

**Bid Pack**

**Attachment 3 – Statement of Requirements**

Contract Reference: CCZZ22A09

Qualitative Analysis of Terminology Relating to People’s Ethnic Identity.

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# PURPOSE

## The Authority invites quotes for a qualitative analysis of terminology relating to people’s ethnic identity. It will focus on the opinions of people from different ethnic groups exploring what is or isn’t inclusive and how to most appropriately reflect their ethnic identity. The findings will be used as part of the evidence base for the development of a number of key outputs including:

* + 1. Harmonised ethnicity classifications for use by the Government Statistical Service
		2. Recommendations which will encourage responsible and accurate reporting on race issues

## The Supplier is expected to demonstrate value for money in their approach to this analysis, employing innovative techniques as appropriate to create efficiencies and deliver added value.

## The key objectives of this commission are to:

* Develop best practice for discussing ethnicity by:
	+ Considering how people from a range of ethnic groups and backgrounds identify, and the factors that drive this
	+ Seeking feedback on the existing ethnicity classification, with particular interest in colour terminology, “other” and “mixed”
	+ Gathering steers from participants on what types of language are inclusive, neutral or stigmatising
	+ Exploring the consequences of non-inclusive or stigmatising terminology

# BACKGROUND TO THE CONTRACTING aUTHORITY

## The Cabinet Office sits at the centre of government, supporting the Prime Minister and the Cabinet, to ensure effective development, coordination and implementation of policy and operations across all government departments. A key responsibility is to take forward the Government’s commitment to building a stronger civil society – one in which people are supported to come together and improve their own lives.

## As part of the Cabinet Office Equality Hub, the Race Disparity Unit (RDU) collects, analyses and publishes government data on the experiences of people from different ethnic backgrounds. Topics include crime, education, health and population. All data is analysed by ethnicity, often combined with other factors like age, geography and gender. We use this data to help government departments develop and monitor policies to reduce disparities.

## The RDU is inviting quotes for qualitative research as part of a collaboration with the Office for National Statistics (ONS), who will jointly design, manage and own the finished research project.

## The Office for National Statistics (ONS) is the UK’s largest independent producer of official statistics and the recognised national statistical institute. ONS manage the harmonisation of data classifications and are currently reviewing the ethnicity harmonised data standard.

# Background to requirement/OVERVIEW of requirement

## In March 2022, the Minister of State for Equalities, Kemi Badenoch, published Inclusive Britain, the government’s response to the independent Commission on Race and Ethnic Disparities. The Inclusive Britain report included a range of actions to be taken forward by the Race Disparity Unit (RDU).

## In action 7, the Minister of State for Equalities has requested that the RDU engage with people from different ethnic groups to better understand the language and terminology that they identify with. Alongside a review of ethnicity terminology used in the media and other public materials, this work will help to develop recommendations encouraging responsible and accurate reporting on race and ethnicity issues; with a deadline of June 2023 for the recommendations.

## Background evidence

## RDU commissioned an in-depth ethnographic research project from Policy Lab in autumn 2020 in order to understand how the Covid-19 pandemic was impacting the everyday lives of people from ethnic minorities[[1]](#footnote-2). One of the key themes related to identity. Participants spoke about identity in various ways including their racial or ethnic identity, and how their sense of identity shifted throughout their everyday lives, with aspects becoming more or less important in different moments or interactions. In particular, participants felt that the label BAME (an acronym for black, Asian and minority ethnic), which was used often in the media and in early government messaging, oversimplified their experiences and created the impression of a homogeneous group that did not reflect participants’ nuanced and fluid identities.

## Similarly, the mixed methods Perceptions of the Pandemic research found that while 47% of respondents from the Indian ethnic group rated the communication around health risks specific to their ethnic group and the reasons for those risks as very or quite good, 33% of respondents from the Black Caribbean group rated this communication as quite poor or terrible[[2]](#footnote-3). These differences between how communications were rated clearly illustrate the need to recognise ethnic group diversity and not use umbrella terms such as BAME. The research found that the term BAME was considered unhelpful with between 38% of respondents (Black African and Chinese ethnic groups) and 59% of respondents (Bangladeshi ethnic group) agreeing with this statement.

## Research on ethnicity classifications and terminology was conducted by Kantar in the lead up to the 2021 England and Wales Census. This included a series of focus groups exploring the use of colour terminology[[3]](#footnote-4). The research found that there was a complex relationship between ethnic identity and colour terminology. Some participants felt that the removal of colour could create new categories of identification which they were not used to, or no longer identified with – which in some cases could jar with their sense of identity – whereas other participants found categories easier to identify with.

## As well as understanding the importance of colour terminology, we seek to understand the interplay of colour, nationality and religion in the establishment of a person’s ethnic identity. This will help the development of more nuanced and inclusive categories and recommendations.

## The Inclusive Data Taskforce, an independent taskforce established by the National Statistician in 2020, recommended that the Government Statistical Service review the harmonised standard and guidance for ethnicity, engaging with stakeholders, data experts, users and people with lived experience to ensure that harmonised standards are as inclusive as possible.

## Commission on Race and Ethnic Disparities

## The Commission recommended to stop using the word ‘BAME’, which has now been adopted in government guidance on [writing about ethnicity](https://www.ethnicity-facts-figures.service.gov.uk/style-guide/writing-about-ethnicity). This recommendation was made to avoid unhelpfully aggregating groups of people and overlooking factors that shape people’s lives beyond “not being white”. ‘BAME’ also masks white minority groups such as Gypsies, Roma and Irish Travellers, and Eastern European migrants.

## In the response to the Commission, the government published an intention to improve the way we discuss race, in order to foster social cohesion and remove stigmatisation, deliberate or otherwise, of any ethnic group.

## There is sustained evidence that the language used has a significant impact in shaping behaviour; consequently reporting on news and issues around ethnic minorities needs to be done, sensitively, accurately and responsibly in order to maintain trust of communities, as well as the rest of civil society and public institutions.

# definitions

|  |  |
| --- | --- |
| **Expression or Acronym** | **Definition** |
| RDU | Race Disparity Unit, part of the Cabinet Office Equality Hub |
| ONS | Office for National Statistics |
| BAME | Black, Asian and minority ethnic people |

# scope of requirement

## Interested Potential Providers should carefully read the requirements set out below and respond to the questions set out in the response guidance.

### Please note: The Supplier is to assume that all requirements are core requirements and should therefore be included in the core contract price unless otherwise specified.

### The Supplier is to implement all objectives and processes listed in their approaches once agreed and signed, if requested by the Authority.

## The overall requirements of this work are listed below:

* *Develop topic guides and questions*

## *Agree sampling approaches*

## *Conduct the fieldwork*

## *Analyse results*

## *Reporting*

## In meeting these requirements, the project must comply with the data ethics framework laid out by the UK Statistics Authority. Further information can be found on the UK Statistics Authority’s data ethics webpages[[4]](#footnote-5).

## The supplier may need to support the Authority in submissions to the National Statistician’s Data Ethics Advisory Committee.

# The requirement

## The following sections outline each requirement in more detail.

## ***Develop topic guides and questions***

## The Authority’s requirement is for the development of topic guides to steer focus group discussions, allowing them to be analytically comparable. The key themes identified from these focus groups will then be used to inform the development of terminology recommendations.

## The Supplier should work closely in conjunction with the Authority to develop these topic guides and survey questions.

## It is expected that the following subjects are addressed, though the Authority is open to modifications and additional questions:

* How participants self identify (both with and without prompts)
* Helpfulness of colour terminology when talking about ethnicity
* Helpfulness of words like Mixed and Other when talking about ethnicity and investigate if other words are more appropriate
* How people view and respond to high-level categories currently used to talk about ethnic groups (e.g., 5+1)
* Whether nationality, religion, etc informs how people choose to identify and important is it that these different aspects are reflected in terminology (e.g., black British etc.)
* Inclusive terminology
* Stigmatising terminology

## It should be noted that the thematic analysis and focus group design need to stand up to public scrutiny. The Supplier should therefore pay close regard to technical matters such as rigour and validity and avoid sources of bias such as social desirability bias, problems of memory, gaps between stated and actual behaviour and problems of meaning and omission.

## ***Agree sampling approach***

## Sampling criteria for focus groups should include:

* + - Ethnicity - representation of people from within each of the ethnic groups outlined below;
		- Religion - representation of Muslim, Sikh and Jewish people
		- Sex - equal numbers of men and women;
		- Age - where a group is not restricted by age, people in the following brackets would provide the perspectives of people across different generations - 18-24, 25-44, 45-64, 65+;
		- Geography - people living in areas with large proportions of ethnic minority residents and in areas of deprivation, within and outside of London[[5]](#footnote-6), as well as people living in Wales, Scotland and Northern Ireland[[6]](#footnote-7);
		- Education level or income status - representation of lower and higher education levels [or as appropriate for income]

## Sampling by ethnicity should use the following disaggregation:

* White
	+ White British
	+ White Other
* Mixed
* Black
	+ Black African
	+ Black Caribbean
	+ Black Other
* Asian
	+ Indian
	+ Pakistani
	+ Bangladeshi
	+ Chinese
	+ Asian Other
* Other

## ***Conduct the fieldwork***

## Subject to budgetary constraints, we propose that there should be 10 to 12 online focus groups, to last approximately 75 to 90 minutes, each with 6-10 participants.

Proposed groups of participants:

1. White British
2. White Other
3. Mixed
4. Black African, Black Caribbean or Black Other
5. Indian, Pakistani, Bangladeshi [South Asian]
6. Chinese or Asian Other [East Asian]
7. Other (+ Arab, black other and Asian other)
8. Young people 18-24 (of various ethnicities)
9. Lower education level (of various ethnicities)
10. Higher education level (of various ethnicities)

## Focus groups should be supplemented with depth interviews, potentially considering a few different design/recruitment approaches:

1. Sampled randomly from focus group attendants (who have consented to further research).
2. Sampled purposefully from focus group attendants who have proved to be an interesting case study (and have consented to further research)
3. Focused on specific populations/topics:
4. Mixed and complex mixed ethnic groups
5. Individuals who struggle to answer an ethnicity question
6. Respondents who identify their nationality or religion as their primary identity
7. Ethnic minorities who identify primarily as British

We welcome proposals using alternative research designs or emphasis in order to meet our research needs.

## ***Reporting***

## Headline findings

## The thematic analysis will provide key evidence to support further engagement and to determine the recommendations the government makes on ethnicity terminology and how this language is used when collecting data. As such it is expected that findings be communicated by the Supplier to the Authority as soon as available in order to inform key decisions.

## All provisional findings/data should be provided to the Authority by the deadlines outlined in the timetable below. This data shall be used for internal purposes only at this stage, therefore outputs need not be fully designed, however should be presented in a clear and accessible manner in order that these may be shared with internal colleagues and stakeholders as necessary.

## Data and headlines should be fully quality assured before being submitted to the Authority. To note that the Authority may wish to view responses to focus group questions and the Supplier should support this activity where requested.

## It is anticipated that the Supplier will hold informal discussions with the Authority on the headline findings to aid understanding of findings, clarify the scope and focus of analysis, and ensure that policy questions of interest are covered where possible. It is anticipated that these discussions will form part of the project management meetings (as outlined in paragraph 6.6), therefore no further costs should be allocated for such discussions.

## Final report(s)

## The Supplier is required to produce provisional findings from the focus groups by **November 2022** and a final report by **December 2022**, leading up to publication in January 2023 (publication to be arranged with the Authority). The final report and all related outputs, survey materials and data remain the intellectual property of the Authority. Decisions regarding the timings and format of reports will be taken by the Authority.

## All such reporting (including annexes) should be accessible to a range of audiences, and pay particular regard to explaining findings in an understandable manner, avoiding technical jargon where possible. The final report should also be focused in terms of length, and it is anticipated that this be no more than 10 pages, including a 1 page executive summary; it will include headline findings and a clear section on methodology. The Authority is open to innovative and/or alternative ways of presenting the findings.

## The reports should be sent to the Authority prior to publication for final approval and for discussion by the supporting advisory groups. Sufficient clearance should be built into timescales for publication in order to accommodate this activity.

## The Authority requires that near final drafts be fully proof read and signed-off by the Supplier to enable complete and efficient sign-off.

## The final reports may use the Supplier’s own house style, and must be submitted to the Authority at least 2 weeks in advance of publication. The final publication dates will be agreed between the Authority and the Supplier in due course.

## The Supplier is required to work closely with the Authority upon publication and ensure all communications are coordinated. Any communication materials to be used by the Supplier should be submitted to the Authority for sign-off or agreement before use.

## Data

## The Supplier should provide full anonymised coded transcripts to the Authority within two (2) weeks of the end of fieldwork for use for internal analysis. This includes sample sizes and attendee characteristics. Supporting documentation should also be provided.

# key milestones and Deliverables

## The Authority will measure the quality of the Supplier’s delivery by delivering against the following timetable and milestones. It is expected that the Supplier shall be available to start work immediately on award of contract.

## Potential Providers should confirm in their response that these timetables are acceptable, or outline clearly any alternative timings that will be put in place to ensure that fieldwork can commence in October 2022, and that headline findings and reports can be delivered to the above timings.

## The following indicative timetable sets out the proposed key stages and deliverables:

|  |  |  |
| --- | --- | --- |
| **Milestone/Deliverable** | **Description** | **Timeframe or Delivery Date** |
| 1 | Award of contract | w/c 5 September |
| 2 | Develop topic guides; agree focus group sampling parameters | 5-9 September |
| 3 | Begin recruitment of participants for focus groups; sign-off materials and topic guides to be used for the focus groups | w/c 12 September |
| 4 | Conduct focus groups | 3-21 October |
| 5 | Provide provisional thematic analysis and identify any gaps or further research needs | November |
| 6 | Final report drafted for review | December |
| 7 | Final report published | January 2023 |

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# MANAGEMENT INFORMATION/reporting

## The Supplier must have one lead project manager responsible for all components of the evaluation. The Project Manager for the Authority will be **REDACTED**, **Under FOIA Section 40 personal information**.

## The Authority’s research project manager and/or team will provide advice and guidance on any issues during the course of the project. Where comments or input are required from the Authority, the Supplier should allow sufficient time for turnaround and give advance notice where possible. As a general guide the Authority will aim to turnaround minor requests within one week and major requests (e.g. commenting on drafts of reports, or checking data outputs) within two weeks. Key documents and decisions will require feedback from wider stakeholders. The Supplier should factor these clearance periods into project timings and indicate clearly in any project timetable when such outputs will be submitted for clearance.

## It is expected that project leads for the Authority and Supplier, plus additional team members as required, will hold weekly teleconferences and meet at key points (to be agreed between the Authority and Supplier) in person to discuss the progress of the research. Expenses for such meetings must be included in the core contract price.

## As part of the management of the survey the Supplier will be required to produce and submit the following management information to the Authority:

### Brief weekly progress updates – to update on progress towards milestones and management of risks arising. The format of these reports should be agreed with the Authority and submitted in advance of the teleconference.

### Fieldwork updates (frequency to be agreed) – to outline response rates and progress towards targets.

## Monthly contract review updates - to review adherence to objectives and milestones, and consider any course correction required.

# continuous improvement

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

## The Supplier should present new ways of working to the Authority during monthly Contract review meetings.

## 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.

# quality

## We will assess quality on the following aspects (see Attachment 2 for full details):

## Supplier experience and capability: the supplier will demonstrate excellent project management of delivering projects of similar size and scope, with awareness of risk and proposals for mitigation. Suppliers will also demonstrate experience of delivering research on sensitive topics with diverse field staff and using culturally sensitive practices.

## Research design: the supplier will demonstrate an excellent approach to methodological rigour in qualitative research, ensuring appropriate representation in the sample and clear publication plans.

## Project management, data security and ethics: the supplier will be able to meet key milestones and have excellent awareness of ethical issues and means of mitigation. They will also comply with all data security requirements.

# PRICE

## The maximum budget for this project is **REDACTED UNDER FOIA Section 43 Commercial interests** inclusive of VAT. Please note, if a Potential Provider’s tendered price exceeds this budget, they will be deemed non-compliant and therefore excluded from the Procurement.

## The Authority is looking for the most competitive bid that can deliver maximum value for money. This will be assessed in accordance with Attachment 2.

## Usage of, and charges from, third party suppliers should be clearly identified and explained. The Authority expects the Supplier to ensure that third party suppliers are commissioned on a clear value for money basis, and that such activities are passed on at cost.

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

# STAFF AND CUSTOMER SERVICE

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

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

## 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.

# service levels and performance

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

### Representativeness of focus group participants.

### The Authority will measure the quality of the Supplier’s delivery by delivering against the following timetable and milestones. It is expected that the Supplier shall be available to start work immediately on award of contract.

# Security and CONFIDENTIALITY requirements

## The Supplier is required to implement appropriate arrangements for data security at all times, particularly relating to the transmission and storage of personal data. Such procedures must meet the standards outlined in the framework terms and conditions, GDPR and the Data Protection Act.

## Processes should be in place for data being returned by interviewers and safeguarding against data loss, including appropriate risk management procedures. Potential Providers should confirm within their response that such procedures will be implemented and outline the technical measures to be put in place to meet such requirements.

## Participants should be made aware that participation is completely voluntary and that they can withdraw consent at any point. In addition, participation is confidential and anonymous; although the research may be included in a published report, no information that could identify any individual would be used when presenting findings from the study. A privacy notice would be made available.

# payment AND INVOICING

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

## Before payment can be considered, each invoice must include a detailed elemental breakdown of work completed and the associated costs.

## Invoicing arrangements:

## All invoices should be sent directly to Accounts Payable at SSCL. Please send all electronic invoices to our shared service provider at **REDACTED Under FOIA Section 40 personal information**

## Manual invoicing - please send these to:

Shared Services Connected Limited,

**REDACTED Under FOIA Section 40 personal information**

## Cabinet Office purchase order numbers must be clearly stated on all invoices. Any supplier invoices received without a valid purchase order number will not be paid and will be sent back.

# CONTRACT MANAGEMENT

## The Supplier will be required to implement a structured approach to risk management, outlining the key risks identified and how these will be managed. This is to include risks relating to project delivery, in addition to presentational risks due to the high profile nature of this programme.

## Potential Providers should outline full details of this plan as part of their response, including the course of action to be followed should risks to project delivery arise, e.g. in the case of low response rates and/or slippage

## As part of the weekly progress reports outlined above, the Supplier should report on performance against relevant milestones and include an update on risks identified and how these will be managed.

## The Authority will assess performance based on these reports and will require additional meetings with the Supplier if milestones are not met, either in terms of timings or quality.

## Attendance at Contract Review meetings shall be at the Supplier’s own expense.

1. See Appendix C https://www.gov.uk/government/publications/final-report-on-progress-to-address-covid-19-health-inequalities [↑](#footnote-ref-2)
2. See ‘Developing qualitative insights’ https://www.gov.uk/government/publications/final-report-on-progress-to-address-covid-19-health-inequalities/final-report-on-progress-to-address-covid-19-health-inequalities#stakeholder-engagement-and-insights [↑](#footnote-ref-3)
3. https://www.kantar.com/-/media/Project/Kantar/Global/Public-polls/2018/ONS-Colour-terms-Report.PDF [↑](#footnote-ref-4)
4. https://uksa.statisticsauthority.gov.uk/the-authority-board/committees/national-statisticians-advisory-committees-and-panels/national-statisticians-data-ethics-advisory-committee/ethics-self-assessment-tool/ [↑](#footnote-ref-5)
5. For example, sorting LAs by % non-White British (and filtering out London Boroughs to side-step graduate-migration effects), the top 10 locations are: Slough, Leicester, Luton, Birmingham, Manchester, Bradford, Wolverhampton, Blackburn with Darwen, Sandwell and Nottingham. Birmingham, Manchester, Bradford, Blackburn with Darwen, Sandwell and Nottingham are in the top 15 most deprived local authorities (by average local deprivations score). Wolverhampton is in the top 30 and Leicester the top 45. [↑](#footnote-ref-6)
6. Ethnicity profiles vary by country. Data from the 2011 Census estimates that white people make up 85.3% of the population in England, 95.5% in Wales, 95.9% in Scotland and 98.2% in Northern Ireland. Black people make up 3.5% of the population in England compared to 0.2% in Northern Ireland. Asian populations are larger than Black populations in every country. These profiles are supported by similar but more recent findings from the Annual Population Survey (2018-2020 3-year average). We would want ethnic minorities in devolved administrations to be represented if not oversampled. [↑](#footnote-ref-7)