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1. PURPOSE

- 1.1 The Ministry of Housing, Communities and Local Government (here after referred to as the Authority) would like to commission a process evaluation of Local Authorities funded through the Rough Sleeping Grant or Social Impact Bonds to provide targeted interventions to individuals with multiple complex mental health or substance misuse needs currently or at risk of rough sleeping.

2. BACKGROUND TO THE CONTRACTING AUTHORITY

- 2.1 The Authority is a ministerial department, supported by 11 agencies and public bodies.
- 2.2 The Authority's job is to create great places to live and work, and to give more power to local people to shape what happens in their area. Key responsibilities include driving up housing supply; increasing home ownership; devolving powers and budget to boost local growth in England; and supporting strong communities with excellent public services.
- 2.3 The research outlined in this Statement of Requirements links to the Authority's key objective of 'supporting strong communities with excellent public services' with the commitment to helping the most vulnerable people in society. This is the reason why, over the next four years, government will invest £139 million in central programmes to prevent and reduce homelessness in England.
- 2.4 There is a government manifesto commitment to halve rough sleeping by 2022 and eliminate it altogether by 2027. Funding has been given to Local Authorities in the form of Rough Sleeping Grants or Social Impact Bonds, which target rough sleepers with complex needs. This is part of the wider £50 million programme focusing on homelessness prevention.

3. BACKGROUND TO REQUIREMENT/OVERVIEW OF REQUIREMENT

- 3.1 The Authority has committed a £20million Rough Sleeping Grant, which has been used to fund 48 projects across London and 97 Local Authorities in the rest of England. It is targeted towards new rough sleepers, or those at imminent risk of sleeping rough. In addition, the Authority has committed a £10million Social Impact Bond (SIB) targeted at supporting the most entrenched rough sleepers with complex needs and is being used to fund 8 local authorities across rural and urban areas.
- 3.2 The funding periods for the two schemes differ. The SIB projects can claim outcomes funding from October 2017, which will continue to March 2021. SIB funded projects have also received some start-up funding in 2016-2017. Local Authorities funded by the Rough Sleeping Grant started receiving funding in January and April 2017, which will continue until end of March 2019.
- 3.3 As the Rough Sleeping Grant funding has been in place since the start of 2017/18 financial year, we expect these local authorities to be more advanced in their preparation and delivery of their projects compared to SIB areas.
- 3.4 Further, as funding for the SIBs runs until March 2021, while RSG run until March 2019, the preparations step-down/exit preparations for the two projects will vary, as the SIB programmes will run for two year(s) longer.
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- 3.5 For more information on the Rough Sleeping Grant, or the Social Impact Bonds see (please note that the latter document has been archived and may include figures which are not up to date):
- <https://www.gov.uk/government/news/pm-announces-areas-to-benefit-from-50m-fund-to-tackle-homelessness>
- https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/581204/HPP_Rough_Sleeping_Prospectus_-_archived.pdf
- 3.6 12 Local Authorities funded through the two programmes are providing targeted support for rough sleepers with multiple and complex needs involving substance misuse and/or mental health needs and are part of this evaluation. The approaches between Local Authorities vary, but can be broadly split between ‘Housing Led’ and ‘non-Housing Led’ designs and are spread across the two funding streams.
- 3.7 Housing-Led refers to projects which focus on securing accommodation as an initial step, and a key focus, in supporting clients. These Housing-Led projects will incorporate, but not be restricted to, Housing First approaches. The number of Housing First clients will make up a proportion of the total clients receiving the intervention and included in the evaluation. For example, Southwark would include all their clients in the evaluation, while Newcastle would include 50 from its total number of clients it works with. Homeless Link have provided an assessment of the extent to which all or part of the housing led services meet housing first principles, and this will be shared with the Supplier. There will be an option for this to be repeated, and if so, the Supplier will have access to this data.
- 3.8 The Authority will have service specification documents for some of these areas, which will be shared with the Supplier, subject to local authority/provider approval.
- 3.9 Table 1 and 2 below lists the Local Authorities involved in this project. Table 1 includes the local authorities offering a ‘housing-led’ service, while the latter contains the local authorities offering a non-housing led service. It details the number of clients who will be part of the evaluation, the source of their funding and their start dates.

Table 1 Summary table of Local Authorities providing a housing-led service in the process evaluation

Name of Local Authority	Target no. clients in the evaluation	Number of clients receiving intervention	Source of funding	Start date for delivery of intervention to clients
1. Brighton and Hove	TBC	100	SIB	Mid-February 2018
2. Bristol	40	Approx. 100	SIB	December 2017
3. Gloucestershire	TBC	110	SIB	November 2017



4. Greater London Authority	TBC	350	SIB	October 2017
5. Newcastle	50	250	SIB	January 2018
6. South Tyneside and Sunderland	20	22	Rough Sleeping Grant	March 2017 (rolling enrolment)
7. Southwark	10	10	Rough Sleeping Grant	September 2017
8. Stafford	10	16	Rough Sleeping Grant	January 2018

Table 2 Summary Table of Local Authorities offering a service, which is not housing led in the process evaluation

Name of Local Authority	Target no. clients in evaluation	Number of clients receiving intervention	Source of funding	Start date for delivery of intervention to clients
9. Basingstoke	10 - TBC	10-17	Rough Sleeping Grant	February 2017
10. Bedford	TBC	TBC	Rough Sleeping Grant	July 2017
11. Cambridge	TBC	45	Rough Sleeping Grant	September 2017
12. Hammersmith and Fulham (St. Mungos)	TBC	30 (currently)	Rough Sleeping Grant	September 2017

3.10 An additional four areas may be also be included in this evaluation; Kent and Lincolnshire funded via SIB would be housing-led areas, and Ipswich and Birmingham funded via the Rough Sleeping Grant, which would be non-housing led areas.

3.11 Quantitative data collection is starting in 12 areas, this includes:

- a) An initial online questionnaire covering homelessness history and support needs (a draft version is attached as a word document in Annex B.1)
- b) An online follow up questionnaire covering wellbeing and substance misuse (a draft version is attached as a word document in Annex B.2)



- c) Outcome monitoring by projects on a case by case basis covering accommodation, treatment and employment (a draft version of the spread sheet is attached in Annex B.3)

- 3.12 The Authority expects the Potential Providers to make full use of this information in the evaluation.
- 3.13 This analysis will help to understand the nature of interventions being delivered, the effectiveness of projects relative to local context. It will also serve as an audit and contribute to the evidence base of what works for this client group. The lessons learned will be published, and will be used to inform future interventions.

4. ETHICS

- 4.1 Ethical approval has been received for the current quantitative data collection from Southampton University. This does not cover any qualitative research that forms part of this tender; the Supplier will need to gain the necessary ethical approval for the proposed process evaluation design. This must be in accordance with Government Social Research ethics.
- 4.2 People carrying out fieldwork with clients should be appropriately trained to work with vulnerable people and manage and handle any safeguarding issue that may arise.
- 4.3 The commissioning and management of the research will be done in accordance with Government Social Research ethics. See checklist and guidance:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/515296/ethics_guidance_tcm6-5782.pdf

5. DEFINITIONS

Expression or Acronym	Definition
RSG	Means Rough Sleeping Grant
SIB	Means Social Impact Bond
MHCLG	Ministry of Housing Communities and Local Government
Housing Led areas	Means Local Authorities who are funded, via the rough sleeping grant, or social impact bond, to provide services to individuals at risk, or currently homeless, with mental health and/or substance misuse needs and are offering a service which prioritises finding clients' accommodation but which are not Housing First services.
Non-housing led	Means Local Authorities who are funded, via the rough sleeping grant, or social impact bond, to provide services to individuals at risk, or currently homeless, with mental health and/or substance misuse needs. These services can vary between areas but will not have a significant focus on housing.
Housing First or 'Housing First type' service	Means Local Authorities, which are offering a service which has been assessed as Housing First or a service that is very similar (see definition below), but may not strictly fulfil all the criteria

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	<p>required to define it as a ‘Housing First’ approach.</p> <p>Housing First aims to provide rapid access to permanent housing for those with multiple and complex needs who are currently or at risk of being homeless. This housing is not conditional on the service user engaging with other support services or proving themselves ‘housing-ready’. The 7 key principles underpinning Housing First are:</p> <ul style="list-style-type: none"> • People have the right to a home • Flexible support is provided for as long as it is needed • Housing and support are separated • Individuals have choice and control • An active engagement approach is used • The service is based on people’s strengths, goals and aspirations • A harm reduction approach is applied
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6. SCOPE OF REQUIREMENT

6.1 The objective of the evaluation is to provide an evidence base on what works to reduce homelessness and improve outcomes amongst individuals in the cycle of rough sleeping with multiple and complex needs including mental health and/or substance misuse needs. The objectives are:

- To understand what the different projects working with this client’s group are delivering and their theory of change, taking into account the needs of the clients, any multi-agency partnerships and any constraints of local context,
- To understand the influence of the funding mechanism on design, set up and delivery,
- To identify what works well across the design, set up and delivery of the interventions, where the challenges lie, and how these have been or may be addressed. This will need to take into account client demographics and needs, the outcomes achieved, the costs of delivering the project and the perspectives of a range of stakeholders,
- Where services are near to the end of their funding period, explore any plans for sustaining the intervention in original or redesigned form and the reasons behind this.

6.2 The aim of this evaluation is to provide the Authority with evidence on the different approaches (including both housing led and non-housing led interventions) taken to work with rough sleepers with mental health and substance misuse needs and the



lessons learned in designing, setting up and delivering these across different funding programmes.

- 6.3 The Supplier will be required to deliver a comprehensive and robust evidence base within the timeframe detailed in this Statement of Requirements.
- 6.4 The contract is expected to commence in April 2018 and will be for an initial term of 18 months. The evaluation in this initial contract period will focus on the set up and delivery of the interventions. The Authority reserves the right to extend the contract to focus on the remaining period of the SIB-funding (see Section 9).
- 6.5 The following tasks are within the scope of the requirement and the Supplier:
- a) Will review documentation from the projects and clean and analyse the data collected in the initial questionnaire to produce a description of the different projects and clientele involved in the evaluation
 - b) Will design a data collection tool and collect data on the costs of delivering the interventions and the other organisational resources involved
 - c) Will conduct additional fieldwork and analysis required to gain insights from a range of stakeholders (including project providers, investors, commissioners, public service providers, clients and landlords)
 - d) Will use the qualitative and quantitative data to answer the research objectives, to provide evidence on the lessons learned, successes and challenges,
 - e) Will assess the feasibility of conducting an impact evaluation using the data collected as part of the process evaluation
- 6.6 As part of the additional fieldwork we would encourage the Supplier to conduct workshops with projects.
- 6.7 The following tasks are outside the scope of the requirement:
- a) Cost benefit analysis
 - b) Impact evaluation

7. THE REQUIREMENT

- 7.1 The work shall seek to meet the four objectives of the evaluation and answer the following research questions by drawing on the full range of data available. The Supplier may suggest additional research questions.
- **To understand what the different projects are delivering and the rationale for intervention design, taking into account the needs of the clients, the staffing levels and training, any multi-agency partnerships and any constraints of local context,**
 - a) What is the difference in the delivery of services across the ‘housing led’ and non-housing led projects? Are there clear reasons for these differences?

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- b) What are the challenges of implementing the projects in the local context?
 - c) How are the areas identifying their target cohort? And in particular, how are areas that are delivering 'Housing First type' services selecting their clients?
 - d) What are their experiences of accessing and building relationships with other service providers?
 - e) How are the projects managing the services, what are their overall team structures, roles and staffing levels? Does this change across the lifetime of the evaluation?
 - f) How does the influence and role of the client, and focus on client choice, work across projects and client type?
- **To understand the influence of the funding mechanism (SIB, Grant, PbR) on design, set up and delivery,**
 - g) In what ways have the funding mechanisms influenced how services are: being set up, managed and delivered?
 - h) What are the differences, benefits and downsides or challenges, to commissioning projects through the different funding mechanisms?
 - i) What has the role of the external stakeholders, such as advisors and investors, been in the development and implementation of the interventions?
 - **To identify what works well across the design, set up and delivery of the interventions, where the challenges lie, and how these have been or may be addressed. This will need to take into account client demographics and needs, the outcomes achieved, the costs of delivering the project and the perspectives of a range of stakeholders**
 - j) What are the successes; challenges and lessons learned for the design and set up of the project?
 - k) What are the successes, challenges and lessons learned for the delivery of the projects in terms of:
 - i) The resources, capacity and partnership arrangements required to deliver the projects
 - ii) The approach to engaging and working with clients (from the perspective of the clients as well as the projects and other stakeholders)
 - iii) The management of the projects



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- iv) The outcomes achieved by the projects (from the perspective of the clients as well as the projects and other stakeholders)
 - v) The interplay between these factors
 - l) Can any conclusions be drawn about the achievements and challenges faced by the housing led projects compared with the non-housing led projects? Are any of the lessons learned specific to housing-led approaches or non housing-led approaches?
 - m) Can any conclusions be drawn about the achievements and challenges faced by the 'Housing First type' services compared with the housing led services? Are any of the lessons specific to 'Housing First type' services?
- **Where services are near to the end of their funding period, explore any plans for sustaining the intervention in original or redesigned form and the reasons behind this**
 - n) How are projects preparing for any changes in funding? Are there preparations underway to ensure sustainability of services?
- 7.2 The Authority will input into and will sign off all data collection tools.
- 7.3 The Supplier should provide details of how they will sample and seek input from a range of different stakeholders and client groups to ensure they are able to answer the questions set out above. The Supplier should also set out the additional fieldwork methods to be used i.e. workshops, focus groups, interviews, surveys and whether there is any plan to involve peer researchers, and the expected method of analysis.
- 7.4 We expect the focus and interpretation of the fieldwork to be informed by analysis of the quantitative data from clients and services and will be keen to see how the Supplier intends to draw on all the data available to inform their fieldwork and analysis.
- 7.5 The Supplier will need to set out arrangements for keeping the pseudo-anonymised data secure (see section 15 below) and ensuring that no-one's data can be identified (by any person) following any direct contact with clients (e.g. interviews).
- 7.6 The Supplier will be responsible for handling queries from projects about the evaluation.
- 7.7 The Supplier will be required to collaborate with any suppliers evaluating Housing First that the Authority may contract in 2018/19.
- 8. KEY MILESTONES**
- 8.1 The Supplier will need to set out how they propose to conduct fieldwork and analysis in order to meet the milestones set out below. Some flexibility should be built into timescales to take into account the different start times of the projects.
- 8.2 The Potential Provider should note the following project milestones that the Authority will measure the quality of delivery against:



Milestone	Description	Timeframe
1	Project inception meeting/implementation plan	Within week 1 of Contract Award
2	Interim report on client demographics and needs and project approaches	July 2018
3	Interim process evaluation report based on initial fieldwork and 6 month outcome data	November 2018
4	Final process evaluation report based on fieldwork, costs data and 12 month outcome data	September 2019
5	Lessons Learned summaries based on conclusions of the final evaluation report	September 2019
6	Report on the feasibility of conducting an impact evaluation using the data already collected	October 2019

9. OPTION TO EXTEND

9.1 The Authority reserves the right to extend the contract between the Supplier and the Authority. An extension to the contract would enable the evaluation to cover the full funding period of the social impact bond funded projects and if feasible, conduct an impact evaluation. These decisions are subject to further funding approvals.

10. AUTHORITY'S RESPONSIBILITIES

10.1 The Authority will be responsible for selecting and recruiting the Local Authorities who will participate in the evaluation.

10.2 The Authority will be responsible for designing the quantitative data collection tools, with the exception of the data collection tool needed to collect data on the costs of delivering the project and other resources involved.

10.3 The Authority will be responsible for ensuring the projects return the required outcome data. However, contingency should be built in to follow up clients at 6 months and 12 months to complete the follow up questionnaire. This will be subject to review and will require additional funding.

10.4 The Authority will be responsible for securely sending pseudo-anonymised data to the contractor.

11. REPORTING

11.1 The Supplier will be required to provide all written outputs in plain English, and for these to be quality assured and proof read by the Supplier before submission to the Authority. Outputs will adhere to the Authority's style guide/publication template.



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- 11.2 All outputs will be submitted to the Authority in draft, allowing a reasonable time for the Authority to provide comments, for the Supplier to make adjustments and submit revised reports within the timeframe set out above.
- 11.3 The Supplier will be required to produce the following outputs:
- a) Interim report on client needs and demographics and project approaches (covering part of objective 1). This report will be for internal purposes only.
 - b) Interim process evaluation report covering objectives 1-3. Focusing on the design, set up and early delivery of the projects. This report will be published.
 - c) Final process evaluation report, covering objectives 1-4, This report will be published. The final report should be a stand-alone report drawing on the previous interim reports as well as additional data gathered in the subsequent period. It should include an executive summary.
 - d) Lessons learned summaries based on the conclusions of the final evaluation report. These reports will be published. The Authority requires a number of summary documents highlighting the key lessons learned. The Supplier will suggest key topics for the lessons learned reports.
 - e) Feasibility report providing an assessment of the feasibility of conducting an impact evaluation with the data already collected. Contractors should clearly set out the criteria for making that assessment and what factors will be considered. This report will be for internal purposes only.

12. GOVERNANCE

- 12.1 Changes to the way in which the Services are to be delivered must be brought to the Authority's attention and agreed prior to any changes being implemented.
- 12.2 The Authority expects the Supplier to engage with the Steering group and Advisory group for this research and take forward actions that result from meetings and input from these groups as agreed with the Authority.

13. PRICE

- 13.1 Prices are to be submitted via the Appendix E excluding VAT.

14. STAFF AND CUSTOMER SERVICE

- 14.1 The Authority requires the Potential Provider to provide a sufficient level of resource throughout the duration of the Evaluation Contract in order to consistently deliver a quality service to all Parties.
- 14.2 Potential Provider's staff assigned to the Evaluation Contract shall have the relevant qualifications and experience to deliver the Contract.
- 14.3 The Potential Provider shall ensure that staff understand the Authority's vision and objectives and will provide excellent customer service to the Authority throughout the duration of the Contract.

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15. SECURITY REQUIREMENTS

- 15.1 The Authority will be responsible for securely sending pseudo-anonymised data to the Supplier, via a secure system such as Egress. Questionnaire data and outcomes monitoring data will be sent separately.
- 15.2 The Supplier should adhere to the measures set out in the Privacy Impact Assessment and ensure they comply with those that are relevant. This will be shared with the successful contractor at the start of the project and includes the requirement that the qualitative researchers do not have access to case-level quantitative data and that they understand their duty of confidentiality.
- 15.3 It is important that the supplier employs the appropriate organisational, operational and technological processes and procedures to keep the Authority’s data safe from unauthorised use or access, loss, destruction, theft or disclosure. The organisational, operational and technological processes and procedures adopted are required to comply with the requirements of ISO/IEC 27001 or equivalent; and Cyber Essentials <https://www.gov.uk/government/publications/cyber-essentials-scheme-overview>
- 15.4 The Supplier will be required to securely process and store pseudo-anonymised data in accordance with the Data Protection Act. The Supplier should include a clear technical explanation of the organisation’s security standards and what measures will be in place to keep the data secure.

16. QUALITY STANDARDS

- 16.1 The Supplier should follow the style guide set out in Annex B.4.

17. VOLUMES

- 17.1 Potential Providers are asked to specify the number of interviews they expect to conduct over the evaluation period, across the stakeholder groups.

18. SERVICE LEVELS AND PERFORMANCE

- 18.1 The Authority will measure the quality of the Supplier’s delivery by:

KPI/SLA	Service Area	KPI/SLA description	Target
2	Research	The Supplier will ensure all analysis is presented to a high standard as specified in Annex B4, and is quality assured before it’s submitted to the Authority. These will be quality assured and proof read by the Supplier before submission to the Authority.	100%
3	Research	The Supplier will ensure the Authority signs off all research tools and any revisions made within 14 days.	100%
4	Reporting	The Supplier will update the	100%

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		Authority (either through a telekit or face to face) at the end of each week to update on progress as well to provide the following week's plan.	
11	Governance	The Supplier must address any comments and concerns raised by the steering group and/or advisory group as advised by the Authority.	100%
12	Governance	The Supplier must provide the Authority with a log of how comments and revisions have been addressed.	100%

19. INTELLECTUAL PROPERTY RIGHTS (IPR)

- 19.1 All data and data collection systems arising from the study will be the property of the Authority.
- 19.2 All intellectual property rights or other similar protection in any specifications, data, databases, models or other materials furnished to or made available to the Supplier by the Authority pursuant to the Contract shall remain the property the Authority.
- 19.3 If the Supplier would like to write any additional reports or other outputs from this commissioned work, the Authority must approve this.

20. PUBLICITY, MEDIA AND OFFICIAL ENQUIRIES

- 20.1 The Supplier shall abide by all terms and conditions of the contract including the requirement to not make any press announcements or to publicise the contract in any way without the Authority's prior written approval.
- 20.2 The Supplier is not permitted to disclose any data or findings outside of the project team, prior to publication.

21. PAYMENT

- 21.1 Payment can only be made following satisfactory delivery of pre-agreed certified products and deliverables and subject to sign-off by the Authority's Contract Manager.
- 21.2 Travel and Subsistence will be paid in line with the Authority's T&S policy.
- 21.3 Payments shall be made in milestones and in line with Key Milestones as per Section 8 Milestones 2-5.
- 21.4 Before payment can be considered, each invoice must include a detailed elemental breakdown of work completed and the associated costs, as well as the Authority's Purchase Order number (to be provided following contract award). All invoices

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should be sent to: **Ministry of Housing, Communities and Local Government, Invoice Processing team**, Finance Shared Services Division, High Trees, Hillfield Road, Hemel Hempstead, Herts, HP2 4XN. Tel:0303 444 (x2300), Email CLGInvoices@communities.gsi.gov.uk

22. LOCATION

- 22.1 The location of the services will vary however contract reviews and meetings with the Authority will be conducted at Fry Building, 2 Marsham St, Westminster, London SW1P 4DF