BSHF European End Street Homelessness Campaign evaluation

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Summary

INTRODUCTION

The European End Street Homelessness Campaign is funded and coordinated by BSHF. It was set up on the principle that "the time has come to stop managing homelessness and start ending it". This evaluation focuses on the following main areas: (a) Strategic assumptions (b) Campaign delivery and management, and (c) Campaign outcomes.

The evaluation draws on:
- A review of relevant documents.
- A survey completed by 8 city partner organisations (out of 20 that received it) from across 5 cities.
- Interviews (20 in total) with BSHF staff and consultants, strategic partners, city level partners and volunteers in 4 cities (Croydon, Valencia, Torbay and Brussels).
- A short survey for volunteers involved in the campaign, circulated to volunteers in Westminster and Barcelona, through which we received 111 responses in total.

CAMPAIGN PRINCIPLES

The campaign is deeply ambitious in its goal to achieve systemic change. The six campaign principles frame this ambition, and so it is encouraging that survey feedback suggests that partners strongly support all the campaign principles.

The two key organising principles – Housing First and community involvement – are both deliberately disruptive of the status quo. Contributors strongly support (the need for) this element of disruption.

The fact that Housing First has already some traction and credibility is helpful in reducing the potentially alienating effect of this disruption. Survey results show that partners strongly support the Housing First approach and strongly agree that this project is upholding the approach in practice. Interview feedback was slightly more nuanced, with some stressing the need to move from the current situation to a system which incorporates Housing First (but not as the only approach).

Partners showed strong buy in to the principle of community involvement, although in many cases this hasn't (yet) extended beyond involvement in Connections Weeks. Volunteers surveyed indicated that they were willing to participate in the campaign in future. Some would like opportunities for ongoing involvement and several were keen to hear more about the progress of the campaign.

It could be clearer what the community involvement expectations are in practice. Some partners felt that community members' ongoing involvement in the campaign should be better integrated from the beginning.

BSHF'S STRATEGIC ROLE

As an independent voice, BSHF is well placed to initiate and coordinate the campaign. But some pointed to the fact that BSHF is new to the field as having some potential disadvantages that need to be managed, notably around its reach and contacts across Europe and the breadth of cities which are involved. Most felt that city selection was initially made on a pragmatic rather than a strategic basis. This made sense practically but it has skewed the geography of participating cities in the campaign to date. There are early signs of this now shifting to a more European-wide approach.

The flexibility that the campaign gives to city level partners creates a positive context for action at that level.

IMPLEMENTATION AND MANAGEMENT

The campaign concentrates attention and helps raise participants' morale. Partners value the sense of solidarity that being part of the campaign brings. For some, it brings added credibility to their city level work.

Partners are very positive about the overall support that BSHF provides and about the specific support packages on offer. Partners are positive about how learning is shared but say there is room for more. There is a natural tendency for cities to exchange with cities in their own country, but there may be increasing opportunity to extract - and more widely share - generalisable lessons from cities' experiences. Approaches to tracking and reporting should be further developed as the campaign grows.

CAMPAIGN OUTCOMES

The campaign is beginning to demonstrate a set of outcomes that show progress towards the goal of securing sustainable housing for street homeless people.

For some cities, conducting the street surveys has generated valuable new data and evidence.

In many cities, there are positive signs of growth of interest in, and support to, the campaign and its principles from local civil society organisations and associations. Partners mentioned that there is evidence of local media coverage and social media dissemination.

Community engagement has generally been strong during Connections Weeks. In most cases, efforts at involving the community in a more ongoing way are in their early stages. This is an area that many cities are committed to developing.

There are some signs that municipal authorities are engaging with the campaign. There are some examples of apparent influence on municipal authorities' policy and practice emerging, but - not surprisingly given the challenges involved - progress tends to be slow even where commitments are in place.

There are some early (but not always totally clear) signs that small numbers of people have been being housed as a result of the campaign (or that the campaign has in some way contributed to this). Partners mention that there are other benefits to street homeless people – for example through the humanising experience of the survey engagement – but we have limited information about this.

The campaign is not yet achieving change at scale but it would not be realistic to expect to see this so soon. There are enough signs of progress to be encouraged about the approach being taken.

In a number of cities, shortage of housing stock / land seems to be a key barrier. It seems that even where city authorities collaborate closely with campaign partners and support Housing First, they may be unable to apply it in practice.

LOOKING AHEAD

There is a set of considerations and options for BSHF around whether, how and how fast, and where, to grow the campaign.

Partners support growth in the number of participating cities in principle but identify some concerns in practice, including in relation to the campaign's capacity to support a much larger number of cities while being sure that those already involved have reached a level of engagement such that their reliance on BSHF is limited. Some felt it would be helpful to demonstrate success more definitively before expanding the number of cities involved.

City level campaigns seem to be most effective when they build on existing, if latent, support for change. There are some strategic choices that the campaign might want to make around how much to focus on the areas where there is most likely to be (relatively) quick progress. As the campaign grows, there may need to be some additional campaign communication (internally and externally) in languages other than English.

Some partners see the potential to develop a more coordinated campaigning approach. The current, city-based model is a viable one but some felt that complementing this with some more centralised advocacy is an alternative worth considering.

There are some different options for how the structural coordination of the campaign could evolve. All the options have some advantages but none of them provide an obvious and clear route forward.

It's good that resourcing to support the campaign is in place over the medium term – but this may not fully resolve the question of resourcing, depending on decisions about the campaign's strategic purpose and the future role that BSHF will play.

Now is a good time to review the overall campaign strategy. There are a set of inter-related choices about
(a) what sort of 'campaign' it should be

(b) what the growth strategy should be

(c) what kind of strategic partnerships should support national level action

(d) what resources are needed and where they should come from

(e) the best systems for sharing learning and encouraging cross-fertilisation, and the role that BSHF should play in this.

There is a question about who is involved in considering future strategy, with some different options about how that could be done.

RECOMMENDATIONS

1. Review how campaign positions around Housing First are set out and communicated, to ensure common understanding amongst participating organisations.

2. Develop guidance that encourages partners to update volunteers and other interested partners on campaign progress.

3. Review how campaign positions around community involvement are set out and communicated, to ensure common understanding amongst participating organisations.

4. Consider practical ways to encourage learning opportunities between cities, both through BSHF and bilaterally, taking into account differentiated needs (according to geography and history of involvement for example).

5. Develop an approach to campaign tracking and monitoring that supports better generation of and access to real-time information. Some practical steps could include developing:
   - An 'outcome bank' with some guidance on what outcomes are of particular interest;
   - A campaign 'evidence database' that all can add to;
   - Support and guidance around reviewing information in ways that feed into planning;
   - Support to efforts to develop case studies that illustrate progress being made.

6. Consider developing some protocols and guidance around communicating difficult messages, such as in relation to migrants and refugees.

7. Establish - as part of campaign tracking – a set of common definitions/indicators that clearly express the changes the campaign seeks (which would include numbers of people housed in Housing First accommodation, but also measures to do with how that housing status is sustained); and agree how that information will be recorded and reported.

8. Consider setting up a process or forum to consider common challenges and how to overcome barriers linked to limits on housing stock and land.

9. Develop a growth strategy that sets out ideas on the speed and sequencing of expansion to new cities and the best mix of cities to involve, and implications arising from this (around language for example).

10. Consider the potential for complementing city level advocacy with some coordinated advocacy that draws on experiences across cities.

11. Consider whether and how best to involve partners in developing strategic options.

1　Introduction

1.1　PURPOSE OF THIS REVIEW

The European End Street Homelessness Campaign is funded and coordinated by BSHF. It was set up on the principle that "the time has come to stop managing homelessness and start ending it".

In support of this goal, the campaign has been:
- creating greater awareness of rough sleeping, the people who are affected, and what can be done about it;
- finding and delivering better, quicker ways to help people off the streets – in particular those with multiple and complex needs - and into permanent housing.[1]

In line with our proposal, this evaluation focuses on the following main areas (a) Strategic assumptions (b) Campaign delivery and management, and (c) Campaign outcomes.

In setting out an enquiry framework in more detail, we noted that "it makes sense to focus in particular on
- the 'interim outcomes' (signs of progress towards the longer term goal); and
- the overall approach and implementation of it (to establish how well set up the campaign is to achieve the results it seeks).

This report addresses these areas and follows the guidance in the call for proposals that the end-product report should "identify the strengths, results and impact of the campaign's work to date, and recommend any changes or enhancements that would improve the quality, reach and impact of what we do".

1.2　REVIEW APPROACH

The evaluation draws on:

1/ A review of relevant documents.

2/ A survey completed by 8 city partner organisations (out of 20 that received it) from across 5 cities.

We have included data from the survey throughout the report, but given the relatively low response rate, we should note that findings may not necessarily be representative of overall opinion amongst city partners.

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[1] From BSHF, call for proposals – one year follow up evaluation

3/ Interviews (20 in total) with BSHF staff and consultants, strategic partners, city level partners and volunteers in 4 cities (Croydon, Valencia, Torbay and Brussels).

4/ A short survey for volunteers involved in the campaign, circulated to volunteers in Westminster and Barcelona, through which we received 111 responses in total.

The survey was completed by 34 volunteers from Westminster and 77 from Barcelona (where it was available in Spanish and Catalan). This survey was not sent out to other city volunteers to avoid making too many requests of city partners during the course of the evaluation.

We reviewed all information and shared initial findings and conclusions in a session with BSHF staff before drafting this report.

1.3 BACKGROUND TO THE REVIEW

The programme was initiated in 2015. BSHF and FEANTSA initially selected six cities for involvement. Three of these cities maintained their involvement and were joined by a fourth, Croydon, in the pilot phase of the programme.

In 2016, BSHF commissioned an evaluation of the pilot phase of the campaign, which validated the concept and was positive about progress to date.

Following the pilot phase, other cities have joined the campaign, and BSHF has developed a more structured programme of support (discussed in section 3.1).

We set out a summary campaign timeline in Appendix 1.

2 Strategy and strategic assumptions

2.1 CAMPAIGN PRINCIPLES

The campaign is deeply ambitious in its goal to achieve systemic change. The six campaign principles frame this ambition, and so it is encouraging that survey feedback suggests that partners strongly support all the campaign principles.

The campaign principles are listed in Appendix 2.

We asked for feedback in the survey (a) whether these are the right principles, and (b) how well they are being followed in implementation. Plotting these results reveals:
• There is good support for the principles, although support is comparatively less strong in regard to the 'improving systems' approach, although it is not clear why this should be

- Survey respondents see some principles as being more clearly implemented than others, notably that there is more work to do around tracking progress. This is consistent with interview feedback (we discuss tracking and monitoring in section 3.2).

Figure 1: Partners' survey: Perspectives on the campaign principles
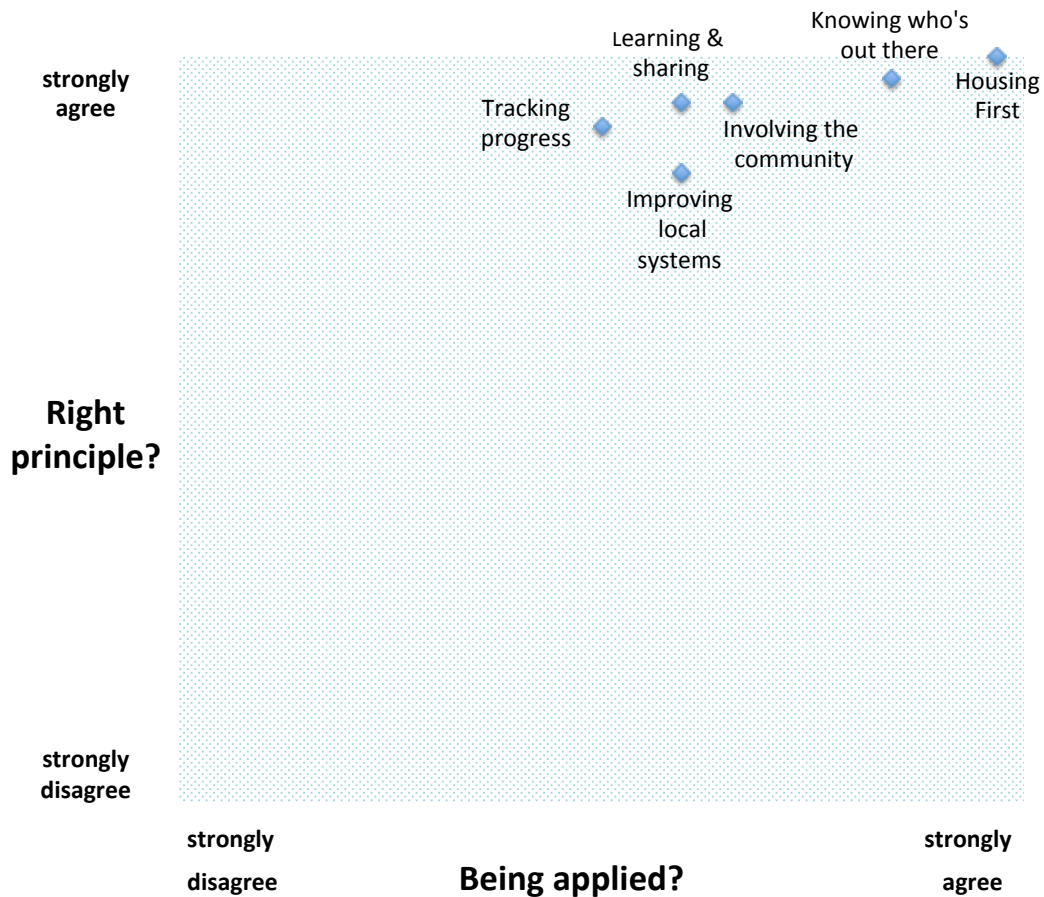
This graph plots average responses, on a scale of 1-5 from strongly disagree to strongly agree

The two key organising principles – Housing First and community involvement – are both deliberately disruptive of the status quo. Contributors strongly support (the need for) this element of disruption.

Disruption is built into the campaign. As the 2016 evaluation explained it, "Intended to be disruptive, the campaign helped some people who had been working in this area for a long time, who were frustrated by the lack of progress, to break or change the rules".

Respondents stressed that the campaign is designed as a challenge to 'business as usual' mentalities and practices and to the "homelessness industry". While one interviewee noted that being disruptive is "an unintended consequence of using a different approach", others embrace disruption as a positive force.

But for this radical disruption to take hold through new ways of addressing problems of homelessness being adopted, there is a need to bring people along. So there is a tension that city partners must navigate: "People in the sector may feel we are criticising their intentions when we are criticising their methods. There is a risk of losing people who have worked against homelessness for a long time … we need to engage them sensitively".

As we explore below, city partners have made some progress in building support amongst communities and groups, but this is not a straightforward or quick undertaking.

The fact that Housing First has already some traction and credibility is helpful in reducing the potentially alienating effect of this disruption.

In many ways, Housing First is radically challenging. But there is evidence to support it (although some of this may be contested) and it builds on some existing interest in parts of Europe. Interviewees report that many in the homelessness sector recognise that existing approaches have not worked.

So in that sense, although Housing First represents a radical reorientation, there are at least some positive conditions in place that help create a potential to build some momentum around it.

Survey results show that partners strongly support the Housing First approach and strongly agree that this project is upholding the approach in practice. Interview feedback was slightly more nuanced, with some stressing the need to move from the current situation to a system which incorporates Housing First (but not as the only approach).

Housing First represents a shift from managing to ending homelessness. According to one partner, "it turns on their head the things we thought we know … [it] has been valuable and challenging". Another stressed that "It is based on housing being a right. This is central to why it works". One partner described it as a good way to by-pass the existing, over-complex system.

There is strong interest and buy-in to Housing First amongst participants in the campaign. The campaign is upholding this central principle to the extent that some cities' involvement, including the involvement of some of the pilot cities, has faltered on the lack of strong commitment to, and prioritisation of, Housing First principles.

But it's also the case that some partners are interpreting Housing First as part of a package of approaches. One city partner noted that "It is right to end conditionality of support, but this is not for everyone. Housing First is not a panacea - you need a range of options" and another that "It works if targeted at the right people".

This raises a question as to whether the campaign is advocating Housing First as *the* solution, or as one element of a wider solution. Perhaps there does not have to be a definitive view about this within the campaign, but having a clearer line might be helpful.

Speaking conceptually, briefly: in the context of references to Housing First as a 'paradigm shift', systems thinker Donella Meadows set out the best ways to change the structures of a system. She advocated that the second most effective way to shift a system is by creating a new paradigm - but that the most effective approach is to transcend paradigms, "to stay flexible, to realise that no paradigm is 'true' to everyone".[2] We might see placing Housing First more flexibly as one potential solution, rather than as *the* solution, fits well with this 'transcending paradigms' approach.

See Recommendation 1.

Partners showed strong buy-in to the principle of community involvement, although in many cases this hasn't (yet) extended beyond involvement in Connections Weeks

Many partners stressed that volunteer involvement has brought in new actors, new energy and new perspectives. As one interviewee put it, community involvement "improved the quality of the discussion, made people step back and not assume doing the same thing the same way is right". This is expressed in the principle that "We need to take an 'unprofessional' approach to service provision".

The principle of community involvement was very strongly supported by the volunteers surveyed, with extraordinarily high agreement amongst Barcelona volunteers (see Figure 2)

Connections Weeks themselves have had some challenges in some cities, but many felt they were positive experiences. In one city, some interviewees raised a specific issue around the Connections Week duplicating existing initiatives.

We heard one criticism of the campaign that it hasn't been clear enough in setting out what was meant by community involvement, beyond the Connections Weeks.

The actual picture seems more mixed than this, with some cities, notably Croydon, actively embedding this element within the wider campaign, and others showing a developing commitment to building in ongoing community involvement in future (see section 4.2).

But in some other cities, there has not been much, if any, community involvement beyond the Connections Weeks themselves.

Volunteers surveyed indicated that they were willing to participate in the campaign in future. Some would like opportunities for ongoing involvement and several were keen to hear more about the progress of the campaign.

In survey feedback, volunteers stressed that they participated in the campaign because they wanted to contribute in some way, and show solidarity, and that they welcomed a practical way of showing their concern and fulfilling a desire to do something. For some it was a way to become better informed - "it has been very important for me to have the opportunity to

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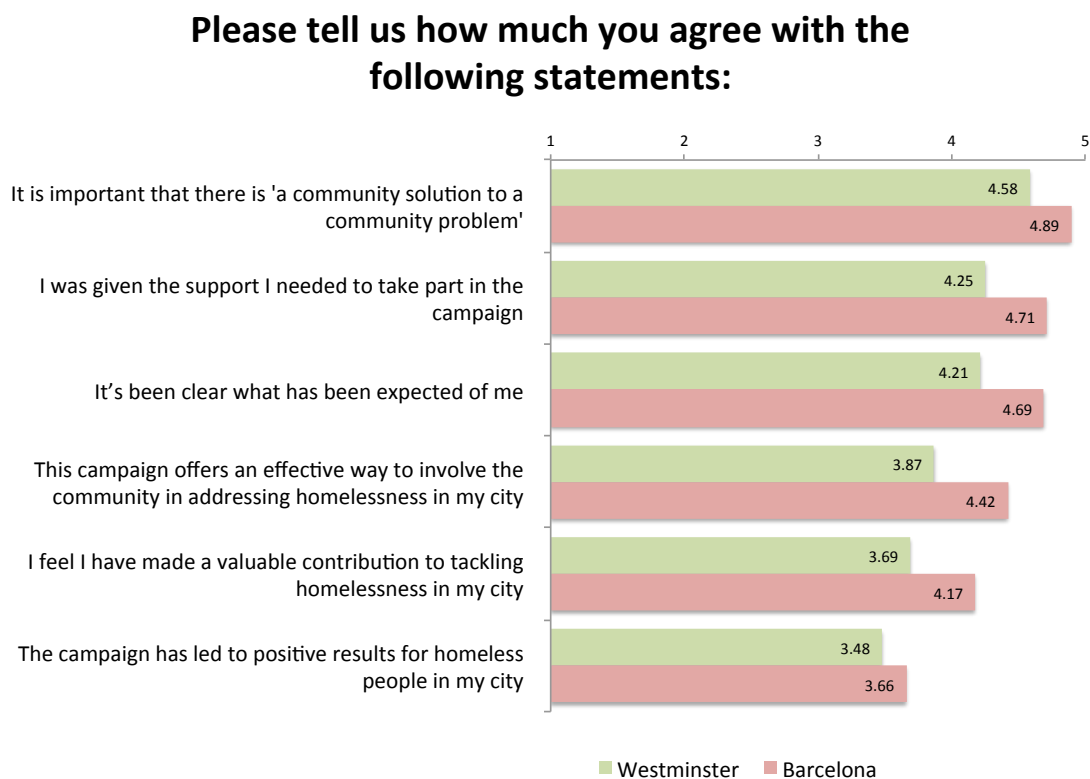[2] Donella Meadows, Thinking in Systems, p162-4, Earthscan, 2009

listen to [homeless people] directly". A couple of volunteers in Westminster mentioned that they had experienced homelessness themselves.

Several volunteers in Barcelona specifically mentioned the importance of having good information in order to be able to address the problem (i.e. going beyond more generalised reasons for being involved and explicitly identifying that they felt this particular intervention was a worthwhile one).

In both cities covered by the volunteers' survey, volunteers expressed strong willingness to participate in the campaign in future, with some suggesting this represented untapped potential: "there were dozens of people willing to give their time to carry on doing stuff and this was not exploited". This seemed to be a stronger feeling amongst Westminster volunteers, although a small number of Barcelona volunteers did also raise it: "Once the count has been made how can a community call be made to solve the problem?"

Probably linked to this, the volunteers' survey indicates that - whilst still positive overall - volunteers in the two cities concerned agreed relatively less strongly about the effectiveness of community involvement in this case, the contribution they had made, and what the campaign has achieved. There is stronger agreement in each case from volunteers in Barcelona than from those in Westminster:

Figure 2: Volunteers' views of the campaign

Please tell us how much you agree with the following statements:

Statement	Westminster	Barcelona
It is important that there is 'a community solution to a community problem'	4.58	4.89
I was given the support I needed to take part in the campaign	4.25	4.71
It's been clear what has been expected of me	4.21	4.69
This campaign offers an effective way to involve the community in addressing homelessness in my city	3.87	4.42
I feel I have made a valuable contribution to tackling homelessness in my city	3.69	4.17
The campaign has led to positive results for homeless people in my city	3.48	3.66

■ Westminster   ■ Barcelona

Graph shows average responses on a scale 1-5, where 1 = strongly disagree and 5 = strongly agree

Indeed, in response to the survey question "the campaign has led to positive results for homeless people in my city", 36% of volunteers in Westminster replied 'don't know', making this the most common answer. In Barcelona, 21% replied 'don't know'.

This suggests it could be good for partners to think about ways to keep volunteers better informed about campaign progress. Several volunteers in Westminster mentioned that they wanted to know more, and be kept up to date, about what was happening with the campaign: "I personally haven't heard a great deal about it since I did my small part"; "I would like to have heard more about the outcomes and findings of the work".

The small number of volunteers we interviewed for the review mentioned that they have little sense of it being a European campaign and would welcome more contact with other cities, and to be more aware of the bigger picture.

See Recommendation 2.

It could be clearer what the community involvement expectations are in practice. Some partners felt that community members' ongoing involvement in the campaign should be better integrated from the beginning.

There was some feedback from partners questioning how essential community involvement actually is in advancing the goals of the campaign. In a couple of cities partners expressed a sense along the lines that: "there is no need to involve the community for its own sake, if you can achieve your goals by direct engagement".

This raises a question as to whether community involvement is a means to a policy end and/or something broader than that. In turn, it may be unclear what partners are signing up to when they commit to the community involvement principle as part of the campaign.

Given this, it could be helpful to have a clearer and more explicit position on the strategic purpose of involving communities across the campaign as a whole. In particular, this could help accelerate community involvement efforts, in that it would be clearer from the start what that looks like. This is consistent with the recommendation from a partner that "Key would be to plan what you are going to do afterwards [to facilitate ongoing community involvement] before the end of the Connections Week. The quicker you get it going the better".

See Recommendation 3.

2.2   BSHF'S STRATEGIC ROLE

As an independent voice, BSHF is well placed to initiate and coordinate the campaign.

BSHF saw a need and an opportunity and stepped in. Other respondents corroborated BSHF's own sense that it is well placed and able to operate as an honest broker: "we have

independence and have used that to our advantage". One external interviewee, for example, felt that, "It needs outsiders to shake things up. It's very laudable that BSHF took the plunge. That others have joined the campaign vindicates that".

Given how well placed BSHF is to identify good practice, we think it's a logical and positive step organisationally for BSHF to follow this through and be more practically involved in finding ways to replicate good practice. As one internal interviewee explained it, "We are in a unique position to find out things that work, so have a duty to try to get those to work in other places".

But some pointed to the fact that BSHF is new to the field as having some potential disadvantages that need to be managed, notably around its reach and contacts across Europe and the breadth of cities which are involved. Most felt that city selection was initially made on a pragmatic rather than a strategic basis. This made sense practically but it has skewed the geography of participating cities in the campaign to date. There are early signs of this now shifting to a more European-wide approach.

Internal interviewees as well as partners recognised that the approach in the early stages was essentially practical, to go where the interest was. The fact that partners put themselves forward showed some commitment, but beyond that the initial cities were not selected on the basis of any wider strategic logic.

Several respondents felt that the mix of cities has tended to depend on BSHF's existing contacts, although this opinion downplays the role that FEANTSA has played in suggesting cities to approach. One interviewee suggested that the limitations are not simply down to reach: "The issue is less ability of BSHF to reach cities, but how cities receive the message of the campaign".

The approach to date has had some cost in terms of geographical spread, with the campaign to date showing a disproportionate UK focus (both in terms of cities selected and of cities that have remained engaged in the campaign).

Table 1: Involvement of UK and mainland European cities in the campaign

	Total	Still involved
All cities	14	10
UK	6	6

This make up is beginning to change. We understand the new tranche of cities will help introduce further diversity and move the centre of gravity further East. Developing this geographical spread will be key to the next phase of the campaign (see section 5.1).

Adopting a model that involves working with and through others, whilst operating in a new area brings challenges in terms of how contacts are forged and partners identified. It's

difficult for a new actor to build its networks in new countries: there is inevitably a certain reliance on strategic support from existing actors and this hasn't always been fully on offer.

One respondent also mentioned that BSHF's relatively small size could make it difficult to maintain a sense of ownership over the campaign. BSHF is alert to this and is managing this challenge by not going beyond the boundaries of what is likely to be sustainable.

The flexibility that the campaign gives to city level partners creates a positive context for action at that level.

The parameters of the campaign are set by the principles, and beyond that there is a lot of latitude delegated to city level: "there is a level that you must do, the rest is flexible". City level partners very much appreciate this approach as noted elsewhere.

It's an approach that seems very much in line with a 'directed network' model of campaigns, which "are typically led by a central body that frames the issues and coordinates energies towards shared milestones but also leaves a fair amount of freedom and agency to … supporters and … allies". A review of this approach found that these types of directed-network campaigns "performed exceptionally well in terms of both impact and force amplification" compared to more traditional models".[3]

The campaign concentrates attention and helps raise participants' morale. Partners value the sense of solidarity that being part of the campaign brings. For some, it brings added credibility to their city level work.

The fact that multiple cities are engaged in a common endeavour has been helpful to many of the city level partners. One felt that "hearing that others have the same problems made us feel less isolated" and another noted that "having the opportunity to work alongside a group of people with a shared commitment to significant system change is an all too rare opportunity".

Even though the campaign is not yet established across Europe, some partners still expressed the sense that to have a 'European campaign' around which people were rallying helped them feel part of something bigger. This was good for morale and has boosted credibility - "it helps us strengthen our arguments to be able to refer to the campaign" - as well as helping to give some additional focus to the campaign locally.

In contrast, one interviewee felt that "it's not [yet] an advantage to mention the European campaign locally. It needs to reach further beyond the UK and Spain first". And one partner also sensed that the campaign's credibility was not yet established: "[we are] waiting … for more results. It needs more time".

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[3] Tom Liacas & Jason Mogus, "Networked Change: How Progressive campaigns are won in the 21st century", NetChange Consulting, 2016
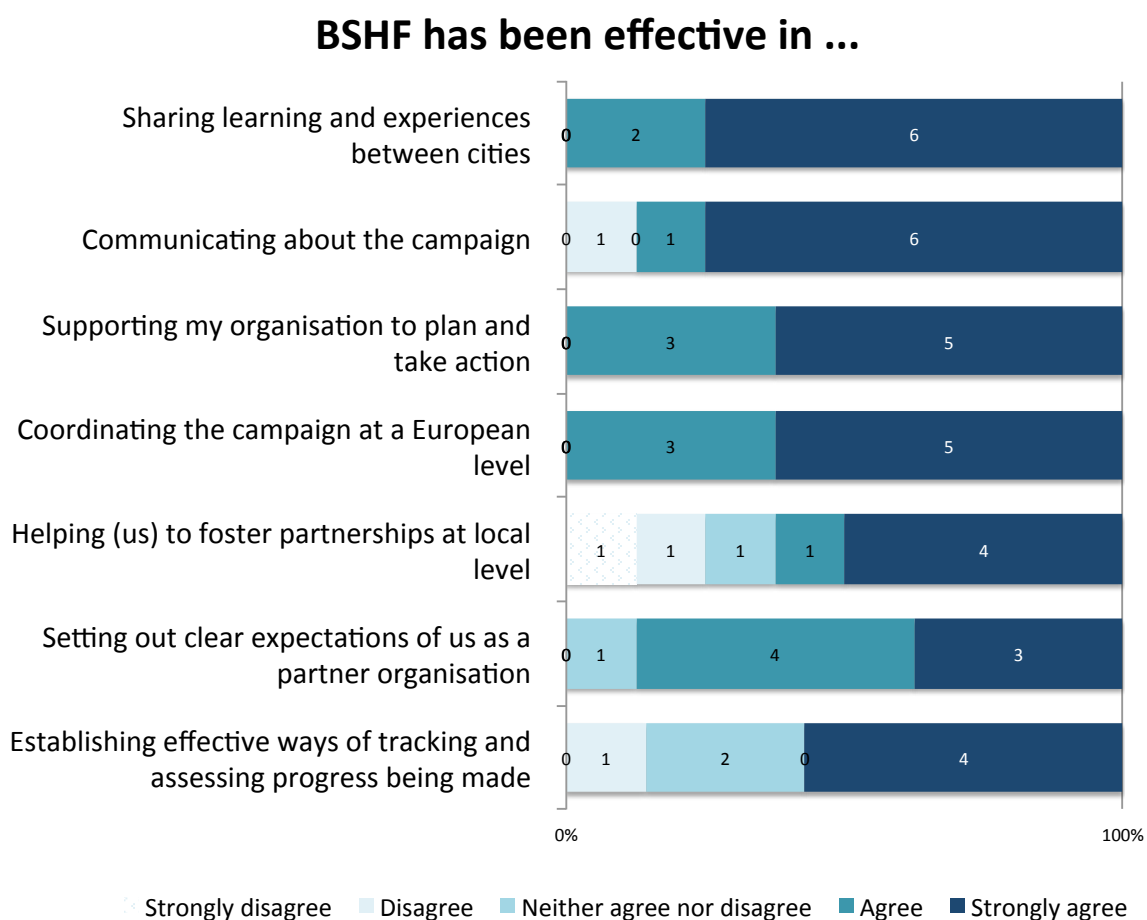
3 Implementation and management

3.1   SUPPORT BSHF PROVIDES

Partners are very positive about the overall support that BSHF provides.

Partners commended BSHF for being "very responsive" and particularly for the facilitative nature of the support being provided: "BSHF have been perfect .. they have given a lot of latitude to local decisions, and support is there if needed". One partner noted that "logistical support … is faultless".

Survey results corroborate this interview feedback. Across a range of areas, the majority in most cases strongly agreed that the support BSHF had provided has been effective:

Figure 3: Partners' survey: Feedback on BSHF support

BSHF has been effective in …

Category	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
Sharing learning and experiences between cities	0			2	6
Communicating about the campaign	0	1	0	1	6
Supporting my organisation to plan and take action	0			3	5
Coordinating the campaign at a European level	0			3	5
Helping (us) to foster partnerships at local level	1	1	1	1	4
Setting out clear expectations of us as a partner organisation	0	1		4	3
Establishing effective ways of tracking and assessing progress being made	0	1	2	0	4

0%   100%

And partners are positive too about the specific support packages on offer.

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Survey responses show that partners value the different elements of support available. Results suggest that partners particularly value the annual gathering, and the bespoke support:

Figure 4: Partners' survey: Feedback on specific resource support

How helpful have the following resources been ...
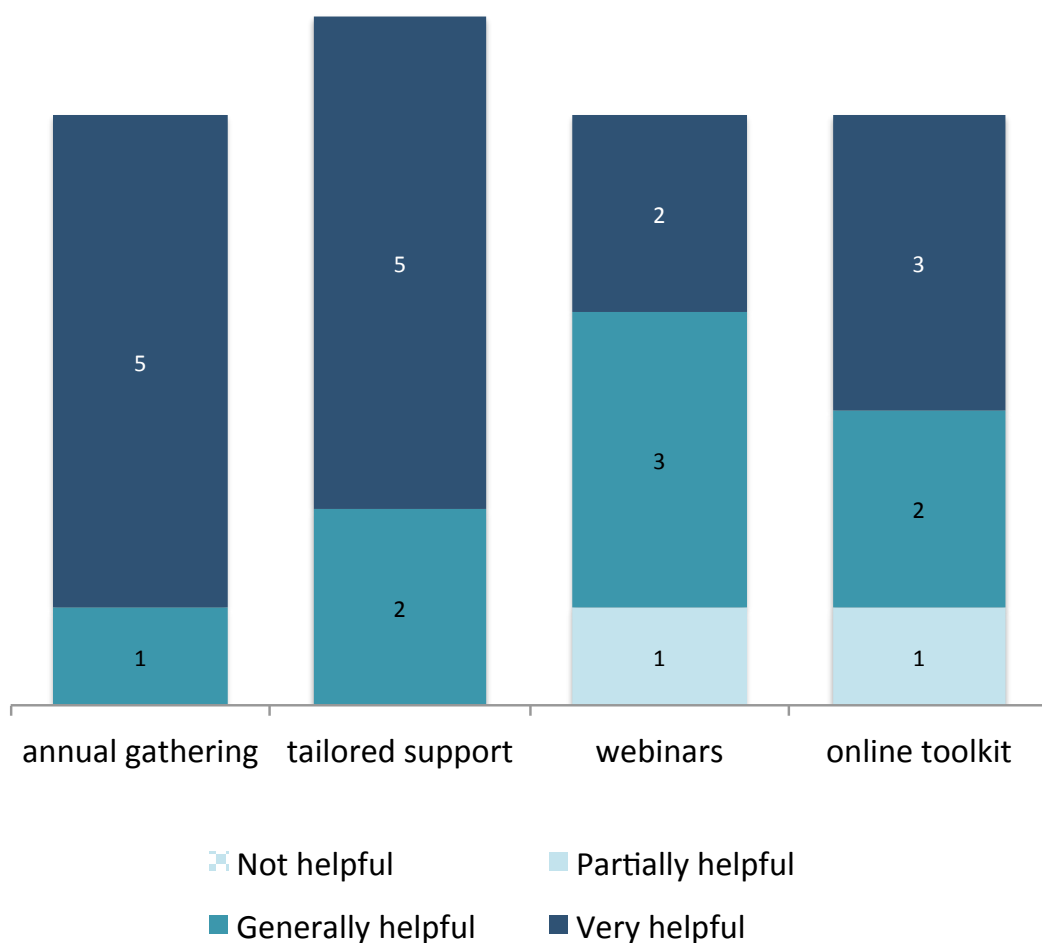
Partners' feedback on the webinars was also positive: "The campaign is learning by doing, so live feedback on progress of others attempting the same thing is very interesting and useful". A couple of partners suggested future webinars could be more interactive, with more space to share experiences. Partners commended the toolkit too, with one calling it "fantastic", although one respondent commented that it was difficult to navigate.

As one partner put it, "If you have the toolkit and webinars, you have the basis for the campaign in your own city".

Some partners mentioned the possibility of BSHF being more actively involved in campaign promotion and communication (see section 5.2).

Volunteers surveyed also felt well supported, showing good agreements to statements 'I was given the support I needed' and 'It's been clear what was expected of me' [see Figure 2).

3.2   SHARING LEARNING AND TRACKING PROGRESS

Partners are positive about how learning is shared but say there is room for more. There is a natural tendency for cities to exchange with cities in their own country, but there may be increasing opportunity to extract - and more widely share - generalisable lessons from cities' experiences.

According to one partner, "We are constantly learning from others. BSHF is good at sharing the learning – through toolkits, regular updates, bringing people together".

And partners value this sharing of intelligence. As one survey respondent put it, it is "Incredibly useful to get multiple perspectives on similar issues, learning more about different contexts and potential solutions from other areas".

But there was also a strand of feedback along the lines that there is scope for more sharing of information and reflections, through BSHF's coordination role but also bilaterally between cities. Whilst recognising that contexts are different, especially between countries, some city partners pointed to a number of likely issues in common where the value in sharing is not being fully exploited.

Some partners identified that more organic, city-to-city sharing is already happening, and that interaction between cities "does not depend on mediation from BSHF. We know people well". There are some signs of newer cities learning from the original tranche. But others felt this was still patchy and partial: "People stick with the people they know"; "There is not enough communication between cities … [we] need more regular updates or a regular forum for exchange".

One partner made the important point that, as numbers of participating cities grow, then learning opportunities may need to be more disaggregated – for example by separating 'old' and 'new' cities in webinars and in other learning moments.

See Recommendation 4.

Approaches to tracking and reporting should be further developed as the campaign grows.

Some respondents identified a need for a clearer real-time sense of campaign outcomes and achievements. One interviewee for example acknowledged that "Tangible results are not collated properly … There is a lot of information going around that is not being collated".

Survey findings also point to partners seeing 'tracking progress' as being a comparatively weak area of implementation in the campaign to date (see Figure 1).

This area didn't feature strongly in partner feedback but nevertheless we think that whilst some information is flowing, tracking systems will need to be strengthened, especially as the campaign grows, so that information is more comprehensively collected and shared.

A stronger, more embedded approach to monitoring progress would
- Give BSHF and city partners a clearer sense of whether the campaign is on track, and allow for informed review, and support adaptation where needed.
- Help participants show the direction of travel and highlight achievements, important to building support for the campaign - "If communities are achieving success, and the value of Housing First is demonstrated, it will snowball".
- Help build an internal sense of momentum.
- Provide clearer evidence on the numbers of people benefitting from the campaign (see section 4.4)
- Allow for the collection and collation of individual stories.

The 100k Homes Campaign developed a set of SMART objectives and a target-focused approach. But this doesn't sound like the sort of approach BSHF should adopt, given that it's hard to see how linear models of change are appropriate to this campaign context, and in the light of the need for any tracking system developed not to be too formalised, or to act as a constraint on local flexibility. Hence one partner noted that "The whole thing is too complex for BSHF to set out a framework for where people should be".

But some light-touch systems that allow progress to be captured and considered are likely to be beneficial.

See Recommendation 5.

4   Campaign outcomes

The campaign is beginning to demonstrate a set of outcomes that show progress towards the goal of securing sustainable housing for street homeless people.

4.1   IMPROVED EVIDENCE BASE

For some cities, conducting the street surveys has generated valuable new data and evidence.

The 2016 evaluation identified that results in Valencia "were highly significant … for the first time it provided detailed information about the make-up of that population and people's individual needs", and that the survey revealed new information about people living on the streets in Barcelona too.

This sense of the usefulness of the data came through in the survey results, with high agreement that the campaign has been successful in producing new evidence (Figure 8), and that it has resulted in having better data (Figure 9).

Partners highlighted that the surveys had uncovered certain particularly relevant pieces of information, such as the number of homeless people with GPs, or numbers who had been arrested, or who had attended Accident & Emergency services. In some cities, these findings revealed new information and helped make the case for action: "Data has been useful, particularly some of the impact measures, the things that make people take notice – and some of the human stories – these are impactful".

But partners did not universally regard the data from the surveys as significant. Some believed that that data did not add to information that already existed, and that the added value of the surveys was limited: "It confirmed what we knew. We had good local data, the numbers were no surprise. It gave us evidence, case stories of the situation of the street homeless". Glasgow has not yet conducted a Connections Week, partly because robust data already exists.

Also one respondent made the point that data snapshots are not as useful as live data that allows for tracking of progress. As part of the developing campaign support programme, Croydon partners have been selected to work with Community Solutions – the coordinators of the 100K Homes Campaign in the US – to look at ways that this could be done.

4.2 ENHANCED ENGAGEMENT AND INTEREST

In many cities, there are positive signs of growth of interest in, and support to, the campaign and its principles from local civil society organisations and associations.

The 2016 evaluation noted that, in Westminster, "[The Connections Week] was the first time for years that the many organisations delivering homelessness services in Westminster had worked together on a single project".

And there are some additional signs, in different cities, of a developing engagement and willingness to explore solutions collaboratively. In one city, for example, the campaign Steering Group now includes a representative of faith-based groups, a significant addition in that in the past faith-based groups have tended to be marginal to public sector-led initiatives.

There are signs of progress elsewhere too. A city partner noted previous resistance to engage from groups working with rough sleepers but that the majority of groups now "are now willing to sit round a table and coordinate a response". And another city partner felt that, "the movement is growing … some are responding positively, others are [still] not so sure".

Partners felt that holding the Connections Week has been important in building consensus; it "made us visible, led to more associations joining the campaign – it made us more credible". And, more generally, "the campaign has … improved the quality of the discussion".

But in some places continuing challenges remain, with talk in one city of "a sense of territoriality" and in another that "other NGOs reject Housing First and stick to the same approach".

Partners mentioned that there is some evidence of local media coverage and social media dissemination.

The 2016 evaluation noted that there had been "solid and positive coverage" of the campaign in media and social media.

The reported range of social media coverage for the campaign in survey results (across 'very', 'mostly' and 'partly' successful) probably reflects variation in partners' existing social media presence. Survey responses show too that a small number of partners identify that there has been 'very successful' local media coverage, with half suggesting that coverage has been 'mostly successful'). Reported results for national media coverage are, not surprisingly, lower (Figure 8).

We understand that in cities like Croydon and Brussels there has been some positive local media pick-up, in the latter case including by journalist volunteers involved in the campaign.

One issue that could prove challenging in relation to media coverage, and communications and framing more generally, is that, as one interviewee explained, "a lot of the cities have got high levels of people who are migrants or refugees … that's not the story people want to hear or deal with … [but] if you are talking about the data, about collecting stories and data, you can't then ignore it when it's not telling you what you want to hear".

See Recommendation 6.

Community engagement has generally been strong during Connections Weeks.

As noted above, one cornerstone element of the campaign is that "we are enabling people to have an opportunity to do something about it. The campaign is all about the whole community".

The Connections Weeks have generally been successful in attracting support from large numbers of volunteers, with a good mix of previously committed volunteers and those with no history of past involvement. Volunteer survey responses confirm that a high proportion of volunteers had not previous involvement in support homelessness efforts (nearly 50% in Westminster and over 50% in Barcelona):

Figure 5: Volunteers' previous involvement in homelessness issues

"Were you involved in any volunteer work to try to help end homelessness, or help people affected by homelessness, in your city prior to this campaign?"
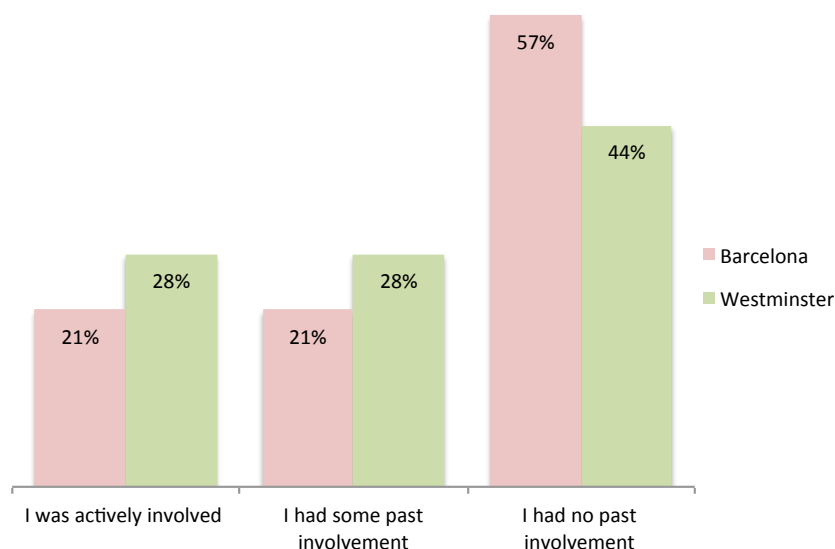
Barcelona n=70, Westminster n=32

Partners noted that in some cities, such as Brussels and Croydon, it was striking how volunteers came from diverse backgrounds (although one Westminster volunteer felt "it was geared towards younger people … who were not particularly 'the community'").

This support has brought energy to the campaign: "There was a big change when we did the Connections Week … For us to see the levels of support, people wanting to help, it was a very good experience. Other associations were sceptical about using volunteers, it was a good demonstration that it was positive. Since then … more associations are realising that citizens must be part of a movement".

In most cases, efforts at involving the community in a more ongoing way are in their early stages. This is an area that many cities are committed to developing.

Croydon has led the way in developing an approach that supports ongoing community involvement, through establishing five 'Task and Finish' groups. The groups are making progress, slowly, and volunteer involvement is opening doors for the campaign: "we are linked in with more companies, large organisations we wouldn't otherwise have been".

Other partners are generally positive about involving community members in finding solutions to problems of homelessness. One interviewee stressed that, "Professionals don't have the answer, that's why the community engagement aspect is so important, a way to diversify the group of people working on the problem". Another pointed out that, "[involving

members of the community] gives a broader range of opinions … professionals come up with the same answers … it makes you realise how narrow your focus is".

But reflecting on how community members had been involved in the campaign to date, a couple of survey respondents identified that progress in this area had been less than they had hoped. One noted that "a bit more time is needed to work out how community involvement will work in practice". As noted above (section 2.1), volunteers are keen to be more involved in the campaign.

Some city partners are developing concrete ideas and plans to expand this element of the work. In some cities, volunteers are providing pastoral support, to rehoused former homeless people for example, or there are plans to set up and expand this kind of support. Volunteer involvement is likely to involve community members as advocates too - "some [volunteers] have good contacts with decision makers … we are working on it, that will be a bigger part in the future". And there are some plans to involve volunteers in finding solutions; in one case, for example, a team of volunteers is being tasked with sourcing housing.

4.3   TOWARDS CHANGES IN POLICY AND PRACTICE

There are some signs that municipal authorities are engaging with the campaign.

Some local authorities are supporting the campaign as actual, or de facto, partners, as with Torbay and Croydon.

In other cases, there are some signs of engagement: "It is difficult to work with policy-makers, we are trying to change their whole approach. But the door is open, they listen".

And there are examples emerging of solutions being developed or considered, or at least identified. In Croydon, for example, contract specifications around length of stay in transitional accommodation are being reviewed, having been raised through the campaign. Meanwhile, Torbay has established a multi-stakeholder Systems Optimisation Group to share information and discuss support provision. This, it was said, has coincided with the campaign, not caused by it, but the campaign is feeding in useful examples and evidence to the group.

There are some examples of apparent influence on municipal authorities' policy and practice emerging, but - not surprisingly given the challenges involved - progress tends to be slow even where commitments are in place.

Evidence from Valencia, for example, shows progress being made, but also how slowly things can move:
- The 2016 evaluation noted that the "Mayor, regional government and municipality … are supporting a Housing First pilot in the city as a result of the [Connections Week]";
- Towards the end of 2016, this had been formally announced, as noted in the campaign December update: "Following their Registry Week, a meeting between RAIS Fundación,

Valencia's Mayor and the regional government led to the announcement of a Housing First pilot being launched in the city";

- Finally, in August 2017, a city update confirms an agreement to launch this pilot is in place: "a signed agreement with the city council for a Housing First pilot to launch in the autumn. The commitment is for five units rather than the initial 10 planned yet it is a good first step".

A similar dynamic – with prospects of change, but slow progress – is evident in Westminster, where the 2016 evaluation reports a "meeting of agencies on post-Registry Week commitments, input into council rough sleeping strategy". A more recent update on this is that "[the local authority] said they were re-evaluating the Westminster rough sleeping strategy. Then it went quiet. They are still engaged …"

In other cities too, local authorities are making some positive commitments. Housing First is a policy priority for the Glasgow government, for example. And in Spain, Housing First is included in national strategy, with the onus now on city and regional authorities to develop plans accordingly.

But there are also examples of local municipalities showing continuing resistance, or at least reluctance to engage meaningfully. One city partner, for example, reported that "The local authority is not against the initiative, there is some interest, but they are not really committed, they have another vision … We are building momentum … We haven't seen a change in their vision. The task of the campaign is to change it. But it's not easy". In another city, we heard that the local council baulked at leasing land for housing at low cost because of a run of bad publicity relating to homeless people, drugs and petty crime.

One city partner suggested that the slowness of progress raised a question of how serious the commitment of the relevant authorities really is, also stressing the importance of maintaining energy within the campaign where progress is stalled.

4.4   IMPACT ON PEOPLE WHO ARE STREET HOMELESS

By impact we mean the "significant or lasting changes in people's lives, brought about by a given action or series of action".[4]

There are some early (but not always totally clear) signs that small numbers of people have been being housed as a result of the campaign (or that the campaign has in some way contributed to this).

In Torbay, the campaign has contributed to ten (or by some accounts eight) people being housed. This was confirmed in a recent campaign bulletin, which noted that Torbay had "made great progress in their campaign by finding homes for eight of the individuals who had been sleeping on the streets … [as] a direct result of the local campaign's actions".

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[4] Chris Roche, 'Impact Assessment for Development Agencies: Learning to Value Change' Oxfam, 1999

Numbers suggested by respondents in various cities have not always consistent; we heard different figures from different people in the same city. A reasonable estimate would be that maybe 20 people in total have been housed through the campaign to date, half of them from Torbay. Additionally, it appears that small numbers of people who were surveyed during Connections Weeks were subsequently accommodated, but not directly through the campaign itself (in Croydon, Brussels and Torbay).

Looking ahead there is a positive forecast from Glasgow, which is about to implement new Housing First demonstration projects, with first results expected by the end of the year.
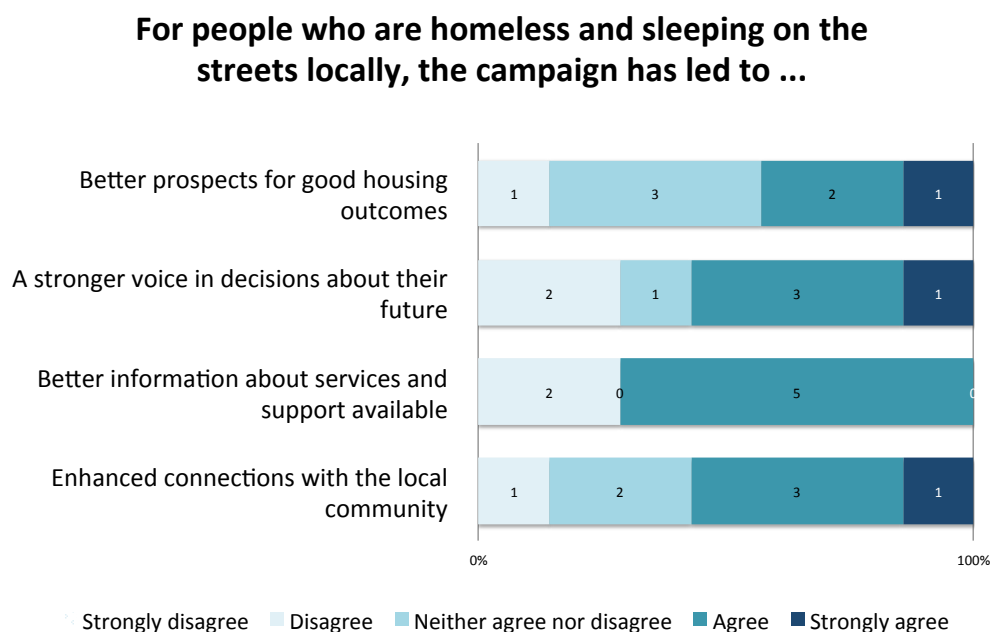
See Recommendation 7.

Partners mention that there are other benefits to street homeless people – for example through the humanising experience of the survey engagement – but we have limited information about this.

The 2016 evaluation noted the humanising value of "Speaking with someone who had time to talk, at each person's pace and wasn't driven by commissioned outreach targets". Some partners echoed this sense that the quality of engagement during the Connections Weeks itself has some benefit and one volunteer also made this point: "The feedback I received from some of the rough sleepers I spoke to was that it felt different to have members of the community rather than the professional workers talk to them". Another noted that "I met some people who hadn't had a conversation with someone in weeks".

The survey results point to some other perceived benefits, although not strongly, in that there was at least some disagreement expressed in response to each question:

Figure 6: Partners' survey: Perspectives on benefits to local homeless people

For people who are homeless and sleeping on the streets locally, the campaign has led to ...

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
Better prospects for good housing outcomes	1		3	2	1
A stronger voice in decisions about their future	2	1		3	1
Better information about services and support available	2	0		5	0
Enhanced connections with the local community	1		2	3	1

Strongly disagree   Disagree   Neither agree nor disagree   Agree   Strongly agree

Very practically, in Croydon, a number of those surveyed weren't previously known to the outreach team, meaning that "23 people not known to outreach services are now being supported".

One volunteer mentioned the value in homeless people being involved in the search for solutions: "It would be interesting to be able to increase the communication between the homeless and those that offer the services since there are many things to improve, and they themselves can have practical and effective solutions".

We have not had direct input from people who are street homeless as part of this review.

4.5 COMMENTARY ON PROGRESS AND ACHIEVEMENTS

The campaign is not yet achieving change at scale but it would not be realistic to expect to see this so soon. There are enough signs of progress to be encouraged about the approach being taken.

BSHF and partners are rightly interested in how successfully the campaign is helping those who are street homeless get into secure, sustainable housing. But campaigns aiming to secure systemic change are not obvious candidates for quick wins: "If it was straightforward it would have been solved already".

It is also important context, as mentioned in the survey, that many partners are undertaking this work alongside existing workloads: "our major issue has been capacity … The campaign does need long term investment of time to be successful".

In a number of cities, shortage of housing stock / land seems to be a key barrier. It seems that even where city authorities collaborate closely with campaign partners and support Housing First, they may be unable to apply it in practice.

Many partners flagged issues around shortage of housing and even the difficulties of acquiring land for housing.

One council is looking at using existing housing stock differently for example. But in other locations, the blockage seems to more complex than being just about freeing up existing hostel accommodation. In one city, for example, "The Council are talking about it, it's on the agenda. The challenge is to secure the accommodation". In another, there appear to be ideas, but also problems, around leasing or acquiring land. It seems there are some common themes around housing supply and how the barriers to this can be overcome and how partners can best be involved in finding housing solutions that could be usefully explored across cities.

See Recommendation 8.

5 Looking ahead

5.1 GROWING THE CAMPAIGN

There is a set of considerations and options for BSHF around whether, how and how fast, and where, to grow the campaign.

Partners support growth in the number of participating cities in principle but identify some concerns in practice, including in relation to the campaign's capacity to support a much larger number of cities while being sure that those already involved have reached a level of engagement such that their reliance on BSHF is limited.

The 2016 evaluation indicates a campaign target "to engage up to 50 European cities … by 2020". This speed of growth seems unlikely given there is a limit to how many new cities could reasonably be taken on each year. But it does reflect a presumption of growth, and that this is manageable, based on the logic that "the more we grow it the more impact it will potentially have".

Feedback from interviews and from survey respondents suggests that partners support the idea of growth in principle and can see the benefits, including in terms of consolidating the campaign, generating increased interest and visibility, and building and sharing knowledge amongst a community of cities.

But partners are also aware of the risks and challenges. We discuss issues around coordination, governance and resourcing below. Some also mentioned concerns around possible dispersal and dilution of effort and focus: "[the campaign] needs a strong central body to keep the focus on impact and facilitate the sharing. This may be lost if BSHF is spread too thinly".

Hence there was a strand of opinion amongst partners that any growth needs to be managed carefully and sequenced right. One partner suggested that "You need to have a very active and dynamic core group, with a momentum, before you to expand further". Another noted that "Maybe we should be careful not to have too many cities involved, because it will be difficult to become active, involved and personal, which is important in such campaigns".

Some felt it would be helpful to demonstrate success more definitively before expanding the number of cities involved.

One partner noted that "If we're not able to evidence impact of the campaign, the concern is that the campaign is only a talking shop ... We need to keep showing people that it does work". Another felt that it would be easier to promote and expand the campaign, once results are clearer: "the problem is that there are some examples but … they don't seem relevant to Europe … If we can show [it's possible in Europe] that would be valuable". In

relation to this, various partners from other cities have high hopes for Torbay as a city that can lead the way in showing that this approach can be successful. One described it as "a good testing ground", although success here may raise a question of how transferable effective practice in a small town with a relatively favourable context is to larger, more complicated cities.

City campaigns seem to be most effective when they build on existing, if latent, support for change. There are some strategic choices that the campaign might want to make around how much to focus on the areas where there is most likely to be (relatively) quick progress.

It's becoming apparent that a set of conditions help underpin city level progress:
- Support, or at least constructive interest, from municipal authorities;
- Partners who are committed to the campaign principles and willing and able to show leadership to advance them;
- Partners who have existing local links and relationships, or have the potential to develop them, including with decision-makers.

It's probably true that in cities where most progress has been made so far, a local 'willingness to change' coincided with the campaign, rather than being created by it. The campaign has then helped build and institutionalise this support.

The relational aspect to this is key. As one partner put it, "You have to invest time in building trust with all the service-providers. It took a long time but once we have the trust, we could deliver a better approach … The campaign has been a vehicle, it gave us an ethos to gather people around". And another partner similarly highlighted this idea of the campaign providing a focus to mobilise around: "The campaign is great in coalescing a need for systemic change … The campaign has unblocked the path to closer cooperation".

This points to the existence in some, perhaps many, cities of a latent desire for change that the campaign is able to exploit. This suggests that the campaign is timely. At least some city authorities are open to change and there is opportunity to push on, and take this new approach to ending homelessness to another level.

But also that it is likely to be "difficult to succeed without local authority support". And that raises the question of how much the campaign is willing to take on 'harder cases', where the barriers to change are greater and the pace of change likely to be slower.

This links in with discussion about expanding the geographical reach of the campaign. There is likely a trade-off between finding conducive cities, where success is relatively likely, and expanding to new parts of Europe, such as Central and Eastern Europe. One on hand "being credibly European and achieving nothing for being spread too thinly is a worse option" but on the other "the risk at the moment though is that they work where it is easiest".

Maybe the right response to this is to be deliberate in selecting a mix of cities, ensuring there are some where conditions suggest there are reasonable prospects of quicker wins (as with Torbay for example) but also involving cities where the challenges are greater?

As the campaign grows, there may need to be some additional campaign communication (internally and externally) in languages other than English.

Campaign communication is currently in English, which means that "language is a problem for some countries and some people". As it expands, one suggestion was that the campaign "could have some level of exchange in English, and some other levels using other languages which allows more people and more countries to be involved".

Decisions about language are also about positioning: "Externally it would be better if there were more languages than just English. It would then raise more attention in some other countries".

See Recommendation 9.

5.2   A EUROPEAN CAMPAIGN?

Some partners see the potential to develop a more coordinated campaigning approach. The current, city-based model is a viable one but some felt that complementing this with some more centralised advocacy is an alternative worth considering.

Several interviewees made suggestions around having more of a unifying campaign goal and/or set of messages. As one put it, "What BSHF [provide] is central resources and training, which is useful, but has a limit. We have to decide if we want to create a communication campaign showing things are happening in many cities". Another asked: "The project can continue to provide help to individual cities, and then what? Are we trying to have a European campaign?"

Maintaining the focus of the campaign at city-level across multiple cities, with a degree of cross fertilisation between cities, is a viable option for the future. But some pointed to the drawbacks of this, offering the critique that, without an overarching, unifying goal, the campaign lacks a vision of "how to reach a tipping point by which … the movement of the most vulnerable people off the streets across Europe [gathers] momentum".

Some felt too that more proactive communications would help generate a greater sense of being part of a European movement.

And for some, the absence of national or regional level advocacy also misses the opportunity to join the dots and support local level work, as the following quotes illustrate:

- "A lot of the problems relate to nationally-decided, central government policy … [as the campaign grows] here could be scope for some semi-coordinated advocacy from across cities".
- "There are pockets of support [for Housing First and the campaign] among NGOs and authorities across Europe, so we need to connect them up".

- "There is an international association of mayors. Would it be useful to raise question of homelessness at this level? If we go on both sides, we might progress more quickly".

See Recommendation 10.

5.3   FUTURE COORDINATION APPROACH AND STRUCTURES

There are some different options for how the structural coordination of the campaign could evolve. All the options have some advantages but none of them provide an obvious and clear route forward.

Along similar lines to the options set out in the 2016 evaluation, we see four possible structural models for the campaign.

1/ BSHF remains the coordinating body.
One option set out in 2016 evaluation. This is the most straightforward and has worked to date. But, as noted, it is likely to be difficult for BSHF to lead a genuinely pan-European campaign without active strategic partnerships: "There is a lack of leadership in terms of European homelessness campaigning. BSHF is doing the best it can, they give good support, but to go further, we need the involvement of strong European actors". Maintaining this approach also creates a high level of reliance on BSHF's continuing involvement.

2/ BSHF operates in conjunction with a European strategic partner.
Again, this was outlined as an option in the 2016 evaluation. On the face of it, FEANTSA is the obvious strategic partner at the pan-European level, but that would depend on priorities being aligned. Beyond FEANTSA, by most accounts, there are limited options, with few if any others having the right kind of combination of geographical reach and interest.

3/ BSHF part funds a lead body.
This was a third option suggested in the 2016 evaluation, drawing on the Community Solutions model applied in Canada. Presumably option 2 could evolve into this, as BSHF progressively steps back. But it has the same challenges as with option 2: notably, who would be the lead body?

4/ BSHF maintains overarching (light touch) campaign coordination with a series of country lead partners and/or coalitions responsible for coordination at country level.
This option was not considered in the 2016 evaluation report but a couple of contributors to this review suggested something along those lines. Such a model would be consistent with campaign aspiration to be bottom-up and it would (in theory at least) allow for different levels of coordination, and of communication – by linguistic group/nationally for example. But it does introduce another layer of organisation so would involve more complicated campaign management arrangement. Still, it could be a possible longer term solution worth considering.

It's good that resourcing to support the campaign is in place over the medium term – but this may not fully resolve the question of resourcing, depending on decisions about the campaign's strategic purpose and the future role that BSHF will play.

BSHF has committed a budget to support this work, which we think is very helpful in ensuring some level of future stability. Existing budgets essentially cover staff costs and funding for support – through webinars, bespoke support from consultants, and an annual gathering. Whilst this represents a significant commitment of support from BSHF, there are still questions as to whether this is adequate for future need.

There are plans to grow the campaign fairly substantially, without equivalent growth in resourcing or budgets. The rationale for this is essentially that (i) growth brings economies of scale and that (ii) city partners can themselves play an expanded role, so that support becomes more bilaterally driven, for example.

These seem broadly reasonable assumptions although at the optimistic end of the spectrum. However, one consequence is that, with growth, it's likely that the role of BSHF becomes less about leading the campaign and more around providing an overall framework within which local campaigns can operate. This will probably make it harder to trouble shoot (and offer additional support where/if needed, for example) and there will likely be less of a role that BSHF can play in sharing learning, and encouraging this, across cities.

There could be pinch points, too around the expanding costs of meetings as numbers grow and, possibly, future translation costs. It is also untested whether champions within existing (or new) cities can take more of a role. Our sense is that they are willing but already stretched.

As BSHF is aware, these questions about resourcing are linked to those about partnerships and strategy. Partnerships would likely bring additional resourcing. And different strategies come with different resource implications. If the campaign evolves towards having a complementary European and/or national dimension along the lines mentioned above in section 5.2, for example, then there is a need for central resourcing that wouldn't otherwise be there.

So it doesn't make sense to think about resourcing out of context. Whilst it is good that a foundational element of BSHF's resourcing support is banked, this does not make it a settled issue.

5.4   DEVELOPING THE STRATEGY

Now is a good time to review the overall campaign strategy. There are a set of inter-related choices about
(a) what sort of 'campaign' it should be
(b) what the growth strategy should be
(c) what kind of strategic partnerships should support national level action
(d) what resources are needed and where they should come from

(e) the best systems for sharing learning and encouraging cross-fertilisation, and the role that BSHF should play in this.

The strategy deployed has been appropriate to date. But as we flag in this report, there are some different ideas, and viable alternative options, that it might be good to explore. But then again if BSHF doesn't have the scope or interest in turning the campaign into something different from what it is currently, then that itself could still be a perfectly reasonable position to adopt. In any case, it would be helpful to be clear about the parameters and scope for evolution.

There is a question about who is involved in considering future strategy, with some different options about how that could be done.

What the future strategy might look like is linked to a question around who might be involved in developing that strategy. To date it has been BSHF's vision and strategy driving the campaign's evolution. BSHF – as the initiator and coordinator of the campaign – has set out an overarching strategic approach within which there is operational flexibility.

It may be that BSHF would like to retain a level of strategic 'control' of the campaign in future. But now might be a good time for BSHF to think about whether, and how much, to involve city partners in thinking through future strategy options. One partner called for a structured discussion about strategy amongst partners, and others mooted a similar idea: "They are doing a good job, but … maybe need to give space to other actors, share leadership …"

Thinking about a strategy development process, the options for this are essentially:
1. BSHF sets out the campaign strategy and invite others to be part of it.
2. BSHF retains responsibility for strategy but seeks partners' inputs (which this report and discussion around it should provide) before setting out the proposed future strategic direction.
3. BSHF jointly develops strategy with partners (or some sub group of 'nominated representatives') through a collaborative process.

There are strengths and weaknesses to each of these approaches – but it could be helpful to make clear the process and the level of participation of city partners.

See Recommendation 11.

6 Recommendations

Recommendation 1
Review how campaign positions around Housing First are set out and communicated, to ensure common understanding amongst participating organisations.

Recommendation 2
Develop guidance that encourages partners to update volunteers and other interested partners on campaign progress.

Recommendation 3
Review how campaign positions around community involvement are set out and communicated, to ensure common understanding amongst participating organisations.

Recommendation 4
Consider practical ways to encourage learning opportunities between cities, both through BSHF and bilaterally, taking into account differentiated needs (according to geography and history of involvement for example).

Recommendation 5
Develop an approach to campaign tracking and monitoring that supports better generation of and access to real-time information. Some practical steps could include developing:
- An 'outcome bank' with some guidance on what outcomes are of particular interest;
- A campaign 'evidence database' that all can add to;
- Support and guidance around reviewing information in ways that feed into planning;
- Support to efforts to develop case studies that illustrate progress being made.

Recommendation 6
Consider developing some protocols and guidance around communicating difficult messages, such as in relation to migrants and refugees.

Recommendation 7
Establish - as part of campaign tracking – a set of common definitions/indicators that clearly express the changes the campaign seek (which would include numbers of people housed in Housing First accommodation, but also measures to do with how that housing status is sustained); and agree how that information will be recorded and reported.

Recommendation 8
Consider setting up a process or forum to consider common challenges and how to overcome barriers linked to limits on housing stock and land.

Recommendation 9
Develop a growth strategy that sets out ideas on the speed and sequencing of expansion to new cities and the best mix of cities to involve, and implications arising from this (around language for example).
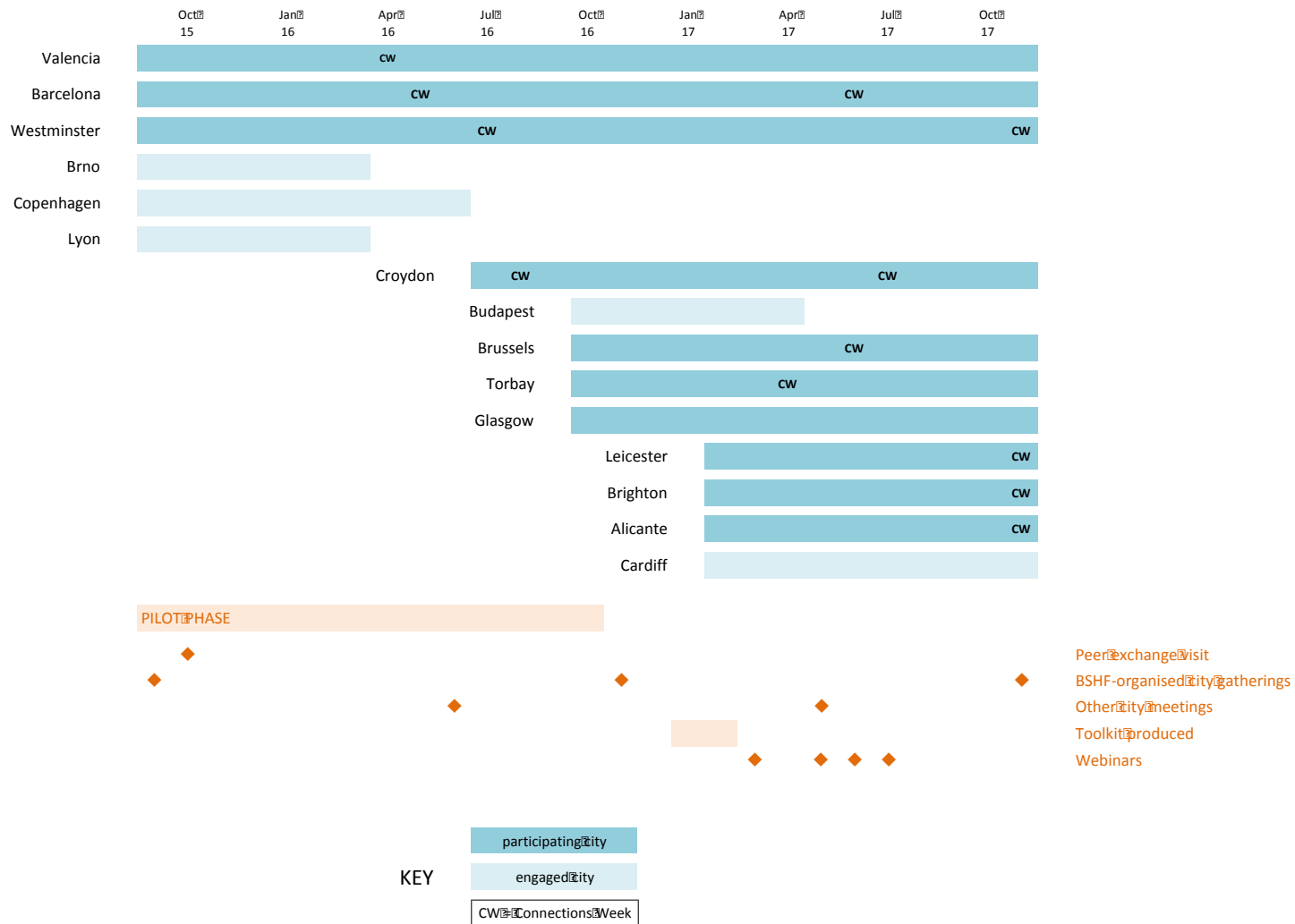
Recommendation 10

Consider the potential for complementing city-level advocacy with some coordinated advocacy that draws on experiences across cities.

Recommendation 11

Consider whether and how best to involve partners in developing strategic options.

Figure 7: Summary campaign timeline

Appendix 2: Campaign principles

1. Housing First: Ensuring (or working towards ensuring) homeless people are housed in permanent, safe, appropriate and affordable housing with support to sustain it.

2. Knowing who's out there: Getting to know every homeless person by name by going onto the streets to find them and assess their needs.

3. Tracking progress: Regularly collecting person-specific data to accurately track progress toward ending homelessness.

4. Many people are concerned about the individuals in their communities who have no roof to sleep under and they want to play a meaningful part in helping to find solutions.

5. Improving local systems: Building coordinated housing and support systems that are simple to navigate, while targeting resources quickly to those who need it the most.

6. Learning from and sharing with others: Working collaboratively to help the campaign make the biggest difference to those who are homeless.

Figure 8: Partners' survey: Perspectives on campaign outcomes

How successful would you say the local campaign has been so far in ...
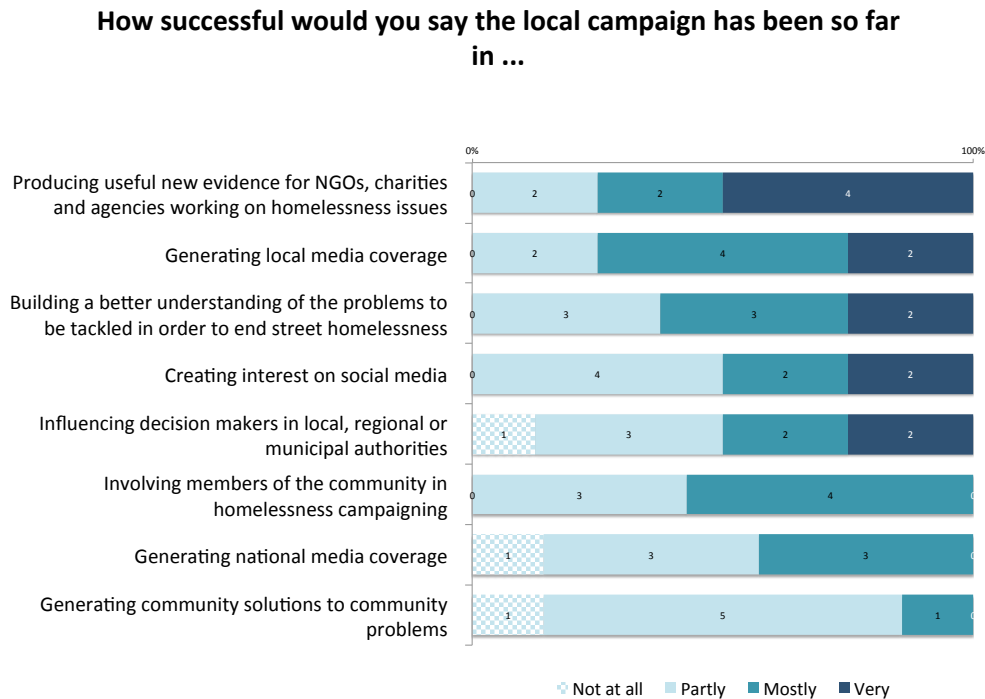

Legend: Not at all · Partly · Mostly · Very

Figure 9: Partners' survey: Perspectives on organisational benefits

As a result of participating in the campaign, my organisation or local coalition has ...

Legend: Strongly disagree · Disagree · Neither agree nor disagree · Agree · Strongly agree

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