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OFFICIAL

Attachment 3 – Statement of Requirements

Procurement Lead's name

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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 three evaluation Lots to assess the impact of the Changing Futures Programme.

2. BACKGROUND TO THE CONTRACTING AUTHORITY

- 2.1 The Authority is a ministerial department, supported by 12 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.
- 2.4 The current government has made the following relevant manifesto commitments: end rough sleeping by the end of this parliament; to treat mental health with the same urgency as physical health; to support all victims of domestic abuse; reduced drug related death rates; and to bring together local services to meet the health and housing needs of people sleeping on the streets. There are also clear aims to reduce reoffending and make this country safer.

3. BACKGROUND TO REQUIREMENT/OVERVIEW OF REQUIREMENT

- 3.1 The Changing Futures Programme is a Shared Outcomes Fund, led by MHCLG in conjunction with a range of other Government Departments and agencies, including PHE, DWP, MoJ, HO, NHS England and DCMS. The aim of the Changing Futures Programme is to improve the way that local systems and services work for adults experiencing multiple disadvantage, testing whether a more joined-up, person-centred approach in local areas and across government improves outcomes, and to use learning from the Programme to influence future government programmes and policy. HMT are providing a total of £46m for the Programme, and the National Lottery providing an additional £17.9m. Within that budget, HMT allocated significant resources for a robust evaluation
- 3.2 Multiple disadvantage is defined as experience of three or more of the following: offending, domestic abuse, homelessness, mental health issues and substance misuse. There are an estimated 363,000 people in this situation across

England. They are among the most vulnerable in our communities, and often experience entrenched disadvantage, trauma and health inequalities while experiencing barriers in accessing the support they need as public services struggle to respond. At the same time, they generate significant costs to the public purse through repeated but ineffective contact with local services, including emergency and criminal justice services. The most vulnerable adults in this situation are estimated to cost the state five times more than the average citizen per year.

- 3.3 The Programme was launched in December 2020 with the issue of the prospectus inviting areas to submit an Expression of Interest in the Programme: <https://www.gov.uk/government/publications/changing-futures-changing-systems-for-adults-experiencing-multiple-disadvantage>
- 3.4 The successful bids (likely to be 8-15 tbc) will have been announced by the time this tender is launched.
- 3.5 The Programme allows for a large degree of local flexibility. No particular model of service delivery, or mode of delivering system and service change is specified, instead a set of principles are stipulated. These are to:
- 3.5.1 Work in partnership across local services and the voluntary and community sector, building strong cross-sector partnerships at a strategic and operational level that can design and implement an improved approach to tackling multiple disadvantage;
 - 3.5.2 Coordinate support, and better integrate local services that support adults experiencing multiple disadvantage to enable a 'whole person' approach;
 - 3.5.3 Create flexibility in how local services respond to adults experiencing multiple disadvantage, taking a system-wide view with shared accountability and ownership leading to better service provision across statutory and voluntary organisations and a 'no wrong door' approach to support;
 - 3.5.4 Involve people with lived experience of multiple disadvantage in the design, delivery and evaluation of improved services and in governance and decision making;
 - 3.5.5 Take a trauma-informed approach across local system, services and in the governance of the programme;
 - 3.5.6 Commit to drive lasting system-change, with long-term sustainable changes to benefit people experiencing multiple disadvantage and commitment to sustain the benefits of the programme beyond the lifetime of the funding.



- 3.6 Areas of varying sizes and geographies submitted delivery plans setting out the theory of change for their Programme, at the individual, service and system level and making clear how their delivery would be built on these principles (see Annex A for a high level summary of the information provided by the Changing Futures areas (number tbc).
- 3.7 Due to the local flexibility inherent within the Programme and the focus on system change, MHCLG commissioned a study to assess the feasibility of different evaluation options. This was undertaken by Cordis Bright and partners following a tendering process. The resulting report (included as Annex B) has been used to shape the specification and is a resource to be drawn on in the bidding process and once the contract is in place.
- 3.8 This specification covers three separate Lots. We welcome bids from Suppliers for one or more of the Lots. All contractors for this evaluation must be willing to work collaboratively across the evaluation Lots and (for Lots 1 and 2) with the Changing Futures local areas. Lot 1 contractors will be responsible for incorporating the findings from Lot 2 into a final report.

Data collection for Changing Futures participants

- 3.9 Each Changing Futures area will have a data lead, who will be the key contact point for Lot 2 contractors. Changing Futures areas will collect and supply both monitoring data for the Programme and quantitative data to be used for the evaluation. The quantitative data to be collected includes baseline questionnaire data (based on an amended and shorter version of the questionnaire used as part of MHCLG's Rough Sleeping questionnaire data collection - <https://www.gov.uk/government/publications/rough-sleeping-questionnaire-initial-findings>) and data from two six month follow up questionnaires with individuals engaged on the Programme in Year 1 (i.e. by March 2022). Changing Futures areas have also been asked to collect New Direction Team Assessment data (or similar, tbc) on the same people at 6 monthly intervals (ie. three assessment points).
- 3.10 We will also undertake administrative data linkage as part of the evaluation. This data will be linked externally to this evaluation contract, but with the data made available for analysis as part of Lot 2 for both the intervention and comparison group. The data should be assumed to include case level data on benefits, offending history, A&E attendance and substance misuse treatment, but with the possibility of also including data on school exclusions (for a younger evaluation cohort), ambulance call outs, and mental health data. The exact data variables to be included will be decided with the Suppliers.



4. DEFINITIONS

Expression or Acronym	Definition
Asset-based	An asset-based approach places the emphasis on people's and communities' assets, alongside their needs
CBA	Cost Benefit Analysis
CF	Changing Futures
DCMS	Department of Culture, Media and Sport
DWP	Department of Work and Pensions
Formative feedback	Ongoing feedback, capturing key learnings and encouraging an adaptive process for the Programme and evaluation
GMCA	Greater Manchester Combined Authority
HO	Home Office
MHCLG	Ministry of Housing, Communities and Local Government
MoJ	Ministry of Justice
MOU	Memorandum of Understanding – agreement between two or more parties to an intended common line of action
PHE	Public Health England
Support Contractor	Contractors providing support to local areas with programme delivery and capturing and sharing learning
Trauma-informed	Providing an environment where a person who has experienced trauma feels safe, can develop trust and is not re-traumatised.

5. SCOPE OF REQUIREMENT

5.1 The overall aims of the evaluation are to:

- 5.1.1 Understand whether the Changing Futures Programme has led to positive and sustainable changes at the system and service level, to enable them work better for people experiencing multiple disadvantage
- 5.1.2 Understand whether the Changing Futures Programme has led to positive change for individuals experiencing multiple disadvantage
- 5.1.3 Understand the key mechanisms/factors that have led to the positive outcomes at the system, service and individual level

5.1.4 Understand the costs and benefits of the Programme

- 5.2 This specification covers three separate Lots, each with their own objectives, which will tie together to meet the overall aims for the evaluation.
- 5.3 Lot 1 aims to understand whether the Changing Futures Programme has led to positive and sustainable changes at the system and service level, to enable them to work better for people experiencing multiple disadvantages. Lot 1 suppliers will be responsible for pulling together the findings from across Lots 1 and 2 and drawing conclusions about the Programme as a whole.
- 5.4 Lot 2 aims to understand whether the Changing Futures Programme has led to positive change (e.g. in wellbeing, offending, housing and health outcomes) for individuals experiencing multiple disadvantages and what the costs and benefits of the Programme are.
- 5.5 Lot 3 is focused on conducting fieldwork with the aim of identifying a suitable comparison group to support the individual level impact analysis specified in Lot 2.

Scope and Objectives for Lot 1

- 5.6 **Objective 1:** To provide robust evidence on whether and how Changing Futures has made a positive difference to how local public service systems operate for people who experience multiple disadvantage, and an early assessment of factors that encourage sustainability beyond the Programme.
- 5.7 **Objective 2:** To provide robust evidence on whether and how Changing Futures has made a positive difference to the services received by people who experience multiple disadvantage, and an early assessment of factors that encourage sustainability beyond the Programme.
- 5.8 **Objective 3:** To provide formative feedback to Changing Futures Programme areas and National Government from the evaluation. This should capture key learnings and facilitate adaptive changes to be made.
- 5.9 **Objective 4:** To develop a toolkit and self-assessment tools that can be used to enable the Changing Futures areas and other areas to continue to improve the way their systems and services are working for people experiencing multiple disadvantage.

Scope and Objectives for Lot 2

- 5.10 **Objective 1:** To understand how outcomes (including wellbeing, progress towards goals, health and housing outcomes, employment related activity) for participants receiving a Changing Futures intervention have changed over the

course of the Changing Futures Programme, based on data collected by services.

- 5.11 **Objective 2:** To provide robust evidence on whether and how the Changing Futures Programme has improved outcomes (including on wellbeing, progress towards goals, health and housing) for people who experience multiple disadvantage over the course of Programme, in conjunction with Objectives 1 and 5.
- 5.12 **Objective 3:** To identify a suitable comparison group for 6-10 Changing Futures areas delivering a trauma informed multi-disciplinary team intervention model, based on the data collected by services and data collected for Lot 3
- 5.13 **Objective 4:** To supply local areas (intervention and comparison areas) with locally collected data/reports to enable them to use the data at a local level.
- 5.14 **Objective 5:** To conduct an individual level impact evaluation to assess the impact of the Changing Futures intervention on people receiving the intervention in relation to their emergency service use, contact with the criminal justice system and wellbeing, over 12 months.
- 5.15 **Objective 6:** To undertake a cost benefit analysis based on data collected on the costs of delivering the Changing Futures intervention and the results of the impact analysis/analysis of changes of service use over time.

Scope and Objectives for Lot 3

- 5.16 **Objective 1:** To undertake fieldwork that can provide a suitable comparison group for the Changing Futures evaluation and other relevant government evaluations

Overarching requirements across all Lots

- 5.17 To work closely with the Authority, the Changing Futures Programme areas and the support contractors (Lots 1 and 2)
- 5.18 To work in a trauma informed way, taking an asset-based approach to fieldwork as far as possible (all Lots)
- 5.19 The involvement of peer researchers in the design, fieldwork and analysis stages (all Lots)
- 5.20 Engagement with the advisory groups for the evaluation (all Lots)
- 5.21 Communication and collaboration across all lots, with other relevant government evaluation contractors and with contractors undertaking any evaluations of local Changing Futures Programmes (all Lots)

- 5.22 To ensure the findings are disseminated in a way that maximises learning across all relevant stakeholders – including the Changing Futures local areas, other local government and service areas, national government and evaluation participants (Lot 1 and 2)

Out of scope

- 5.23 The following activities are out of scope of the requirement:

- 5.23.1 Taking forward any administrative data linking (not analysis of the data), including further linking towards the end of the programme
- 5.23.2 In relation to Lot 2, collecting quantitative case level information on all participants (who consent) as this will be undertaken by the Changing Futures areas themselves
- 5.23.3 Responsibility for developing the appropriate privacy information
- 5.23.4 Ensuring the appropriate privacy information reaches the participants of the quantitative data collection for Lot 2

6. THE REQUIREMENT

LOT 1: Has the Changing Futures Programme led to positive and sustainable changes at the system and service level to enable them to work better for people experiencing multiple disadvantages?

The feasibility study identified evaluation of impact at the system level as the highest priority for the evaluation of the Changing Futures Programme. MHCLG supports that recommendation and is looking for an ambitious, innovative and creative multi-method approach to meeting the objectives of this Lot.

- 6.1 This specification does not define the system or service level outcomes to be measured in the evaluation, and we expect the supplier to propose the most suitable measures as part of this tender process, drawing on the feasibility study report findings and the Theory of Change for the Programme. Similarly, while we give indications of the possible methodologies to be used in Lot 1, we are not prescriptive and are looking for the supplier to put together a creative package of research that will best meet our objectives.

In planning for this, the Magenta Book update on handling complexity may be useful:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/879437/Magenta_Book_supplementary_guide_Handling_Complexity_in_policy_evaluation.pdf

6.2 Lot 1 suppliers will be responsible for pulling together the findings from across Lots 1 and 2 and drawing conclusions about the Programme as a whole. The timetable for the milestones for Lots 1 and 2 reflects this. We expect the suppliers of Lot 1 to work with the suppliers of Lot 2 and 3, and with the respective findings, to ensure we fully explore the impact of the Programme and attribute changes in outcomes appropriately.

6.3 *Objective 1: To provide robust evidence on whether and how Changing Futures has made a positive difference to how local public service systems operate for people who experience multiple disadvantage, and an early assessment of factors that encourage sustainability beyond the Programme.*

This will include testing and refining our Theory of Change (see draft attached at Annex C) and should draw on existing evidence where applicable.

6.3.1 Objective 1a. To provide robust evidence on the extent to which system change has occurred within Changing Futures areas using a range of methods, including but not limited to System mapping, Staff surveys, Network analysis, Interviews.

6.3.2 Objective 1b. To provide robust evidence on the mechanisms and factors, or packages of factors that enable system change, considering both national and local factors within that and using a range of primary methods, which we expect might include Qualitative Comparative Analysis.

This should also reference existing evidence and will include an interim report (Lot 1, Milestone 4).

6.3.3 Objective 1c. To provide evidence from 2-3 thematic ‘deep dives’ on system change from a selected group of Changing Futures areas (expected to involve 4-6 areas each). The ‘deep dives’ should be identified in conjunction with Changing Futures areas and agreed with MHCLG following the start of the contract, but current suggestions are that these might cover culture and practice of risk management and risk sharing, the role of lived experience, and commissioning.

This should also reference existing evidence and will include an interim report covering two of these themes (Lot 1, Milestone 4).

6.3.4 Objective 1d. To provide robust evidence of how change at the system level and service level interacts and the difference it makes to individuals experiencing multiple disadvantage.

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- 6.3.5 Objective 1e. To make an assessment of the sustainability of the system level changes made within the Changing Futures Programme areas, identifying factors that promote or limit sustainability.
- 6.4 Objective 1f. To collect data on system level inputs (and costs) where this is not covered by monitoring data and make an assessment of the value for money of the system changes associated with the Changing Futures Programme.
- 6.5 *Objective 2: To provide robust evidence on whether and how Changing Futures has made a positive difference to the services received by people who experience multiple disadvantage, and an early assessment of factors that encourage sustainability beyond the Programme.*
- 6.5.1 Objective 2a. To provide robust evidence on the extent to which service level change has occurred within Changing Futures areas using a range of methods, including but not limited to Staff surveys, Network analysis, Interviews, System mapping.
- 6.5.2 Objective 2b. To provide robust evidence on the mechanisms and factors, or packages of factors that enable system change, considering both national and local factors within that and using a range of primary methods, which we expect might include Qualitative Comparative Analysis.
- This should also reference existing evidence and will include an interim report (Lot 1, Milestone 4).
- 6.5.3 Objective 2c. To provide evidence from 2-3 thematic ‘deep dives’ on system change from a selected group of Changing Futures areas (expected to involve 4-6 areas each), and drawing on existing evidence. The ‘deep dives’ should be identified in conjunction with Changing Futures areas and agreed with MHCLG following the start of the contract, but current suggestions are that these might cover trauma informed approaches and shifts from service led to person centred working.
- This should also reference existing evidence and will include an interim report covering two of these themes (Lot 1, Milestone 4).
- 6.5.4 Objective 2d. To provide evidence on the role of the voluntary sector in service level change (and system level change), the interaction between the voluntary and statutory sectors and on whether or not there are differences in the way services reach and interact with people depending on whether they are statutory or voluntary sector services
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6.5.5 Objective 2e. To make an assessment of the sustainability of the service level changes made within the Changing Futures Programme areas, identifying factors that promote or limit sustainability

6.6 *Objective 3. To provide formative feedback to Changing Futures Programme areas and National Government from the evaluation. This should capture key learnings and facilitate adaptive changes to be made.*

Objective 3 and 4 should be done in collaboration with the MHCLG Changing Futures team and the commissioned area support provider, who will support with the timely development, dissemination and implementation of tools and resources (see attached information at Annex D).

The support contractor will be leading on the mechanisms for delivery of learning through the course of the programme. Both the evaluators and support contractors will provide content and ensure there is a coherent offer that enables learning to be shared effectively between Changing Futures areas. In addition to more general formative evaluation and feedback, one aspect the Supplier could consider is how learning processes work within local areas and across the programme, including at national level.

For this formative feedback element of Lot 1, the key questions that should be considered are:

- What is working well?
- What are the key challenges or barriers to implementation, scalability and sustainability, and how can these best be resolved?

6.7 *Objective 4: To develop a toolkit and self-assessment tools that can be used to enable the Changing Futures areas and other areas to continue to improve the way their systems and services are working for people experiencing multiple disadvantage.*

6.8 This is likely to build on the recommendations for measuring system and service level outcomes as part of Lot 1, Milestone 3.

LOT 2: Has the Changing Futures Programme led to positive change (in wellbeing, offending, housing and health outcomes) for individuals experiencing multiple disadvantages and what are the costs and benefits of the Programme?

6.9 We expect this Lot to use a mix of methods and analytical approaches. As indicated in the introductory section, the Changing Futures areas will be collecting case level information to be used for the evaluation. This includes baseline information on all participants (who consent) engaged in the

programme by March 2022 (and possibly into the first quarter of 22/23) and repeated collection of outcome data for all participants (quarterly/6 monthly tbc). The outcomes data will be used for monitoring purposes as well as evaluation purposes and therefore monitoring data will be collected for all participants but baselining will be restricted to people engaged in the Programme at an earlier stage, who will form the intervention group for quantitative analysis. Successful Changing Futures areas will have made commitments to engage in the evaluation as part of the MOUs agreed with the Authority.

6.10 We expect the Supplier to provide the data platform needed to collect the baseline data up to March 2022 at least. After March 2022 we expect local areas to have the necessary data infrastructure to capture the outcomes being recorded and they will then share this with the Supplier for cleaning and analysing (and providing back to local areas).

6.11 The individual level outcomes for quantitative data collection for Lot 2 are set out in the draft outcomes framework (Annex F), and we would expect suppliers to work with these outcomes across the research conducted as part of this Lot. However, there is flexibility to build on and adapt these when conducting qualitative fieldwork.

6.12 The Supplier is expected to:

6.12.1 Plan mixed methods analysis for this Lot using the information in Annex A and the draft outcomes framework (Annex F).

The response to this tender should include a clear early assessment of what is achievable and the associated rationale (assuming local areas gain a high consent rate for baselining).

6.12.2 Refine the draft baseline questionnaire provided by the Authority for local area staff to deliver, allowing them to collect baseline data. We expect to work with local areas and the Supplier to finalise this. The supplier should refer to the feasibility study for steers on content, though as a minimum this should include information on people's histories related to the five disadvantages targeted by the programme and their current position.

The response to this tender should set out thoughts on any additional individual level outcomes to track or suggested changes to those set out in the outcomes framework. One early decision to be made with the Supplier and local areas is whether all participants are asked about all outcomes, or whether there is a suite of outcomes measures that can be tailored to individuals or areas (while keeping a core set).

The response to this tender should set out how this data can be collected robustly and any associated training requirements. One

area that will need extra careful consideration is the collection of metrics around participants' experience of services. We will work with local areas to ascertain whether this particular aspect of data collection could be undertaken by local peer researchers, in which case, training will extend to the peer researchers for this aspect.

6.13 *Objective 1. To understand how outcomes (including wellbeing, progress towards goals, health and housing outcomes, employment related activity) for participants receiving a Changing Futures intervention have changed over the course of the Changing Futures Programme, based on data collected by services.*

6.13.1 Objective 1a. To engage with Changing Futures areas to agree the data to be collected (tbd by timing)

6.13.2 Objective 1b. To ensure staff within Changing Futures areas are confident and able to collect timely questionnaire baseline and follow up data, including by providing suitable training and a platform for that data to be collected, and through continued engagement with the data lead in each area. Incentive vouchers should also be included.

6.13.3 Objective 1c. To understand the characteristics of people supported by the Changing Futures interventions, using questionnaire data and monitoring data (and whether the people participating in the evaluation appear similar to the total population)

6.13.4 Objective 1d. To develop our understanding of whether different Changing Futures service approaches lead to different outcomes and whether interventions work better for some people than others and the mechanisms that might be associated with better outcomes. This should draw on service data collected for Lot 1 as appropriate.

6.14 *Objective 2. To provide robust evidence on whether and how the Changing Futures Programme has improved outcomes (including on wellbeing, progress towards goals, health and housing) for people who experience multiple disadvantage over the course of Programme, in conjunction with Objective 1.*

This will involve testing and refining our Theory of Change and is expected to involve qualitative longitudinal interviews with people experiencing multiple disadvantage in addition to the data collected by services (and any other forms of data collection). The supplier should set out strategies for minimising attrition for their own data collection.

6.14.1 Objective 2a. To develop our understanding of the mechanisms and support factors that enable people who experience multiple disadvantage to move along their recovery journey, using a range of primary methods, which might draw on realist methodology. This

should also reference existing evidence and draw on data from Lot 1 as appropriate.

- 6.14.2 Objective 2b. To develop our understanding of whether different Changing Futures service approaches use different mechanisms and have different outcomes, whether interventions work better for some people than others and whether there is a difference in the way services are experienced (and the outcomes) depending on where people are in their personal journeys
- 6.14.3 Objective 2c. To explore the extent to which findings from Lot 2 objective 1 might be attributed to the Changing Futures intervention based on fieldwork undertaken for this Lot (and Lot 3).
- 6.15 *Objective 3. To identify 6-8 (tbc) Changing Futures areas delivering a multi-disciplinary team intervention model ; an intervention group, based on the data collected by services from within these areas, and a suitable comparison group, based on data collected for Lot 3 for purposes of an individual level impact evaluation.*
- 6.16 While the feasibility study report did not initially recommend a comparison group approach when assessing change at an individual level, the approach proposed via Lot 3 was subsequently suggested and we want to commission fieldwork in comparison areas to test the feasibility of this for generating a suitable comparison group.
- 6.16.1 Objective 3a. To understand the similarities and differences across models based around a trauma informed multi-disciplinary team and the involvement of people with lived experience, and how this ‘model’ (if it is possible to describe the approaches as such) and elements of the model works for people experiencing multiple disadvantage.
- This objective will play a significant role in determining comparable elements across Changing Futures areas, in order to select which areas form part of the impact evaluation (Objective 5). The summary information provided as part of Annex A provides an initial indication of the areas that are likely to be included in the research for this objective and the numbers of participants involved.
- 6.16.2 Objective 3b. To assess the potential for a suitable comparison group to be identified based on preliminary analysis of pilot data from Lot 3 and early baseline data from intervention areas.
- 6.17 *Objective 4. To supply local areas (intervention and Lot 3 comparison areas) with locally collected data/reports to enable them to use the data at a local level and provide input as they develop their own systems for capturing outcomes data.*



Please note that whether reports or data are provided to Changing Futures areas will be dependent based on the consents of individuals and the preferences of local areas. Local area preferences will be established as soon as possible, but it is expected that most will want the baseline case level data where participants have agreed to this. From March 2022 it is expected that Changing Futures areas will hold their own case level data, which will be sent to the Supplier for evaluation purposes. The Supplier will be required to return the processed data to CF areas for their own use.

- 6.17.1 Objective 4a. Prepare data/reports for intervention areas on a quarterly basis - this is likely to be a mix of raw data, cleaned case level data or aggregated data, depending on the consents of individuals and preferences of the local areas
 - 6.17.2 Objective 4b. Provide comparison areas with reports using aggregated data in order to provide an understanding of their local cohort.
 - 6.17.3 Objective 4c. Provide areas (Changing Futures and comparison areas) with reports that can be used to disseminate these findings to people with experience of multiple disadvantages.
- 6.18 *Objective 5. To conduct an individual level impact evaluation to assess the impact of the Changing Futures intervention on people receiving the intervention in relation to their emergency service use, contact with the criminal justice system and wellbeing, over 12 months drawing on research from Objective 2.*

This will be based on linked administrative data and follow up questionnaire data. The supplier should expect the administrative data to be provided at case level and cover the data referenced above from March 2017-March 2023, but for a minimal amount of other processing to have taken place. The exact variables to be requested will be decided with the Supplier.

- 6.18.1 Objective 5a. Conduct impact analysis that compares the outcomes of the intervention group (in those areas delivering a trauma informed, multi-disciplinary team 'model' compared to a suitable comparison group. Please note that the analysis based on wellbeing will only be possible if data on wellbeing can be collected directly from participants in the comparison group as well as the intervention group.
- 6.18.2 Objective 5b. Conduct analysis that further develops the analysis undertaken as part of objective 1
- 6.18.3 Objective 5c. Drawing on research from Objective 2, provide analysis that will help explain the results from 5a and 5b

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- 6.18.4 Objective 5d. Conduct analysis that makes full use of all data (going beyond 12 months following intervention start) to assess the potential trajectories of the intervention group.
- 6.19 *Objective 6. To undertake a cost benefit analysis based on data collected on the costs of delivering the Changing Futures intervention (and the results of the impact analysis/analysis of changes of service use over time, contingent on Objective 5).*
- 6.19.1 Objective 6a. To collect data on the inputs (and costs) of delivering the Changing Futures intervention at an individual and service level where these aren't covered by monitoring data
- 6.19.2 Objective 6b. To understand and report on the costs of delivering services to individuals and the wider associated costs to the state (e.g. benefits and housing costs), and where those costs fall (over time), as part of a broader value for money assessment.
- 6.19.3 Objective 6c. To apply estimated values of benefits (e.g. as estimated in the GMCA database) to the impact analysis/changes in service use over time to understand the value for money of the Programme.
- LOT 3: Comparison group fieldwork to support the individual level impact analysis for the Changing Futures evaluation**
- 6.20 The potential difficulties associated with identifying an appropriate comparison group for this evaluation are highlighted in the feasibility study report. This evaluation contract does not ignore those difficulties, however, MHCLG wants to commission work that can test the possibilities with a package of fieldwork (both quantitative and qualitative) that has the potential to draw robust conclusions about the impact Changing Futures Programme at an individual level. This Lot is a key component of the package, including quantitative data collection – and a robust piloting process for that – and what is likely to be qualitative data collection undertaken for 1f. Also part of this package involves connecting with the research and analysis undertaken as part of Lot 2, particularly objectives 3 and 5. Although the Lots are being commissioned separately, they must be treated as a package and Suppliers of these Lots will need to communicate and work together to deliver on the relevant Objectives.
- 6.21 *Objective 1. To undertake fieldwork that can provide a suitable comparison group for the Changing Futures evaluation and other relevant government evaluations*
- 6.21.1 Objective 1a. To identify 20-25 local areas which are not receiving funding for joined up multi-disciplinary team-work with people who
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experience multiple disadvantages, and are suitable comparison areas for the Changing Futures impact evaluation, in liaison with MHCLG and OGDs.

MHCLG will provide the Supplier with information on the areas receiving funding for other relevant government initiatives and data on relevant area level indicators (such as the IMD, homelessness levels) already collated for the Changing Futures areas to aid this process. Suppliers should set out the key information that would be used to inform decisions about which areas might be suitable.

- 6.21.2 Objective 1b: To pilot individual level questionnaire fieldwork in up to 5 appropriate local areas in a range of services within those areas including but not limited to domestic abuse, homelessness, substance misuse and probation, and collect personal identifiers (to enable the administrative data linking described in Lot 2) and ensure all data protection requirements are met. Payments for incentive vouchers should also be included. It is expected that fieldwork in each local area will lead to 110-140 successfully completed interviews per area.

The Authority and our partners from across government will provide and introduction to the research at a local level and contact details for local authority personnel in the pilot areas, and other services where possible. The Supplier will be responsible for engaging with appropriate services and arranging fieldwork, although the Authority will be on available to assist when necessary.

- 6.21.3 Objective 1c. To undertake further questionnaire fieldwork in up to 20 appropriate local areas in a range of services within those areas including but not limited to domestic abuse, homelessness, substance misuse and probation. To collect personal identifiers and ensure all data protection requirements are met. Payments for incentive vouchers should also be included.

- 6.21.4 Objective 1d. To pilot the collection of follow up data from respondents (preferable), and the collection of data from services related to the questionnaire respondents (e.g through the New Directions Team Assessment) that could be used as indicators of individuals' outcomes at 6 months and 12 months following the initial interview if follow up data is not obtained, in the first 5 areas. Payments for incentive vouchers should also be included.

- 6.21.5 Objective 1e. To complete the collection of data directly from individuals or via services, or a combination of these, relating to 6

and 12 month outcomes, depending on the outcome of the 1d. piloting.

The costs associated with this objective (preferred option) should be included as indicative within the costings, to be finalised upon the completion of 1d.

- 6.21.6 Objective 1f. To understand service delivery within the 20-25 areas, and the types of services the questionnaire respondents may have engaged with. As mentioned above, this is likely to involve qualitative data collection and will require the Supplier to work with the Suppliers of Lots 1 and 2 when designing the fieldwork

Information/materials to be supplied by MHCLG to contractors

- Draft baseline questionnaire design for Lot 2 and 3
- Data protection material for Lot 2 and 3
- Initial contacts for fieldwork and introductory materials as part of Lot 3
- Information on funding and initiatives in different LAs across England for Lot 3
- Monitoring data through the course of the contract for Lots 1 and 2

7. KEY MILESTONES AND DELIVERABLES

7.1 Potential providers will set out how they propose to conduct fieldwork and analysis in order to meet the milestones set out below.

7.2 Potential providers must note the following project milestones that the Authority will measure the quality of delivery against. Payments will be attached to relevant payment milestones.



LOT 1

Milestone	Objective	Description	Timing
1	All	Inception report setting out any minor amendments to the bid following initial engagement CF areas, to be incorporated into the contract	September 2021
2	3	Formative evaluation feedback	Ongoing, but with payment milestone in February 2022
3	1a, 1b, 2a, 2b	Recommendations for measuring system and service level outcomes	February 2022
4	1b, 1c, 2b, 2c	Six interim reports assessing existing evidence	March 2022
5	3	Formative evaluation feedback	Ongoing, but with payment milestone in June 2022
6	1a-1d, 2a-2c	Interim report/s including cross-references to Lot 2 reports (to be published)	July 2022
7	3	Formative evaluation feedback	Ongoing, but with payment milestone in October 2022
8	4	First iteration of toolkit (to be published)	October 2022
9	3	Formative evaluation feedback, including to service users	Ongoing, but with payment milestone in February 2023
10	1a-1d, 2a-2c	Interim report/s including cross-references to Lot 2 and 3 reports (to be published)	March 2023
11	3	Formative evaluation feedback	Ongoing, but with payment milestone in September 2023
12	1a-1d, 2a-2d	Interim report/s including cross references to Lot 2 reports (to be published)	October 2023
13	3	Formative evaluation feedback, including to service users	Ongoing, but with payment milestone in March 2024
14	4	Final toolkit and self-assessment tools (to be published)	June 2024
15	1, 2	Final report/s, including cross references to Lot 2 reports (to be published)	June 2024

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LOT 2

Milestone	Objective	Description	Timing
1	1a	Engagement with CF areas	August 2021
2	1b	Initial training provided to CF areas and data collection system set up ahead of baseline data collection	September 2021
3	4	Data provided to Changing Futures areas and comparison areas, and short report on the quality of the data and actions to be taken to address any shortfalls	January 2022
4	1c, 3b	Interim report on the analysis conducted on initial baseline cases across intervention areas and pilot comparison group	January 2022
5	4	Data provided to Changing Futures areas and comparison areas	April 2022
6	4	Data/data reports provided to Changing Futures areas and comparison areas, including report accessible to service users	July 2022
7	1c, 2a, 2b, 3a, 3b	Interim report on completed baselining across intervention areas, comparison group analysis and other fieldwork (to be published alongside Lot 1 report and referencing Lot 3, Milestone 4 report)	July 2022
8	4	Data provided to Changing Futures areas	October 2022
9	4	Data provided to Changing Futures areas	January 2023
10	1c, 1d, 2a-c	Interim report on 6 month outcomes (including comparison group outcomes collected if applicable) and research and analysis for objective 2	January 2023
11	6	Report on the costs of delivering the CF Programme at an individual level	March 2023
12	4	Data provided to Changing Futures areas, including report for service users	April 2023
13	1b	Completion of ongoing support provided to Changing Futures areas on data collection	June 2023
14	4	Data provided to Changing Futures areas, and full cleaned data set provided to MHCLG	July 2023
15	1c, 1d, 2a - 2c, 3a, 3b	Interim report on 12 month outcomes (including comparison group outcomes collected if applicable). To be published in conjunction with Lot 1 report.	August 2023
16	1c-1d, 2, 3, 5,6	Final report on 12 month outcomes, including analysis of administrative data and CBA, and full cleaned data set provided to MHCLG. To be published in conjunction with Lot 1 report.	March 2024

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LOT 3

Milestone	Objective	Description	Timing
1	1a	Recommendations for appropriate areas from which to conduct comparison group interviews, with clear rationale	September 2021
2	1b	Data collected from 5 pilot areas and sent to Lot 2 contractors for analysis. Interim report making recommendations on changes to be made to future fieldwork (if relevant)	December 2021
3	1c	Data collected from remaining comparison areas and sent securely to Lot 2 contractors for analysis	May 2022
4	1f	Interim report on fieldwork completed across all comparison areas	June 2022
5	1d	Follow up data collected from individuals/services in pilot areas. Interim report making recommendations on proposed methodology for future fieldwork (if relevant). Including opportunity to review the contract relating to this objective.	July 2022
6	1e	6 month data collected from remaining comparison areas and 12 month data collected from pilot areas and sent securely to Lot 2 contractors for analysis	December 2022
7	1f	Final report on fieldwork completed across all comparison areas (to be published in conjunction with Lot 1 report)	March 2023
8	1e	12 month data collected from remaining comparison areas and sent securely to Lot 2 contractors for analysis	June 2023

8. BREAK CLAUSES

- 8.1 All Lots will be subject to a break clause in March 2023, dependent on the availability of funding in 2023/24. Please note that if this break clause is initiated, milestones due for completion soon afterwards (Lot 2 Objective 14, Lot 3 Objective 8) will be brought forward, with appropriate alterations made for any impact on what can be delivered.
- 8.2 All Lots are dependent on the ability of service staff and researchers to undertake face to face fieldwork from September 2021. If the pandemic effects this, or the implementation of the Programme, the contract objectives and milestones will have to be reviewed and re-issued.
- 8.3 Lot 2 will be subject to the following break clause relating to Objective 2, 3b and 5a only:

- 8.3.1 Following the completion of Objective 2a, in the case that the chances of identifying a suitably matched comparison are deemed too low and no further data collection is carried out
- 8.4 Lot 2 will be subject to the following break clause relating to Objective 5 only:
- 8.4.1 In the case that administrative data linking is unsuccessful.
- 8.5 Lot 3 will be subject to three break clauses:
- 8.5.1 Following the completion of Objective 1a, in the case that insufficient areas are identified as suitable from which to draw a comparison group.
- 8.5.2 Following the completion of Objective 1b and Lot 2, Objective 3b, in the case that the chances of identifying a suitably matched comparison are deemed too low (to be agreed with MHCLG)
- 8.5.3 Following the completion of Objective 1d, in the case that the chances of collecting usable data from services is judged as too low for the completion of Objective 1e. This break clause relates to 1e only.

9. OPTION TO EXTEND

- 9.1 We reserve the right to extend the contract in blocks of 6 months, for a maximum of one year, 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.
- 9.2 We reserve the right to extend the contract of Lot 2, objectives 2 and 4, to encompass other relevant government evaluations. This will be subject to additional funding.

10. MANAGEMENT INFORMATION/REPORTING

- 10.1 The Supplier will 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 (Annex E).
- 10.2 All outputs must be submitted to the Authority in draft, allowing two weeks for the Authority and the Advisory Group to provide comments, and a further two weeks for the Supplier to make adjustments and submit revised reports within the timeframe set out above, unless otherwise agreed beforehand.

11. ETHICS

- 11.1 Ethical approval will be needed for this research and the Supplier will need to gain the ethical approval within the appropriate timescales.
- 11.2 People carrying out fieldwork with clients should be appropriately trained to work with vulnerable people and (working with local areas) manage and handle any safeguarding issue that may arise. We expect the fieldwork to involve peer researchers.
- 11.3 The commissioning and management of the research will be done in accordance with Government Social Research ethics. See checklist and guidance:
- 11.4 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/515296/ethics_guidance_tcm6-5782.pdf

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 Supplier will engage with the Advisory group for this research and take forward actions that result from meetings and input from this group as agreed with the Authority.
- 12.3 The Suppliers will attend a quarterly cross Lot meeting (exact timings to be confirmed) in order to share updates and learnings.

13. CONTINUOUS IMPROVEMENT

- 13.1 The Supplier will be expected to continually improve the way in which the required Services are to be delivered throughout the Contract duration.
- 13.2 The Supplier should present new ways of working to the Authority during quarterly Contract review meetings.
- 13.3 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.

14. QUALITY

- 14.1 The Supplier must follow the style guide set out in Annex E.

15. PRICE

- 15.1 Prices are to be submitted via the e-Sourcing Suite [Attachment 4 – Price Schedule] excluding VAT and including all other expenses relating to Contract delivery.

15.2 The response to this tender should present costs against each milestone in section 7.

15.3 For Lot 3, indicative costs should be submitted, which can then be finalised upon the delivery of Objective 1d.

16. STAFF AND CUSTOMER SERVICE

16.1 The Supplier shall provide a sufficient level of resource throughout the duration of the Contract in order to consistently deliver a quality service.

16.2 The Supplier's staff assigned to the Contract shall have the relevant qualifications and experience to deliver the Contract to the required standard.

16.3 The Supplier 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.

17. SERVICE LEVELS AND PERFORMANCE

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

KPI/SLA	Service Area	KPI/SLA description	Target
1	Research	The Supplier will ensure all analysis is quality assured before it is submitted to the Authority and a record of the quality assurance actions undertaken is submitted alongside draft reports containing analysis.	100%
2	Research	The Supplier will ensure all research tools are signed off by the Authority and any revisions made within 14 days.	100%
3	Reporting	The Supplier will update the Authority (either through teleconferencing or face to face) at the end of each week to update on progress as well to provide the following week's plan.	100%
4	Reporting	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. Annex E.	100%
6	Governance	The Supplier must address any comments and concerns raised by the advisory group	100%

		relating to any draft report or analysis as advised by the Authority, within 2 weeks.	
7	Governance	The Supplier must provide the Authority with a log of how comments and revisions have been addressed for every piece of work submitted.	100%

18. SECURITY AND CONFIDENTIALITY REQUIREMENTS

18.1 This section should be read in conjunction with Schedule 7.

18.2 The Supplier must employ the appropriate organisational, operational and technological processes and procedures to keep 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>

18.3 The Supplier will securely process and store personal data in accordance with the Data Protection Act. The Supplier must include a clear technical explanation of the organisation's security standards and what measures will be in place to keep the personal and pseudonymised data secure and separate. If more than one organisation is processing personal and pseudonymised data for this contract, the lead contractor must ensure all the organisations involved meet the required data security standards.

19. PUBLICITY, MEDIA AND OFFICIAL ENQUIRIES

19.1 The Supplier must 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.

19.2 The Supplier is not permitted to disclose any data or findings outside of the central project team and Suppliers of other Lots, prior to publication, other than where data or findings are being shared with the ONS and local areas.

20. PAYMENT AND INVOICING

20.1 Payment can only be made following satisfactory delivery of pre-agreed certified products and deliverables.



- 20.2 Payments shall be made in milestones and in line with Key Milestones as per Section 7.
- 20.3 Before payment can be considered, each invoice must include a detailed elemental breakdown of work completed and the associated costs.
- 20.4 Invoices should be submitted 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

21. CONTRACT MANAGEMENT

- 21.1 Attendance at Contract Review meetings shall be at the Supplier's own expense.

22. LOCATION

- 22.1 The location of the services will vary. However, contract reviews and meetings with the Authority will be conducted online via Microsoft Teams or in London, 2 Marsham Street.