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## **Call for Tenders**

### **Understanding the needs and challenges of drug problems for different minority groups**

*This is an invitation to tender for a number of evidence reviews as part of a programme of work being undertaken by the UK Drug Policy Commission (funded by the Home Office Drug Strategy Unit) to provide an overview of what is known about the differing needs and challenges associated with drug use among the diverse minority communities within the UK.*

*The 5 reviews to be commissioned address the following areas:*

- *Prevalence and patterns of (illicit) drug use within different ethnic groups*
- *Drug prevention and information provision for different ethnic communities*
- *The interaction and impact of drug markets and drug-related enforcement activity on different ethnic groups*
- *The prevalence of drug use, access to and need for services and the impact of enforcement on the LGBT community*
- *The prevalence of drug use, access to and need for services and any impact of enforcement on disabled people.*

*This document describes the study's primary aims, the specification for the work required and the available resources. **Tenders must be submitted by 7th September 2009.** The contract will be awarded by 23rd September 2009 so that work on the project, which is expected to take about 4 months can commence as early as possible and ideally in September 2009.*

#### CONTENTS

1	The UK Drug Policy Commission (UKDPC) .....	2
2	Background .....	2
3	Project Aims .....	3
4	Specification of the work required .....	4
5	Outputs required .....	5
6	Ownership & Publication of Outputs .....	6
7	Responsibilities of the Service Provider .....	6
8	Contract Management .....	6
9	Timetable.....	6
10	Access to data .....	6
11	Contract Price.....	7
12	Instructions to tenderers .....	7
13	Submission instructions .....	8
14	Criteria for the Evaluation of Tenders .....	8

## 1 The UK Drug Policy Commission (UKDPC)

1.1 The UKDPC is a charitable organisation that has been set up with support from the Esmée Fairbairn Foundation. Our objective is to analyse the evidence and explore options for drug policy that can improve the health, well-being and safety of individuals, families and communities.

1.2 Despite the recent efforts of government, the evidence base in the UK to support drug policy is relatively under-developed. We simply do not know enough about the elements of policy that work, why they work and where they work well. Our aim is to provide independent and objective analysis of drug policy and find ways to help the public and policy makers better understand the implications and options for future policy.

1.3 More information about the UKDPC – our work and the people who are serving as Commissioners – can be found on our website at: <http://www.ukdpc.org.uk>

## 2 Background

2.1 The UK population is becoming increasingly diverse. In addition to an increase in ethnic diversity, with immigration from Europe recently adding a new dimension to this phenomenon, there are other minority groups, such as people with disabilities and the lesbian, gay, bisexual and transsexual community (LGBT), who may have differing experiences of drug problems and related interventions and services.

2.2 There is some evidence that patterns of drug use differ by ethnicity and that the association between drug use and gender varies by ethnic group<sup>1</sup>. There is also evidence from the US that harms associated with drug markets may be disproportionately experienced by communities living in deprived areas<sup>2</sup> and from the US and UK that drug law enforcement can have a differential impact on some minority groups<sup>3</sup>. There is also some evidence that the LGBT community may have a particularly high prevalence of recreational drug use<sup>4</sup>.

2.3 An overview of the evidence relating to the impact of drugs on members of these different communities and groups is important as a basis for the planning and provision of services for these groups.

2.4 Concerns have been raised that the various types of drug interventions (information, prevention, harm reduction, enforcement, treatment and rehabilitation) may not be meeting the differing needs of these communities and that some policies/programmes may have a differential impact on some groups. For example, with respect to minority ethnic groups:

- There are public perceptions that particular ethnic groups are extensively involved in drug trafficking and supply, which need exploring;

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<sup>1</sup> For example, Aust R and Smith N (2003) *Ethnicity and drug use: key findings from the 2001/02 British Crime Survey*. HO Research Findings No. 209. London: Home Office.

<sup>2</sup> Saxe L, Kadushin C, Beveridge A, Livert D, Tighe E, Rindskopf D, Ford J and Brodsky A (2001) "The Visibility of Illicit Drugs: Implications for Community-Based Drug Control Strategies" *American Journal of Public Health* 91(12) 1987-1994

<sup>3</sup> MoJ (2009) *Statistics on Race and the Criminal Justice System 2007/8*. London: Ministry of Justice

<sup>4</sup> Keogh P, Reid D, Bourne A, Weatherburn P, Hickson F, Jessup K, Hammond G. (2009) *Wasted opportunities - problematic alcohol and drug use among gay men and bisexual men*. Sigma Research.

- Policing and criminal justice interventions appear to have a disproportionate impact on certain ethnic groups and on some localities.
- There is some evidence of differential pathways into and from treatment which raise concern about the appropriateness of current service provision for some communities and their accessibility;
- Universal prevention and drug information programmes may be inappropriate for communities with different language, cultural and drug use profiles.

2.5 Although there have been research and reviews addressing some of these issues, they have in general addressed the issues singly. For example, the National Treatment Agency for Substance Misuse (NTA) has recently published a range of research reports and guidance documents considering issues of diversity with respect to treatment service provision in England. In some areas, the reviews available are quite fragmented and now somewhat dated and as a result they may not cover newer and smaller groups, such as recent migrants from Eastern Europe. Nor do they necessarily reflect changes in drug use within more established communities, for example those reflecting generational differences.

2.6 This UKDPC project as a whole will firstly seek to identify the key questions and issues of concern to stakeholders within the drug policy arena to ensure that these are addressed within the project. It will then seek to draw together the information from studies across the entire drug misuse field including drug use prevalence; prevention (including public information campaigns); harm reduction interventions; treatment; and enforcement to address these questions and provide a more complete picture of interventions, service need, access and provision, the differential impact of polices and programmes, and the challenges that drug use poses for different communities. This will provide the foundation upon which to develop policies for improving engagement and outcomes for these groups and to highlight data gaps.

2.7 The UKDPC therefore wishes to commission a number of evidence research reviews, addressing specific issues or groups. In these reviews consideration will need to be given to different demographic and socio-economic factors that might influence drug problems or the perceptions of these among different minority groups, such as gender, levels of deprivation or socio-economic group.

### **3 Project Aims**

3.1 The overall project, to which the commissioned evidence reviews will contribute, aims to review the available evidence on the nature and extent of drug-related problems and consideration of the implications for policy and services provision.

3.2 Specifically it aims to provide an overview and analysis, including consideration of appropriate related demographic and socioeconomic factors, of the available evidence relating to:

- The extent of drug problems in diverse communities;
- The appropriateness and accessibility of current service provision for drug problems (including preventative interventions); and
- The impact of drug-related enforcement activity on different groups.

## 4 Specification of the work required

4.1 To ensure speedy delivery of the overall project, the UKDPC wishes to commission a number of separate reviews of the literature (including grey literature), statistics and other data sources relating to different aspects of illicit drug use among different communities as described below:

### A. Prevalence and patterns of drug use within different ethnic groups.

It is envisaged that this part of the project will involve review and analysis of the published literature (and statistics) on patterns of drug use and problematic drug use among different ethnic communities within the UK (including new immigrant communities). It is expected that information on prevalence and patterns of drug use among different groups will be drawn from a range of sources, including:

- (i) The Home Office will be undertaking analysis of combined data from 2 or 3 years of recent British Crime Survey data to provide comparable information on the prevalence of drug use among the main minority ethnic groups within the general household population in England and Wales. This analysis will be available to those undertaking this review.
- (ii) Published evidence from the school surveys in England and Scotland, the Offending Crime and Justice Survey and surveys of psychiatric morbidity.
- (iii) A rapid evidence assessment of the academic and grey literature (eg local needs assessments from DAATs/CSPs) will also need to be undertaken to identify small scale studies that can provide information on the extent and nature of drug use and dependence among particular minority groups within the UK population.

### B. Drug prevention and information provision for different ethnic communities

This review should consider the evidence in the published literature (including grey literature) concerning drug prevention work specifically for BME and other ethnic minority communities within the UK and should also consider general guidance, good practice literature relevant to the area. It is expected that appropriate data sources will be identified through searches of on-line databases and the internet and through contacts with key informants working in the field.

This review should seek to answer such questions as:

- What is the extent and nature of current prevention and information provision for different minority ethnic groups within the UK?
- What is known about the effectiveness of drug prevention programmes and information provision and best practice in this field for different minority ethnic groups?
- What are the gaps in current provision?

### C. The interaction and impact of drug markets and drug-related enforcement activity on different ethnic minority groups

This review will consider the differential impact of enforcement on different ethnic groups within the UK (including a comparative study of policing, prosecution and sentencing decision making for different communities, where drugs have been the sole or compounding factor). It will also consider the evidence relating to the differential impact of and involvement in drug markets

for particular ethnic communities, including reference to Serious Organised Crime Agency's threat assessment.

D. The prevalence of illicit drug use, access to and need for services and the impact of enforcement on the LGBT community.

This review will seek to identify and draw together the published evidence, including grey literature, relating to the impact of drugs on the LGBT community within the UK. This will include consideration of prevalence and patterns of use, need for and access to prevention and treatment programmes and interaction with the police and criminal justice system. The information in this area is likely to be very limited so we would expect this review to seek to identify data sources that might be exploited to provide additional information.

E. The prevalence of illicit drug use, access to and need for services and any impact of enforcement on people with disabilities.

This will include consideration of prevalence and patterns of illicit drug use among people with disabilities within the UK, their need for and access to prevention and treatment programmes and their interaction with the police and criminal justice system. The information in this area is likely to be very limited and is likely relate largely to a description of the extent to which needs of people with disability are addressed within current service provision. However, we would expect this review to seek to identify data sources that might be exploited, eg the Drug Intervention Record, which has a field for recording disabilities or National Drug Treatment Monitoring System (NDTMS) data.

4.2 All reviews must include information relating to all parts of the UK and, if appropriate, highlight any important differences between areas. In each of the reviews produced we would expect contractors to provide:

- details of the search strategies used and information sources accessed;
- a full report and a summary of key findings;
- a summary of key evidence gaps; and
- a separate summary of possible implications for policy and practice which will be fed into the development process for the overarching policy briefing that will be produced by the UKDPC.

4.3 Interested individuals or institutions may tender alone or in a consortium to undertake one or more of these reviews depending on their areas of interest and expertise. Applicants are invited to propose a research strategy to provide the information and analysis described above within the timetable given below. They should describe their search strategy and the likely sources of information for the review.

## **5 Outputs required**

5.1 A final report of the findings will be required for each commissioned review. These should include a two-page summary of the key findings. These will be to a format agreed with the UKDPC during the course of the project.

5.2 One or more drafts of reports are likely to be required before a final draft is agreed, and tenderers should allow for this in the timetable and costs they propose.

5.3 The successful tenderers may also be required to present the findings of their research at a seminar for senior policy makers, politicians etc during the course of or at the end of the project.

## **6 Ownership & Publication of Outputs**

6.1 The ownership of the research material including the final report and any data produced as a result of the research lies with the UKDPC. The reports will be published as stand-alone background reports by the UKDPC alongside their own overarching report.

## **7 Responsibilities of the Service Provider**

7.1 The contractor will be responsible for the design, fieldwork (if appropriate), data analysis and preparation of the final report to a standard agreed with UKDPC. It is the responsibility of the contractor to ensure that the proposed methodology does not contravene the provisions of the Data Protection Act 1998. Your tender should state:

- Which (if any) professional codes of practice you will follow.
- How you will address any ethical issues that could arise.
- Whether there are any other issues you think are relevant, and how you would address them.

## **8 Contract Management**

8.1 The project will be managed by Nicola Singleton, Director of Policy and Research at UKDPC (or another staff member nominated by her) who will be responsible for the day-to-day liaison with the contractors and for agreeing final versions of all research tools, search strategies and outputs.

8.2 A project advisory group will be set up to comment and advise on the design, progress and outputs from the project with whom the contractors will be expected to meet up to 3 times as part of their contract of work.

## **9 Timetable**

9.1 We anticipate that the project will last for 4 months commencing September 2009. The exact dates at which key deliverables will be required will be finalised when the contract is agreed, but indicative dates are as follows:

<b>Output</b>	<b>Date</b>
Contract awarded	23 <sup>rd</sup> September 2009
Agree search strategy / other research tools	2 <sup>nd</sup> October 2009
Progress report	6 <sup>th</sup> November 2009
Initial draft report	4 <sup>th</sup> December 2009
Final draft report	13 <sup>th</sup> January 2010
Final report	5 <sup>th</sup> February 2010

9.2 The Tender Proposal should set out a detailed preliminary schedule that indicates realistic interim and final deadlines based on the above indicative dates. Final deadlines agreed to in the contract are final and non-negotiable.

## **10 Access to data**

10.1 The contractor will be responsible for arranging access to data although the UKDPC will provide any assistance that they can. Access to data and personnel should not place an unnecessary burden on the organisation holding the data. Contractors

should assess the full economic costs of obtaining data and to ensure this is reflected in the cost of their tender.

## **11 Contract Price**

11.1 The total budget available for external reviews is **£35,000**, including VAT where payable. It is not expected that this will necessarily be divided evenly between the five reviews as the work involved is likely to vary between them.

11.2 A detailed estimate of the budget is expected as part of the Tender Proposal. Such estimate should be confined to the review work as set out above. The estimate could include the following categories:

- a. Research design
- b. Research time (fieldwork / data collection / data extraction)
- c. Analysis & report writing
- d. Project management / Liaison with the UKDPC
- e. Travel & subsistence
- f. Other.

## **12 Instructions to tenderers**

12.1 The specifications for the work required and other aspects of the tender are set out in this document. As indicated earlier, applicants may tender to conduct 1 or more of the reviews described in section 4 of this document. The Tender Proposal should include a fully developed research proposal that addresses all requirements and specifications described in this document and makes clear which of the reviews are being applied for. It should also include a concise CV, no more than two pages long, for each member of the research team.

12.2 The Tender Proposal should also clearly identify:

- (i) Name of the tenderer(s), status in the company/institution, and name of person for further contact (if different);
- (ii) A brief statement detailing an understanding and interpretation of the purpose, specific objectives and scope of the project;
- (iii) Details of the proposed methodology/methodologies to be used, including sample design if appropriate, and key deliverables;
- (iv) A work plan with milestones;
- (v) Plans for obtaining ethical approval (if appropriate);
- (vi) The staff to be used in the main areas of work, their expected contribution to the work, and where management responsibility for the project will rest. A single point of contact with full contact details for all correspondence relating to the project should be provided. Evidence of relevant expertise and subject knowledge - previous relevant experience and other professional information should be set out in a concise (no more than two pages) CV for each member of the team. Please include the five most recent relevant publications.
- (vii) The cost for the work and a detailed breakdown showing the basis on which the budget has been calculated;
- (viii) An assessment of risks to the project and contingency plans for mitigating these.

12.3 Responses should be based on the information given in the specification and upon the professional knowledge and expertise of the contractor. Anonymised questions and our subsequent response will be forwarded, for information, to all contractors involved in the tendering process.

12.4 It may be necessary to invite shortlisted contractors to give a short presentation of their proposal before a decision is made. If required, these will take place in the week beginning 14<sup>th</sup> September 2009.

### **13 Submission instructions**

13.1 All interested research groups are asked to indicate their intention to submit a tender by letter or e-mail to [rmontgomery@ukdpc.org.uk](mailto:rmontgomery@ukdpc.org.uk) by 21<sup>st</sup> August 2009.

13.2 Tender proposals may be submitted electronically by e-mail or by post. If submitting by post please send 2 copies (one unbound) in a sealed envelope.

13.3 Full tender proposals should be submitted to arrive **by 17:00 on 7<sup>th</sup> September 2009**. Late tenders will not be considered. Short-listed applicants may be asked for further information and/or to attend a meeting to discuss proposals in the week beginning 14<sup>th</sup> September 2009. The contract will be awarded by 23<sup>rd</sup> September 2009 so that work on the project can commence as soon as possible, preferably in September 2009.

13.4 Please deliver your outline bid electronically or by post to:

Roderick Montgomery  
UK Drug Policy Commission  
Kings Place  
90 York Way  
London N1 9AG  
e-mail: [rmontgomery@ukdpc.org.uk](mailto:rmontgomery@ukdpc.org.uk)

13.5 If you have any questions regarding this tender, please contact Roderick on 020 7812 3790.

### **14 Criteria for the Evaluation of Tenders**

14.1 Tenders will be assessed for their value-for-money and on the following criteria:

- understanding of the UKDPC's requirements and translation of this into a workable methodology
- experience, knowledge and skills in this and related fields and capability in all necessary technical aspects of the work
- understanding of and sensitivity to policy area
- suitability of project team organisation - including management capability and abilities of those with day to day responsibility
- the resources offered in the tender, in particular the input of time from more senior staff
- quality control mechanisms
- assessment of research ethics
- assessment of risk and contingency arrangements for completing the research.

14.2 Tenderers should be aware that if a tender is judged unsatisfactory on any of the criteria listed above, it may be ruled out of further consideration.