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Attachment 3 – Statement of Requirements

Contract Reference: CCZZ21A26 - Provision of National
Disability Strategy Evaluation Framework
for the Cabinet Office

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Bid pack for Provision of National Disability Strategy Evaluation Framework for the Cabinet Office.

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1. PURPOSE

- 1.1 The Cabinet Office's Disability Unit would like to procure the development of an evaluation approach to the UK National Disability Strategy. This will include a theory of change encompassing both the outcomes of policies (Part 1 of the Strategy), the process of policy developments and service delivery across the UK government (Part 2 of the Strategy), and a proposal of monitoring measures and evaluation indicators. The final output will consist of a report containing the different steps of developing the framework and a strength/weakness analysis of alternative approaches. This report will inform options on how to evaluate the National Disability Strategy. The report will be shared with other experts and disability stakeholders. It should be easily accessible for stakeholders with a variety of impairments and might be made publicly available.

2. BACKGROUND TO THE CONTRACTING AUTHORITY

- 2.1 The Disability Unit is a team based in the Cabinet Office. The Unit's aim is to break down the barriers faced by disabled people in the UK. We have created an evidence-based National Disability Strategy that has the lived experience of disabled people at its core. We are responsible for bringing the views, insights and lived experience of disabled people to the centre of policymaking, and helping government departments to develop, monitor and evaluate policies and services that remove barriers faced by disabled people.

3. BACKGROUND TO REQUIREMENT/OVERVIEW OF REQUIREMENT

- 3.1 At the heart of the Strategy is a focus on the lived experience of disabled people. This is crucial to ensuring the strategy meets its aims of improving day-to-day lives, removing barriers and extending opportunities for disabled people. The lived experience of disabled people will also be the focus of the evaluation approach.
- 3.2 In the Strategy, the UK government commits to publish an annual report which summarises the progress in implementing the Strategy. In that report it will provide information about the immediate actions it has committed to in the Strategy (Part 1) and publish the report by the summer of 2022.
- 3.3 The UK government's annual report will set out progress made on the departmental actions such as employment, education, loneliness and well-being. It will also update on additional action on crime, social participation, and accessible products and services as areas of immediate development.
- 3.4 However, in the Strategy the UK government recognises that these outcome data do not reflect disabled people's everyday experience, and they do not reflect the experience of disabled children and their families. For that reason, the UK government has committed itself to publish by the summer 2022 an evaluation approach containing a set of indicators and a dashboard that reflect

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disabled people's lived experience and can be used to track the impact of the Nationals Disability Strategy.

- 3.5 Importantly the Strategy commits that the indicators will be developed following the principles of co-design and through engagement with disabled people. To aid with co-design, the DU/Equality Hub will set up an expert lived experience panel to advise on the development and use of evidence. It is expected that the panel will be informed and discuss the proposed framework.
- 3.6 Finally the Strategy commits to improve its evidence base and data collection on disabled people. The government's evidence base is currently focussed on government department's requirements, primarily administering support provisions, reasonable adjustments, and other services to disabled people. Such evidence does not adequately consider the lived experience and needs of disabled people, or how services impact disabled people's lives. This opens up the possibility of developing new data which better reflect the needs, experiences and aspirations of disabled people. The supplier will be expected to identify and document areas where new or more well-developed data are required.
- 3.7 This project will require to actively work with a range of partners such as Government Departments, academic and third sector stakeholders. The Disability Unit will provide contacts and introductions to enable this process. The supplier is required to develop these relationships further, and ensure that partners are involved throughout the development of the evaluation approach.
- 3.8 The evaluation forms part of a broader programme of work which will be shared with the supplier. It includes:
- 3.8.1 A data improvement project across government.
 - 3.8.2 Developing a recurrent representative survey into the needs, experiences and aspirations of disabled people in the UK.
 - 3.8.3 Scoping the recurrent measurement of public perceptions of disabled people and disability policy.
 - 3.8.4 A quality assurance and governance structure, including a panel of disability lived experience experts.

4. DEFINITIONS

Expression or Acronym	Definition
NDS	National Disability Strategy

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Lived experience	Lived experience research is “personal knowledge about the world gained through direct, first-hand involvement in everyday events rather than through representations constructed by other people.” ¹ This focus on direct, first-hand knowledge often involves employing ethnographic methods. However, it could also consist of quantitative data, for example via surveys using questions generated from this immersion.
Disability	We define disability in line with the UK census, which asks the question: ‘Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months?’.
Charities and DPO’s	We define charities as registered charities representing disability interests. We define disabled people’s organisations as organisations run by and for people with lived experience of disability and health conditions.
Expert panel	Panel set up of disability experts and lived experience to advise on the development and use of disability related evidence

5. SCOPE OF REQUIREMENT

5.1 The evaluation approach will enable to

5.1.1 assess the impact of the policies on disabled people’s lives (going beyond outcomes) - Part 1 of the NDS: **Practical steps now to improve disabled people’s everyday lives**

5.1.2 assess improvement of the process by which the UK government is implementing the NDS and improve its capability of an inclusive policy cycle (design, delivery and evaluation) - Part 2 of the NDS: **Disabled people at the heart of government policy making and service delivery**

5.2 The evaluation approach will furthermore incorporate an assessment of how and how much the National Disability Strategy realises its five principles:

5.2.1 **Ensure fairness and equality** – we will empower disabled people by promoting fairness and equality in opportunities, outcomes and experiences, including work.

¹ [‘Lived Experience’ in Oxford Reference](#)

- 5.2.2 **Consider disability from the start** – we will develop inclusive and accessible approaches and services to avoid creating disabling experiences from the outset.
 - 5.2.3 **Support independent living** – we will actively encourage initiatives that support all disabled people to have choice and control in life.
 - 5.2.4 **Increase participation** – we will enable greater inclusion of a diverse disabled population in the development and delivery of services, products and policies.
 - 5.2.5 **Deliver joined up responses** – we will work across organisational boundaries and improve data and evidence to better understand and respond to complex issues that affect disabled people.
- 5.3 In developing an evaluation approach the supplier will actively consider the following aspects
- 5.3.1 **Collaboration.** Disability Unit's (DU) role is to provide coordination and leadership to all cross-government evaluations relating to the NDS. While the responsibility to evaluate the impact of specific policies remains with the relevant departments, the DU will
 - 5.3.1.1 bring together disparate analysis to build an overarching picture;
 - 5.3.1.2 encourage and supports government departments to carry out evaluations in line with this evaluation strategy
 - 5.3.2 **Co-evaluation.** Evaluation should be no exception to the disability community's mantra of 'nothing about us without us'. The evaluative approach should bring in a range of experts (both by experience - i.e. disabled people and close associates - and by occupation) to provide expertise and challenges concerning a) the evaluation approach; b) what it is that DU is evaluating (e.g. metrics). DU will facilitate the access to experts and stakeholders
 - 5.3.3 **Centre on lived experience.** The focus is on impacts, not just outcomes. In line with the evidence-related aspects of the NDS, the evaluation of the NDS prioritises the lived experiences, needs and aspirations of disabled people. This means that the focus can not just be on collecting generic outcomes data (e.g. employment statistics) but must include the experiences of disabled people, and outcome measures which are tailored to respond to the needs and aspirations of disabled people.
 - 5.3.4 **Open.** As far as possible, the process and outcomes of the evaluation work will be open and public. This will enable interested

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parties - e.g. disabled people, Disabled People's Organisations (DPOs), charities and academia - to assess the government's progress towards improving the lives of disabled people.

- 5.3.5 **Strategy-lead; focussed on fundamental barriers to equality.** The evaluation is looking to provide evidence on policy specific processes and outcomes. It will equally provide evidence to increase the central government's understanding of the fundamental barriers that drive the observed inequalities. As a starting point, these should be derived from the 'elements' in the NDS, although they may evolve over time.
- 5.3.6 **Formative assessment.** The evaluative approach will be formative rather than summative. This means that it will be designed to inform learning, rather than to determine linear causality.
- 5.3.7 **Complex and cross-cutting.** Taking a lived experience approach, which focuses on the fundamental barriers to inequality, means evaluation will transcend the boundaries of individual policies and departments, and will try to explain the inevitable complexity of creating positive social changes.
- 5.3.8 **Encompassing process.** Better outcomes for disabled people also requires better, more inclusive and participatory policy-making. It is part of Disability Unit's post-strategy aims to have a role in encouraging and supporting inclusive policy-making practices across government. The evaluation approach will consider DU's impact on the policy making process.
- 5.3.9 **Diverse and intersectional.** The evaluation needs to consider the experiences and needs of - as well as the impacts upon - a diverse range of disabled people as well as their carers and families. This means considering the impacts on a range of impairment types, as well as the interaction between disability and other characteristics (e.g. gender and ethnicity).
- 5.4 The evaluation approach is required to go beyond direct causal assessment and work towards **generational or composite causality** taking into account indirect, intangible and unknown outcomes and uncertain interrelationships. This is sometimes called a Complex Adaptive System², or a 'Wicked Problem'. Because causal understanding is not reducible to measuring an intervention's component parts, the evaluation will require taking a systems view.
- 5.4.1 In line with HM Treasury's advice we are aware that "Understanding of complex adaptive systems, and their implications for evaluation,

² HMT (2020), [Magenta Book Supplementary Guide: Handling Complexity in Policy Evaluation](#), p10

remains quite limited. Added to this, some complexity-appropriate methods described in Appendix 1 are relatively new, and may require specialist knowledge and experience. This may mean looking beyond the usual evaluation providers and tapping a wider field of expertise, including practitioners and academics with expertise in complexity sciences, new research methods or modelling skills”³

5.4.2 In developing the approach, the supplier will make reference to the UK government HM Treasury’s [Green Book](#) and where it is required to use relatively new and innovative complexity evaluation approaches, [Magenta Book](#) and the [Supplementary Guide to Handling Complexity in Policy Evaluation](#).

5.4.3 We invite the supplier to actively explore taking a hybrid approach, e.g. combining participatory approaches with participatory systems mapping.

5.4.3.1 **Participatory approaches** are those in which stakeholders (in this case disabled people, carers / family members, academics, charities and DPOs) take an active role in co-designing and co-delivering the evaluation⁴.

5.4.3.2 **Participatory Systems Mapping** is a type of theory-based approach which is “used to generate, progress and test the theory of change in complex environments through an iterative process of developing and testing a formal model of the system (including the intervention)”⁵. A systems model or theory consists of predictive mapping of process-outcome relationships, encompassing the nature of the ‘problem’, the definition(s) of ‘success’, under what conditions impacts might be interrupted etc. The Treasury’s Magenta Book recommends that in order to understand the intervention(s) and its context, a ‘map’ of the system should be produced using a process such as logic or systems mapping⁶. It is also recommended that when mapping something that is complex (as it is here), this process can be greatly enhance by involving stakeholders and treating maps as a ‘theory to be tested’⁷.

³ HMT (2020), [Magenta Book Supplementary Guide: Handling Complexity in Policy Evaluation](#), p35

⁴ HMT (2020), [Magenta Book Supplementary Guide: Handling Complexity in Policy Evaluation](#), p52

⁵ HMT (2020), [Magenta Book Supplementary Guide: Handling Complexity in Policy Evaluation](#), p53

⁶ HMT (2020), [Magenta Book](#), p24-26

⁷ HMT (2020), [Magenta Book Supplementary Guide: Handling Complexity in Policy Evaluation](#), p30

- 5.4.4 The supplier can propose alternative approaches which address the need for a system view, co design and addresses the complexity of the issues
- 5.5 At a minimum we expect the outputs to be:
 - 5.5.1 A final report, written and structured for publication on gov.uk. Disability Unit would expect to review and comment on at least two drafts of this prior to agreeing final versions and approving payment of related invoices. As a minimum, Disability Unit staff would require at least one working week to review and return comments on a draft report.
 - 5.5.2 The report will contain
 - 5.5.2.1 A theory of change
 - 5.5.2.2 A set of measures to monitor progress and indicators for evaluation
 - 5.5.2.3 Statement of methodology and clear rationale of proposed choices, including a strength weakness analysis comparing with other approaches
 - 5.5.3 At least three presentations to the governance board or Equality Hub staff
 - 5.5.4 Any associated outputs e.g. proposals for the development of data or engagement approaches.

6. THE REQUIREMENT

- 6.1 The Supplier will develop an evaluation approach of the National Disability Strategy.
- 6.2 It will take the following steps
 - 6.2.1 **Using existing evidence and insights** to form the starting point on the 'why' and the 'how' of the theory base. This will primarily use previous research. The Equality Hub will provide the supplier with all used evidence for the development and implementation of the National Disability Strategy (Quasi-ethnographic research report, UK disability research report, systematic review of lived experience and evidence reviews for the National Strategy). The supplier is actively encouraged to include other evidence not included.

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- 6.2.2 **Intervention logic mapping.** Building on existing evidence and insights, a logic map should be built to map the component parts of the Strategy. This should give good coverage of the expected mechanics and sequences, but may still leave gaps when it comes to processes, interrelationships and hidden assumptions / risks. It's likely, given the sheer breadth of the area of focus, that this will be more than 1 logic map.
- 6.2.3 **Theory of Change.** The ToC builds on the logic map to provide a more contextualised, systems understanding. The ToC will describe a causal chain system which includes an understanding of context, expectations, assumptions and risks.
- 6.2.4 **Evaluation indicators.** Using both existing and required (future) sources. We expect the indicators to comprehensively cover all life stages and all impairment types (where possible and meaningful to do so, the [GSS harmonised standards](#) for impairments should be used so as to increase comparability with government published data). The focus should be on the lived experience of disabled people, but evidence on this could be ascertained from other sources (e.g. friends, family, carers, community groups).

6.3 We welcome collaborative teams, in which the Supplier is comprised of 2 or more different organisations which between them consist of the required expertise and skills.

7. KEY MILESTONES AND DELIVERABLES

7.1 The following Contract milestones/deliverables shall apply:

Milestone/Deliverable	Description	Timeframe or Delivery Date
1	Work commences	No later than 1 week of Contract Award
2	Research Protocol developed and agreed	By week 4 of Contract Award
3	Operational plan building on existing evidence and insights	By week 10 of contract award
4	Intervention logic mapping completed	By week 24 of contract award
5	Theory of Change	By Week 32 of award

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6	Evaluation indicators and dashboard proposal	By Week 36 of award
7	First draft of final report completed	By Week 37 of award
7	Final draft of final report	By week 38 of award

8. MANAGEMENT INFORMATION/REPORTING

- 8.1 The Supplier should expect to update and share their work with Disability Unit/Equality Hub at each of the milestones set out in section 7. In addition to this, we would like to have fortnightly 1-hour meetings to be kept up to date and to allow space for the supplier to ask questions of the Disability Unit/Equality Hub and vice versa. The supplier should have availability during normal working hours (9am-5.30pm, Mon-Fri) for these meetings, and should have some degree of flexibility around the availability of Disability Unit's staff.
- 8.2 Disability Unit/Equality Hub will want to engage their network of disability experts and advisors at some or all of these stages, and the supplier would need to be prepared to have their work scrutinised, validated and challenged by this network.
- 8.3 Disability Unit/Equality Hub will designate a primary point of contact for this work, and the supplier should update this contact with any significant changes or developments in between regular meetings. Should any questions arise, the supplier should make contact with Disability Unit/Equality Hub's primary contact as needed.

9. VOLUMES

- 9.1 Not applicable.

10. CONTINUOUS IMPROVEMENT

- 10.1 The Supplier will be expected to continually improve the way in which the required Services are to be delivered throughout the Contract duration.
- 10.2 The Supplier should present new ways of working to the Authority during quarterly Contract review meetings.
- 10.3 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.

11. SUSTAINABILITY

- 11.1 The Disability Unit would like this evaluation approach to be a 'living' product rather than a static one. As such, it is important that the supplier indicate how

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they might leave Disability Unit/Equality Hub with the tools, information and processes to update and refresh the product.

12. QUALITY

- 12.1 The evaluation should be completed to a high academic standard.
- 12.2 The final output should be completed to a high standard in terms of the accessibility and ease of use to a wide range of non-specialist users.

13. PRICE

- 13.1 The maximum budget for this work is £90k (exclusive of VAT). In providing a price, the supplier should make it clear how many person days will be devoted to completing this work. If applicable, this should be separated out between different individuals / roles, making clear the skill/experience level and cost of each individual.
- 13.2 The supplier will not be required to travel and can complete all work and meetings remotely. As such, it is not expected that travel and subsistence costs will be incurred.
- 13.3 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.

14. STAFF AND CUSTOMER SERVICE

- 14.1 The Supplier shall provide a sufficient level of resource throughout the duration of the Contract in order to consistently deliver a quality service.
- 14.2 The Supplier's staff assigned to the Contract shall have the relevant qualifications and experience to deliver the Contract to the required standard.
- 14.3 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.

15. SERVICE LEVELS AND PERFORMANCE

- 15.1 The Authority will measure the quality of the Supplier's delivery by checking that the Supplier has met all of the requirements set out in 5.1, and delivered all of the outputs set out in 5.2.
- 15.2 The supplier will work closely with the Disability Unit through a Service Level Agreement to manage milestones within the specified timeframe. Disability Unit have the right to terminate the contract if the supplier cannot fulfil the criteria and continues to miss milestones.

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KPI/SL A	Service Area	KPI/SLA description	Target
1	Delivery timescales	All delivery timeframes met within 1 week of agreed timeframe.	90%
2	Deliverables enable evaluation	Deliverables will enable assessment of the impact of policies on disabled people's lives, and assessment of improvement of the process by which the UK government implements the National Disability Strategy.	NA
3	Final delivery	Final project delivery completed with allocated 38 week timeframe.	100%

16. SECURITY AND CONFIDENTIALITY REQUIREMENTS

- 16.1 The supplier will not be required to undertake security vetting.
- 16.2 The supplier will largely be working with information already accessible to them in the public domain. Any documents or information shared with the Supplier by Disability Unit should remain confidential and not be shared further.

17. PAYMENT AND INVOICING

- 17.1 Payment will be made by invoice, 30 days from completion of work. The Disability Unit will provide the supplier with a Purchase Order Number to enable invoicing.
- 17.2 Payment can only be made following satisfactory delivery of pre-agreed certified products and deliverables.
- 17.3 Before payment can be considered, each invoice must include a detailed elemental breakdown of work completed and the associated costs.
- 17.4 Invoices should be submitted to: The Disability Unit/Equality Hub, 10 Victoria Street, London, SW1H 0NB.

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18. CONTRACT MANAGEMENT

- 18.1 The contract will be managed through the meetings set out in Section 8.
- 18.2 All meetings shall be conducted remotely via Google Hangouts, so the supplier shall not incur any travel expenses to attend these meetings.

19. LOCATION

- 19.1 The location of the Services will be carried out remotely at the Supplier's chosen location.

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