

Order Schedule 20 (Order Specification)

This Schedule sets out the characteristics of the Deliverables that the Supplier will be required to make to the Buyers under this Order Contract



Department for Levelling Up,
Housing & Communities

Order Schedule 20 – Statement of Requirements

Contract Reference: CPD4124291

Systems-Wide Evaluation of Homelessness and Rough
Sleeping Services

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Order Schedule 20 – Statement of Requirements
Systems-Wide Evaluation of Homelessness and Rough Sleeping Services
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PURPOSE

- 1.1 The Department for Levelling Up, Housing and Communities (hereafter known as DLUHC) is commissioning an ambitious programme of work to create a '*step change*' in the evidence base for Homelessness and Rough Sleeping (HRS).
- 1.2 DLUHC provides a range of funding to support interventions to prevent homelessness and rough sleeping and where possible make it, rare, brief, and non-recurrent.
- 1.3 It is vital that services are effectively targeted, and that future policy development puts evidence-based decision-making at its heart.
- 1.4 The total budget for this research work is set at a maximum £15m. This research will deliver a complexity sensitive **systems-wide evaluation (£2.5m)** which improves our understanding of what works, takes into account the multiple interdependent components and interactions that shape the system, and thinks ambitiously about systems-wide change. This work also includes a programme of strategically important trials to test specific interventions called the **Test and Learn programme (£12m)** and a **deep dives programme (£0.5m)** delivering rapid and flexible research.
- 1.5 The objectives of this programme of work are to:
 - 1.5.1 **Objective 1:** Gain insight into the most effective organisation, distribution and balance of central government funding and the effect on commissioning, strategic decisions and service delivery at local level
 - 1.5.2 **Objective 2:** Provide a better understanding of how users enter, interact, and move through HRS services, barriers and enablers and establish what components deliver an effective and efficient system at local level
 - 1.5.3 **Objective 3:** Measure causal chains in the Theory of Change and the Homelessness and Rough Sleeping service map using a common set of metrics to inform this programme of evaluation
 - 1.5.4 **Objective 4:** Better understand and make recommendations on '*What works*' and for who, why and in what context to deliver outcomes and Value for Money in homelessness and rough sleeping
 - 1.5.5 **Objective 5:** Better understand the interactions between central government policies and their overall contribution to impact and to identify the most effective areas of intervention through a complexity sensitive systems approach

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2. BACKGROUND TO THE CONTRACTING AUTHORITY

- 2.1 DLUHC supports communities across the country to thrive.
- 2.2 Our aim 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.
- 2.4 Our [Outcome Delivery Plan](#) can be found on the GOV.UK website

3. BACKGROUND OF THE REQUIREMENT

3.1 Framework

- 3.1.1 The Homelessness and Rough Sleeping (HRS) Programme provides funding for interventions designed to end rough sleeping and reduce homelessness. It includes a wide range of interventions which tackle the following four pillars of delivery:
 - 3.1.1.1 **Prevention:** Preventing homelessness and rough sleeping from happening in the first place, ensuring episodes are rare.
 - 3.1.1.2 **Intervention:** When homelessness and rough sleeping does occur, people are quickly connected to housing ensuring episodes are brief.
 - 3.1.1.3 **Recovery:** Suitable accommodation and wrap around support is provided to help people recover from their homelessness or rough sleeping episode to ensure it is non-recurrent.
 - 3.1.1.4 **Joined-up system:** Improved systems so that local partners have the right data and evidence, clear accountability structures, a capable workforce who feel valued, and effective partnerships and services to end homelessness and Rough Sleeping.
- 3.1.2 In September 2022 the Government published '[Ending Rough Sleeping for Good](#)' which further outlines these pillars, sets out a strategy for ending rough sleeping by 2024, includes a commitment to improve the evidence base on '*what works*' and a describes a data led framework of key indicators for Rough Sleeping.

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3.2 Approach

3.2.1 Funding delivered by DLUHC funds interventions as part of a complex adaptive system where Homelessness and Rough Sleeping (HRS) is driven by both structural and individual factors, and service users interact concurrently with a wide range of government and third sector interventions and services.

3.2.2 There are challenges, with significant local variation and a complex landscape of overlapping support. This, in addition to the national roll out of most central government interventions, limits our ability to robustly evaluate different interventions in isolation from each other.

3.2.3 These factors have driven our interest in taking a complexity sensitive systems approach to this evaluation. The 'system' as conceptualised includes not only the work of DLUHC, Local Authorities and service providers funded by DLUHC, but that of Other Government Departments (OGDs) and the Voluntary Sector and is separated into two 'level/s':

3.2.3.1 **Funding and policy making at central government level** described in a nested Theory of Change (Annex A)

3.2.3.2 **Service delivery at local level** described in the [HRS Service Map](#)

3.2.4 Two feasibility studies were commissioned to support the design of this programme of work a) systems-wide evaluation, the final report for which is provided (Annex F) and b) Test and Learn programme, for which a short-list trials scenario is provided, and the portfolio options summary (Annex D) and scoping report (Annex E) are attached to this requirement.

3.2.5 One: HRS Systems-Wide Evaluation

3.2.5.1 The feasibility study for the systems-wide evaluation was completed by [Alma Economics](#). Alma Economics are a multidisciplinary team of economists, data scientists, social researchers, and web developers.

3.2.5.2 The main objectives of this feasibility study were to:

- (a) set out the feasibility and proposed structure and methodology for a process, impact, and economic evaluation at both the central government and local level. This work has informed the requirement in section 5.
- (b) carry out a feasibility assessment and design for the impact evaluation of homelessness prevention and rough sleeping accommodation, service and support programmes with a focus on:

- (i) Rough Sleeping Initiative (RSI)

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(ii) Rough Sleeping Accommodation Programme (RSAP)

(iii) Homelessness Prevention Grant (HPG)

See Annex B for details on these funding programmes

(c) establish if quantitative or quasi-experimental impact evaluation options are possible and make recommendations as to what extent these programmes can be evaluated in isolation.

3.2.5.3 The following have been delivered as part of the feasibility study:

(a) Updated *Theory of Change* (Annex A) set against the four pillars of delivery: prevention, intervention, recovery, and joined-up system.

(b) [HRS Service Map](#) and insights from user research

(c) Assessment of data availability at the national level to inform monitoring and evaluation activity

(d) Recommendations on the overarching approach to the systems-wide evaluation

3.2.6 Two: Test and Learn Programme

3.2.6.1 The Test and Learn programme is being designed by the [Centre for Homelessness Impact](#) (CHI). CHI is an independent charity dedicated to using evidence to end homelessness. It is also one of the 'What Works Centres' recognised by the Government.

3.2.6.2 The main objectives of this feasibility study are to:

(a) Propose the best delivery model for a trials programme within given timescales, considering the feasibility of different options

(b) Identify existing interventions that have the potential to improve outcomes within the homelessness and rough sleeping system, which can be tested to improve the evidence base and the value for money case

(c) Suggest new or innovative interventions to combat persistent challenges that could usefully be tested as part of the initiative and propose trial designs

(d) Short-list trials based on strategic need and assessment of feasibility

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3.2.6.3 The following have been delivered as part of the feasibility study:

- (a) Scoping report summarising progress as at December 2022 and initial delivery model recommendation attached at Annex E.
- (b) Slide pack summarising recommended portfolio of trials including estimated delivery costs and summary feasibility assessments. These are summarised in section 6 and attached at annex D.
- (c) The trials short-list scenario outlined in section 6 is a provisional list and subject to additional feasibility assessment and ministerial and senior clearance.

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4. DEFINITIONS

| Table 1: Expression or Acronym | Definition |
|---|---|
| Authority | Department for Levelling Up, Housing and Communities |
| CHI | Centre for Homelessness Impact |
| DHSC | Department of Health and Social Care |
| DLUHC | Department for Levelling Up, Housing and Communities |
| DWP | Department of Work and Pensions |
| HMT | His Majesty's Treasury |
| HRS | Homelessness and Rough Sleeping |
| LAs | Local Authorities |
| MoJ | Ministry of Justice |
| NHS | National Health Service |
| OGD | Other Government Departments |
| OHID | Office for Health Improvement and Disparities |
| Supplier | The organisation awarded the evaluation contract |
| Systems-wide | <p>In this programme, DLUHC defines 'systems-wide' as those policies, programmes or interventions:</p> <ul style="list-style-type: none"> a) delivered and funded by the Homelessness and Rough Sleeping directorate b) delivered by DLUHC that influence or are influenced by homelessness and rough sleeping c) owned by Other Government Departments which influence or are influenced by homelessness and rough sleeping d) delivered outside of government such as by the voluntary sector |

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| | |
|--------------------------------|--|
| | e) In addition to external economic, political and social factors |
| Complexity sensitive | An evaluation where programmes, policies and interventions are seen as part of a wider system in which they operate, and which uses systems thinking to understand and interpret the complex interactions between elements to deliver insight. |
| Complex and/or adaptive system | A complex system is made up or emerges from many diverse interacting components, non-linear and non-proportional interactions between these components. Adaptive systems also include adaptation in response to change. The homelessness and rough sleeping system is a complex adaptive system. |
| VfM | Value for Money |

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5. SCOPE OF REQUIREMENT

- 5.1 The total budget for this research work is set at a maximum £15m with the **Test and Learn** programme making up £12m of this budget. This will deliver 10 trials, a provisional list of these trials are detailed in section 6. The Supplier will be required to take forward and deliver this programme of work. This involves a setup phase in summer/autumn followed by delivery, analysis and reporting up until winter 2026. The Test and Learn programme has been costed and evaluated on a short-list of scenarios, with any changes managed through agreed day rates (Pricing Schedule, Section 3) after contract award. For more detail of the feasibility study recommendations on the Test and Learn budget see section 6, section 7 and Annex D and E
- 5.2 £0.5m has been set aside for a **Deep Dives** programme which includes some light-touch evaluation work of the [Accommodation for Ex-Offenders Scheme \(AfEO – more details available here\)](#). This Deep Dives programme will also provide ad hoc strategic research (in addition to the AfEO work) across the systems-wide evaluation and provide resource to respond to changes in the HRS system. The cost of the Deep Dives work will be based on daily rates as set out in the Pricing Schedule (Section 3)
- 5.3 The remaining requirement is covered by £2.5m and is for the **Systems-Wide Evaluation**. This includes:
- 5.3.1 Building an understanding of how government (HRS policy, DLUHC, OGDs) structures interventions that impact homelessness and rough sleeping, to what extent these structures are effective and the impact of these on on-the ground delivery, including on whether the right people are in the right places.
 - 5.3.2 A complexity sensitive systems-wide evaluation (HRS policy, DLUHC, OGDs, voluntary sector) assessing the contribution of interventions within the system, including the effect of their interactions, on outcomes and impacts. Building an understanding of the most effective points to intervene to prevent homelessness and where it does occur make it rare, brief, and non-recurrent.
 - 5.3.3 Cross-cutting reports on ‘*what works*’ for a) Prevention and b) Accommodation, service and support drawing from evidence across the research programme. This includes primary research into the effectiveness of local level interventions, where required.
 - 5.3.4 Standalone evaluations of the Homelessness Prevention Grant (HPG), Rough Sleeping Initiative (RSI) and Rough Sleeping Accommodation Programme (RSAP).
 - 5.3.5 An economic assessment of interventions in the system (HRS policy, DLUHC, OGDs), including any value attributed to interactions. This should support ambitions to fund the areas across government with the highest impact.

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- 5.3.6 Further analysis of user journeys in the HRS service map; building a stylised stock and flows map/model and synthesising current research to identify barriers, and enablers at the local level. Identify and learn from areas where local level systems work.
- 5.3.7 Supporting monitoring both at the central government and local level.
- 5.4 The contract is 40 months long and is expected to begin in **August 2023** and finish in **December 2026**.
- 5.5 The research is split into two phases in this requirement (Programme 1):
 - 5.5.1 Phase 1 – August 2023 – March 2025 (Total: £9.5m, made up of)
 - 5.5.1.1 Financial Year 2023/24 (£6m)
 - 5.5.1.2 Financial Year 2024/25 (£3.5m)
 - 5.5.2 Phase 2 – April 2025 – December 2026 (Total: £5.5m, made up of)
 - 5.5.2.1 Financial Year 2025/26 (£3.5m)
 - 5.5.2.2 Financial Year 2026/27 (£2m)
- 5.6 A break clause is in place in March 2025 (end of phase 1), to account for uncertainties in government spending reviews, however this research programme is fully expected to span until 2026.
- 5.7 There is some flexibility in the budget, however DLUHC has made public commitments to spending £12m on Test and Learn and £2.2m on systems-wide in [‘Ending Rough Sleeping for Good’](#).
- 5.8 The requirement is split between the two ‘systems’ levels:
 - 5.8.1 **Funding and policy making at central government level** described in a nested Theory of Change (Annex A)
 - 5.8.2 **Service delivery at local level** described in the [HRS Service Map](#)
- 5.9 Within which there are process, impact, economic and monitoring elements. The following *figure 1* sets out the relationship between these elements.

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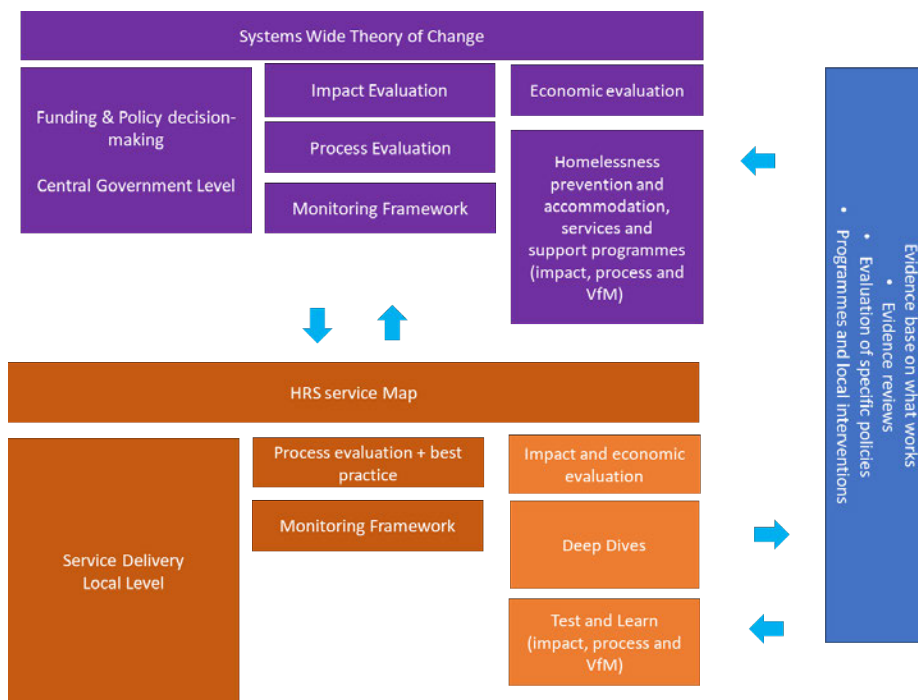


Figure 1: HRS systems-wide evaluation elements

- 5.10 These components are described in Table 2 and 3 alongside the Research Questions and requirements. A summary is provided below in Figure 2 and 3
- 5.11 The Supplier will work with DLUHC to respond to our priorities ahead of the next spending review. In addition to further understanding what is feasible within timelines. This will be agreed in the early stages of the contract. Please see Section 13 for more information on reporting.
- 5.12 The Supplier is required to develop and deliver all supporting procedures and documents needed to deliver these requirements e.g., research instruments, data sharing agreements, as set out in Section 13.
- 5.13 Considering the range and scale of this project, we encourage the Supplier to thoroughly assess the necessary resources and expertise needed throughout the entirety of the contract period. The Supplier should ensure they have readily available access to appropriate personnel within their own organisation, or through established subcontracting or consortium agreements, to ensure the successful delivery of project. Where an alternative model for providing these services is considered we encourage the Supplier to consider the impact this will have on timelines and set out their strategy for managing this.

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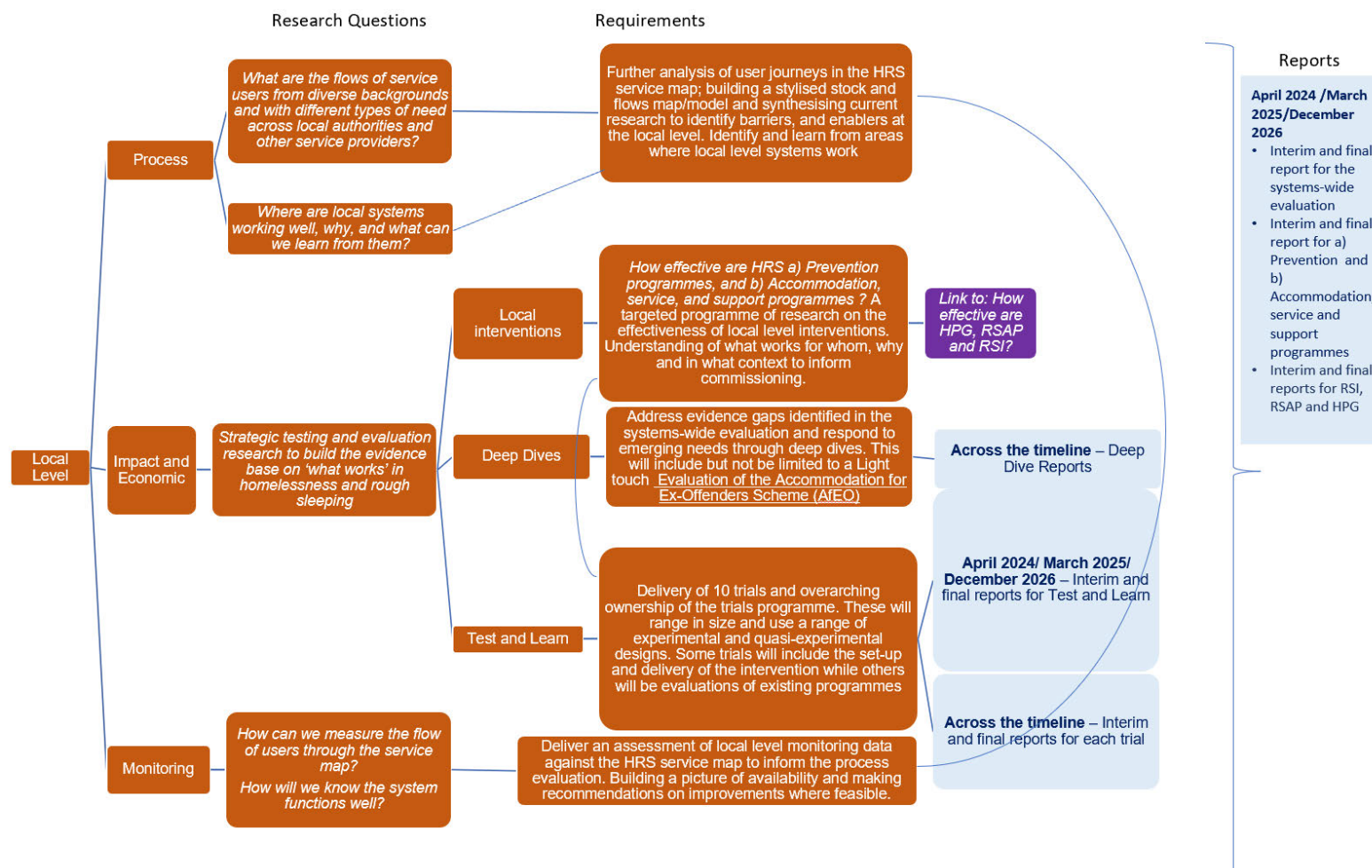


Figure 2: Summary of requirements at local level

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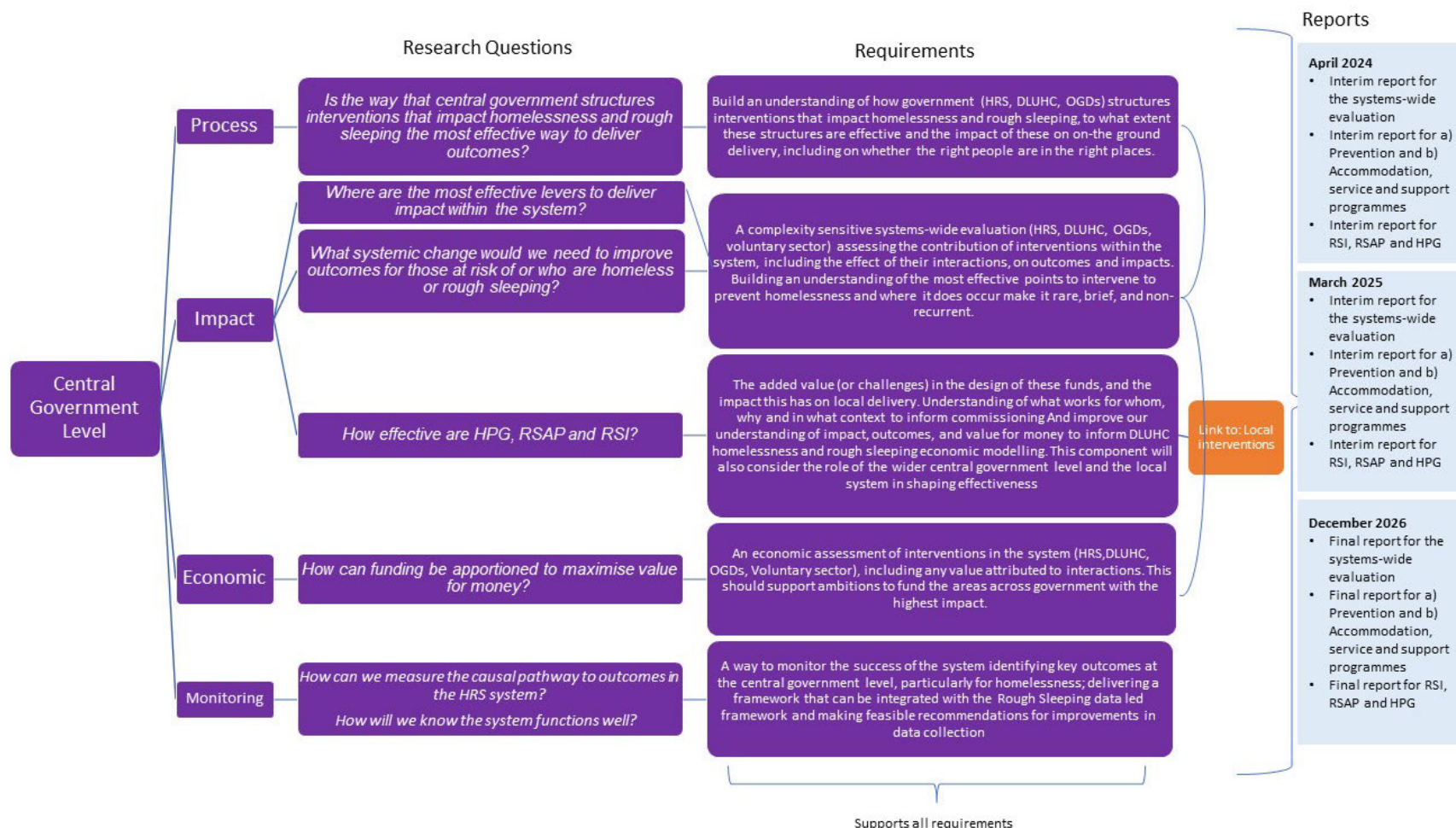


Figure 3: Summary of requirements at central government level

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| Table 2: Funding and policy making at central government level | | Theory of Change | | | | |
|--|---|--|---|-------------------|---------------|---|
| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
| Process | <ul style="list-style-type: none"> Is the way that central government structures homelessness and rough sleeping the most effective way to deliver outcomes? | <ul style="list-style-type: none"> Build an understanding of how government structures homelessness and rough sleeping interventions, to what extent these routes are effective and the impact of these on on-the ground delivery, including on whether the right people are in the right places. This will build on the work delivered as part of the Changing Futures Evaluation by the Policy Lab which is assessing the relationship between Changing Futures and homelessness and rough sleeping services at a local level, possible system 'fixes', in addition to opportunities to improve the current funding model for multiple disadvantage <ul style="list-style-type: none"> The first set of research reports as part of the Changing Futures evaluation were published in April. This includes: A baseline research report setting out our understanding of who is on the programme, their levels of need and output from the baseline systems-level evaluation research; A rapid evidence assessment on frontline support models, | Objective 1: Gain insight into the most effective organisation, distribution and balance of central government funding and the effect on commissioning, strategic decisions, and service delivery at local level | Included in £2.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report First Interim report on RSI, RSAP and HPG |
| | | | | | March 2025 | <ul style="list-style-type: none"> Second Interim reports on a) prevention and b) accommodation, service, and support Second Interim Systems-wide Evaluation Report Second Interim report on RSI, RSAP and HPG |
| | | | | | December 2026 | <ul style="list-style-type: none"> Final reports on a) prevention and b) accommodation, service, and support Final Interim Systems-wide Evaluation Report Final report on RSI, RSAP and HPG |

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| | | <p>summarising the evidence on the benefits and effectiveness of the most widely recognised frontline support models, practices and approaches in supporting people experiencing multiple disadvantage; and</p> <ul style="list-style-type: none"> o A rapid evidence assessment on trauma-informed approaches, summarising the evidence on the benefits of taking a trauma-informed approach and an understanding of which factors can enable or prevent a service or system from working in a trauma-informed way. | | | | |
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| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
|--------|--|--|---|-------------------|---------------|---|
| Impact | <ul style="list-style-type: none"> Where are the most effective levers to deliver impact within the system? What systemic change would we need to improve outcomes for those at risk of or who are homeless or rough sleeping? | <ul style="list-style-type: none"> A complexity sensitive systems-wide evaluation assessing the contribution of interventions within the system, including the effect of their interactions, on outcomes and impacts. Building an understanding of the most effective points to intervene to prevent homelessness and where it does occur make it rare, brief, and non-recurrent. Delivering analysis of the interfaces between policies, departments, and organisations where activities work in contradiction or are complementary Identify opportunities and challenges and establish to what extent current policy is leveraging the opportunities and meeting the challenges identified The scope includes DLUHC funded programmes, the work of other Government departments and interventions in the voluntary sector, such as the role of the benefits system, housing system, healthcare policies and practices, prisons and the justice system and immigration and asylum policies. | <p>Objective 4: To better understand and make recommendations on 'What works' and for who, why and in what context to deliver outcomes and Value for Money in homelessness and rough sleeping</p> <p>Objective 5: To better understand the interactions between central government policies and their overall contribution to impact and to identify the most effective areas of intervention through a complexity sensitive systems approach</p> | Included in £2.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report First Interim report on RSI, RSAP and HPG |
| | | | | | March 2025 | <ul style="list-style-type: none"> Second Interim reports on a) prevention and b) accommodation, service, and support Second Interim Systems-wide Evaluation Report Second Interim report on RSI, RSAP and HPG |
| | | | | | December 2026 | <ul style="list-style-type: none"> Final reports on a) prevention and b) accommodation, service, and support Final Interim Systems-wide Evaluation Report Final report on RSI, RSAP and HPG |

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| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
|--------|--|--|--|-------------------|---------------|--|
| Impact | <p><i>Programme specific research questions (see Annex C)</i></p> <ul style="list-style-type: none"> How effective are HPG, RSAP and RSI? | <p>The focus here is on:</p> <ul style="list-style-type: none"> The added value (or challenges) in the design of these funds, and the impact this has on local delivery To improve our understanding of impact, outcomes, and value for money to inform DLUHC homelessness and rough sleeping economic modelling These reports will also consider the role of the wider central government level and the local system in shaping effectiveness | <p>Objective 4: To better understand and make recommendations on 'What works' and for who, why and in what context to deliver outcomes and Value for Money in homelessness and rough sleeping</p> | Included in £2.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report First Interim report on RSI, RSAP and HPG |
| | | <p>See Annex B for further details on RSI, RSAP and HPG, and Annex C for draft programme specific research questions.</p> <p>It is anticipated that the cross-cutting reports, which will bring together insight from across this programme of work, current literature and from primary research, will also feed insight into the RSAP, RSI and HPG evaluations.</p> <p>The quantitative counterfactual evaluations of RSAP, HPG and RSI will require further feasibility assessment.</p> | | | March 2025 | <ul style="list-style-type: none"> Second interim report on a) prevention and b) accommodation, service, and support Second Interim Systems-wide Evaluation Report Second Interim report on RSI, RSAP and HPG |
| | | | | | December 2026 | <ul style="list-style-type: none"> Final reports on a) prevention and b) accommodation, service, and support Final Interim Systems-wide Evaluation Report Final report on RSI, RSAP and HPG |

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| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
|-----------------|--|--|---|-------------------|---------------|--|
| Economic | <ul style="list-style-type: none"> <i>How can funding be apportioned to maximise value for money?</i> | <ul style="list-style-type: none"> An economic assessment of interventions in the system, including any value attributed to interactions. This should support ambitions to fund the areas across government with the highest impact. The scope includes DLUHC funded programmes, the work of other Government departments and interventions in the voluntary sector, such as the role of the benefits system, housing system, healthcare policies and practices, prisons and the justice system and immigration and asylum policies. | Objective 4: To better understand and make recommendations on 'What works' and for who, why and in what context to deliver outcomes and Value for Money in homelessness and rough sleeping | Included in £2.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report First Interim report on RSI, RSAP and HPG |
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| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
|------------|---|--|---|-------------------|---------------|--|
| Monitoring | <ul style="list-style-type: none"> How can we measure the causal pathway to outcomes in the HRS system? How will we know the system functions well? | <ul style="list-style-type: none"> A way to monitor the success of the system identifying key outcomes at the central government level, particularly for homelessness; delivering a framework that can be integrated with the Rough Sleeping data led framework and making feasible recommendations for improvements in data collection | Objective 3: To measure causal chains in the Theory of Change and the Homelessness and Rough Sleeping service map using a common set of metrics to inform this programme of evaluation | Included in £2.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report First Interim report on RSI, RSAP and HPG |
| | | | | | March 2025 | <ul style="list-style-type: none"> Second interim report on prevention and b) accommodation, service, and support Second Interim Systems-wide Evaluation Report Second Interim report on RSI, RSAP and HPG |
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| Table 3: Service delivery at local level | | HRS Service Map | | | | |
|--|--|--|---|-------------------|---------------|--|
| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
| Process | <ul style="list-style-type: none"> <i>What are the flows of service users from diverse backgrounds and with different types of need across local authorities and other service providers?</i> <i>Where are local systems working well, why, and what can we learn from them?</i> | <ul style="list-style-type: none"> Further analysis of user journeys in the HRS system; building a stylised stock and flows map/model and synthesising current research to identify barriers, and enablers at the local level. Identify and learn from areas where local level systems work: this will also build on work delivered during the Changing Futures Evaluation by the Policy Lab on local level systems for multiple disadvantage This should include the use of the Rough Sleeping Questionnaire (section 8.5.1) | Objective 2: To provide a better understanding of how users enter, interact, and move through HRS services, barriers and enablers and establish what components deliver an effective and efficient system at local level | Included in £2.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report |
| | | | | | March 2025 | <ul style="list-style-type: none"> Second interim report on prevention and b) accommodation, service, and support Second Interim Systems-wide Evaluation Report |
| | | | | | December 2026 | <ul style="list-style-type: none"> Final reports on a) prevention and b) accommodation, service, and support Final Interim Systems-wide Evaluation Report |

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| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
|---------------------|--|---|--|-------|---------------|--|
| Impact and Economic | <i>Strategic testing and evaluation research to build the evidence base on 'what works' in homelessness and rough sleeping</i> | Deep Dives <ul style="list-style-type: none"> Address evidence gaps identified in the systems-wide evaluation and respond to emerging needs through deep dives. This will include but not be limited to a Light touch Evaluation of the Accommodation for Ex-Offenders Scheme (AfEO) <ul style="list-style-type: none"> The evaluation of AfEO will provide insights to inform decision making about the future direction of the programme and possible further funding. The evaluation should seek to provide findings that indicate the impacts the programme has delivered, if any, and the associated economic cost benefit realisation. Key outcomes of interest include maintenance of tenancies, move-on destinations, criminal recidivism, and returns to prisons. MI data is being gathered for monitoring purposes and can be used to evaluate the programme. Additional data collection, e.g. from service users and staff, may be required to enable analysis for all aspects of the evaluation. | Objective 4: To better understand and make recommendations on 'What works' and for who, why and in what context to deliver outcomes and Value for Money in homelessness and rough sleeping Objective 5: To better understand the interactions between central government policies and their overall contribution to impact and to identify the most effective areas of intervention through a complexity sensitive systems approach | £0.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report |
| | | | | | March 2025 | <ul style="list-style-type: none"> Second interim report on prevention and b) accommodation, service, and support Second Interim Systems-wide Evaluation Report |
| | | | | | December 2026 | <ul style="list-style-type: none"> Final reports on a) prevention and b) accommodation, service, and support Final Interim Systems-wide Evaluation Report |

Individual Deep Dive Reports across the timeline

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| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
|---------------------|--|--|--|-------------------|------------|--|
| Impact and Economic | <i>Strategic testing and evaluation research to build the evidence base on 'what works' in homelessness and rough sleeping</i> | <p>Theme specific research questions (see Annex C)</p> <p>How effective are HRS programmes at a) Prevention b) Accommodation, service, and support?</p> <p>Two cross-cutting reports are required bringing together insight from across this programme of work, current literature and from primary research. These draw a boundary around the themes of:</p> <p>a) Prevention</p> <p>b) Accommodation, service and support</p> <ul style="list-style-type: none"> Build on current understanding and evidence of what works, identifying gaps and carrying out a strategic | <p>Objective 4: To better understand and make recommendations on 'What works' and for who, why and in what context to deliver outcomes and Value for Money in homelessness and rough sleeping</p> | Included in £2.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report First Interim report on RSI, RSAP and HPG |

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| | | <p>and targeted programme of research on the effectiveness of local level interventions</p> <ul style="list-style-type: none"> • Working with Local Authorities, service providers and Homelessness and Rough Sleeping officials and advisors to prioritise and scope the work • Understanding of what works for whom, why and in what context to inform commissioning • This will also feed insight into the RSAP, RSI and HPG evaluations • This component will focus on answering the question set in Annex C at the local level • The CHI evidence gap map on effectiveness could help inform this work¹ | | | | |
|--|--|--|--|--|--|--|

¹ <https://www.homelessnessimpact.org/post/effectiveness-evidence-and-gap-map-fifth-edition>

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|--|--|--|--|--|---------------|--|
| | | | | | March 2025 | <ul style="list-style-type: none"> • Second interim report on a) prevention and b) accommodation, service, and support • Second Interim Systems-wide Evaluation Report • Second Interim report on RSI, RSAP and HPG |
| | | | | | December 2026 | <ul style="list-style-type: none"> • Final reports on a) prevention and b) accommodation, service, and support • Final Interim Systems-wide Evaluation Report • Final report on RSI, RSAP and HPG |

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| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) | |
|---------------------|--|---|--|-------|---------------|--|--|
| Impact and Economic | <i>Strategic testing and evaluation research to build the evidence base on 'what works' in homelessness and rough sleeping</i> | Test and Learn programme <ul style="list-style-type: none"> Delivery of 10 trials and overarching ownership of the trials programme. These will range in size and use a range of experimental and quasi-experimental designs. Some trials will include the set-up and delivery of the intervention while others will be evaluations of existing programmes. See Section 6, Annex E and F for further details. | Objective 4: To better understand and make recommendations on 'What works' and for who, why and in what context to deliver outcomes and Value for Money in homelessness and rough sleeping Objective 5: To better understand the interactions between central government policies and their overall contribution to impact and to identify the most effective areas of intervention through a complexity sensitive systems approach | £12m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report First interim report for the Test and Learn programme | Individual Trial Reports across the timeline |
| | | | | | March 2025 | <ul style="list-style-type: none"> Second interim report on prevention and b) accommodation, service, and support Second Interim Systems-wide Evaluation Report Second interim report for the Test and Learn Programme | |
| | | | | | December 2026 | <ul style="list-style-type: none"> Final reports on a) prevention and b) accommodation, service, and support Final Interim Systems-wide Evaluation Report Final Report for the Test and Learn Programme | |

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| | Research Questions | Requirement | Objective | Value | Timeline | Included within the following report (s) |
|------------|--|--|---|-------------------|---------------|--|
| Monitoring | <ul style="list-style-type: none"> <i>How can we measure the flow of users through the HRS service map?</i> <i>How will we know the system functions well?</i> | <ul style="list-style-type: none"> Deliver an assessment of local level monitoring data against the HRS service map to inform the process evaluation. Building a picture of availability and making recommendations on improvements where feasible. | Objective 3: To measure causal chains in the Theory of Change and the Homelessness and Rough Sleeping service map using a common set of metrics to inform this programme of evaluation | Included in £2.5m | April 2024 | <ul style="list-style-type: none"> First Interim reports on a) prevention and b) accommodation, service, and support First Interim Systems-wide Evaluation Report First interim report for the Test and Learn programme |
| | | | | | March 2025 | <ul style="list-style-type: none"> Second interim report on prevention and b) accommodation, service, and support Second Interim Systems-wide Evaluation Report Second interim report for the Test and Learn Programme |
| | | | | | December 2026 | <ul style="list-style-type: none"> Final reports on a) prevention and b) accommodation, service, and support Final Interim Systems-wide Evaluation Report <p>Final Report for the Test and Learn Programme</p> |

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6. TEST AND LEARN SHORT-LIST

- 6.1 The Test and Learn programme will prioritise ten trials as part of this commission. See Annex D and E for additional details.
- 6.2 Priorities identified for trialling are:
 - 6.2.1 Preventing rough sleeping
 - 6.2.2 Tackling rough sleeping; especially for those with a longer history of rough sleeping, harder to engage and/or repeatedly returning
 - 6.2.3 Tackling rough sleeping amongst non-UK nationals
 - 6.2.4 Preventing broader types of homelessness; particularly the role of housing options
 - 6.2.5 Improving the effectiveness of mental and physical health services
 - 6.2.6 Improving access to employment
- 6.3 A proposed short-list scenario from the feasibility study conducted by CHI is summarised in Table 4 and the attached summary pack at Annex D.
- 6.4 Initial trial design and engagement with potential Local authorities and service providers will begin over summer 2023. However, the Supplier will be expected to monitor progress to ensure the design remains fit-for-purpose and propose changes if there are delivery issues, or unforeseen circumstances.
- 6.5 **This is a provisional scenario short-list only, the final short-list is subject to change and ministerial and senior clearance.**
- 6.6 The short-list scenarios set out in Table 4 below should be used to provide a cost for delivering the research work related to these 10 trials. Any changes to the scenario short-list will be managed after contract signature with the standard modification procedures using daily rates provided by the Supplier in the Price schedule (Section 3).

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| Table 4: Test and Learn short-list summary | | | | |
|---|--|--|--|--|
| | Trial | Description | Feasibility study recommended evaluation methodology | Estimated intervention cost (£m) |
| 1 | Housing options rough sleeping risk assessment tool | Operational risk assessment tool as part of Housing Options and other homelessness services (e.g. day centres) to identify people at high risk of rough sleeping and target emergency accommodation. This will not replace a full housing assessment (i.e. priority need for Main Housing Duty). | RCT with randomisation at the local authority level, including c. 50 LAs to refine the tool and assess its impact prior to the national roll out. | <p>Approx. £350-400k for delivery costs for the intervention.</p> <p>Including: Development of the tool and relevant training materials (approx £100k) Delivery of the training (approx £50k).</p> <p>Develop behavioural principles to accompany the tool and support their implementation, approx £200-250k</p> |
| 2 | Individual placement and support | Specialist employment service for people with complex needs that focuses on helping people to access paid employment immediately, alongside the offer of ongoing in-work support. | Multi-LA RCT with randomisation at the individual level including c. 330 participants to test effectiveness compared to more traditional job search and training support | <p>Approx £1.2m. delivery cost for the intervention</p> <p>£5,132 per participant</p> <p>Additional resources to support implementation would be required and have a cost of £150-200k for a programme of this type.</p> |

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| 3 | Health specialist embedded in outreach teams | Outreach teams with a health specialist compared to those without. | RCT with randomisation at the outreach team level, including around 35-40 outreach teams. | <p>Approx £1.1m. delivery cost for the intervention</p> <p>The main cost will be the health specialist assuming this role to cost around £45k per year (+ 20% overheads to cover for other expenses, i.e. £54k per annum). 35 teams in total (half of them funded to recruit and deliver outreach with the health specialism), approx £920k total. Incentives for the control group, approx £180k</p> |
| 4 | Volunteer “community bridge builders” | Service with volunteers as “community bridge builders” for people recently housed to receive flexible support, build local relationships, broaden social support structures and companionship, and access local facilities. | RCT with randomisation at the individual level including c. 850 people | <p>Approx £1.2m. delivery cost for the intervention</p> <p>This includes:</p> <p>Staff costs: Director x 1 Manager x 3 Volunteer Lead x 1 Coordinator x 15 Total = approx. £955k</p> <p>Other staff costs including Staff travel and subsistence, training and development, recruitment, DBS checks Total = £48k</p> <p>Other costs</p> |

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| | | | | Including IT, office and equipment, material and overhead contribution =£202k |
| 5 | Intensive individual support to prevent homelessness for care leavers | DfE/DLUHC flexible funding for up to 63 LAs to create specialist position to provide intensive, individual support to prevent homelessness for care leavers and establish joint working arrangements. | Potential for a retrospective difference-in-differences approach at the LA level, with process and qualitative elements. Evaluation is being scoped but it is likely to face substantial challenges, particularly around data available. | Approx £100-150K data collection facilitation costs. There would be no delivery costs as this would be a retrospective, bolt-on evaluation. However, it might be desirable to include some support for LAs to facilitate data collection and interviews. This may include offering £5-10k per participant LA |
| 6 | Hostel management approach to increase move-on | Management approach to increase move-ons from hostels by working to increase 'green days' where actions to support move-ons took place and reduce 'red days' where they did not. Structured around daily, formal reflection on progress and clear actions for each resident. | RCT with randomisation at the hostel level, including c. 50 hostels | Approx £425k intervention delivery costs Including: Staff training Support for changes in admin data and recording Control group admin data support. |
| 7 | Personalised budgets | Compare a personalised budget (£2,000-£5,000) planned and managed by a caseworker with no additional intervention | RCT with randomisation at the individual level and 630 participants | Approx £900k intervention delivery costs. Including: Personal budgets at £2000 per participant Operational costs for case management. |

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| 8 | Approach for people sleeping rough in an area with no local connection | Approach for people sleeping rough in an area with no local connection by: a) providing temporary and/or long-term accommodation in that borough; b) offering supported, voluntary reconnection | Theory-based evaluation in 5-10 LAs to understand the impact on numbers, flows between areas and additional costs incurred by LAs | <p>Approx £200k intervention incentive costs.</p> <p>Around £20k per participant LA and 10 LAs. However, this figure might need to be higher to ensure participation.</p> |
| 9 | Legal advice for NUKN | Service that offers specialist legal advice to non-UK nationals who may have limited eligibility for public funds and a link worker to improve referrals and collaboration. | Synthetic control method with 6 LAs and extensive process evaluation. The number of participants and participant areas is being discussed with DLUHC. | <p>Approx £630k intervention delivery costs.</p> <p>Legal advice support costs approx £1,500 per participant.</p> <p>The annual cost of a link worker sitting across several areas is estimated at £60k.</p> |
| 10 | Data to target housing and debt advice | Using a data science platform to combine data from across the local authority to identify vulnerable residents and provide additional support such as offering payment plan for council tax arrears or other debt, and other support for identified vulnerabilities. | RCT with randomisation at the individual level including c. 1000 people | <p>The total cost of the intervention in 5 LAs would be approx. £450k</p> <p>Delivery: Caseworker time approx. £5,000. Licence and set up £200k Data analysts £250k (assuming a one-year contract of £50,000 per LA).</p> |

7. TEST AND LEARN DELIVERY

- 7.1 The Supplier will act as a 'delivery agency' who will take ownership of administering the Test and Learn programme. In the event that the Supplier is administering grant funds, they should do so in line with the relevant provisions of the Government Functional Standard GovS 015: Grants.
- 7.2 Due to the nature of the Test and Learn programme there is a risk of trial failure. The Supplier is expected to monitor this risk and alert the Authority at the earliest opportunity should the risk level increase. The Supplier should make every effort to address this risk and work with the Authority to review options and ensure learning from any trial failures. If a trial fails early the Authority may negotiate a substitute with the Supplier using the Price Schedule.
- 7.3 The feasibility study recommends that the £12m Test and Learn budget be split into three elements; administration costs, research costs and intervention costs, as detailed below.
- 7.3.1 **Approximately 8% of the Test and Learn budget (around £960K)** for the overarching **administration** to be paid to the supplier, which includes but is not limited to:
- 7.3.1.1 Fund distribution
 - 7.3.1.2 Compliance checks
 - 7.3.1.3 Performance monitoring
 - 7.3.1.4 Overarching management
 - 7.3.1.5 Consistency and Quality Assurance
 - 7.3.1.6 Ethics and Data Management
 - 7.3.1.7 Supplier costs in supporting Local Authorities and service providers in their delivery of the trials
 - 7.3.1.8 Capacity and capability building in the development and use of evidence for Local Authorities and service providers in Test and Learn. This could include activities such as:
 - (a) Engaging Local Authorities and service providers in the design of research instruments
 - (b) Training on data capture and research instrument use
- 7.3.2 **Approximately 58% (around £7m)** to Local Authorities and suppliers for the **delivery of services and engagement in trials** e.g., staff costs, and additional administrative support. This is estimated based on current short list scenarios from the feasibility study detailed in section 6

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- 7.3.3 We anticipate, due to the nature of the trials where DLUHC is funding interventions, that trial funding will require an initial lump-sum payment. Further payments for interventions will be based on activity and staff appointed where relevant and not on a results or outcomes basis. Exact milestones and payment schedule will be agreed as part of the Test and Learn Delivery Plan.
- 7.3.4 These payments will move through the supplier to Local Authorities and service providers.
- 7.3.5 The Supplier will work with DLUHC to establish a mechanism for these payments alongside the compliance, assurances and performance monitoring required as part of the 'Delivery Plan' (see section 13). DLUHC are not expecting to administer section 31 grants.
- 7.3.6 **Approximately 34% (around £4m) for research costs** including primary and secondary evidence generation e.g., for data analysis, surveys, qualitative research which will vary by trial. Trials should also include a process and value for money element and take account of the intervention within the context of the wider system.
- 7.3.7 The Supplier should detail their response to the **administration** and **research costs** components. The Supplier is free to vary the value of these components, but this must be justified within their response.

8. METHODOLOGY

- 8.1 Methodology
- 8.2 The Supplier should make use of a wide range of primary and secondary research methods across the whole programme of work. The following sets out some options:
 - 8.2.1 Case based methodology and case-comparison, particularly at local level
 - 8.2.2 Qualitative data collection through interviews, focus groups, participatory engagement, observational research and ethnography
 - 8.2.3 Quantitative data collection through face-to-face/telephone/online interviews and surveys, in particular with service users
 - 8.2.4 Longitudinal quantitative and/or qualitative research
 - 8.2.5 Analysis of monitoring and administrative data, including data linking
 - 8.2.6 Secondary analysis, evidence synthesis and rapid reviews
- 8.3 The three following set of reports are of equal importance within the systems-wide evaluation:
 - 8.3.1 a) Prevention and b) Accommodation, service, and support

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- 8.3.2 Systems-wide Evaluation Report
- 8.3.3 RSI, RSAP and HPG reports
- 8.4 Primary research is expected to be used to answer process and impact questions and may be required in other areas dependent upon the Supplier's proposed approach. DLUHC expects the balance of resource to weight towards the impact questions and at the local level.
- 8.5 **Available research tools**
 - 8.5.1 **Rough Sleeping Questionnaire**
 - 8.5.1.1 DLUHC would like to see the Rough Sleeping Questionnaire utilised as part of the requirements in table 3.
 - 8.5.1.2 The Rough Sleeping Questionnaire (RSQ) was designed to capture comprehensive data on the characteristics, accommodation and homelessness histories, support needs, and public service use of people with experience of homelessness, alongside capturing their individual experiences and journeys into homelessness. The central aim of the research was to improve the evidence base on rough sleeping in England.
 - 8.5.1.3 Data collection took place throughout 2019 and early 2020 across 25 local authority areas in England.
 - 8.5.1.4 Initial findings, along with a copy of the questionnaire and further technical annexes, have been [published](#).
 - 8.5.2 **Workforce survey/data**
 - 8.5.2.1 DLUHC is currently exploring options for new or enhanced data collection on Local Authority Homeless and Rough Sleeping work force which could be utilised within this work (Table 2 – process)
- 8.6 **Approach**
 - 8.6.1 Table 4 and Annex D Test and Learn portfolio recommendations provide more information as to the anticipated approach to each trial e.g., RCT, quasi-experimental. Trials should also include a process and value for money element and take account of the intervention within the context of the wider system. If a trial fails, we expect the process element will be expanded in the absence of quantitative findings. This will ensure lessons are also learned from these trials.
 - 8.6.2 The impact evaluation of RSAP, RSI and HPG: DLUHC anticipates these evaluations to be brought together under an appropriate Theory Based Evaluation(s), and further scoping will be required on the feasibility of any

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quantitative counterfactual element. Draft programme specific research questions can be found in Annex C, and the Supplier is expected to consider how best to answer them within the budget available.

8.6.3 It is anticipated that the cross-cutting reports on a) Prevention and b) Accommodation, service and support will bring together insight from across this programme of work, current literature and from primary research, will also feed insight into the RSAP, RSI and HPG evaluations.

8.6.4 Given the requirements DLUHC expects to see a range of evaluation approaches, including but not limited to:

8.6.4.1 **Participatory and adaptive approaches** such as development evaluation, utilisation focused evaluation or action research

8.6.4.2 **Theory Based Approaches** such as contribution analysis, realist evaluation and process tracing

8.6.4.3 **Configurational and case-based approaches** such as qualitative comparative analysis (QCA)

8.6.4.4 **Quantitative Counterfactual** and statistical approaches; specifically for trials and the evaluation of RSAP, RSI and HPG e.g. quasi-experimental, synthetic control, econometric analysis

8.6.4.5 **Evidence synthesis** such as meta-evaluation or realist synthesis

8.6.4.6 In addition to appropriate economic analysis such as Cost-Benefit-Analysis or more novel approaches for complex systems.

8.7 For the impact and economic evaluation at the central government level DLUHC does not consider it feasible to utilise a modelling/predictive approach (such as set out in the systems-wide evaluation feasibility study option A: Microsimulation) because of a lack of currently available data.

8.8 The Supplier is free to set out any approach to the requirements. DLUHC particularly welcomes novel or innovative approaches.

9. CROSS-CUTTING REQUIREMENTS

9.1 The Supplier will provide **targeted and actionable recommendations**. These will include those for Other Government Departments outside of DLUHC and across actors in the HRS system

9.2 **Stakeholder engagement** and the **sharing of learning** across the HRS landscape should be an integral part of this work. The Supplier will be required to set out and maintain an engagement plan after contract award. Across this research programme

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the Supplier should be identifying opportunities across the sector to build capacity and capability for use and generation of evidence. Such as:

- 9.2.1.1 Those outlined in section 7.3.1.8
- 9.2.1.2 Demonstrating the value of trials in building the evidence base for Homelessness and Rough Sleeping
- 9.2.1.3 Supporting Local Authorities and service providers to engage with an utilise evidence from this programme of work
- 9.2.1.4 Encouraging appetite to generate and use high quality evidence

9.3 **Co-design and the integration of lived experience.** The approach to the evaluation must be participatory, involving co-design with LAs, service providers and, where possible, users to maximise the value of the evaluation at local level and ensure that the research is grounded in the lived experience of those that it serves.

9.4 Engagement with the **Advisory Group** made up of senior policy and analytical professionals across government alongside expertise from the academic sector. Meeting at strategic points across the research timeline. The role of this group is to provide expert advice on selected research activities and to provide outside scrutiny and challenge. DLUHC will provide secretariat with the Supplier expected to engage in this forum a minimum of five times between 2023-2026. At this point these are the only governance arrangements expected of the Supplier. Any further governance expectations will be discussed with the Supplier.

9.5 Primary research with vulnerable groups must be carried out to the highest **ethical and data standards**. Those conducting the research should be appropriately trained to work with vulnerable individuals and be able to handle any safeguarding issues that may arise. The management of this research will be carried out in accordance with Government Social Research ethics. See [checklist and guidance](#). We also expect the Supplier to meet the [Government Standards](#) for the security of personal data and the standards set out in Section 21 below for cyber security.

10. FURTHER RESEARCH

10.1 The Supplier may be requested to scope and budget further research and evaluation beyond the Systems-wide Evaluation of Homelessness and Rough Sleeping Services project. Any additional requests for research and evaluation will be discussed and agreed with the Supplier on a case-by-case basis and formalised via the Contract variation process. Costings for any additional research and evaluation work will be in accordance with the Daily Rates identified in the Price Schedule (Section 3) for the delivery of this Contract.

10.2 Additional research and evaluation work could cover a range of approaches and methods. This includes feasibility studies, research, and evaluation (process, impact and value for money) depending on the Authority's ongoing policy developments. This list is not exhaustive.

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- 10.3 Please note that the Authority cannot guarantee any spend amount on this call-off element.

11. BREAK CLAUSE

- 11.1 The Contract will be for an initial term up to December 2026 but will be subject to a break clause following the completion of Programme 1 - Phase 1 (Table 6) in March 2025. At this stage DLUHC will decide whether the contract can proceed with Phase 2. This decision is dependent on Supplier performance and a successful spending review outcome in 2025, meaning that if funding is not available the contract will come to an end in March 2025. The Authority will give a minimum of one months' notice before invoking this.
- 11.2 The Supplier will provide a maximum, indicative price for the delivery of Programme 1 - Phase 2 – Evaluation within the Price Schedule (tab HRS Y3)'. The Authority will then discuss and finalise the costings with the Supplier following receipt of the evaluation plan, and subject to the assessment of the scoping feasibility report.

12. OPTION TO EXTEND

- 12.1 Separately we reserve the right to extend the contract for up to 12 months (2027), in the case of delays to the implementation of the programme, delays to administrative data linking, or other events beyond the control of the contractors. The Authority will give a minimum of 1 months' notice before invoking this and any such changes shall be formally agreed via the Contract Variation process.

13. OUTPUTS/ DELIVERABLES

13.1 Phase 1 - Set-up

13.1.1 Scoping and prioritisation

13.1.1.1 Further **scoping and prioritisation** are required for some elements and the Supplier will work with DLUHC to:

- (a) Prioritise research questions on the interactions between and influence of the wider system on Homelessness and Rough Sleeping and identify key evidence gaps (Central Government Level - Impact)
- (b) Identify key gaps in 'what works' at the Local Level and prioritisation of these (Local Level – Local Interventions)
- (c) Identify 'Deep Dive' options across the course of the programme
- (d) Scope the evaluation of the Accommodation for Ex-Offenders evaluation

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- (e) Work with DLUHC to identify priorities and agree feasible deliverables that can be delivered before the next Spending Review

13.1.2 **Enhanced Feasibility**

- 13.1.2.1 Review feasibility study and further assess the feasibility of a quantitative counterfactual evaluation of HPG, RSAP and RSI. This may include exploration of data at Local Authority level.

13.1.3 **Detailed Project Plan (cutting across systems-wide, deep dives, Test and Learn)**

- 13.1.3.1 Risk Register
- 13.1.3.2 Overarching Gannt chart or similar
- 13.1.3.3 Progress tracker and project change log
- 13.1.3.4 Data sharing, protection, and disclosure control policies
- 13.1.3.5 Ethics and safeguarding
- 13.1.3.6 Stakeholder and user engagement plans
- 13.1.3.7 Governance timetable
- 13.1.3.8 Payment milestones for this work
 - (a) Social Value commitments, milestones and KPI's
 - (b) Research and Reporting Milestones
 - (c) Test and Learn Delivery Milestones

13.1.4 **Systems-wide evaluation**

13.1.4.1 **Methodological Report**

- (a) Updating the methodology proposed considering the results of additional scoping, prioritisation, enhanced feasibility and DLUHC feedback
- (b) Plans for primary data collection, secondary data analysis and approach in Programme 1 from 2023 – 2026.

13.1.5 **Test and Learn**

13.1.5.1 **Revised Delivery Plan**

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- (a) Overarching project management approach
- (b) Trial specific project plan, risk register, Gantt chart, progress tracker and project change log
- (c) Payment schedules for individual trials

13.2 **Phase 1 & 2- Delivery, Analysis and Reporting**

13.2.1 **Interim and Final reports** on a) prevention and b) accommodation, service, and support. This will include:

- 13.2.1.1 Drawing cross-cutting evidence from across this systems-wide evaluation and trials programme on these themes
- 13.2.1.2 Assessing our current understanding of '*What works*'

13.2.2 **Interim and Final Systems-wide Evaluation Reports** to include

- 13.2.2.1 Evidence from across the programme of work as set out in Figures 2 and 3 and tables 2 and 3
- 13.2.2.2 A key summary of findings from across the research programme
- 13.2.2.3 Actionable insights/recommendations at both DLUHC, and OGD level and for other actors across the system
- 13.2.2.4 The first interim report will provide a proposal for Programme 2 to be delivered in 2025 – 2028. This is a proposal only and will not be delivered under this contract

13.2.3 **Interim and Final RSI, RSAP and HPG Reports** to include

- 13.2.3.1 Evaluating RSI/RSAP/HPG within the context of the HRS system
- 13.2.3.2 A key summary of findings from across the research programme
- 13.2.3.3 Actionable insights/recommendations at both DLUHC, and OGD level and for other actors across the system

13.2.4 **Deep Dives**

- 13.2.4.1 Individual reports for each Deep Dive as appropriate
- 13.2.4.2 Report from the light-touch evaluation on the Accommodation for Ex-Offenders Programme

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13.2.5 **Test and Learn**

13.2.5.1 **Interim and Final reports** for individual trials, scheduled at appropriate intervals for each trial

13.2.5.2 **Interim and Final reports** for the trials programme including:

- (a) A summary of trial results and recommendations
- (b) Cross-cutting learning
- (c) Lessons learned on the delivery of trials in homelessness and rough sleeping including a review of lessons learned from any trial changes or failure

13.2.6 **Dissemination**

13.2.6.1 Workshops targeted at a range of stakeholders

13.2.6.2 Report and dissemination material for the full range of audiences, including users and participants in the research work

13.2.6.3 Utilisation focused toolkit to support commissioners and practitioners to embed findings into practice

13.2.6.4 As appropriate across the timeline of the evaluation

13.2.7 **Primary research and datasets**

13.2.7.1 Any research instruments required to deliver this programme of work

13.2.7.2 Input into Data Sharing Agreements

13.2.7.3 Any anonymised/pseudonymised datasets will be provided to DLUHC as the data controller. DLUHC should be provided with relevant outputs summarising the content of these within reports.

13.3 These are the minimum outputs expected; the Supplier may provide additional outputs as appropriate to their workplan and timeline. If the Supplier is to deviate from these outputs a strong justification should be provided in their response or with the Authority when the situation arises. These outputs are set out against the requirements in Table 5 and the timetable in Table 6.

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Table 5: Requirements to be included in outputs/deliverables

| | | Project Plan | Methodological report | Interim and Final Individual reports on a) prevention and b) accommodation, service, and support | Interim and Final Systems-wide Evaluation Reports | Interim and Final reports on RSI, RSAP and HPG | Deep Dives | Delivery Plan | Interim and Final reports for individual trials | Interim and Final reports for the Test and Learn programme |
|--|---------------------|--------------|-----------------------|--|---|--|------------|---------------|---|--|
| Funding and policy making at central government level | | | | | | | | | | |
| | Process | X | X | X | X | X | | | | |
| | Impact | X | X | X | X – Focus on wider system | X focus on RSAP, HPG, RSI | | | | |
| | Value for Money | X | X | X | X | X | | | | |
| | Monitoring | X | X | X | X | X | | | | |
| Service delivery at local level | | | | | | | | | | |
| | Process | X | X | X | X | | | | | |
| Impact and Economic | Local interventions | X | X | X– focus on local level interventions | X | X | | | | |
| | Deep Dives | X | X | X | X | | X | | | |
| | Test and Learn | | | X | X | | | X | X | X |
| | Monitoring | X | X | X | X | | | | | |

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Table 6: Output schedule

* Required to inform the next spending review

| Timing | Outputs | | | | Phase | |
|---------------|---|------------|-------------------------------------|--|--|---|
| August 2023 | Project Plan Methodological report | Deep Dives | Test and Learn - Delivery plan | | Programme 1 – Phase 1 – Setup | |
| | Primary and secondary research | | Primary and secondary research | | Interim and final reports for individual trials | Programme 1 – Phase 1 Delivery, Analysis and Reporting |
| April 2024 | Interim <ul style="list-style-type: none">- Systems-wide evaluation report *- Prevention* Accommodation, service, and support*- RSI, RSAP, HPG* | | Test and Learn - Interim report* | | | |
| | Primary and secondary research | | Primary and secondary research | | | |
| March 2025 | Interim <ul style="list-style-type: none">- Systems-wide evaluation report- Prevention- Accommodation, service, and support- RSI, RSAP, HPG | | Test and Learn - Interim report | | | |
| March 2025 | BREAK | | | | | |
| | Primary and secondary research | Deep Dives | Primary and secondary research | Interim and final reports for individual trials | Programme 1 - Phase 2 - Delivery, analysis, and Reporting | |
| December 2026 | Final: <ul style="list-style-type: none">- Systems-wide evaluation report- Prevention- Accommodation, service, and support- RSI, RSAP, HPG | | Test and Learn - Final report | | | |

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14. MANAGEMENT INFORMATION/REPORTING

- 14.1 The Supplier will provide all written outputs in plain English, and these will be quality assured and proof-read by the Supplier before submission to the Authority.
- 14.2 These outputs should not exceed 50 pages and will include a two-page summary of key points.
- 14.3 Reports to be delivered using Microsoft Office products and must be fully accessible. All written reports provided to the Authority should be of a high quality using the DLUHC reporting template and style guide. See Government Social Research [publication guidance](#).
- 14.4 Data sets where relevant will be anonymised/pseudonymised and research reports will undergo appropriate disclosure control
- 14.5 All reports must be submitted in draft, allowing two weeks for the Authority to provide comments, and a further one week for the Supplier to make adjustments and submit revised versions within the timeframe set out above, unless otherwise agreed beforehand.

15. VOLUMES

- 15.1 The contract is expected to commence in August 2023. It is expected to terminate in December 2026 upon completion of the final report(s) and sign-off from the Project Lead.

16. CONTINUOUS IMPROVEMENT

- 16.1 The Supplier will be expected to continually improve the way in which the required Services are to be delivered throughout the Contract duration.
- 16.2 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.

17. SUSTAINABILITY

- 17.1 There are no sustainability considerations that the Supplier needs to include.

18. QUALITY

- 18.1 All research will be conducted in line with the Government Social Research code and should follow all required ethical guidelines. See checklist and guidance: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/515296/ethics_guidance_tcm6-5782.pdf
- 18.2 Quality assurance controls will be in place for both quantitative and qualitative primary research.

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- 18.3 All deliverables as part of the contract must be of publishable quality under the Authority's name. Reports, papers and datasets are expected to have been proofread and quality assured by a senior official/director before submission to DLUHC.

19. PRICE

- 19.1 Prices are submitted via the Price Schedule, excluding VAT and including all other expenses relating to Contract delivery.
- 19.2 The Supplier has submitted their most competitive capped costs to deliver the requirement within the budget.
- 19.3 The indicative price range for this project is up to £15m excluding VAT. The start date for the contract is estimated.
- 19.3.1 **Phase 1 – August 2023 – March 2025 (£9.5m – confirmed funding)**
- 19.3.1.1 HRS Financial Year 2023/24
- 19.3.1.2 HRS Financial Year 2024/25
- 19.3.2 **Phase 2 – April 2025 – December 2026 (£5.5m - subject to funding approval in line with section 11.1)**
- 19.3.2.1 Financial Years 2025/26 & 2026/27
- 19.3.3 Phase 2 is subject to funding approval in line with section 11.1.
- 19.3.4 The Supplier has submitted maximum indicative pricing for Phase 2 within tab (HRS FY 25-27) of the Price Schedule. This is indicative and subject to change.
- 19.4 The Supplier has submitted their most competitive Daily Rates, which will be used to price for the ad-hoc requirements. Daily Rates submitted will remain firm for Financial Years 23/24 and 24/25. For (Phase 2), the Authority will permit revised pricing to reflect inflationary pressures, up to a maximum of CPI at the time the work is formally commissioned.
- 19.5 The Authority cannot guarantee any spend amount on ad-hoc requirements.

20. STAFF AND CUSTOMER SERVICE

- 20.1 The Supplier shall provide a sufficient level of resource throughout the duration of the Contract to consistently deliver a quality service.
- 20.2 The Supplier's staff assigned to the Contract must possess skills and experience in the following areas to deliver the Contract to the required standard:
- 20.2.1 Experience designing, conducting, and analysing trials programmes including intervention delivery.

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- 20.2.2 Skills and experience in designing and delivering on large scale evaluations focusing on complex policy areas and involving vulnerable or hard to reach groups.
 - 20.2.3 Knowledge of research ethics, including ethical approaches to conducting research with those who have experienced homelessness and rough sleeping.
 - 20.2.4 Knowledge of administrative data, local data systems and data linking
 - 20.2.5 Experience working with local authorities to deliver large scale research programmes
 - 20.2.6 Experience in delivering research in homelessness and rough sleeping, and across the wider homelessness and rough sleeping system such as welfare, care leavers, prisons, immigration, and healthcare
- 20.3 The project is working to a tight timescale and therefore the supplier will need to work at pace to design, develop and deliver the project.
- 20.4 The supplier shall ensure that staff understand DLUHC's vision and objectives and will provide excellent customer service to DLUHC throughout the duration of the Contract.

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21. SERVICE LEVELS AND PERFORMANCE

21.1 The Authority will measure the quality of the Supplier's delivery by:

| Table 7: KPI | KPI Category | KPI/SLA description | Target | Good Rating | Unsatisfactory Threshold |
|--------------|--|---|--------|---|--|
| 1 | Delivery timescales - % of work delivered to agreed deadline | The Supplier must adhere to the delivery and timescales of the project, in line with Table 6 Output Schedule and plans agreed by Authority at contract inception (Supplier must inform the Authority of potential delays no later than 5 working days before agreed milestones and milestones renegotiated by Authority) | 90% | Performance score greater or equal to 90% | <75% - Performance score less than 90% |
| 2 | Quality- % of work delivered to agreed quality standard | The Supplier shall submit work that has been quality assured by a senior member of staff or relevant quality assurance teams; the Supplier shall use suitable quality assurance processes throughout the contract as agreed with DLUHC at the start of the contract. These will be consistent with Government Analysis Function guidelines . All final drafts should be of suitable quality for publication on gov.uk | 100% | Performance score greater or equal to 95% | Performance score less than 90% AND failure to address feedback on quality issues |
| 3 | Engagement - % of customers satisfied with service | The Supplier shall maintain a good customer service and provide Quarterly reports on customer satisfaction rate and number of as measured by customer feedback surveys. Customers include organisations Supplier will engage with outside of DLUHC to assist with delivering project (i.e. Other governmental departments, survey and interview participants) | 90% | Performance score greater or equal to 90% | Performance score less than 60% |

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| | | | | | |
|---|--|--|-----|---|---------------------------------|
| 4 | Responsiveness – % of feedback and comments addressed on time | The Supplier shall address any comments and feedback raised by DLUHC relating to draft reports, research tools (e.g., interview topic guides, and any analysis) and provide a log of how these have been addressed, within two weeks of receiving comments. | 95% | Performance score greater or equal to 95% | Performance score less than 65% |
| 5 | Project Management – % of progress updates shared at the agreed time | The Supplier shall provide the Authority an up-to-date live project plan tracking progress on each research workstream and test & learn project. The initial plan should be produced within a month of project initiation, and shared 2 working days before each milestone meeting. This will be reviewed at each milestone meeting to ensure Supplier is meeting the agreed milestones. | 90% | Performance score greater or equal to 90% | Performance score less than 75% |
| 6 | Meetings - % of meetings attended and materials provided as agreed | <p>The Supplier shall meet with the Authority as per the below:</p> <p>Weekly progress meetings: to provide the Authority with updates regarding completed tasks, upcoming activities and important developments</p> <p>Monthly milestone meetings: to discuss project timelines, risks and social value. Updated risk register and project plans to be presented at each meeting (if delayed must be within 5 weeks of previous meeting)</p> <p>Ad-hoc meetings (within 5-8 working days of request via telephone or email).</p> <p>Suitable materials and/or presentations shall be prepared for the meetings. Meeting notes shall be provided no later than 3-5 working days after the meeting.</p> | 95% | Performance score greater or equal to 95% | Performance score less than 75% |

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| | | | | | |
|---|---|--|-----|---|---------------------------------|
| 7 | Responsiveness – average time taken to respond within agreed timeframe | The Supplier shall respond to requests, queries, issues and complaints made by the Authority via email or phone with appropriate information and/or robust resolutions. Within 3-5 working days of request . | 90% | Performance score greater or equal to 90% | Performance score less than 75% |
| 8 | Social Value Reporting - Percentage of Social Value commitments delivered to full scope | The Supplier must report quarterly on performance with evidence in relation to delivering on their Social Value commitments as set out in the tender (Order Schedule 4) | 90% | Performance score greater or equal to 90% | Performance score less than 75% |
| 9 | Risk management | The supplier must track risks proactively and alert the Authority at the earliest opportunity of any changes to project risks. The supplier must work with the authority to mitigate these risks and ensure lessons learned from any trial failure | 90% | Performance score greater or equal to 90% | Performance score less than 75% |

- 21.2 The Authority will address risks to performance and/or performance issues through discussion with the Supplier at the monitoring and reporting points above and in accordance with the Rectification provisions of the Contract. If appropriate and warranted, the Authority will withhold payment to the Supplier in accordance with clause 3.3.7 of the CCS Core Terms and Conditions.
- 21.3 The Authority reserves the right to terminate the contract early if poor performance continues in line with the terms and conditions of the contract.
- 21.4 As per Cabinet office guidelines, KPIs 1-3 from this contract shall be monitored and published every quarter according to the Cabinet Office's timeline. The published information is owned by the contracting authority.

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22. SOCIAL VALUE

22.1 The Authority will apply the 'Public Services (Social Value) Act 2012' to secure wider social, economic and environmental benefits from the Contract. Of the social value policy themes set out the Quick Reference Table², the Authority considers the following policy areas as the most relevant to the Delivery of the Systems-wide Evaluation of Homelessness and Rough Sleeping services contract.

22.2 The Supplier will be required to describe the commitment their organisation will make to ensure that opportunities specifically in the delivery of this Contract deliver the Policy Outcome and Award Criteria deliver social benefits related to them under the Contract:

22.3 Theme 2: Tackling economic inequality

22.4 **MAC 2.2: Employment** Create employment and training opportunities particularly for those who face barriers to employment and/or who are located in deprived areas, and for people in industries with known skills shortages or in high growth sectors.

22.4.1 Creation of employment opportunities particularly for those with lived experience of homelessness and/or rough sleeping who face barriers to employment

22.4.2 Supplier will be expected to provide data on their achievement of the below reporting metrics:

22.4.2.1 *Number of full-time equivalent (FTE) employment opportunities created under the contract, by UK region.*

22.4.2.2 *Number of apprenticeship opportunities (Level 2, 3, and 4+) created or retained under the contract, by UK region.*

22.4.2.3 *Number of training opportunities (Level 2, 3, and 4+) created or retained under the contract, other than apprentices, by UK region.*

22.5 Theme 5: Wellbeing

22.6 **MAC 8.1: Collaborate in codesign and delivery** Demonstrate collaboration with users and communities in the co-design and delivery of the contract to support strong integrated communities.

22.6.1 Measures to involve local stakeholders and/or users in design (e.g. in the design of services, systems, products or buildings).

²https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/940828/Social-Value-Model-Quick-Reference-Table-Edn-1.1-3-Dec-20.pdf

22.6.2 Support to community-led initiatives relevant to the contract e.g. reducing homelessness, poverty and hunger; reducing loneliness; helping meaningful social mixing among people with different backgrounds.

22.6.3 Supplier will be expected to provide data on their achievement of the below reporting metrics:

22.6.3.1 Number of people-hours spent supporting local community integration, such as volunteering and other community-led initiatives, under the contract.

22.7 Theme 5: Wellbeing

MAC 8.2: *Influence staff, suppliers, customers and communities through the delivery of the contract to support strong, integrated communities*

22.7.1 Measures to raise awareness or increase the influence of staff, suppliers, customers, communities and/or any other appropriate stakeholders to promote strong, integrated communities through its performance of the contract, e.g. through supporting local community integration through volunteering and engagement; co-design/creation; training and education; partnering/collaborating.

22.7.2 Supplier will be expected to provide data on their achievement of the below reporting metrics:

22.7.2.1 Number of people-hours spent supporting local community integration, such as volunteering and other community-led initiatives, under the contract.

22.8 Theme 4: Equal opportunity

MAC 6.2: *Tackle workforce inequality*

22.8.1 Understanding of in-work progression issues affecting the market, industry or sector relevant to the contract, and in the tenderer's own organisation and those of its key sub-contractors.

22.8.2 Inclusive and accessible development practices, including those provided in the Guide for line managers on recruiting, managing and developing people with a disability or health condition.

22.8.3 Measures to support in-work progression to help people in the contract workforce, to move into higher paid work by developing new skills relevant to the contract.

22.8.3.1 Supplier will be expected to provide data on their achievement of these metrics:

22.8.3.2 Total percentage of people from groups underrepresented in the workforce on apprenticeship schemes (Level 2, 3, and 4+) under the contract, as a proportion of the all

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people on apprenticeship schemes (Level 2, 3, and 4+) within the contract workforce, by UK region.

22.8.3.3 Total percentage of people from groups underrepresented in the workforce on other training schemes (Level 2, 3, and 4+) under the contract, as a proportion of the all people on other training

- 22.9 The Supplier must include a timed project plan and process, including how the commitment will be implemented and by when. The Supplier will monitor, measure and report on the commitments/the impact of their proposals. The Supplier should include but not be limited to: a timed action plan; metrics tools/processes used to gather data; reporting feedback; and improvement transparency.
- 22.10 In addition to delivering Social Value, the Supplier must demonstrate the action to be taken to identify and manage the risks of modern slavery in the delivery of the Contract, including within the supply chain. This must be maintained throughout the duration of the Contract term.
- 22.11 Social Value performance will be measured against the below, with specific target thresholds being established at contract implementation.
- 22.12 The Supplier must report quarterly on performance with evidence in relation to delivering on their Social Value commitments as set out in the tender (Order Schedule 4)

| KPI's SV | Social Value MAC's and supplier metrics | | | |
|---|---|---|--|--|
| Model Award Criteria and the Reporting Metrics set out in the ITT documentation and in the Call-Off Schedule 4 (Call Off Tender). Targets should be established for each metric at contract implementation. | | | | |
| Good | Approaching Target | Requires Improvement | Inadequate | Recorded elsewhere |
| The supplier is meeting or exceeding the SV KPI targets that are set out within the contract. | The supplier is close to meeting the SV KPI targets that are set out within the contract. | The performance of the supplier is below that of the SV KPIs targets that are set out within the contract | The performance of the supplier is significantly below that of the SV KPIs targets that are set out within the contract. | Data that is published by the department separately (a link should be provided). |

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23. SECURITY AND CONFIDENTIALITY REQUIREMENTS

- 23.1 The Supplier must employ the appropriate organisational, operational and technological processes and procedures to keep research participants 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>
- 23.2 The Supplier will securely process and store personal data in accordance with the Data Protection Act. The Supplier must include in the bid a clear technical explanation of the organisation's security standards and what measures will be in place to keep the data secure. If more than one organisation is processing data for this contract, the lead contractor must ensure that all the organisations involved meet the required data security standards.
- 23.3 The Authority will remain as data controller and will own the Intellectual Property and Publishing Rights for the research outputs, including any datasets created as a result of the research. At the end of the project, and when requested throughout its duration, any additional project materials must be shared with the Authority.

24. ETHICS AND SAFEGUARDING

- 24.1 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
- 24.2 The supplier must clearly demonstrate a plan for how they will use ethical processes in designing and conducting research with participants (e.g., informed consent, how individuals will be contacted appropriately, maintaining anonymity).
- 24.3 If fieldwork with vulnerable groups is proposed, the suppliers must demonstrate how they will use ethical practices that prioritise participants' wellbeing.
- 24.4 Any researchers carrying out fieldwork with vulnerable individuals should be appropriately trained and be able handle any safeguarding issues which may arise.
- 24.5 Where data are collected and/or aggregated, this data must be secured and managed under GDPR guidelines and appropriate disclosure controls applied.

25. PAYMENT AND INVOICING

- 25.1 The Authority will pay the Supplier within 30 days of receipt of a valid invoice.
- 25.2 Payment can only be made following the Supplier satisfactorily delivering on pre-agreed milestones and deliverables. These milestones and deliverables must be agreed between the Authority and the Supplier as part of contract discussions once a preferred supplier has been appointed.
- 25.3 Before payment can be considered, each invoice must include a detailed elemental breakdown of work completed and the associated costs.

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- 25.4 Invoices should be submitted to: Department for Levelling Up, Housing and Communities, Invoice Processing Team, Finance Shared Services Division, High Trees, Hillfield Road, Hemel Hempstead, Herts, HP2 4XN, Email: CLGInvoices@levellingup.gov.uk. Invoices should be cc'd to the relevant project manager.
- 25.5 All invoices must be specific to charges agreed at the end of each month/milestone. Other information such as: Purchase Order number, project reference, period of work, and number of days worked, invoiced amount, VAT shall also be included on each invoice.

26. CONTRACT MANAGEMENT

- 26.1 The Supplier is expected to attend weekly working meeting with DLUHC to review general progress and updates. Alongside these meetings the Supplier should provide DLUHC with written updates via email
- 26.2 The Supplier will also be expected to attend monthly milestone meetings with DLUHC covering progress, risks, timelines and social value.
- 26.3 At each output, DLUHC will assess whether outputs meet satisfactory standards before the work can proceed to the next stage.
- 26.4 Ad hoc meetings may also take place where issues arise.
- 26.5 The majority of meetings are expected to be taken online however where these are delivered in person attendance at meetings shall be at the Supplier's own expense.
- 26.6 The contract will be managed by Sophie Taylor-Bratt and Kirsty Hendry in the Vulnerable People Analysis and Evaluation team

27. EXIT MANAGEMENT

- 27.1 The Supplier must provide an Exit Plan and comply with the provisions for Exit Management as set out in DPS Order Schedule 10 (Exit Management).
- 27.2 The Supplier's Exit Plan must set out a detailed strategy for exiting the Contract, including an exit which is brought about by poor performance or the need to break the Contract in due to the circumstances set out in Paragraph 9.1).

28. LOCATION

- 28.1 The location of the Services will vary. Meetings may be held at the Authority's addresses in London (2 Marsham Street, Westminster), Wolverhampton (i9 building) or online via Microsoft Teams.

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