Strategy 2018-2023

Tackling homelessness and rough sleeping is a key commitment of the Corporate Strategy 2018-2023:

- Reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a 'second night out'.

This commitment is expanded in Theme 1: Empowering and Caring, which says we want to minimise incidences of rough sleeping and homelessness in Bristol and enable citizens in housing need to access affordable housing that meets their needs. This includes action planning with, and supporting vulnerable people to sustain their tenancies, maximise their income and access employment. We will do this within the guidance of the Homelessness Reduction Act 2017.

This policy also supports our [Preventing Homelessness Strategy 2013](#), which is due to be updated soon.

1.2.2 Policy Statement(s)

The Corporate Strategy 2018-2023 states:

Bristol has one of the highest rates of homelessness in the country. Some 979 households in the city were accepted to be statutorily homeless in 2016–17. This figure was down on the 1,006 homeless households recorded for the previous year, but it still means that around one in every 198 households in the city were homeless in 2016/17.

We want to minimise incidences of rough sleeping and homelessness in Bristol and enable citizens in housing need to access affordable housing that meets their needs. This includes action planning with, and supporting vulnerable people to sustain their tenancies, maximise their income and access employment. We will do this within the guidance of the Homelessness Reduction Act 2017.

Working alongside our internal and external partners and following the actions within our Trailblazer programme, we will identify and offer support to households who are at potential risk of homelessness within the city.

1.3 The Vehicle Dwelling encampments on the Highway draft policy

- The VDE Consultation survey sought views on a draft Vehicle Dwelling Encampments Policy which outlines how we propose to manage vehicle dwelling encampments on council land in order to achieve the following aims: To ensure that the needs of those living in vehicles are balanced with the needs of the wider community.
- To ensure that appropriate measures are in place to support people who are living in vehicles to move into alternative accommodation.
- To ensure that when an encampment is assessed as having a high impact the response is timely.

1.4 Other related consultations

One other consultation commenced on 29 June 2018 which requested feedback from the public on proposed specific measures that the council would take to formalise its approach to rough sleeping encampments.

1.5 Scope of this report

This consultation report describes the methodology and results of the VDE consultation.

It summarises and quantifies the views expressed in the consultation survey responses and in other written correspondence received between 29 June 2018 and 26 August 2018.

1.6 Structure of this report

- Chapter 2 of this report describes the VDE consultation methodology.
- Chapter 3 presents the VDE survey response rate and respondent characteristics.
- Chapter 4 describes the survey feedback on the VDE Draft Policy.
- Chapter 5 details other correspondence on the VDE consultation
- Chapter 6 describes how this report will be used and how to keep updated on the decision-making process.

2 Methodology

2.1 Survey

2.2 Online survey

An online VDE consultation survey was available on the city council's Consultation Hub (www.bristol.gov.uk/consultationhub) between 29 June 2018 and 26 August 2018. The online survey pages contained:

- Vehicle Dwelling Encampments Policy.
- Vehicle Dwelling Encampments Policy FAQs.

Respondents could choose to answer some or all of the questions in any order and save and return to the survey later.

2.2.1 Paper copies

- The same documents were also available in paper copies, which were also made available with Freepost return envelopes in all libraries and on request by email and telephone.

2.2.2 Alternative formats

The following alternative formats were available on request. None were requested:

- Braille
- Large Print
- Easy Read
- Audio file
- British Sign Language (BSL) videos
- Translation to other languages

2.3 Other correspondence

Emails and letters were logged during the consultation and are summarised in chapter 7. This feedback will be considered in formulating final proposals.

2.4 Media relations

A press briefing was held on 29 June which was attended by BBC TV, ITV, Made in Bristol, Bristol Post, Bristol Cable, and Bristol 24/7 - all of whom covered the story.

Press releases were distributed on 29 June 2018 with a follow up sent out to promote the last few weeks of the consultation – this also went to community newsletters.

2.4.1 Objective

The programme of activity detailed below aimed to meet the following objectives:

- To encourage people to take part in the consultation to inform the final policy and its implementation.
- To communicate the aims of the policy to enable people to actively participate in the consultation.
- To engage with a wide section of the population alongside the affected groups.

- To educate people about the support currently available.
- To try and convey how difficult this situation is.
- To make clear we understand that we are dealing with human beings, and every case is unique.

Information was shared across a wide range of channels promoting the online survey.

2.4.2 Bristol City Council channels

Copy and electronic material were shared via the following council and partner channels and networks:

- Our City Newsletter – 1,332 recipients
- Ask Bristol Bulletin – 1,700 recipients
- Email including a marketing toolkit was sent to partners and stakeholder organisations to share details of the consultation through their networks
- Millennium Square and CSP digital screen displays
- Internal screens at Temple Street and City Hall
- Internal News Release on the 'The Source'
- BCC website – home page promotion
- Social media – Facebook and Twitter as detailed below

2.4.3 Members

Copies of all survey materials were provided to the party offices for members to collect and distribute.

All members were sent a marketing toolkit which included resources to help them promote the consultation through their networks. This included template articles, posters and suggested social media posts.

2.4.4 Bristol City Council partners

The marketing toolkit including template articles, posters and suggested social media posts was shared with the council's partners including the police, charities involved in supporting those rough sleeping and/or living in vehicles. In addition, this went to equalities organisations, the business community and voluntary sector organisations.

2.4.5 Social Media – posts, outreach and advertising

Regular posts on Bristol City Council's social media channels (Twitter and Facebook) were made for the duration of the consultation

- 14 tweets in total resulting in 44,625 impressions with 0.81% average engagement.
- 18 Facebook posts reached 47,328 people and resulted in 3% average engagement.

Facebook advertising also took place. The vehicle dwelling advert performed well, reaching 15,044 people and generating 549 unique click throughs to the consultation webpage.

In addition the Neighbourhoods and Communities Team publicised the VDE consultation via Facebook and emails to contacts and groups (Table 1).

Table 1: Facebook and email publicity by Neighbourhoods and Communities Team

Date	Publicity	Reach
3 Aug 2018	Neighbourhood Enforcement Team	70
3 Aug 2018	South Bristol	33
3 Aug 2018	North Bristol	21
3 Aug 2018	Avonmouth and Lawrence Weston	13
5 Aug 2018	Fishponds People	134
8 Aug 2018	East Central Bristol	19
14 Aug 2018	Neighbourhood Enforcement Team	581
14 Aug 2018	South Bristol	181
14 Aug 2018	North Bristol	253
14 Aug 2018	Avonmouth and Lawrence Weston	64
14 Aug 2018	Fishponds People	493
14 Aug 2018	East Central Bristol	177
21 Aug 2018	Emails to 650 contacts and groups	

2.4.6 Materials distribution

Postcards - postcards were produced for different purposes;

- General postcard (relating to VDE and the rough sleeping encampments consultation) – 20,000 targeted at the wider public and distributed citywide via Pear distribution, through libraries, CSP and via council officers.
- Vehicle dwelling postcard – 6,000 targeted at those living in vehicles and those living near larger encampments. These held information about specific drop-ins for those living in vehicles or living near encampments. These were hand-delivered to vehicles and relevant households.

Posters were put up in libraries, Citizens Service Point, community notice boards, Cabot Circus and distributed via St Mungo's.

2.4.7 Public meetings and drop-ins

Opportunities to ask questions about the policy and consultation and to have help completing the questionnaire was provided at 4 drop-ins at Romney House, Lockleaze, St Anne's Church Eastville, St Werburgh's Community Centre and City Hall. Locations were chosen to be as accessible as possible to those living in vehicles. Council officers also attended two meetings of the Gypsy, Roma and Travellers (GRT) Voices group during the consultation period and a residents association in Greenbank. Workers from St Mungo's and Golden Key also visited people living in vehicles to raise awareness of the consultation

and to offer support completing the survey. Golden Key workers used their networks to try to communicate with those known to be living away from Bristol during the summer.

3 Survey response rate and respondent characteristics

3.1 Response rate to VDE Survey

808 responses were received to the VDE survey, via the online and paper-based surveys, including alternative formats and face-to-face interviews. 9 (1%) respondents completed the survey on paper and 799 (99%) self-completed it online.

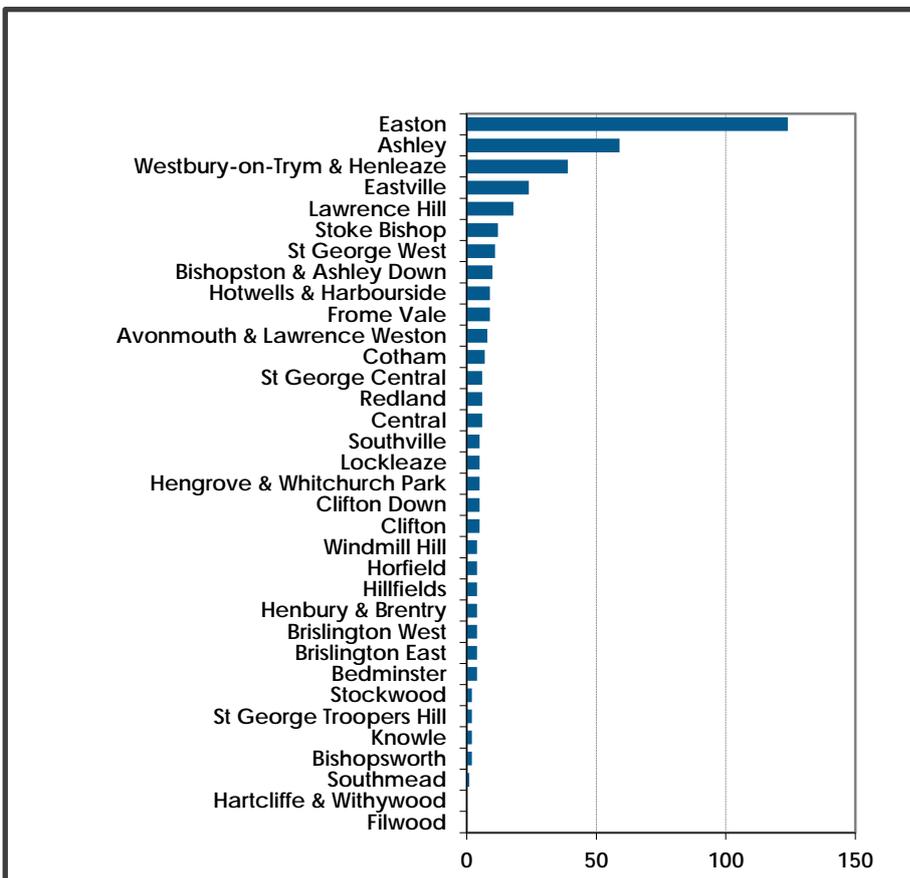
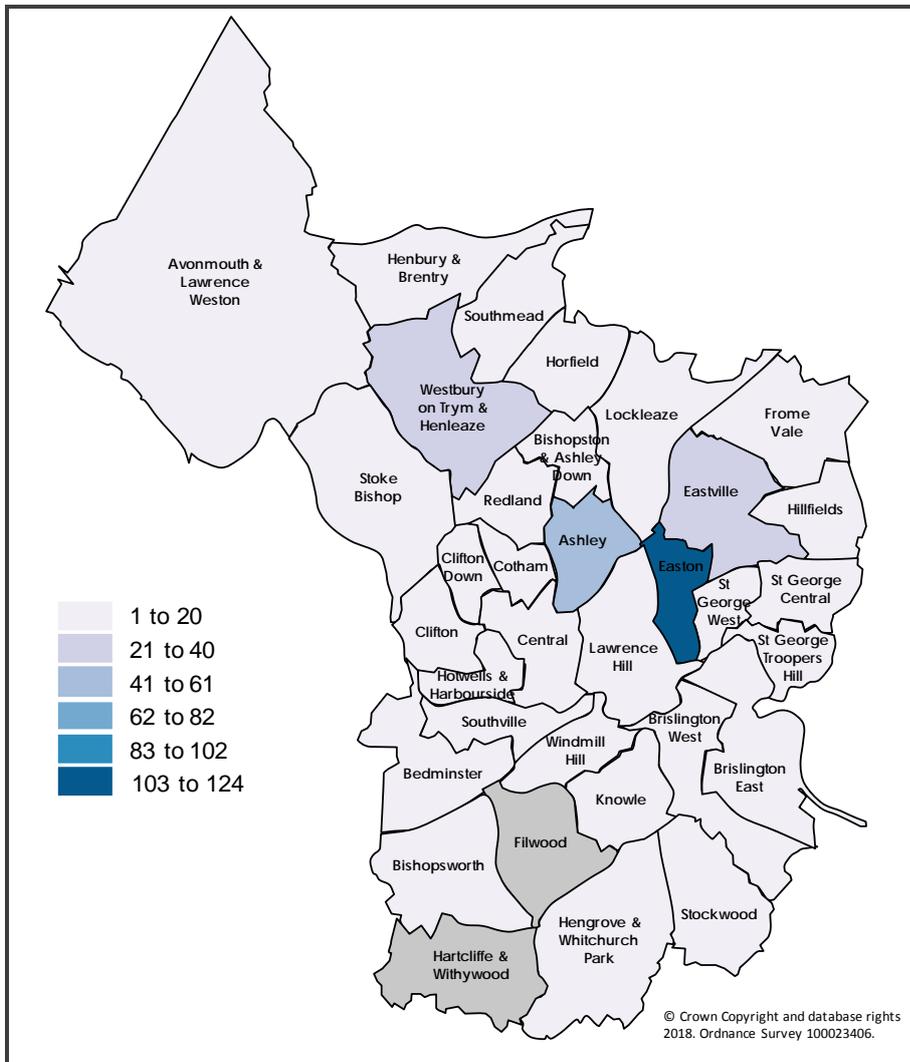
3.2 Geographic distribution of responses

410 responses (51%) were received from postcodes within the Bristol City Council area, 1 (0.1%) was from North Somerset, 2 (0.2%) from Bath & North East Somerset (B&NES) 4 (0.5%) South Gloucestershire, 137 (17%) postcodes were from further afield or were unidentifiable, and 254 (31%) respondents did not provide a postcode.

The geographic distribution of responses from within Bristol is shown in Figure 1.

Of the 554 respondents who gave their postcode the highest number 124 (22%) were from Easton ward, followed by Ashley 59 (11%), Westbury on Trym and Henleaze 39 (7%) and Eastville 24 (4%).

Figure 1: geographic distribution of VDE responses in Bristol



3.3 Characteristics of respondents

3.3.1 All VDE survey respondents

790 (98%) people answered one or more of the equalities monitoring questions.

The most common age of respondents was 25-44 years (38%), followed by 45-64(35%). The proportion of responses in the age categories 45-64 years, and over 64 was higher than these age groups' proportion of the population in Bristol. Survey responses from children (under 18) and young people aged 18-24 were under-represented. Responses from people aged 25-44 years and over 75 closely matched these age groups' proportion of the population in Bristol.

46% of responses were from women and 42% were from men. (12% preferred not to say.)

Disabled respondents (7%) were under-represented compared to the proportion of disabled people living in Bristol¹.

Respondents included a higher proportion of White British respondents than the Bristol population. Black/Black British and Asian/Asian British citizens were under-represented. Response rates for Other White, Mixed / Dual Heritage and Other Ethnic Group were similar to these citizens' proportion of the population in Bristol.

People with no religion were over-represented and Christians, Hindus, Sikhs and Muslims were under-represented.

A full breakdown of respondent characteristics is found in Table 2 and Figure 2.

¹ Data on numbers of Disabled people in the Bristol population are based on people who identified in the 2011 Census that their day-to-day activities are limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months.

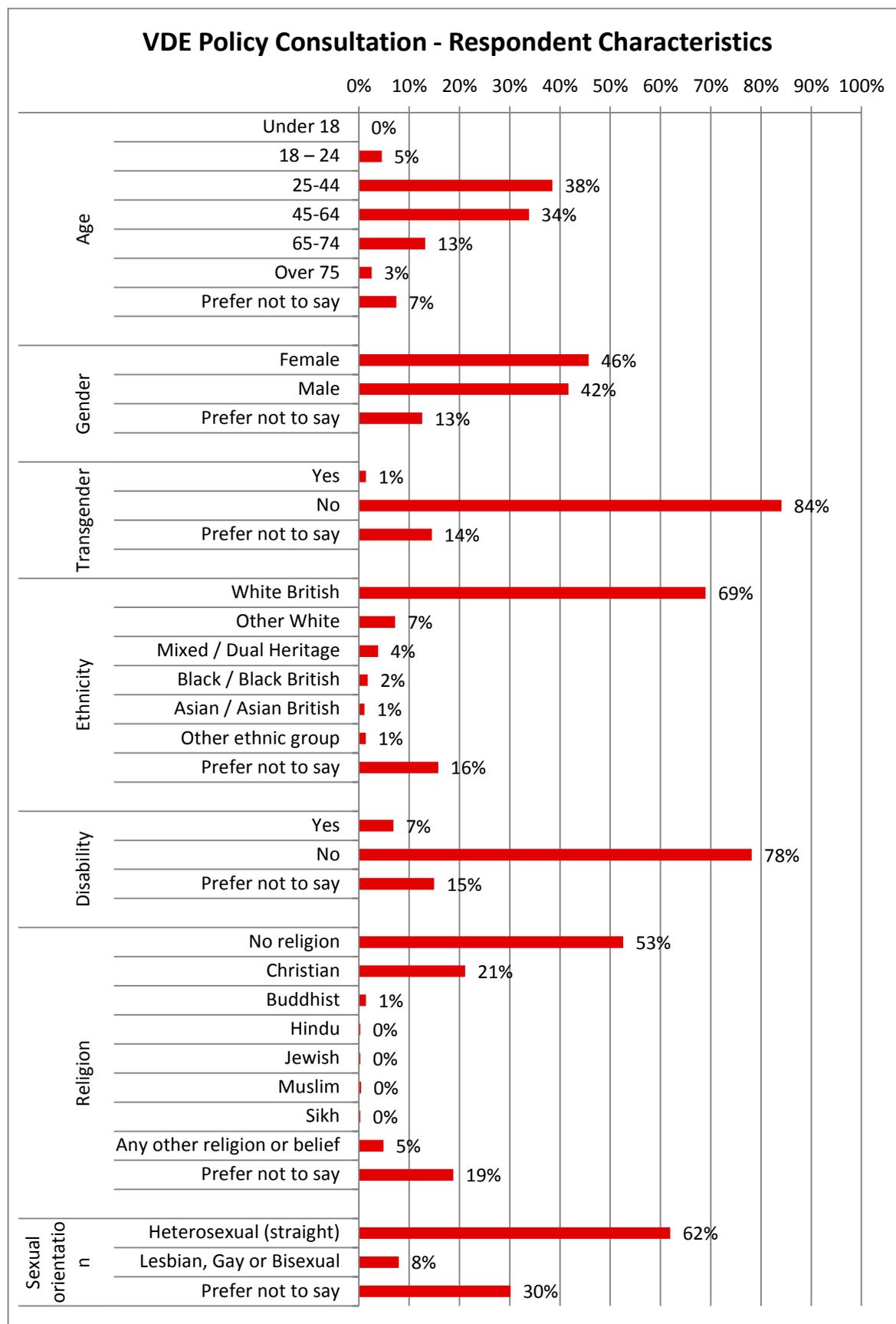
Table 2: respondent characteristics - all responses to the survey

	Respondent characteristic	Number of responses to VDE survey	% responses to equalities question
Age	Under 18	0	0.00%
	18 – 24	34	4.53%
	25-44	289	38.48%
	45-64	254	33.82%
	65-74	99	13.18%
	Over 75	19	2.53%
	Prefer not to say ⁽¹⁾	56	7.46%
	No response to question ⁽²⁾	57	
Gender	Female	341	45.71%
	Male	311	41.69%
	Prefer not to say ⁽¹⁾	94	12.60%
	No response to question ⁽²⁾	62	
Transgender	Yes	10	1.42%
	No	592	84.09%
	Prefer not to say ⁽¹⁾	102	14.49%
	No response to question ⁽²⁾	104	
Ethnicity	White British	507	68.98%
	Other White	53	7.21%
	Mixed / Dual Heritage	28	3.81%
	Black / Black British	13	1.77%
	Asian / Asian British	8	1.09%
	Other ethnic group	10	1.36%
	Prefer not to say ⁽¹⁾	116	15.78%
	No response to question ⁽²⁾	73	-
Disability	Yes	50	6.87%
	No	569	78.16%
	Prefer not to say ⁽¹⁾	109	14.97%
	No response to question ⁽²⁾	80	-
Religion	No religion	378	52.57%
	Christian	152	21.14%
	Buddhist	10	1.39%
	Hindu	2	0.28%
	Jewish	2	0.28%
	Muslim	3	0.42%
	Sikh	2	0.28%
	Any other religion or belief	35	4.87%
	Prefer not to say ⁽¹⁾	135	18.78%
	No response to question ⁽²⁾	89	-
Sexual orientation	Heterosexual (straight)	446	61.94%
	Lesbian, Gay or Bisexual	57	7.92%
	Prefer not to say ⁽¹⁾	217	30.14%
	No response to question ⁽²⁾	88	

Note 1: Respondents who selected 'Prefer not to say' from the list of options;

Note 2: Respondents to the VDE survey who declined to answer the equalities question.

Figure 2: respondent characteristics - all responses to the survey



4 Survey responses to the VDE consultation

4.1.1 All respondents

Respondents were asked ‘do you agree that the draft policy balances the needs of people dwelling in vehicles with the needs of other members of the community’. Of the 808 who responded to the VDE consultation 790 (97%) answered this question.

Of the 790 people who responded to this question:

74 (9%) strongly agreed

232 (29%) agreed

162 (21%) neither disagreed or agreed

211 (27%) disagreed

111 (14%) strongly disagreed

Figure 4 shows how people responded. 18 people did not answer this question.

Figure 3: Do you agree that the draft policy balances the needs of people dwelling in vehicles with the needs of other members of the community?

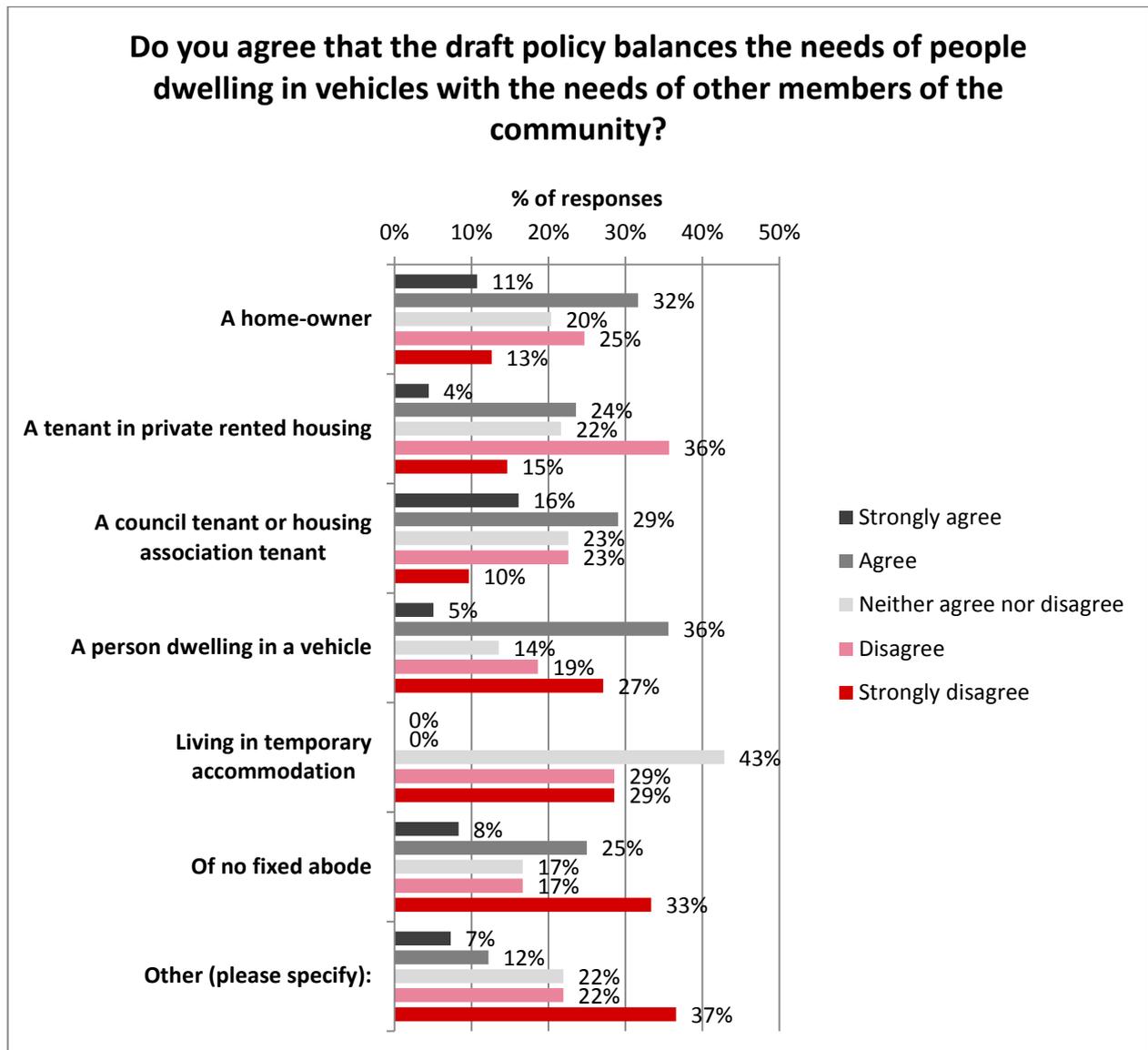
1. Do you agree that the draft policy balances the needs of people dwelling in vehicles with the needs of other members of the community?			Response Percent	Response Total
1	Strongly agree		9%	74
2	Agree		29%	232
3	Neither agree nor disagree		21%	162
4	Disagree		27%	211
5	Strongly disagree		14%	111
			answered	790
			skipped	18

Of the 789 people who described their housing situation the following responses were received:

- 225 (43%) of home owners strongly agreed or agreed that the draft policy balances the needs of people dwelling in vehicles with the needs of other members of the community. 198 (38%) strongly disagreed or disagreed.
- 44(46%) of tenants in private rented housing strongly agreed or agreed. 79 (51%) strongly disagreed or disagreed.
- 12 (45%) council or housing association tenants strongly agreed or agreed and 10 (33%) strongly disagreed or disagreed.
- 24(41%) people dwelling in a vehicle strongly agreed or agreed and 27 (46%) strongly disagreed or disagreed.
- 0 (0%) people living in temporary accommodation strongly agreed or agreed and 4 (48%) strongly disagreed or disagreed.
- 3 (33%) of people of no fixed abode strongly agreed or agreed and 6 (50%) strongly disagreed or disagreed,

- 8 (19%) people in 'other' housing situations strongly agreed or agreed and 24 (59%) strongly disagreed or disagreed.

Figure 4. Response to question 1 by housing situation



4.2 Criteria to assess high or low impact

The survey also asked respondents whether they agreed that certain criteria should be used to assess whether an encampment was high or low impact. Of the 808 who responded to the VDE consultation between 779 (96%) and 732 (90.5%) answered the following questions:

- The welfare needs of the occupants: 449 (58%) of those who answered responded yes this criteria should be used and 330 (42%) responded no it shouldn't.

- The nature, suitability or obtrusiveness of the encampment: 602(82%) of those who answered responded yes this criteria should be used and 131(18%) responded no it shouldn't.
- The level of any nuisance including noise: 647(88%) of those who answered responded yes this criteria should be used and 88(12%) responded no it shouldn't.
- The number, validity and seriousness of any complaints: 611(84%) of those who answered responded yes this criteria should be used and 119 (16%) responded no it shouldn't.
- The level of damage caused by the occupiers: 665 (91%) of those who answered responded yes this criteria should be used and 68 (9%) responded no it shouldn't.
- Proximity to residential properties: 547 (71%) of those who answered responded yes this criteria should be used and 222 (29%) responded no it shouldn't.
- Proximity to schools, children's play and other public amenities: 514 (69.5%) of those who answered responded yes this criteria should be used and 226 (30.5%) responded no it shouldn't.
- The size and concentration of the encampment: 540 (74%) of those who answered responded yes this criteria should be used and 192 (26%) responded no it shouldn't.
- Human and domestic waste management: 672 (92%) of those who answered responded yes this criteria should be used and 61 (8%) responded no it shouldn't.
- General crime and public order offences: 633 (86%) of those who answered responded yes this criteria should be used and 101(14%) responded no it shouldn't.

Figure 5. Do you agree that the following criteria should be used to assess if an encampment is High Impact or Low Impact?

2.1. The welfare needs of the occupants			Response Percent	Response Total
1	Yes		58%	449
2	No		42%	330
			answered	779
2.2. The nature, suitability or obtrusiveness of the encampment			Response Percent	Response Total
1	Yes		82%	602
2	No		18%	131
			answered	733
2.2. The nature, suitability or obtrusiveness of the encampment			Response Percent	Response Total
1	Yes		82%	602
2	No		18%	131
			answered	733
2.3. The level of any nuisance including noise			Response Percent	Response Total
1	Yes		88%	647

2.1. The welfare needs of the occupants			Response Percent	Response Total
2	No		12%	88
			answered	735
2.4. The number, validity and seriousness of any complaints			Response Percent	Response Total
1	Yes		84%	611
2	No		16%	119
			answered	730
2.5. The level of damage caused by the occupiers			Response Percent	Response Total
1	Yes		91%	665
2	No		9%	68
			answered	733
2.6 Proximity to residential properties			Response Percent	Response Total
1	Yes		71%	547
2	No		29%	222
			answered	740
2.7. Proximity to schools, children's play and other public amenities			Response Percent	Response Total
1	Yes		69%	514
2	No		31%	226
2.8. The size and concentration of the encampment			Response Percent	Response Total
1	Yes		74%	540
2	No		26%	192
			answered	732
2.9. Human and domestic waste management			Response Percent	Response Total
1	Yes		92%	672
2	No		8%	61
			answered	733
2.10. General crime and public order offences			Response Percent	Response Total
1	Yes		86%	633
2	No		14%	101
			answered	734

4.3 Other criteria

Respondents were asked to list any other criteria they thought should be considered in assessing the impact of an encampment on the highway.

There were 367 free text responses to this question (45% of the 808 VDE respondents), which are categorised below²

Proposed additional criteria

110 (30%) of respondents made suggestions about other criteria that should be considered when assessing a VDE. Of these:

- 14 (4%) obstruction of highway including access for emergency vehicles;
- 3 (1%) obstruction of pavements;
- 12 (3%) contribution to the community of the encampment;
- 3 (1%) local connections/ employment/strong community within encampment;
- 4 (1%) impact on settled residents including impact on property prices (devaluation);
- 16 (4%) condition/appearance of vehicles/aesthetics;
- 3 (1%) welfare of animals;
- 15 (4%) availability of alternative campsites;
- 10 (3%) availability of affordable accommodation locally;
- 13 (3%) length of time encampment established in any one location;
- 3 (1%) views/aspirations of local settled residents;
- 7 (2%) views/aspirations of those living in vehicles;
- 22 (6%) impact on available parking facilities.

Other suggested criteria

- 2 (0.5%) access to water;
- 1 (0.25%) Proximity to commercial premises, especially shops and cafes;
- 1 (0.25%) Loss of amenity particularly impact on parks and green spaces;
- 1 (0.25%) Nature of the occupant (traveller, local worker, refugee....);

² The number of categorised comments is more than the 367 free text responses because some responses included comments in more than one category. Percentages are expressed as % of the 367 responses.

- 1 (0.25%) Changes to nature of street;
- 1 (0.25%) Impact on local foodbanks already under increasing strain;
- 1 (0.25%) whether VDE is in a conservation area;
- 1 (0.25%) Number of leisure campervans already parked in an area;
- 1 (0.25%) third party insurance for damage caused by VDE.

Criteria proposed in the draft policy

60 (16%) of the free text comments related to the criteria already detailed in the draft policy for assessing the impact of a VDE in the survey:

- 9 (2%) of respondents made further comment on the welfare needs of the occupants:
 - 7 (2%) should be a priority
 - 2 (0.5%) should not be a priority;
- 5 (1%) The nature, suitability or obtrusiveness of the encampment should be considered;
- 4 (1%) The level of any nuisance including noise should be considered;
- 6 (1.5%) The number, validity and seriousness of any complaints;
- 13 (3%) Proximity to residential properties:
 - 7 always considered high
 - 1 (0.25%) need guidelines on distance
 - 1 (0.25%) shouldn't be a criteria;
- 1 (0.25%) Proximity to schools, children's play and other public amenities:
 - 1 (0.25%) Is discriminatory;
- 1 (0.25%) The size and concentration of the encampment;
- 7 (2%) Human and domestic waste management;
- 22 (6%) General crime and public order offences.

Against assessing the impact of an encampment

- 91 (25 %) commented that the impact should not be assessed because encampments should never be allowed/ tolerated or that they should always be allowed/ tolerated;

- 12 (3%) were opposed to any vehicle encampments because it was unfair to Council Tax payers/ those who pay for amenities;
- 67 (16%) thought all encampments were by their nature high impact and **should not** be tolerated;
- 12 (3%) thought encampments **should** be tolerated, assessing their impact was discriminatory;

Other comments

30 (10%) respondents made other comments as follows:

- 4 (1%) Consider impact of encampments on land other than highways such as the Downs;
- 2 (0.5%) Any criteria could/ should be used to assess a VDE as high impact;
- 2(0.5%) Assess individuals not whole VDE;
- 5 (1%) Support VDEs which are assessed as low impact to manage sites/ have permits;
- 3 (1%) Consider underlying reasons why people live in vehicles;
- 1 (0.25%) RPZs have concentrated VDEs in certain areas;
- 3 (1%) Certain areas are disproportionately affected;
- 1 (0.25%) 24 hour eviction notice unreasonable;
- 1(0.25%) Unoccupied vehicles also have an impact;
- 3 (1%) VDEs disproportionately affect certain areas of the city;
- 1(0.25%) Police may not follow guidelines;
- 1(0.25%) Consider individual vehicle not just encampments;
- 1(0.25%) Assessments should be objective/ measurable;
- 1 (0.25%) Don't depend on complaints/ hard to keep complaining;
- 1 (0.25%) Impact on property values should not be considered;
- 1 (0.25%) Establish if lived in.

4.4 Alternative approaches to the management of vehicle dwelling encampments

790 (98%) of the VDE respondents provided their views on two alternative approaches to managing encampments.

Of the 790 people who responded to the VDE consultation that services should be provided for tolerated encampments:

- 258 (33%) strongly agreed
- 155 (20%) agreed
- 38 (5%) neither agreed nor disagreed
- 80 (10%) disagreed
- 259 (33%) strongly disagreed

Figure 6. Provide services for tolerated encampments such as recycling, waste collection and toilet facilities this could prevent an encampment becoming High Impact

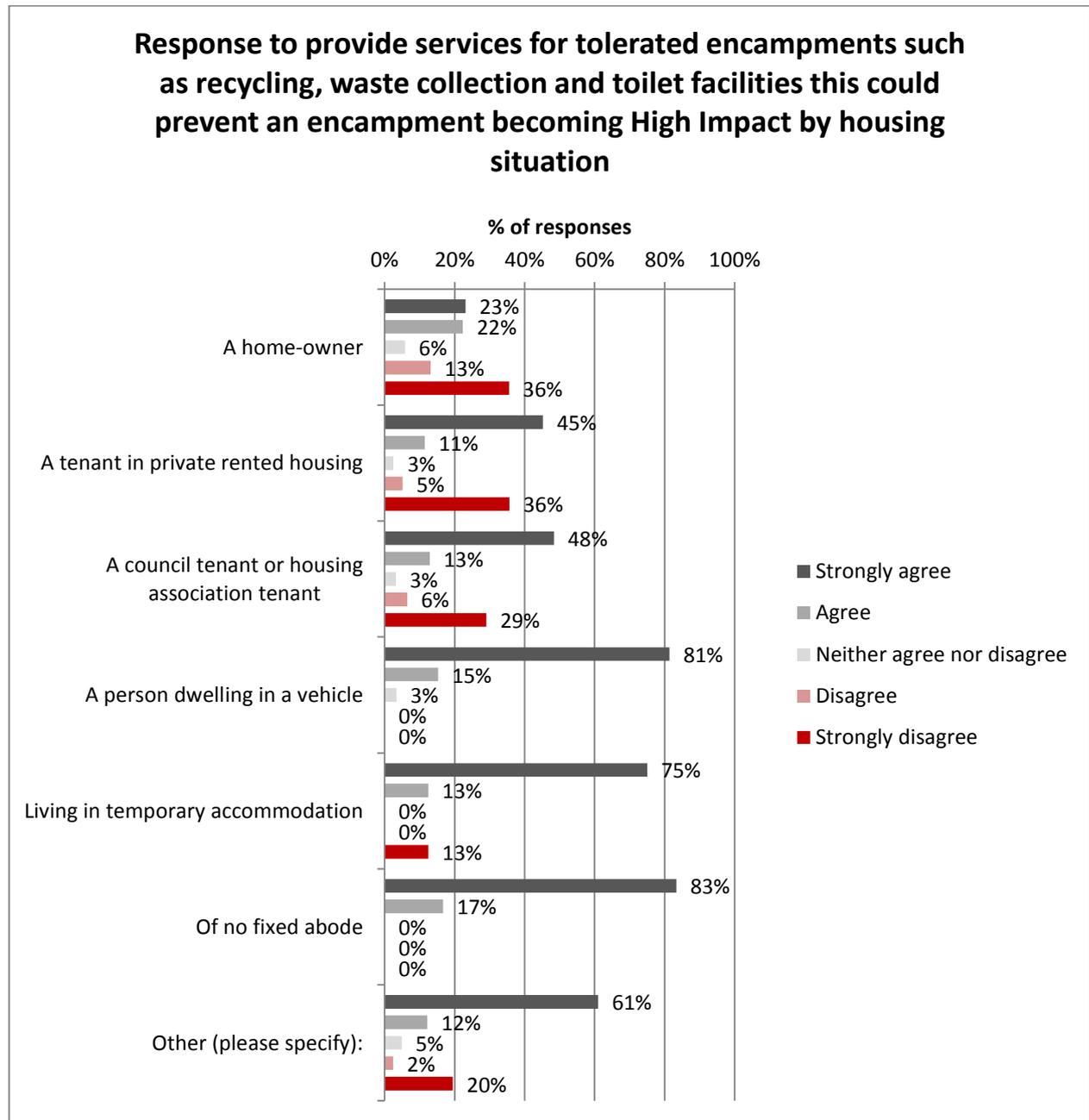
4.1. Provide services for tolerated encampments such as recycling, waste collection and toilet facilities this could prevent an encampment becoming High Impact.			Response Percent	Response Total
1	Strongly agree		33%	258
2	Agree		20%	155
3	Neither agree nor disagree		5%	38
4	Disagree		10%	80
5	Strongly disagree		33%	259
			answered	790

There was a marked variation in response to this question between different housing situations

Of the 789 people who described their housing situation the following responses were received:

- 242 (45%) of owner occupiers strongly agreed or agreed that services for tolerated encampments such as recycling, waste collection and toilet facilities should be provided, 259 (49%) strongly disagreed or disagreed.
- 89 (56%) of tenants in private rented housing strongly agreed or agreed, 64 (41%) strongly disagreed or disagreed.
- 19 (16%) of council or housing association tenants strongly agreed or agreed, 11 (35%) strongly disagreed or disagreed.
- 57 (96%) people dwelling in a vehicle strongly agreed or agreed, 0 (0%) strongly disagreed or disagreed.
- 7 (88%) people living in temporary accommodation strongly agreed or agreed 1 (13%) strongly disagreed or disagreed.
- 12 (100%) of people of no fixed abode strongly agreed or agreed, 0 (0%) strongly disagreed or disagreed,
- 30 (73%) people in 'other' housing situations strongly agreed or agreed 9 (22%) strongly disagreed or disagreed.

Figure 7. Response to provide services for tolerated encampments such as recycling, waste collection and toilet facilities this could prevent an encampment becoming High Impact by housing situation



Of the 791 people who responded to the VDE consultation that parking restrictions could be introduced to enable parking enforcement to manage encampments in certain locations

- 288 (36% %) strongly agreed
- 187 (24%) agreed
- 97 (12%) neither agreed nor disagreed
- 82 (10%) disagreed
- 137 (17%) strongly disagreed

Figure 8 Introduce parking restrictions in appropriate locations. This would enable the council to use parking enforcement to manage encampments in inappropriate locations.

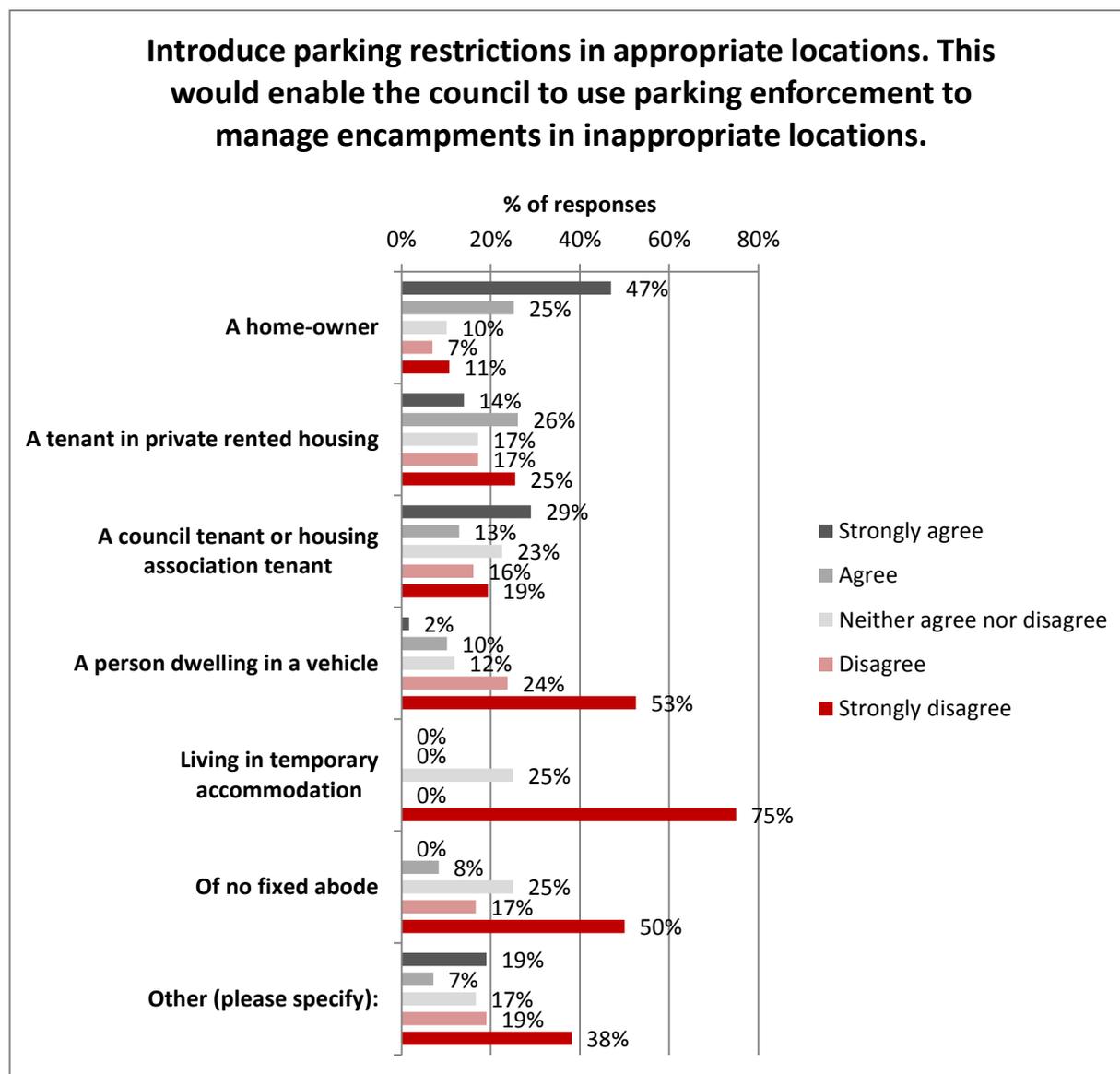
4.2. Introduce parking restrictions in appropriate locations. This would enable the council to use parking enforcement to manage encampments in inappropriate locations.			Response Percent	Response Total
1	Strongly agree		36%	288
2	Agree		24%	187
3	Neither agree nor disagree		12%	97
4	Disagree		10%	82
5	Strongly disagree		17%	137
			answered	791

There was a marked variation in response to this question between different housing situations

Of the 789 people who described their housing situation the following responses were received:

- 484 (72%) of home owners strongly agreed or agreed that parking restrictions could be introduced in appropriate locations to enable the council to use parking enforcement to manage encampments. 94 (18%) strongly disagreed or disagreed.
- 63 (40%) of tenants in private rented housing strongly agreed or agreed. 67 (42%) strongly disagreed or disagreed.
- 13 (42%) of council or housing association tenants strongly agreed or agreed 11 (35%) strongly disagreed or disagreed.
- 7 (12%) people dwelling in a vehicle strongly agreed or agreed 45 (77%) strongly disagreed or disagreed.
- 0 (0%) people living in temporary accommodation strongly agreed or agreed 6 (75%) strongly disagreed or disagreed.
- 1 (8%) of people of no fixed abode strongly agreed or agreed, 8 (67%) strongly disagreed or disagreed.
- 11 (24%) people in 'other' housing situations strongly agreed or agreed, 24 (57%) strongly disagreed or disagreed.

Figure 9 Response to Introduce parking restrictions in appropriate locations by housing situation



4.5 Other comments or suggestions about the draft policy on vehicle dwelling encampments

Of the 808 people who responded to the VDE consultation 478 (59%) made comments and suggestions about the draft policy summarised as follows:

- 148 (30%) VDEs **shouldn't** be tolerated
 - 110 at all
 - 3 in residential areas
 - 13 unless on designated sites
 - 22 unfair to other occupants who pay for services/ abide by planning law
- 24 (5%) VDEs **should** be tolerated
- 22 (5%) BCC **shouldn't** provide more facilities for VDEs
 - 10 will encourage more encampments
 - 12 it wasn't fair to those who pay council tax
 - 4 hard to implement/ health impact

- 26 (5%) BCC **should** provide more facilities for VDEs
- 34 (8%) commented on parking issues:
 - 5 RPZs have concentrated VDEs in certain areas
 - 4 VDE reduce already scarce parking spaces
 - 11 parking restrictions wouldn't help
 - 10 parking restrictions would help
 - 1 the parking restrictions should be clearly defined as not staying for more than 24 or 48 hours.
 - 1 use dropped kerbs to move VDEs from schools and older peoples' homes
- 6 (1%) The closure of public toilets has made the impact of VDEs higher
- 14 (3%) VDE are a consequence of the high cost of living/lack of affordable housing
- 51 (11%) BCC should provide more affordable housing/ more support for those living in vehicles:
 - 51 build more affordable housing
 - 25 cap rents
- 10 (3%) VDEs have a disproportionate impact on particular areas of the city:
 - 4 strain on community facilities
 - 2 strain on local food banks
 - 8 VDEs should be dispersed throughout the city
- 3 (1%) Need to distinguish between lived in vehicles and those used for recreation/travel
- 3 (1%) manage encampments on the highway e.g. permit schemes/restricted numbers
- 85 (18%) BCC should provide more designated sites for VDEs
- 27 (6%) Criteria to be considered for assessing impact of VDE:
 - 3 complaints should be verified
 - 1 investigate the source of environmental issues/ don't assume it's the VDE
 - 1 proximity to amenities and schools should not be an issue with low impact encampments.
 - 2 proximity to amenities and schools should be automatically high impact
 - 2 welfare need of VDE occupants should be paramount unless a significant public risk
 - 4 VDEs should be short term/ moving date established
 - 1 the policy should specify if criteria are either or i.e. one criteria could constitute a high impact

- 1 no need to stipulate a date to move
 - 1 if no complaints don't assess
 - 4 maximum size for an encampment should be specified
 - 1 the size of the vehicles irrespective of the conduct of occupants
 - 1 parking on the Downs should always be assessed as high impact
 - 1 loss of light/ amenity to neighbouring homes
 - 2 parking on the pavement
 - 3 safety/condition of vehicles
- 19 (4%) More consistent/ effective enforcement required:
 - 16 needs to be consistent across all parts of the city
 - 3 needs to reflect the fair approach of the policy/ not punitive
 - 4 (1%) concerns about increase amount of human waste linked to VDEs
 - 10 (3%) Target individuals causing problems not the whole encampment
 - 9 (2%) Better engagement would help
 - 10 (3%) Inequitable/ unfair to Council Tax payers/ service should be paid for
 - 3 (1%) Proposed approach will just be moving the problem around:
 - Identify measures to prevent repeat offenders returning to the same location after a set period of time
 - 4 (1%) commented on the survey:
 - 1 focuses on negative/ doesn't ask about positive impacts
 - 1 too much focus on complaints about VDEs
 - 1 word limit restrictive
 - 1 link is marked 'draft' policy marked as 'final'
 - 3 (0.5%) VDs shouldn't be prioritised for help over others:
 - Often VDEs are 'Trustafarians'/have access to family support
 - Disputes that VDs come to Bristol to work
 - 2 (0.5%) Fear of repercussions if reported concerns
 - Other (single responses)
 - PSPOs aren't appropriate means to manage VDEs
 - Policy is fundamentally biased against vehicle dwelling
 - Policy doesn't consider contribution of those living in vehicles
 - VDEs shouldn't be allowed to tax or insure their vehicles if no plans to move
 - The wishes and needs of the existing local community should take priority.
 - Provide more advice on where is good to park
 - 24 hours' notice for abandoned vehicles is too short

- Provide special protection for areas of natural beauty/ cemeteries
- Provide special protection for the Downs
- The policy is good/ balanced
- Patronising/ discriminatory to say all should live in bricks and mortar accommodation
- More protection for those in vehicles
- Find ways to keep VDE occupants informed of changes
- Page 13 the intervention is not listed correctly. CPW is community protection warning/notice. Not crime prevention warning
- Proceed with PSPO
- There are different categories of people living in vehicles with different needs
- NET are not the right people to manage this issue
- Policy is fair but will it be enforced fairly?
- Improve means of reporting of encampments
- Caravans have been parked on Kellway Ave behind work vehicles and I can assume they work locally and live further afield.

4.6. Which of the following best describes your housing situation?

Of the 808 people who responded to the VDE consultation 789 (98%) answered this question

Compared to the tenure break down in the Bristol City (2017 Building Research stock analysis report) a disproportionately high number of home owners responded 68% (52.6% are owner occupied) and disproportionately lower privately rented 20% (28.9% private rented) and socially rented 4% (18.5% social rented). Data on the number of people living in vehicle is not available 7% of those who responded described themselves as a person living in a vehicle

Figure 11 Which of the following best describes your housing situation?

5. Which of the following best describes your housing situation? (tick all that apply)			Response Percent	Response Total
1	A home-owner		68%	535
2	A tenant in private rented housing		20%	157
3	A council tenant or housing association tenant		4%	31
4	A person dwelling in a vehicle		7%	59
5	Living in temporary accommodation		1%	8
6	Of no fixed abode		2%	12
7	Other (please specify):		5%	42
			answered	789
			skipped	19

4.7. Have you ever had to report your concerns about a vehicle dwelling encampment (e.g. caravan, vehicle, etc.) on the highway? This could include, if you are living in a vehicle, your concerns about someone else who is living in a vehicle

Of the 785 people who answered this question

- 212 (27%) said yes they had reported concerns
- 573 (73%) said no they had not

Figure 12 Have you ever had to report your concerns about a vehicle dwelling encampment (e.g. caravan, vehicle, etc.) on the highway?

6. Have you ever had to report your concerns about a vehicle dwelling encampment (e.g. caravan, vehicle, etc.) on the highway? This could include, if you are living in a vehicle, your concerns about someone else who is living in a vehicle.			Response Percent	Response Total
1	Yes		27%	212
2	No		73%	573
			answered	785
			skipped	23

4.8. If yes, please say what concerns.

Of the 231 respondents who completed this question the concerns reported were as follows:

- 56 (24%) litter/waste/fly tip
- 51 (22%) how human waste was being disposed
- 47 (20%) ASB/crime incidents including the intimidation of local residents
- 30 (13%) noise
- 25 (10%) drug taking
- 24 (10%) obstruction of highway
- 22 (10%) drug dealing
- 15 (6%) reported concerns but nothing happened/ need more effective enforcement
- 15 (6%) safety concerns - gas canisters stored near homes/ fire risk/ unsafe power supplies
- 12 (5%) condition/ appearance of vehicles
- 12 (5%) pressure on parking facilities
- 11 (5%) growing numbers of occupied vehicles - no specific concern
- 10 (4%) abandoned vehicle
- 10 (4%) concentration/size of VDE
- 10 (4%) no concerns
- 9 (4%) smoke nuisance
- 8 (4%) concerns for the health and well-being of those living in VDEs
- 7 (3%) unauthorised encampment on land other than highway

- 6(3%) obstruction of pavement
- 6(3%) public defecation/ urination
- 6(3%) length of stay
- 6 (3%) more support for VDEs
- 6 (3%) impact on children and their safety/ loss of freedom
- 5 (2%) uncontrolled dogs/ dog fouling/dog attacks
- 4 (2%) growing number of VDEs on the Downs
- 4 (2%) associated increase in prostitution
- 4 (2%) tolerating encampments is unfair/ shouldn't be allowed
- 3 (1%) damage to local facilities
- 2 (1%) don't know who occupants of VDEs are
- 1 (0.5%) use of local facilities
- 1(0.5%) impact on privacy
- 1(0.5%) impact of unoccupied vehicles parked for a long time
- 1 (0.5%) car racing
- 1(0.5%) gypsies
- 1 (0.5%) environmental design can reduce numbers of VDEs

4.9. If 'yes' how often did you complain when the problem was happening

Of the 222 people who responded to this question

- 37 (17%) said they complained most weeks
- 40 (18%) once a month
- 41 (18%) once year
- 104 (47%) at other frequencies

Figure 13. If 'yes' how often did you complain when the problem was happening

8. If 'yes' how often did you complain when the problem was happening:				Response Percent	Response Total
1	Most weeks			17%	37
2	Once a month			18%	40
3	Once a year			18%	41
4	Other (please specify):			47%	104
				answered	222
				skipped	586

4.10. If yes, who did you contact for information and/or support?

Of the 213 respondents who answered this question the following were contacted for information and support

- 134 (63%) Bristol City Council
- 1 (1%) SARI
- 15 (7%) MP
- 57 27% Local Councillor
- 86 (40%) Police
- 1 (1%) Voluntary and Community and Social Enterprise Sector (VCSE)
- 20 (9%) Community / residents' group
- 26 (12%) Other

Figure 14. If yes, who did you contact for information and/or support?

9. If yes, who did you contact for information and/or support? (Please tick all that apply)					
				Response Percent	Response Total
1	Bristol City Council			63%	134
2	SARI			0.5%	1
3	MP			7%	15
4	Local Councillor			27%	57
5	Police			40%	86
6	Voluntary and Community and Social Enterprise Sector (VCSE)			0.5%	1
7	Community / residents' group			9%	20
8	Other (please specify):			12%	26
				answered	213
				skipped	595

4.11 Are there any barriers which make reporting difficult?

Of the 441 respondents who answered this question

- 244 (55%) said yes they did have barriers to reporting
- 197(45%) said no they did not

Figure 15 Are there any barriers which make reporting difficult?

10. Are there any barriers which make reporting difficult?			Response Percent	Response Total
1	Yes		55.33%	244
2	No		44.67%	197
			answered	441
			skipped	367

4.12. If yes, please say what barriers

Of the 274 people who responded to this question the following were recorded as barriers to reporting

- 2 (1%) Reading or language barriers
- 130 (47%) Don't know who to report the problem to
- 31 (11%) Not enough time (e.g. due to work or domestic/caring responsibilities)
- 75 (27%) Concern about what would happen if other people found out you had complained
- 93 (34%) Mistrust of the council/police
- 110 (40%) Lack of support or feedback about what was done when you have complained previously
- 57 (21%) Other barriers

Figure 16. If yes, please say what barriers

11. If yes, please say what barriers:			Response Percent	Response Total
1	Reading or language barriers		1%	2
2	Don't know who to report the problem to		47%	130
3	Not enough time (e.g. due to work or domestic/caring responsibilities)		11%	31
4	Concern about what would happen if other people found out you had complained		27%	75
5	Mistrust of the council/police		34%	93
6	Lack of support or feedback about what was done when you have complained previously		40%	110
7	Other (please specify):		21%	57
			answered	274
			skipped	534

5 Other correspondence on the VDE consultation

5.1 Overview

4 emails were received in response to the VDE consultation, outside of the consultation survey format 3 from members of the public and one representing those living in the encampment at Romney House.

- One respondent commented that the poster used to publicise the consultation could have been clearer.
- One respondent made suggested changes to the proposed VDE monitoring and enforcement process (appendix 3 of the proposed VDE policy) and suggested more sites where VDEs would be tolerated and better engagement with those living in vehicles would be helpful.
- One respondent representing those living in the encampment at Romney House, Lockleaze, wanted to clarify the terms on which they occupied the site and that all occupants were in work.
- One respondent who lived in a vehicle felt the draft policy was balanced and fair but was concerned that enforcement should reflect the same approach i.e. that well managed encampments should be differentiated from those individuals and groups who were not behaving responsibly.

6 How will this report be used?

This report will be taken into account in drafting the final Vehicle Dwelling Encampments on the Highway Policy which will be considered by Cabinet early next year. This consultation report will also be considered by Cabinet in making its decisions about the Vehicle Dwelling Encampments on the Highway policy later in the year.

Cabinet decisions will be published through normal procedures Cabinet decisions at democracy.bristol.gov.uk.

13.1 How can I keep track?

You can always find the latest consultations online at www.bristol.gov.uk/consultationhub, where you can also sign up to receive automated email notifications about consultations.

All decisions related to the proposals in this consultation will be made publicly at future Cabinet meetings.

You can find forthcoming meetings and their agenda at democracy.bristol.gov.uk.

Any decisions made by Cabinet will also be shared at democracy.bristol.gov.uk