

Neighbourhood Services



Rough Sleeping Encampments Policy Consultation

**Final Report
October 2018**

Contents

| | |
|---|----|
| Executive Summary | 3 |
| 1 Introduction | 7 |
| 1.1 Context | 7 |
| 1.2 The Corporate Strategy 2018-2023..... | 7 |
| 1.3 Policy Statements | 7 |
| 1.4 The Consultation..... | 7 |
| 1.5 Other related consultations | 8 |
| 1.6 Scope of this report..... | 8 |
| 1.7 Structure of this report | 8 |
| 2 Methodology | 9 |
| 2.1 Survey | 9 |
| 2.2 Online survey..... | 9 |
| 2.2.1 Paper copies..... | 9 |
| 2.2.2 Alternative formats | 9 |
| 2.3 Interview surveys | 9 |
| 2.4 Other correspondence | 10 |
| 2.5 Publicity and briefings | 10 |
| 2.5.1 Objective..... | 10 |
| 2.5.2 Bristol City Council channels..... | 10 |
| 2.5.3 Members..... | 10 |
| 2.5.4 Bristol City Council Partners | 11 |
| 2.5.5 Media Relations | 11 |
| 2.5.6 Social Media – posts, outreach and advertising | 11 |
| 2.5.7 Materials distribution | 12 |
| 3 Survey response rate and respondent characteristics | 12 |
| 3.1 Response rate to RSE Survey | 12 |
| 3.2 Geographic distribution of responses | 12 |
| 3.3 Characteristics of respondents..... | 14 |
| 3.3.1 All RSE survey respondents | 14 |
| 3.3.2 Differences in respondent characteristics for self completion and interview responses | 15 |
| 4 Survey responses to the RSE consultation | 19 |
| 4.1.1 All respondents to question 1..... | 19 |
| 4.1.2 Differences between self-completion and interview responses | 21 |
| 4.2 Consultation responses to the other survey questions | 24 |
| 5 Other correspondence on the RSE consultation | 36 |
| 5.1 Overview..... | 36 |
| 5.2 Responses from members of the public regarding the consultation | 36 |
| 6 How will this report be used? | 36 |

Executive Summary

ES1 Rough Sleeping Encampments (RSE) Policy

The policy outlines how we propose to manage rough sleeping encampments on council land as there is currently no agreed policy or approach on how this should be done. For the purpose of this policy ‘rough sleeping’ is defined as:

- People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments)
- People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, derelict boats, or stations).

For the purpose of this policy ‘rough sleeping encampment’ is defined as:

- Any tent, shelter, temporary structure and/or collection of bedding and belongings on a specific area of Council owned land.

Neither the definition nor the procedure makes any judgements upon the individuals who are occupying or erecting such encampments.

ES2.1 The Rough Sleeping Encampments Policy proposed approach

To ensure there is a consistent and rapid response to dealing with rough sleeping encampments we will work closely with our partners to identify and record instances of people who are sleeping rough, and the engagement and support opportunities offered to them.

We will respond to people sleeping rough in a timely manner and support them to find the help they need. We will ensure that the individual is placed at the centre of all we do.

Our phased approach to managing each rough sleeping encampment is shown in Figure 1 in the [draft policy document](#).

In following this approach we will:

- Recognise that all circumstances are unique so that all outcomes are tailored to fit the individual.
- Ensure that people sleeping rough in encampments receive an improved offer agreed with St Mungo’s of allocated space pre-booked in an emergency night shelter for at least a week.
 - The person can take their dogs and up to two bags of possessions per person with them into the shelter, with all other items stored.
 - This will allow each individual to be supported and assessed with a clear plan to help them to move off the streets.
- Work on a case by case basis and take into consideration the complex needs of the individuals occupying rough sleeping encampments and the needs of the wider community.
- Coordinate a multi-agency response to rough sleeping encampments. Our partners include:
 - The Rough Sleeping Service
 - The Rough Sleeping Partnership, which includes:
 - Drug, alcohol and mental health providers.
 - Local faith groups.
 - Police and criminal justice system.
 - Health services/commissioners.
 - Destination Bristol.

- We will assess whether anti-social behaviour prevention work is needed, if health and safety issues need to be addressed or if it is necessary to take legal action to ensure that the area of land is used for its intended purposes and can be enjoyed by all.
- We will identify and manage waste issues associated with people sleeping rough and rough sleeping encampments to ensure that council land can be safely used by everyone.
- All those considerations will then feed into a response appropriate to the particular encampment.
- That response will give due regard to proportionality and reasonableness and will have at its heart considerations that are person centred, and take into account the safety of the individual in the encampment and the wider community.
- We also need to support council staff and contractor staff who have to remove associated hazards (particularly sex and drugs litter and human waste) that are regularly associated with short and long term rough sleeper encampments.

ES2 The Rough Sleeping Encampments Policy (RSE) consultation

The Rough Sleeping Encampments Policy consultation was open between 29 June 2018 and 26 August 2018 and sought views from the public (including businesses and organisations which represent non-domestic rate payers) about the draft policy.

The RSE consultation sought feedback on:

- Whether the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community
- Any other comments or suggestions about the draft policy on rough sleeping encampments

The RSE consultation comprised an [online RSE consultation survey](#). Paper copies of the survey were also available in all libraries and shelters and alternative accessible formats were available on request.

Additional survey responses were gathered through face-to-face interviews in the Compass Centre, the Bearpit, City Hall, the Wild Goose and Caring in Bristol's 365 Night Shelter.

The consultation was widely publicised through media, social media and communications with the public, including partner organisations and other stakeholders, as described in section 2.5.

ES3 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 [vehicle dwelling encampments on the highway](#).

ES4 Scope of this report

This report describes the methodology and presents the findings of the RSE consultation. It includes:

- Quantitative data and analysis of free text comments from the 545 responses to the RSE survey which were received by 26 August 2018
- 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.

Cabinet decisions will be published through normal procedures for Full Council and Cabinet decisions at democracy.bristol.gov.uk.

ES6 RSE consultation - Key findings

ES6.1 Response rate

545 responses were received to the RSE survey via the online and paper-based surveys, including alternative formats and face-to-face interviews. 12 (2%) respondents completed the survey on paper (including large print and easy read formats), 27 (5%) completed the survey in face-to-face interviews and the remaining 539 (93%) self-completed it online.

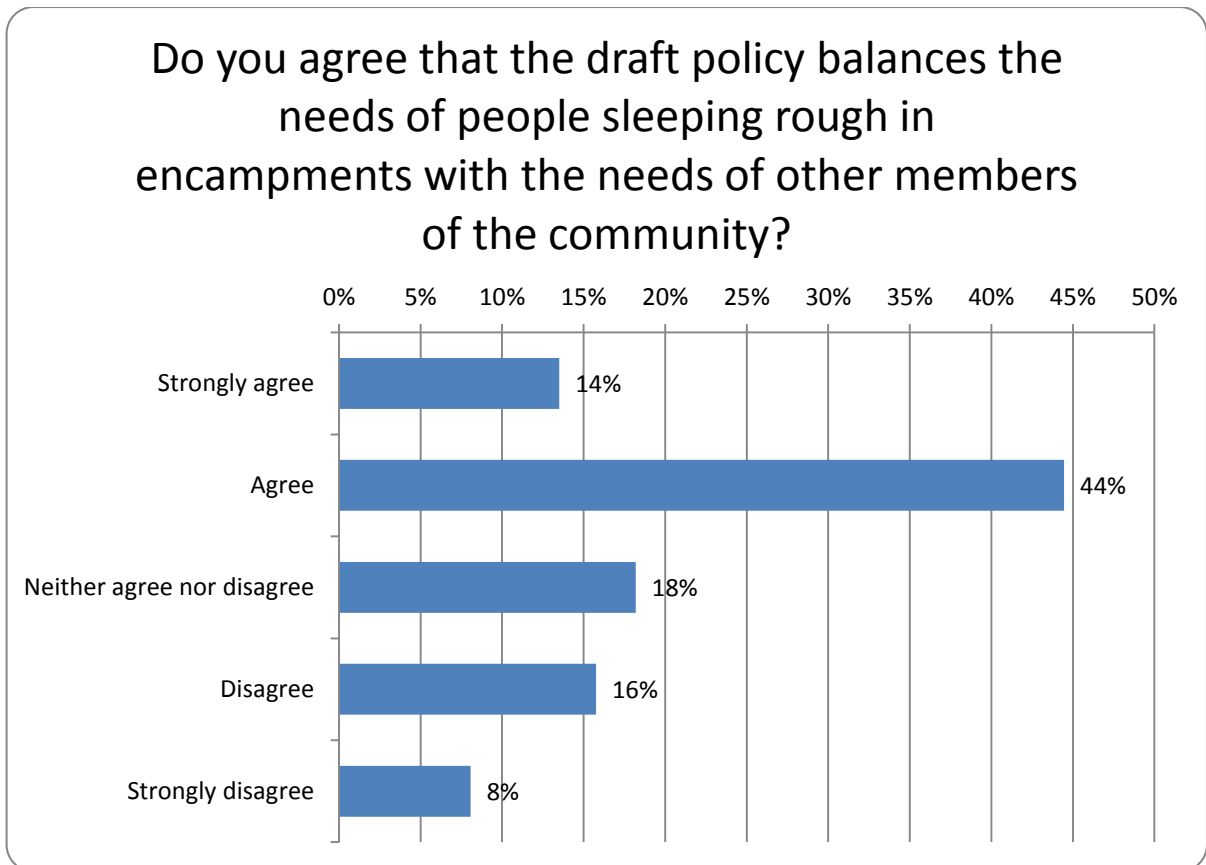
464 respondents to the survey gave their postcodes and 81 skipped the question. Of the 464 responses 460 supplied postcode information identifiable to ward level. Of these, 429 responses (93%) were received from postcodes within the Bristol City Council area, 28 (6%) were from North Somerset, Bath and North East Somerset (BANES), South Gloucestershire, or Gloucestershire, 3 (1%) postcodes were from further afield.

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

ES6.2 Rough Sleeping Encampments 2018/19

Of the 545 people who responded to the RSE consultation, 309 (58%) agreed or strongly agreed, 18% neither agreed nor disagreed, with 24% disagreeing or strongly disagreeing that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community (ES1). 214 (39%) respondents made comments or suggestions about the draft policy on rough Sleeping Encampments.

Figure ES1: Do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community?



1 Introduction

1.1 Context

Bristol has experienced a huge increase in rough sleeping. [The annual rough sleeping count reported to the Ministry of Housing Communities and Local Government](#) has increased from 9 in November 2012 to 86 in November 2017.

The policy outlines how we propose to manage rough sleeping encampments on council land and supports the [Preventing Homelessness Strategy 2013-2018 which contains the actions that Bristol has agreed to take to reduce homelessness in Bristol.](#)

1.2 The Corporate Strategy 2018-2023

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

- 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 2013-2018.](#)

1.3 Policy Statements

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. In November 2016 there were also 74 rough sleepers identified in Bristol at the national Rough Sleeper count.

Rough sleeping differs from homelessness in that someone can be homeless if they are staying in temporary accommodation, but they are not 'rough sleeping' as they do have a proper roof over their head at night. Bristol's figure represents one of the highest rough sleeper counts recorded nationally and it is accepted that the annual count may underestimate the true scale of people sleeping rough in the city.

We want to minimise incidences of people sleeping rough 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.

1.4 The Consultation

The [RSE Consultation survey](#) sought views on the draft Rough Sleeping Encampments Policy which states:

The policy outlines how we propose to manage rough sleeping encampments on council land in order to achieve the following aims:

- To ensure we recognise that people and their circumstances are unique so that the support we offer them is tailored to fit the individual
- To ensure that appropriate measures are in place to support people who are sleeping rough to move off of the streets
- To ensure that people who are sleeping rough in encampments are offered in agreement with St Mungo's allocated space pre-booked in an emergency night shelter for at least a week. The person can take their dogs and up to two bags of possessions per person with them into the shelter, with all other items stored. This will allow the individual to be supported and assessed with a clear plan to help them to move off the streets
- To ensure that anti-social behaviour and health and safety issues related to rough sleeping encampments are managed in a timely manner
- To ensure that appropriate measures are in place to manage waste associated with rough sleeping encampments

The policy defines 'rough sleeping' as:

- People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments)
- People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or 'bashes')

The policy defines 'Rough Sleeping Encampment' as:

- Any tent, shelter, basha, temporary structure and/or agglomeration of bedding and belongings on a specific area of Council owned land

Neither the definition nor the procedure makes any judgements upon the individuals who are occupying/erecting such encampments.

1.5 Other related consultations

The vehicle dwelling encampments consultation commenced 29 June 2018 and ended 26 August 2018 and requested feedback on proposed specific measures that the council would take to formalise its approach to vehicle dwelling encampments on the highway.

1.6 Scope of this report

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

It summarises and quantifies the views expressed in the consultation survey responses and other written 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.

1.7 Structure of this report

- Chapter 2 of this report describes the RSE consultation methodology
- Chapter 3 presents the RSE survey response rate and respondent characteristics

- Chapter 4 describes the survey feedback on the RSE Draft Policy
- Chapter 5 presents summaries of emails and letters logged during the consultation. This feedback will be considered in formulating final proposals
- 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 RSE 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:

- Rough Sleeping Encampments Policy
- Rough Sleeping Encampments Policy Frequently Asked Questions

2.2.1 Paper copies

The following documents were produced which together provided all the information that was available online:

- Rough Sleeping Encampments Policy
- Rough Sleeping Encampments Policy Frequently Asked Questions

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 (No translations were directly requested by citizens)
- Easy Read, Audio and BSL formats were also available at the survey webpages

2.3 Interview surveys

In order to ensure that the voice of those sleeping rough was heard a number of drop-in sessions were held where people could complete the survey face-to-face:

Compass Centre, 1 Jamaica Street BS2 8JP

- 2-5pm Wednesday 18 July 2018
- 5-7pm Tuesday 24 July 2018
- 12noon-3pm Monday 30 July 2018

The Wild Goose, 32 Stapleton Road BS5 0QY

- 1.30-3.30pm Thursday 26 July 2018

Respondents were asked for their views on the RSE policy and were asked for their postcode and equalities monitoring information. Any other information they provided which helped explain their views was also noted. Their responses were recorded using 4G-enabled tablets.

Another session was held for all citizens at:

City Hall, College Green, Bristol BS1 5TR

- 6:30-8:00pm Wed 1 August 2018

This enabled those wanting to talk through the issues and/or have help completing the survey.

2.4 Other correspondence

Emails and letters were logged during the consultation and are summarised in chapter 5. This feedback will be considered in formulating final proposals.

2.5 Publicity and briefings

2.5.1 Objective

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

- Encourage people to take part in the consultations to inform the final policy and its implementation
- To communicate the aims of the policy to enable people to actively participate in the consultations
- 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
- To make sure that partner organisations all have a consistent message about homelessness

Information was shared across a wide range of channels promoting the online survey, with some channels directed at supporting outreach and participation in the drop-in sessions which took place with affected communities.

2.5.2 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 Customer Service Point digital screen displays
- Internal screens at 100 Temple Street and City Hall
- Internal BCC News Release on the Source
- BCC website – home page promotion
- Social media – Facebook and Twitter as detailed above

2.5.3 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.

2.5.4 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, and charities involved in supporting people sleeping rough and/or living in vehicles. In addition, this went to equalities organisations, the business community and voluntary sector organisations.

2.5.5 Media Relations

A press briefing was held on 29 June which attracted 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.

2.5.6 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 which resulted in the following for each consultation:

- Rough sleeping advert:
 - Reached 15,531 people
 - Generated 493 unique clicks through to the Rough Sleeping Encampments Consultation webpage

In addition the Neighbourhoods Services Team publicised the RSE consultation as follows via Facebook and emails to contacts and groups (Table 1).

Table 1: Facebook and email publicity by Neighbourhood Services 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 |

| Date | Publicity | Reach |
|-------------|-----------------------------------|--------------|
| 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 | |

2.5.7 Materials distribution

Three postcards were produced for different purposes:

- General postcard – 20,000 targeted at the wider public and distributed citywide via Pear distribution, through libraries, Customer Service Points and via council officers
- Rough Sleeping postcard – 5,000 targeted at those rough sleeping (or working with those rough sleeping). These held information of specific drop-in sessions for those rough sleeping and were hand delivered during outreach work
- Posters were put up in libraries, Customer Service Points, Cabot Circus and distributed via St Mungo’s

3 Survey response rate and respondent characteristics

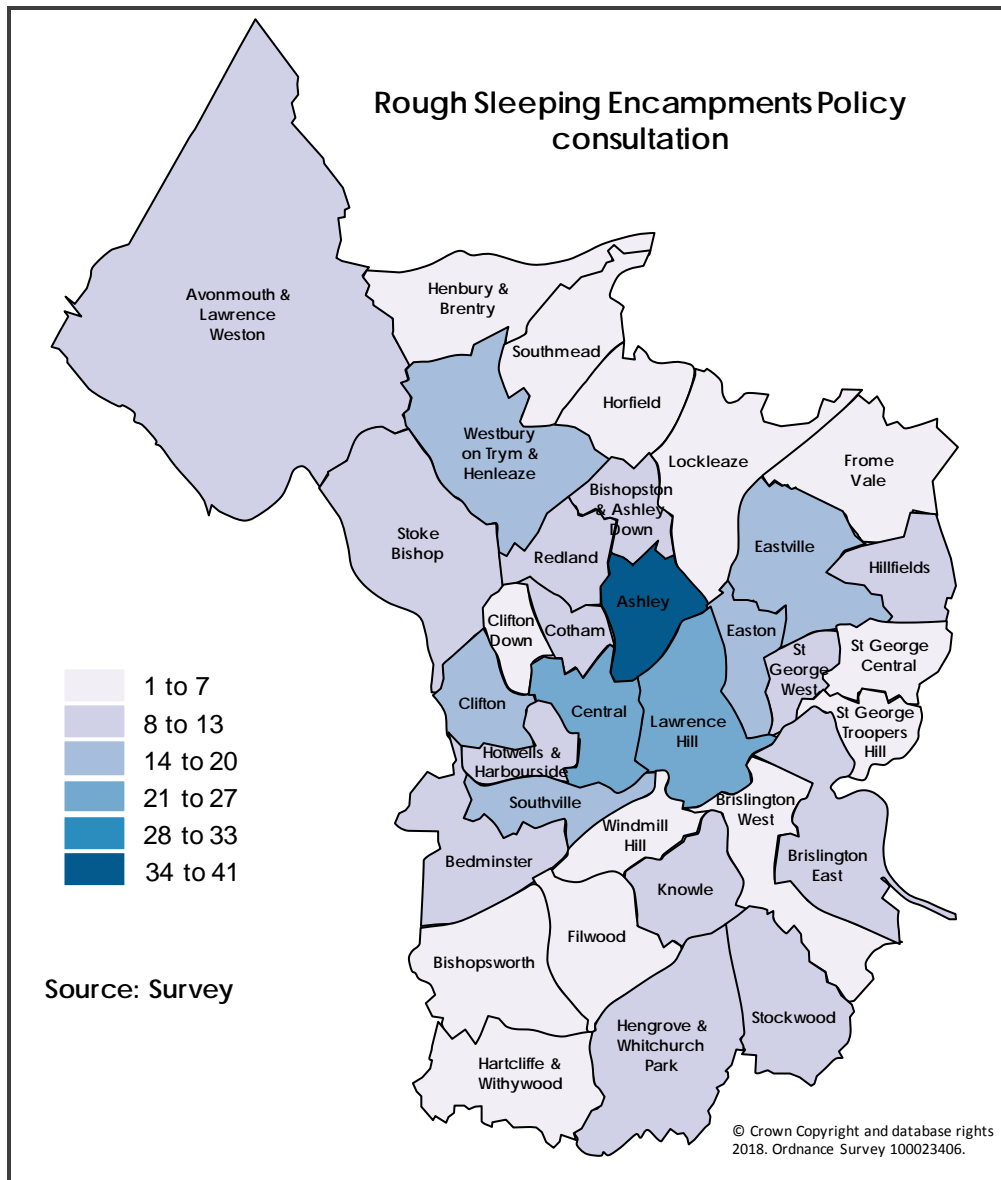
3.1 Response rate to RSE Survey

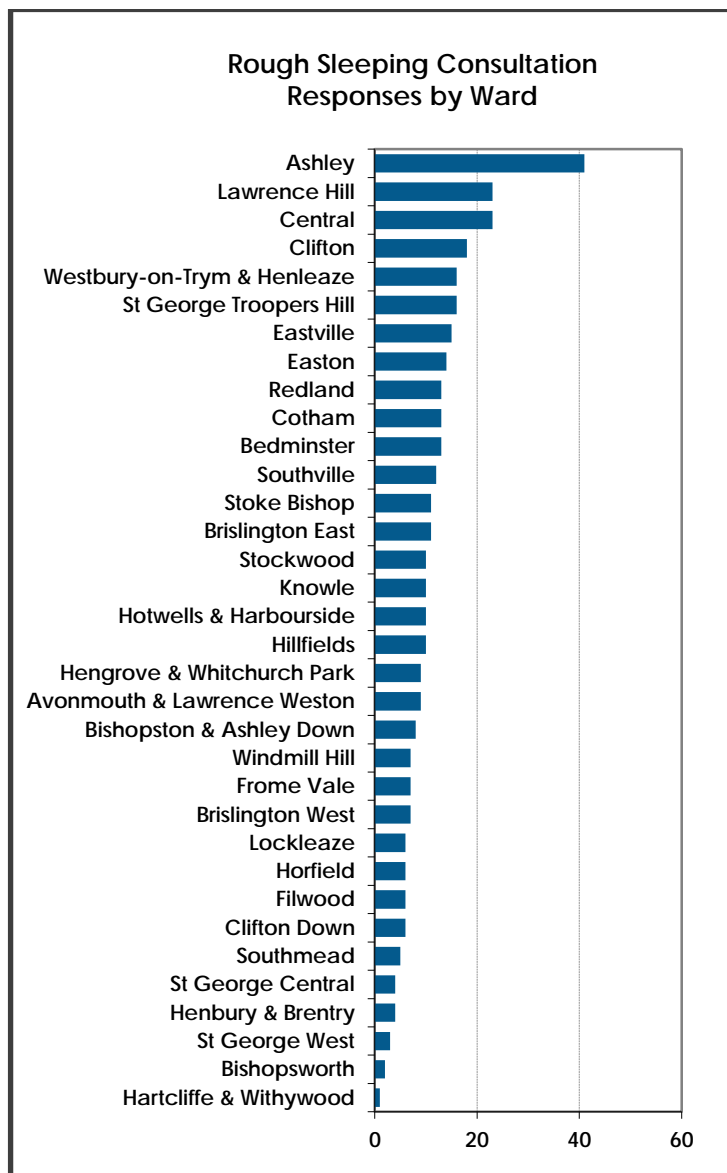
545 responses were received for the RSE survey via the online and paper-based surveys, including alternative formats and face-to-face interviews. 12 (2%) respondents completed the survey on paper (including large print and easy read formats), 27 (5%) completed the survey in face-to-face interviews and the remaining 539 (93%) self-completed it online.

3.2 Geographic distribution of responses

464 respondents to the survey gave their postcode and 81 skipped the question. Of the 464 responses 460 supplied postcode information identifiable to ward level. Of these, 429 responses (93%) were received from postcodes within the Bristol City Council area, 28 (6%) were from North Somerset, Bath and North East Somerset (BANES), South Gloucestershire, or Gloucestershire, 3 (1%) postcodes were from further afield.

Figure 1: geographic distribution of RSE responses in Bristol





3.3 Characteristics of respondents

3.3.1 All RSE survey respondents

515 (95%) people answered one or more of the equalities monitoring questions.

The most common age of respondents was 45-64 years (38%), followed by 25-44 (33%). The proportion of responses in the age categories 45-64 years, and 65-74 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.

51% of responses were from women and 43% were from men. (7% preferred not to say.)

Disabled respondents (12%) 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.

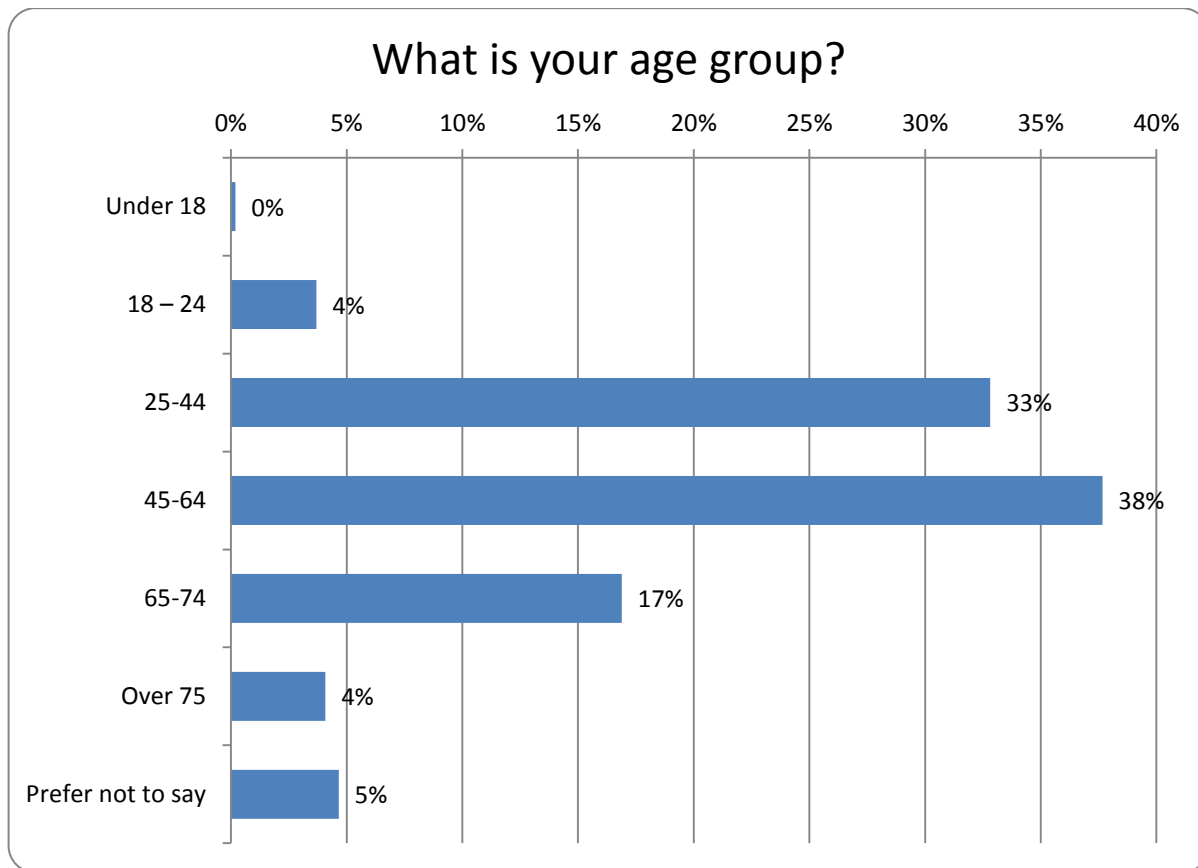
¹ Data on disability rates in the Bristol population are based on people who identified in the 2011 Census that their day-to-day activities are limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months.

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 3 and Figure 2.

Figure 2: What is your age group?



3.3.2 Differences in respondent characteristics for self completion and interview responses

Part of the rationale for undertaking face-to-face interviews was to seek responses from people who are or have been rough sleeping in Bristol who do not commonly self-complete online surveys.

Respondent characteristics were compared for the 27 people who responded to the survey in face-to-face interviews and the 518 people who self-completed the survey online or using paper copies. Key differences for self-completion and interview responses are summarised below and in Figure 3. (Percentages exclude respondents who ‘prefer not to say’.)

Compared to self-completion respondents, the interviewees included a higher proportion of people aged 25-44, a similar proportion of those aged 45-64, and a lower response rate from people in all other age categories.

Interview responses included significantly less women (12%) than men (85%), whereas self-completed responses comprised of less men (43%) than women (51%).

The interview responses included a significantly higher proportion (35%) of disabled citizens which was almost double the proportion of disabled citizens in Bristol.

Interview responses included more representative response rates for the following ethnicities:

- White British respondents (significantly lower response rates than self-completion responses)
- Black/Black British (higher response rates than self-completion responses)
- Asian / Asian British (lower response rates than self-completion responses)

Response rates for Other White and Mixed/Dual Heritage were higher for interviewed responses with Other Ethnic Group being higher for self-completion responses.

Interviewed and self-completion respondents had a higher proportion of respondents who identified themselves as having no religion and a lower proportion who identified themselves as Christian than Bristol as a whole. A higher proportion of interviewed respondents identified themselves as Muslim compared to self-completion respondents.

Table 2: Characteristics of self-completion and interviewed respondents

| | Respondent characteristic | Self-completion responses | Drop-in session responses |
|-------------|---------------------------|---------------------------|---------------------------|
| Age | Under 18 | 0.2% | 0% |
| | 18 – 24 | 4% | 0% |
| | 25-44 | 33% | 54% |
| | 45-64 | 38% | 35% |
| | 65-74 | 17% | 8% |
| | Over 75 | 4% | 0% |
| | Prefer not to say | 5% | 4% |
| Gender | Female | 51% | 12% |
| | Male | 43% | 85% |
| | Prefer not to say | 7% | 4% |
| Transgender | Yes | 1% | 0% |
| | No | 91% | 92% |
| | Prefer not to say | 9% | 8% |
| Ethnicity | White British | 76% | 56% |
| | Other white | 10% | 16% |
| | Mixed/dual heritage | 2% | 8% |
| | Black/Black British | 1% | 8% |
| | Asian/Asian British | 1% | 0% |
| | Other ethnic background | 1% | 0% |
| | Prefer not to say | 9% | 12% |
| Disability | Yes | 12% | 35% |
| | No | 79% | 54% |
| | Prefer not to say | 10% | 12% |
| Religion | No religion | 51% | 46% |
| | Christian | 31% | 27% |
| | Buddhist | 1% | 0% |
| | Hindu | 0.4% | 0% |
| | Jewish | 0.2% | 0% |
| | Muslim | 1% | 8% |
| | Sikh | 0% | 0% |

| | Respondent characteristic | Self-completion responses | Drop-in session responses |
|--------------------|--|---------------------------|---------------------------|
| | Prefer not to say | 12% | 15% |
| | Any other religion or belief (Please describe) | 3% | 4% |
| Sexual orientation | Heterosexual (straight) | 76% | 81% |
| | Lesbian, gay or bisexual | 8% | 4% |
| | Prefer not to say | 16% | 15% |

Figure 3: respondent characteristics - all responses to the survey

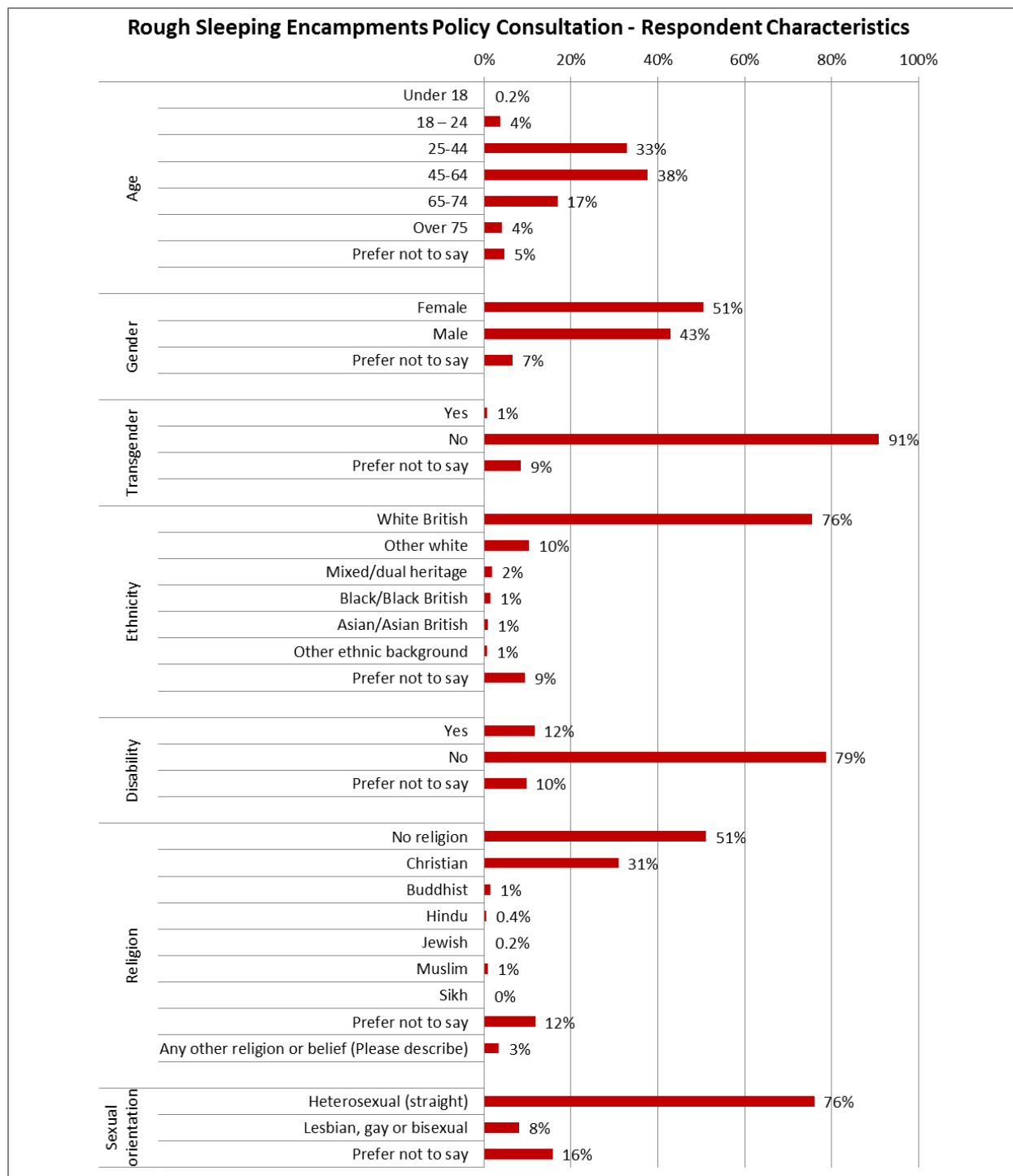
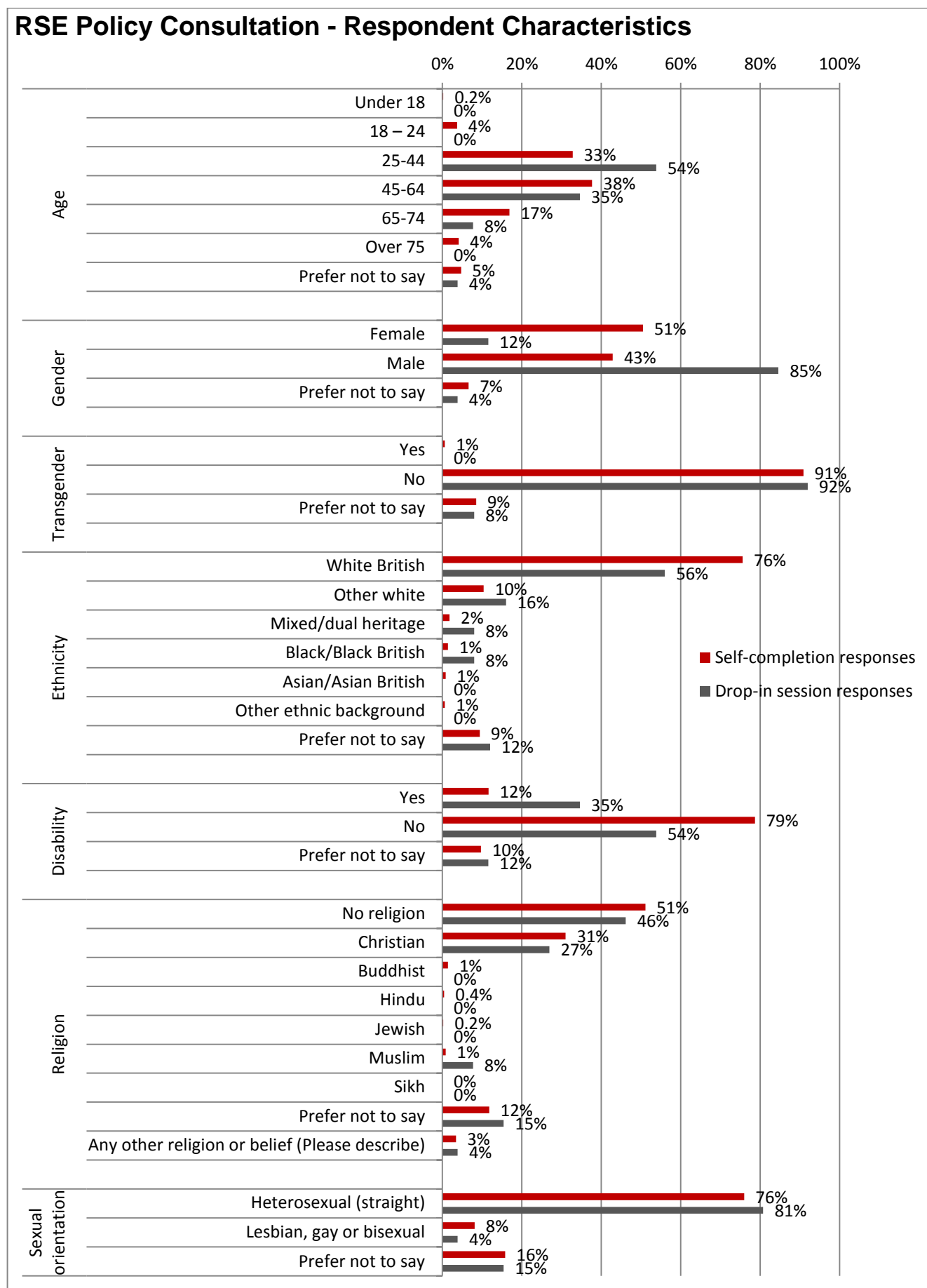


Figure 4: RSE Policy Consultation - Characteristics of self-completion and interviewed respondents



4 Survey responses to the RSE consultation

4.1.1 All respondents to question 1

Q1. Respondents were asked do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community.

Of the 545 people who responded to the RSE consultation, 309 (58 agreed or strongly agreed, 18% neither agreed nor disagreed, with 24% disagreeing or strongly disagreeing that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community (Figure 5).

Figure 5: Do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community?

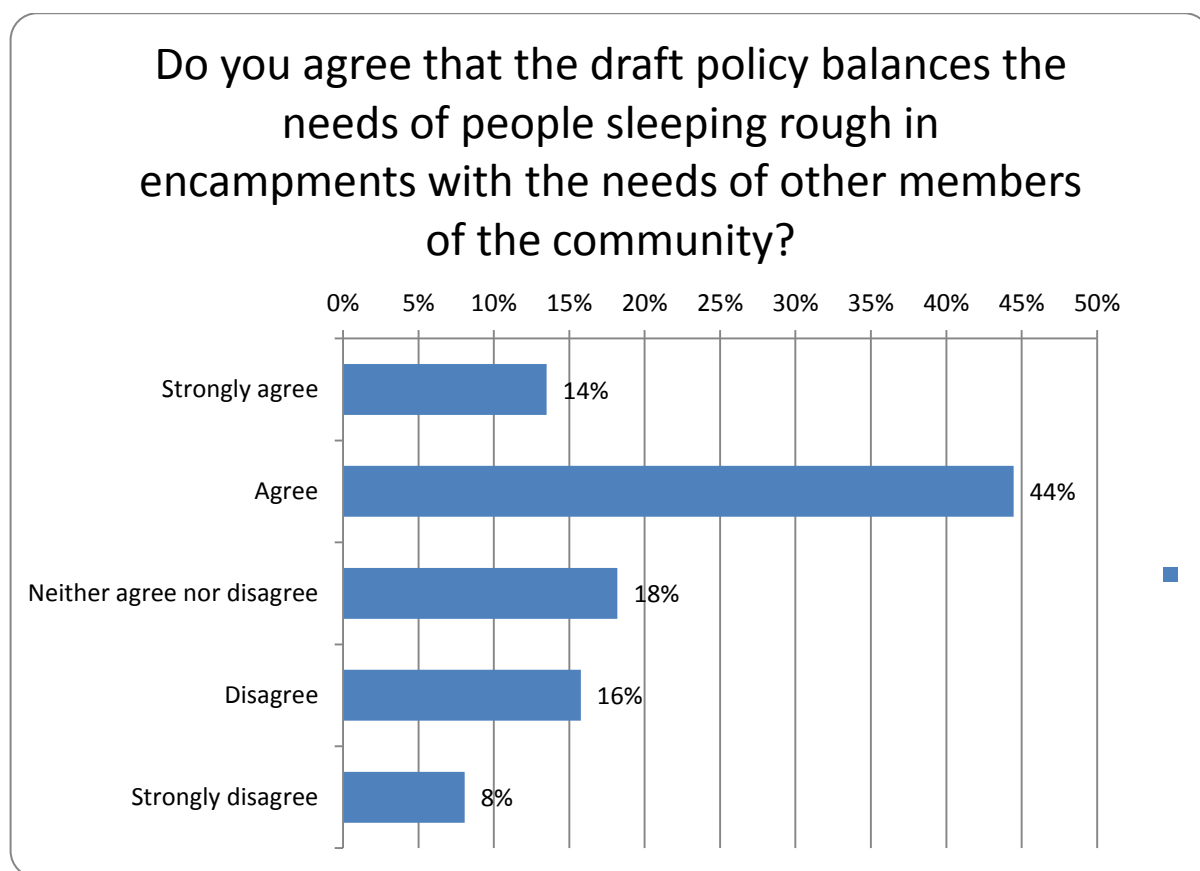
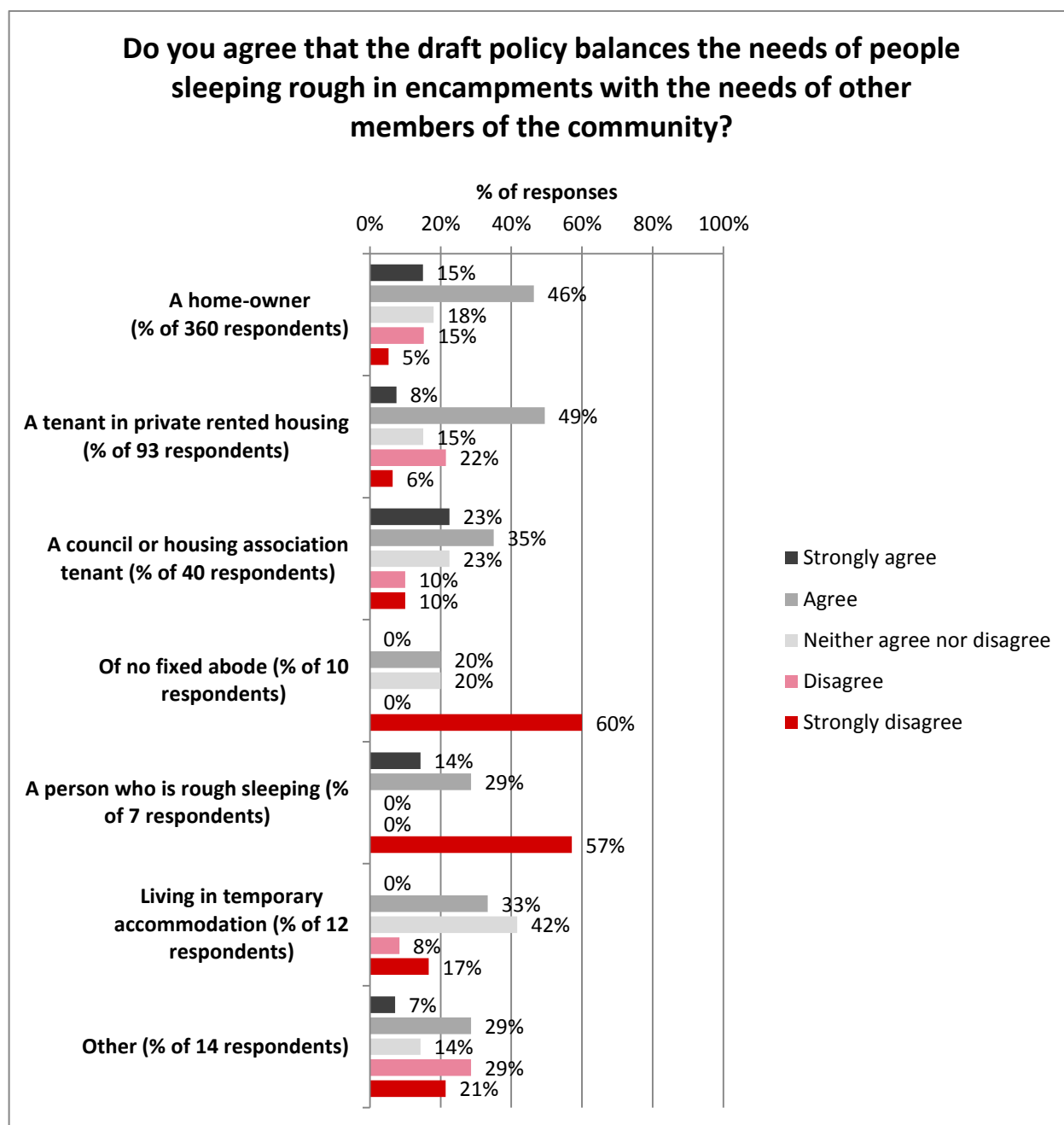


Table 3: Do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community cross referenced against housing situation

| [Q1] Do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community? | | Strongly agree | Agree | Neither agree nor disagree | Disagree | Strongly disagree |
|--|---|----------------|-------|----------------------------|----------|-------------------|
| | A home-owner (% of 360 respondents) | 15% | 46% | 18% | 15% | 5% |
| | A tenant in private rented housing (% of 93 respondents) | 8% | 49% | 15% | 22% | 6% |
| | A council or housing association tenant (% of 40 respondents) | 23% | 35% | 23% | 10% | 10% |
| | Of no fixed abode (% of 10 respondents) | 0% | 20% | 20% | 0% | 60% |
| | A person who is rough sleeping (% of 7 respondents) | 14% | 29% | 0% | 0% | 57% |
| | Living in temporary accommodation (% of 12 respondents) | 0% | 33% | 42% | 8% | 17% |
| | Other (% of 14 respondents) | 7% | 29% | 14% | 29% | 21% |

Figure 6: Do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community cross referenced against housing situation



4.1.2 Differences between self-completion and interview responses

There were differences between the preferences of the 518 people who self-completed the question and the 26 people out of 27 who gave their views in an interview survey (Figure 5).

Of the 26 people interviewed at drop-ins who answered the question 22 people (46%) agreed or strongly agreed, 38% neither agreed nor disagreed, with 16% disagreeing or strongly disagreeing that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community (Figure 6).

For both groups of respondents, the preferred response was that the policy balances the needs of people sleeping rough in encampments with those of the community.

Table 4: Responses from those people who were interviewed to the question do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community?

| Answer Choice | | Response Percent | Response Total |
|---------------|----------------------------|------------------|----------------|
| 1 | Strongly agree | 8% | 2 |
| 2 | Agree | 38% | 10 |
| 3 | Neither agree nor disagree | 38% | 10 |
| 4 | Disagree | 8% | 2 |
| 5 | Strongly disagree | 8% | 2 |
| | | <i>answered</i> | 26 |
| | | <i>skipped</i> | 1 |

Figure 7: Responses from those people who were interviewed to the question do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community?

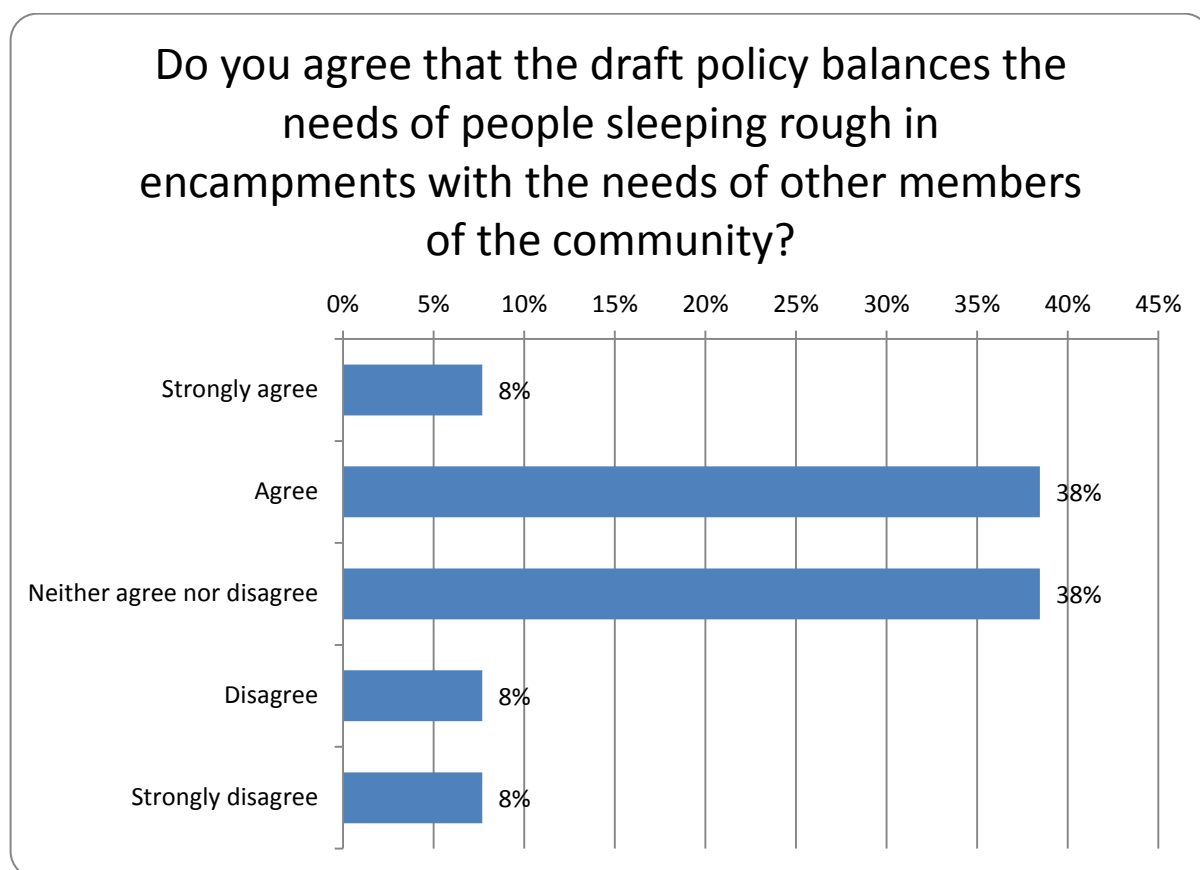
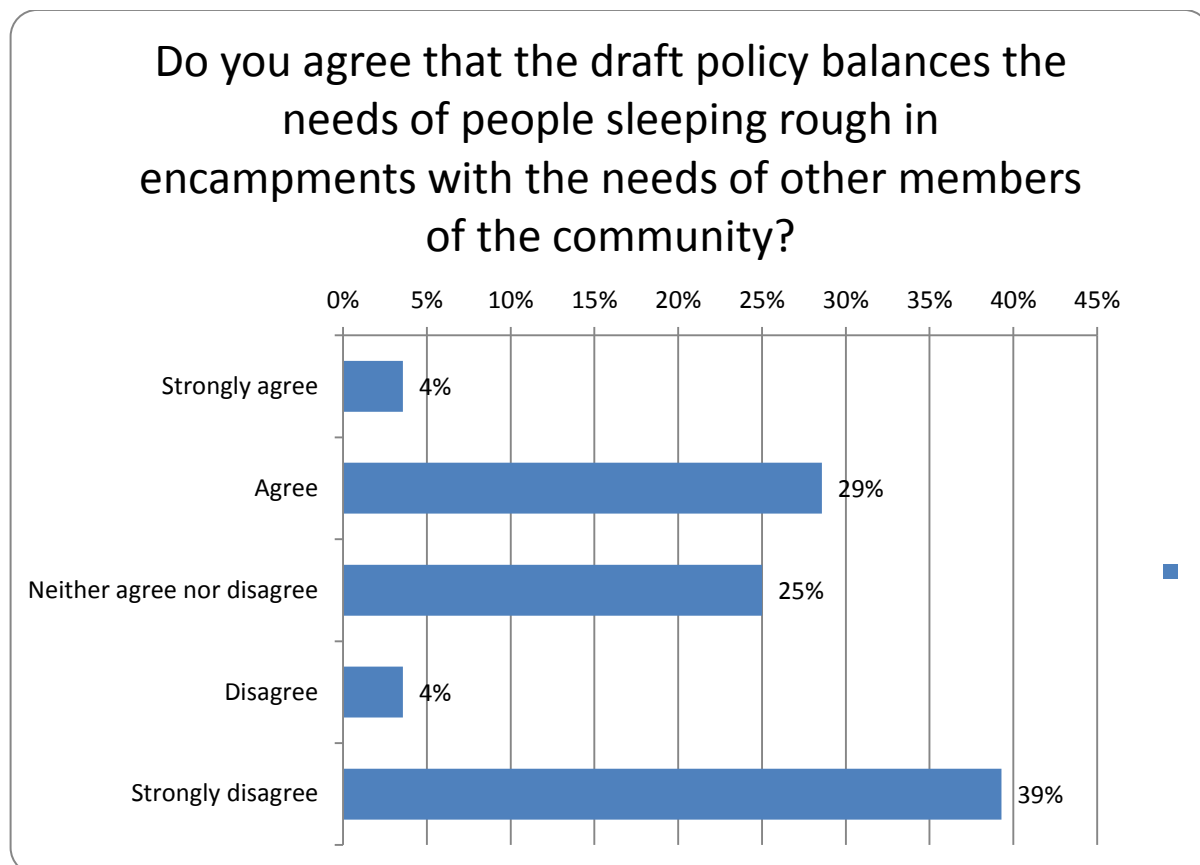


Table 5: Responses from those people who characterised their housing situation as no fixed abode, a person sleeping rough or living in temporary accommodation to the question do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community cross referenced against housing situation?

For the group of respondents who characterised their housing situation as no fixed abode, a person sleeping rough or living in temporary accommodation, 33% agreed or strongly agreed that they thought the policy balances the needs of people sleeping rough in encampments with 25% neither agreeing or disagreeing, and 43% disagreeing or strongly disagreeing.

| Answer Choice | | Response Percent | Response Total |
|---------------|----------------------------|------------------|----------------|
| 1 | Strongly agree | 4% | 1 |
| 2 | Agree | 29% | 8 |
| 3 | Neither agree nor disagree | 25% | 7 |
| 4 | Disagree | 4% | 1 |
| 5 | Strongly disagree | 39% | 11 |
| | | <i>answered</i> | 28 |
| | | <i>skipped</i> | 1 |

Figure 8: Responses from those people who characterised their housing situation as no fixed abode, a person sleeping rough or living in temporary accommodation to the question do you agree that the draft policy balances the needs of people sleeping rough in encampments with the needs of other members of the community cross referenced against housing situation?



4.2 Consultation responses to the other survey questions

Q2. The reasons why respondents disagreed or disagreed strongly with whether they thought the policy balances the needs of people sleeping rough in encampments with the needs of other members of the community?

There were 157 comments made by those who disagreed, disagreed strongly or wanted to make a comment about whether the policy balanced the needs of the community. All responses were broken down into categories, with some responses being linked to more than one category due to the complexity of their answer. This increases the total number of categorised comments to 254.

- 17% (43) said that they did not think the policy balanced the needs of the whole community
- 11% (28) said that they thought that not enough is being done to address rough sleeping
- 8% (21) said that there is not enough accommodation and more needs to be provided
- 8% (20) made policy suggestions
- 8% (19) said that the policy did not address the causes of rough sleeping
- 7% (18) said that there were not enough support services available for people sleeping rough
- 7% (18) said that the policy needed more detail on the offers made
- 6% (16) said that the language used in the policy was too ambiguous
- 6% (15) shared their perception that shelters are unsafe
- 6% (14) said that we should do whatever we can to help people sleeping rough
- 5% (13) made other comments
- 5% (12) said that they did not think that support services had enough capacity to cope with the demand for services
- 3% (7) said they felt that policy actions would take too long to implement
- 2% (6) said there is a problem with a service provider
- 1% (2) said that they felt persecuted
- 0.5% (1) said that they had a problem with the survey questions
- 0.5% (1) said that they had a problem with the survey methodology

Q3. If you have any other comments or suggestions about the draft policy on rough sleeping encampments write these in the space below?

There were 214 comments made by those who had other comments or suggestions about the draft policy on rough sleeping encampments. All responses were broken down into categories, with some responses being linked to more than one category due to the complexity of their answer. This increased the total number of categorised comments to 372:

- 18% (66) said that they thought that not enough is being done to address rough sleeping
- 13% (50) said that there is not enough accommodation and more needs to be provided
- 13% (48) said that they did not think the policy balanced the needs of the whole community
- 8% (31) made policy suggestions
- 7% (28) said that there was not enough support services available for people sleeping rough
- 7% (26) said that the policy needed more detail on the offers made

- 6% (23) made other comments
- 5% (18) said that more needs to be done to address substance misuse
- 4% (16) said that they did not think that support services had enough capacity to cope with the demand for services
- 4% (15) said that formal encampment sites should be established
- 4% (15) said that we should do whatever we can to help people sleeping rough
- 3% (11) said they needed more information on the subject
- 3% (10) said that more mental health support needs to be provided
- 1% (5) said there is a problem with a service provider
- 1% (5) shared their perception that shelters are unsafe
- 1% (3) said we should research other solutions to people sleeping rough
- 0.5% (1) said they felt that policy actions would take too long to implement
- 0.5% (1) Asked to be contacted

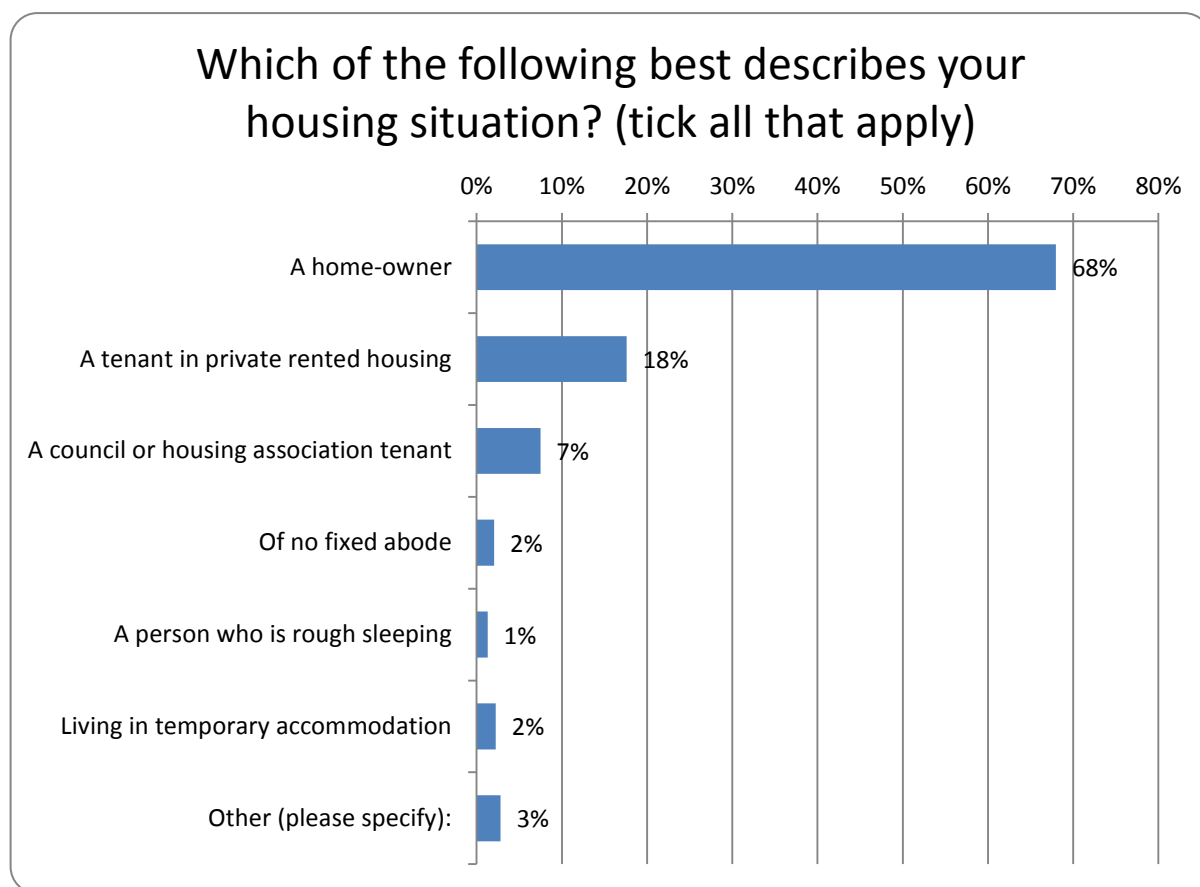
Q4. Which of the following best describes your housing situation?

There were 534 responses to the question which of the following best describes your housing situation. 11 respondents skipped answering this question.

Table 6: Responses to the question which of the following best describes your housing situation?

| Answer Choice | | Response Percent | Response Total |
|---------------|---|------------------------|----------------|
| 1 | A home-owner | 68% | 363 |
| 2 | A tenant in private rented housing | 18% | 94 |
| 3 | A council or housing association tenant | 7% | 40 |
| 4 | Of no fixed abode | 2% | 11 |
| 5 | A person who is rough sleeping | 1% | 7 |
| 6 | Living in temporary accommodation | 2% | 12 |
| 7 | Other (please specify): | 3% | 15 |
| | | <i>answered</i> | 534 |
| | | <i>skipped</i> | 11 |

Figure 9: Responses to the question which of the following best describes your housing situation?



Q5. Have you ever had to report your concerns about a person or people sleeping rough?

There were 532 responses to the question. 13 respondents skipped answering this question.

Table 7: Responses to the question have you ever had to report your concerns about a person or people sleeping rough?

| Answer Choice | | Response Percent | Response Total |
|---------------|-----|------------------------|----------------|
| 1 | Yes | 31% | 165 |
| 2 | No | 69% | 367 |
| | | <i>answered</i> | 532 |
| | | <i>skipped</i> | 13 |

Figure 10: Responses to the question have you ever had to report your concerns about a person or people sleeping rough?

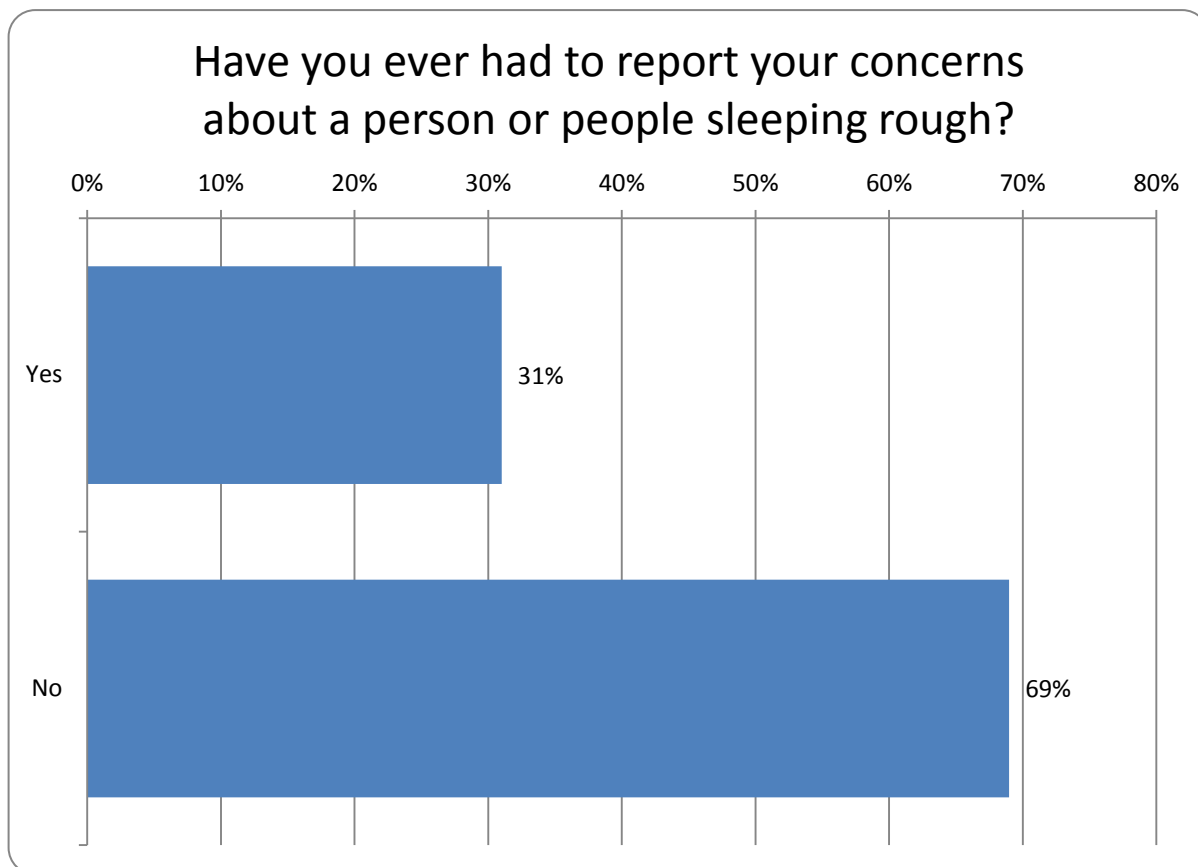
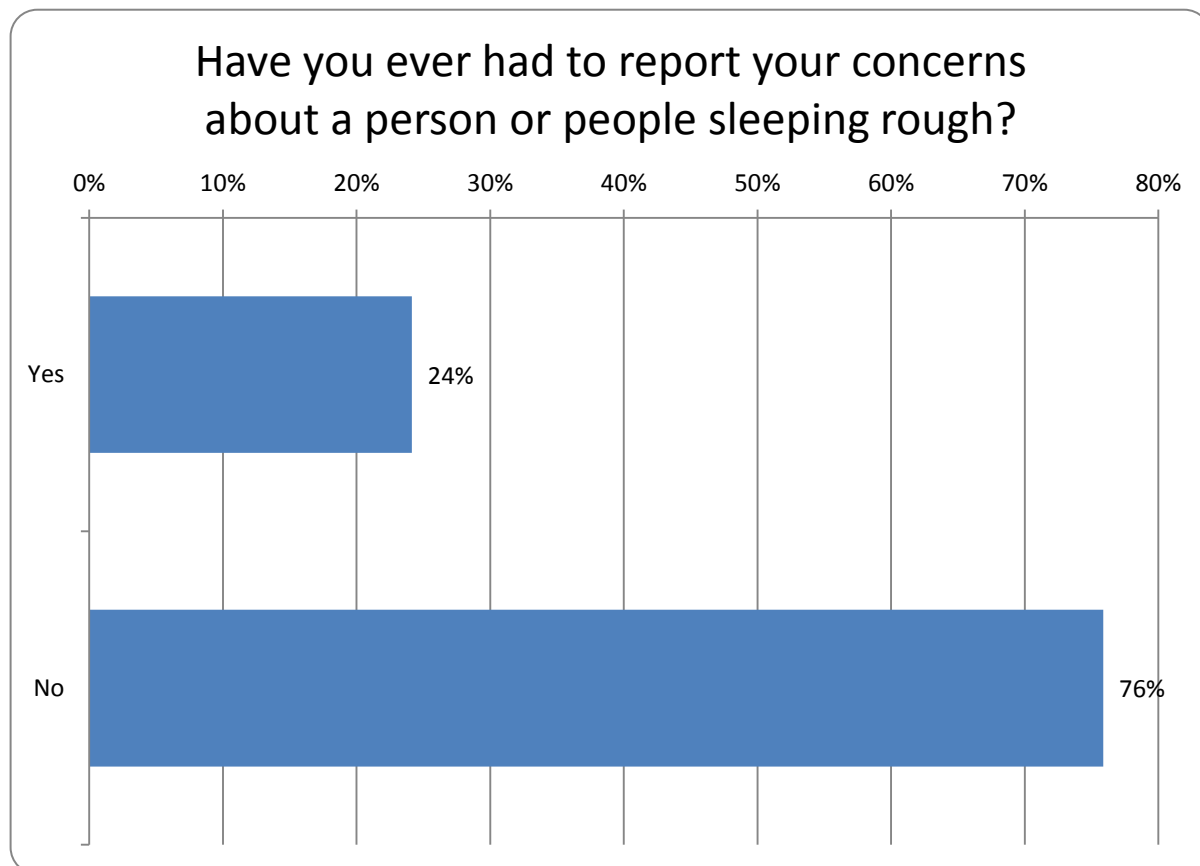


Table 8: Responses from those people who characterised their housing situation as no fixed abode, a person sleeping rough or living in temporary accommodation to the question have you ever had to report your concerns about a person or people sleeping rough?

| Answer Choice | Response Percent | Response Total |
|-----------------|------------------|----------------|
| 1 Yes | 24% | 7 |
| 2 No | 76% | 22 |
| <i>answered</i> | | 29 |
| <i>skipped</i> | | 0 |

Figure 11: Responses from those people who characterised their housing situation as no fixed abode, a person sleeping rough or living in temporary accommodation to the question have you ever had to report your concerns about a person or people sleeping rough?



Q6. There were 173 comments made by those who had said what concerns made them submit a report about a person sleeping rough. All responses were broken down into categories, with some responses being linked to more than one category due to the complexity of their answer. This increased the total number of categorised comments to 289.

- 33% (94) made safeguarding reports
- 10% (30) made reports related to medical or health issues
- 8% (23) made general comments
- 8% (22) made reports due to poor weather such as cold or rain
- 8% (22) made reports related to public safety issues
- 6% (17) made reports due to alcohol or drugs issues
- 6% (17) made reports due to issues of community concern
- 6% (16) made reports due to mental health issues
- 5% (14) made reports related to a public health issue
- 3% (8) made reports related to a vulnerability issue
- 2% (7) made reports related to a service failure
- 2% (7) made reports that we need to follow up on
- 2% (6) made reports related to litter and waste issues
- 1% (4) made reports related to begging
- 1% (2) made reports from a volunteer capacity

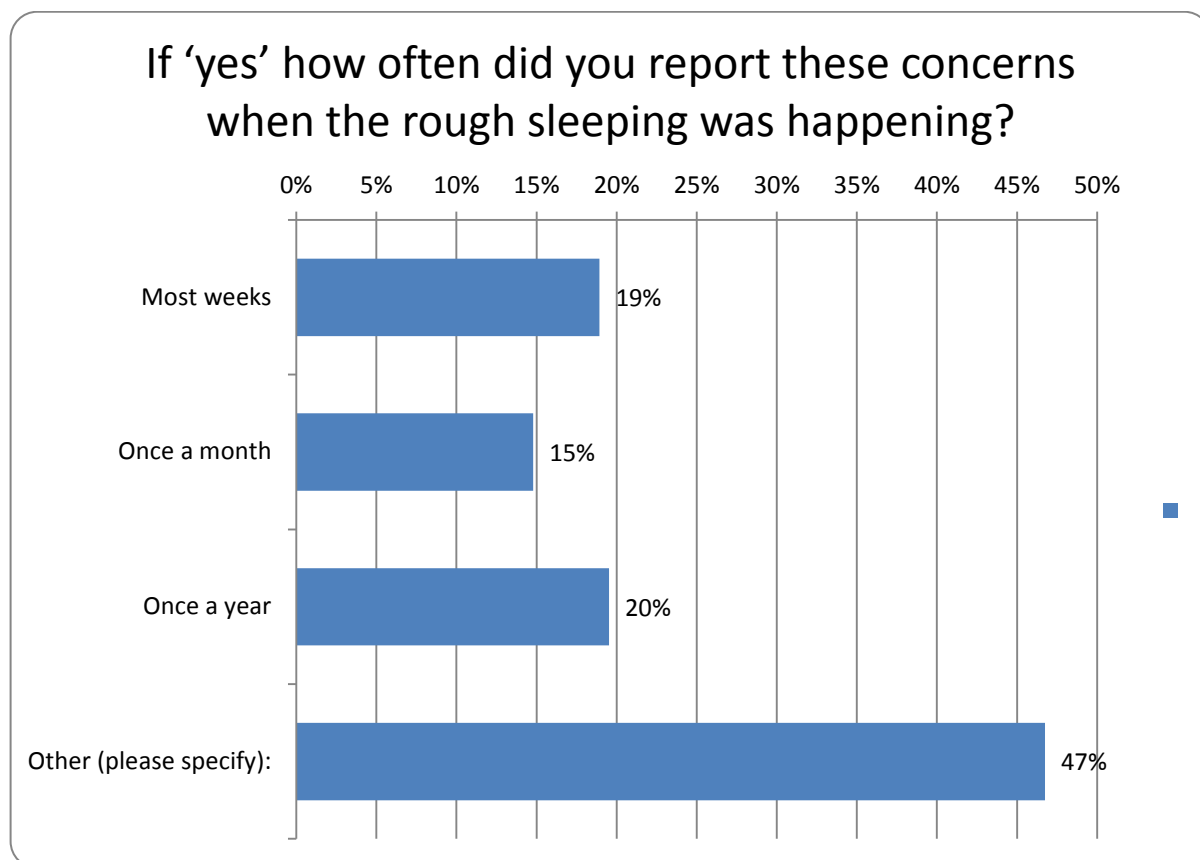
Q7. If ‘yes’ how often did you report these concerns when the rough sleeping was happening?

There were 169 responses to the question. 376 respondents skipped answering this question.

Table 9: Responses to the question if ‘yes’ how often did you report these concerns when the rough sleeping was happening?

| Answer Choice | | Response Percent | Response Total |
|---------------|-------------------------|------------------|----------------|
| 1 | Most weeks | 19% | 32 |
| 2 | Once a month | 15% | 25 |
| 3 | Once a year | 20% | 33 |
| 4 | Other (please specify): | 47% | 79 |
| | | <i>answered</i> | 169 |
| | | <i>skipped</i> | 376 |

Figure 12: Responses to the question if ‘yes’ how often did you report these concerns when the rough sleeping was happening?



There were 79 comments made by those who responded other. All responses were broken down into categories, with some responses being linked to more than one category due to the complexity of their answer. This increased the total number of categorised comments to 81.

- 48% (39) made one report about someone sleeping rough
- 22% (18) made multiple reports about people sleeping rough

- 16% (13) made no response to the question
- 5% (4) made two reports about people sleeping rough
- 5% (4) made general comments
- 1% (1) made infrequent reports about people sleeping rough
- 1% (1) made no reports
- 1% (1) made a response to be followed up

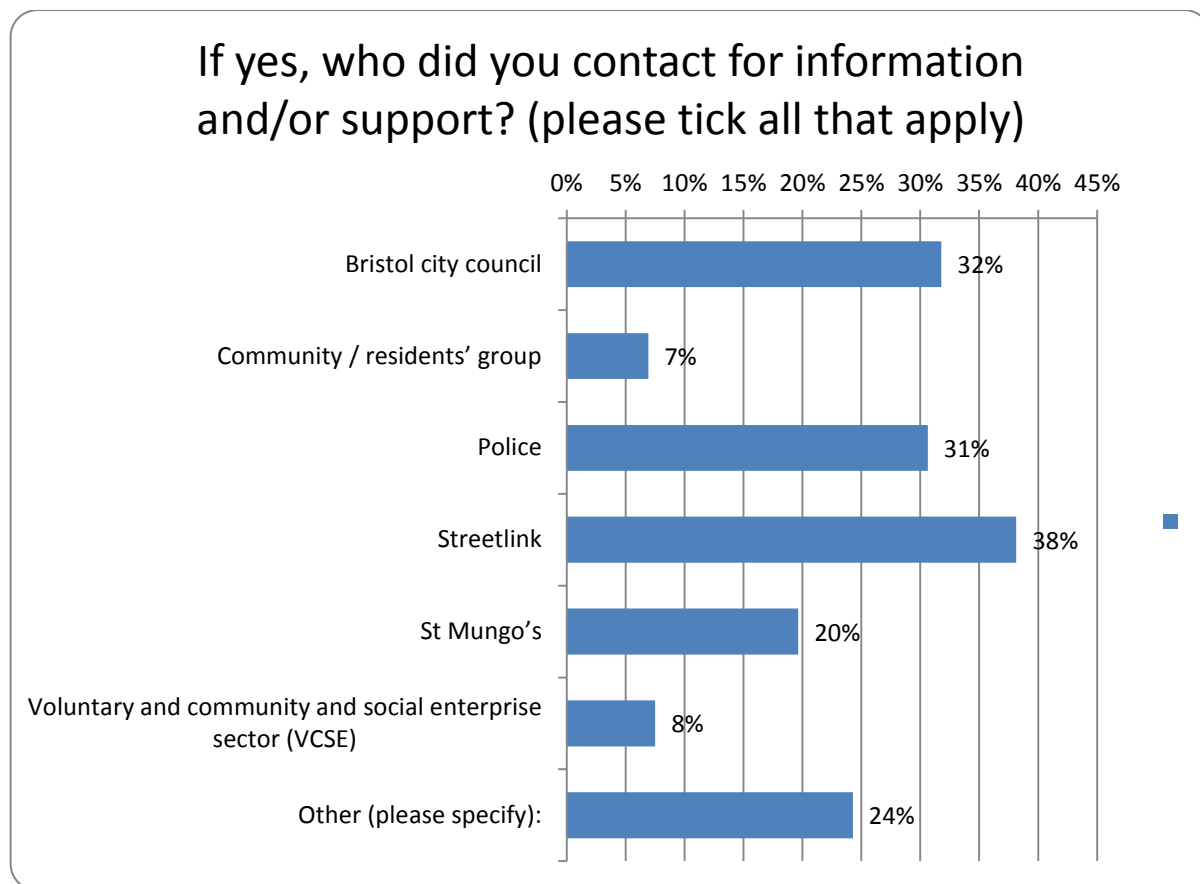
Q8. If yes, who did you contact for information and/or support?

There were 173 responses to the question. 372 respondents skipped answering this question.

Table 10: Responses to the question if yes, who did you contact for information and/or support?

| Answer Choice | | Response Percent | Response Total |
|---------------|---|------------------------|----------------|
| 1 | Bristol city council | 32% | 55 |
| 2 | Community / residents' group | 7% | 12 |
| 3 | Police | 31% | 53 |
| 4 | Streetlink | 38% | 66 |
| 5 | St Mungo's | 20% | 34 |
| 6 | Voluntary and community and social enterprise sector (VCSE) | 8% | 13 |
| 7 | Other (please specify): | 24% | 42 |
| | | <i>answered</i> | 173 |
| | | <i>skipped</i> | 372 |

Figure 13: Responses to the question if yes, who did you contact for information and/or support?



There were 42 comments made by those who responded other, and they contacted the following for information or support.

- 24 (10) contacted the Ambulance Service
- 19% (8) made no comment
- 12% (5) contacted the voluntary sector
- 7% (3) contacted a local politician
- 7% (3) contacted the Business Improvement District
- 5% (2) contacted the council
- 5% (2) contacted a church
- 5% (2) contacted organisational staff
- 5% (2, experienced a service failure
- 2% (1) contacted Social Services
- 2% (1) contacted a housing management company
- 2% (1) contacted local political structures
- 2% (1) contacted the Prison Service
- 2% (1) contacted the Police

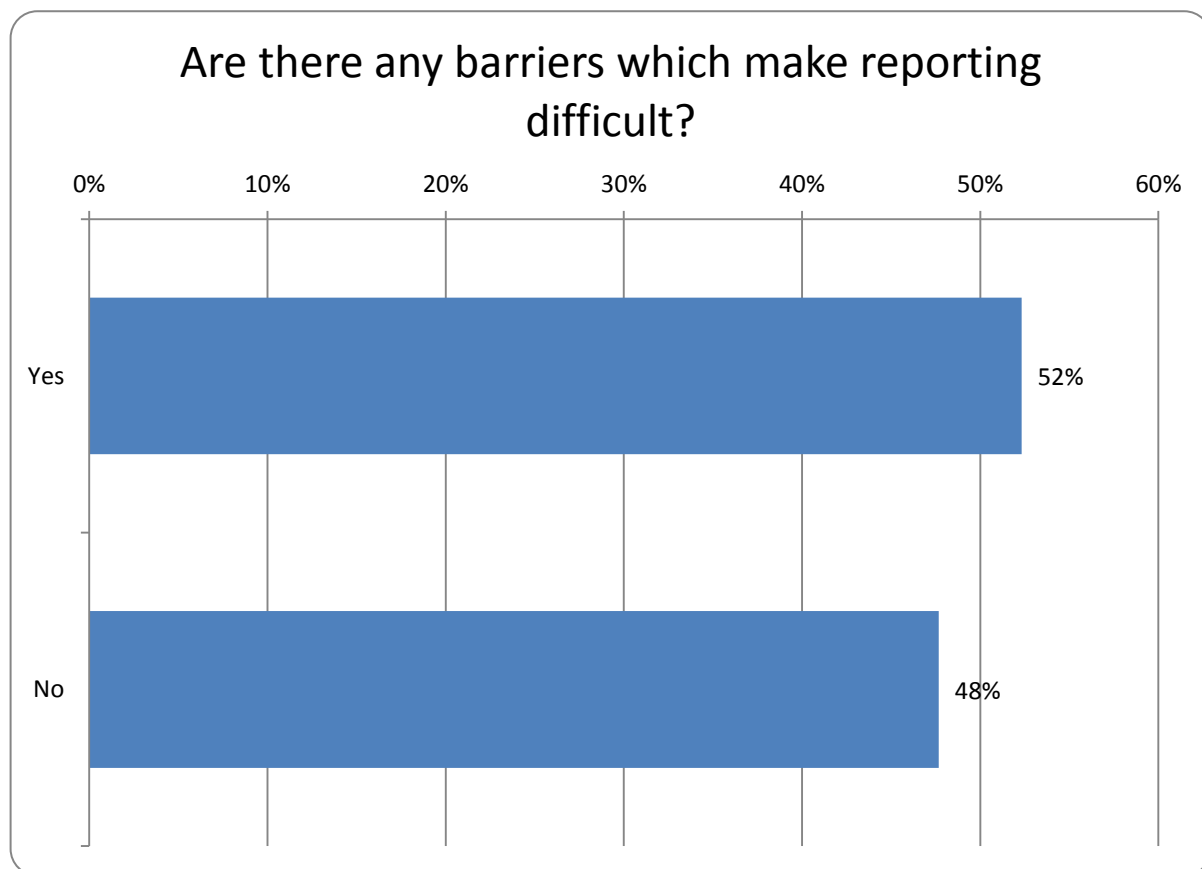
Q9. Are there any barriers which make reporting difficult?

There were 344 responses to the question. 201 respondents skipped answering this question.

Table 11: Responses to the question are there any barriers which make reporting difficult?

| Answer Choice | | Response Percent | Response Total |
|---------------|-----|------------------|----------------|
| 1 | Yes | 52% | 180 |
| 2 | No | 48% | 164 |
| | | <i>answered</i> | 344 |
| | | <i>skipped</i> | 201 |

Figure 14: Responses to the question are there any barriers which make reporting difficult?



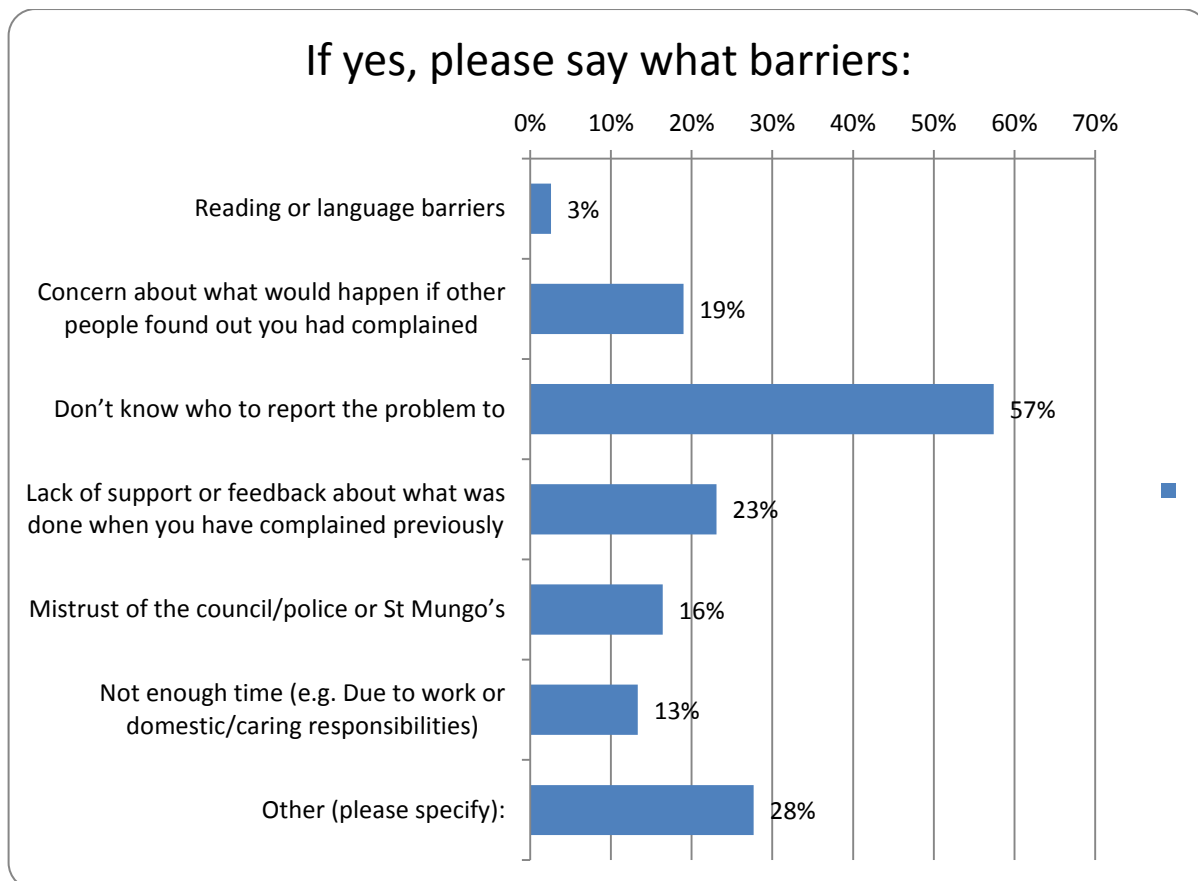
Q10. Responses to the question are there any barriers which make reporting difficult - if yes, please say what barriers?

There were 195 responses to the question if yes, please say what barriers. 350 respondents skipped answering this question.

Table 12: Responses to the question are there any barriers which make reporting difficult - if yes, please say what barriers?

| Answer Choice | | Response Percent | Response Total |
|---------------|---|------------------|----------------|
| 1 | Reading or language barriers | 3% | 5 |
| 2 | Concern about what would happen if other people found out you had complained | 19% | 37 |
| 3 | Don't know who to report the problem to | 57% | 112 |
| 4 | Lack of support or feedback about what was done when you have complained previously | 23% | 45 |
| 5 | Mistrust of the council/police or St Mungo's | 16% | 32 |
| 6 | Not enough time (e.g. Due to work or domestic/caring responsibilities) | 13% | 26 |
| 7 | Other (please specify): | 28% | 54 |
| | | answered | 195 |
| | | skipped | 350 |

Figure 15: Responses to the question are there any barriers which make reporting difficult - if yes, please say what barriers?



Q10. Responses to the question are there any barriers which make reporting difficult - if yes, please say what barriers who answered ‘other’?

There were 54 comments made by those who responded ‘other’. All responses were broken down into categories, with some responses being linked to more than one category due to the complexity of their answer. This increased the total number of categorised comments to 62.

- 27% (17) said that they did not have enough information about what to do or who to contact
- 18% (11) said that they had a problem with a service provider
- 13% (8) said they had problems using the Streetlink app or website
- 10% (6) said the response was poor
- 8% (5) said that they did not feel safe making the report
- 5% (3) said they felt that service providers did not have enough capacity to respond
- 5% (3) said they were concerned about what would happen to the individual if a report was made
- 5% (3) made general comments
- 3% (2) made responses to be followed up
- 3% (2) said they did not have access to the internet
- 2% (1) were wary of local connection rules²
- 2% (1) made no comment

Q11. How did you hear about this consultation?

There were 524 responses to the question. 21 respondents skipped answering this question.

Table 13: Responses to the question how did you hear about this consultation?

| Answer Choice | | Response Percent | Response Total |
|---------------|------------------------------|------------------|----------------|
| 1 | Poster | 1% | 7 |
| 2 | Postcard | 2% | 10 |
| 3 | Ask Bristol notification | 22% | 113 |
| 4 | Citizens’ Panel notification | 7% | 37 |
| 5 | Friends of/campaign group | 3% | 16 |
| 6 | St Mungo’s | 4% | 20 |
| 7 | Word of mouth | 8% | 44 |
| 8 | Council officer | 7% | 37 |
| 9 | Ward councillor | 2% | 12 |

² The local connection rules apply to people who are asking for assistance with supported accommodation in Bristol or are presenting as homeless. Someone has a local connection to Bristol if:

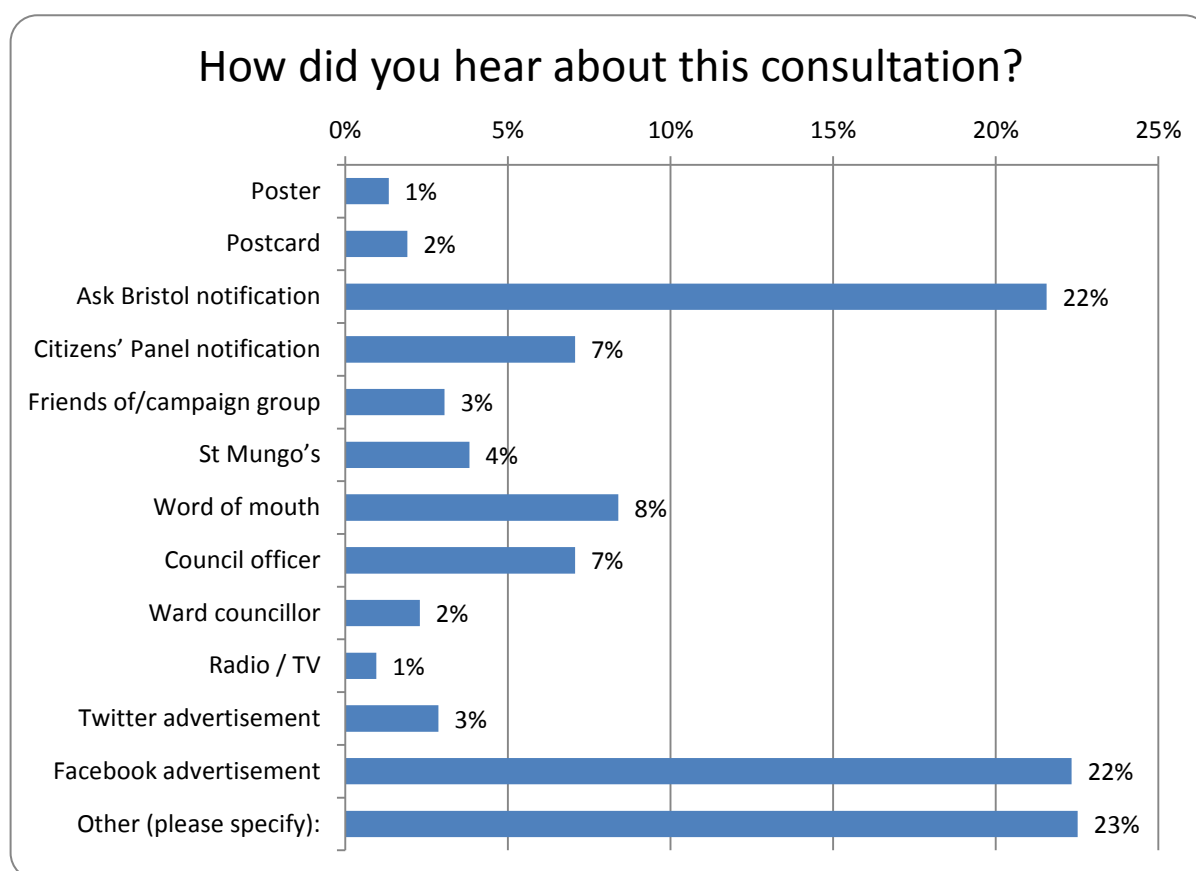
- a. They have lived in Bristol for six months or three out of the last five years. “Lived” means at an address (not rough sleeping)
- b. They have immediate family living in Bristol. i.e. parent, child or sibling.

There are exceptional circumstances where these rules may be disregarded e.g. severe health issues, fleeing domestic abuse.

If someone has no local connection anywhere they should be accepted by the authority they present to. Efforts are made to reconnect them to the area they do have a connection. The local connection rules do not prevent people from accessing non-commissioned supported housing, general needs housing or private rent.

| Answer Choice | | Response Percent | Response Total |
|---------------|-------------------------|------------------|----------------|
| 10 | Radio / TV | 1% | 5 |
| 11 | Twitter advertisement | 3% | 15 |
| 12 | Facebook advertisement | 22% | 117 |
| 13 | Other (please specify): | 23% | 118 |
| | | answered | 524 |
| | | skipped | 21 |

Figure 16: Responses to the question are how did you hear about this consultation?



There were 118 comments made by those who responded other. All responses were broken down into categories, with some responses being linked to more than one category due to the complexity of their answer. This increased the total number of categorised comments to 119.

- 13% (15) found out about the consultation through the library
- 12% (14) found out about the consultation via email
- 11% (13) found out about the consultation through the Voluntary Sector
- 8% (9) found out about the consultation via Facebook
- 8% (9) found out about the consultation through other sources
- 7% (8) found out about the consultation via a Business Organisation
- 5% (6) found out about the consultation through the BCC Website
- 5% (6) found out about the consultation via the internet

- 5% (6) found out about the consultation via The Pigeon
- 4% (5) found out about the consultation via Bristol 24/7
- 4% (5) found out about the consultation via Bristol Post
- 4% (5) found out about the consultation through the College Green Encampment
- 4% (5) found out about the consultation via BCC Intranet
- 3% (3) made no comment
- 2% (2) found out about the consultation via the Bristol Cable
- 2% (2) found out about the consultation via a friend
- 2% (2) found out about the consultation via Bristol City Council
- 2% (2) found out about the consultation through the News
- 1% (1) found out about the consultation via the Vehicle Dwellers Consultation Link
- 1% (1) found out about the consultation through a GP Practice

5 Other correspondence on the RSE consultation

5.1 Overview

1 letter was received in response to the RSE consultation, outside of the consultation survey format from a member of the public.

5.2 Responses from members of the public regarding the consultation

The respondent asked for the policy asks that the clear distinction between people sleeping rough and people who are homeless should be made at the beginning of the document as a view may be taken that only people sleeping rough are homeless which is incorrect.

The respondent asked if rough sleeping was included in public statements and statistics on homelessness. They questioned whether the policy offer of allowing a person to take their dog or dogs into a shelter was appropriate.

The respondent asked whether more toilet facilities would be made available to people sleeping rough.

The respondent asked what happens to the person after they have had a week of accommodation in St Mungo's.

6 How will this report be used?

This report will be taken into account in drafting the final Rough Sleeping Encampments Policy which will be considered by Cabinet later this year.

Cabinet decisions will be published through normal procedures for Full Council and Cabinet decisions at democracy.bristol.gov.uk.

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 at the Cabinet meeting on 4 December 2018 or 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.