Polskie Badania Internetu

Request For Proposal

in the scope of:

- Site-Centric Measurement
- Market-wide user identifier
- CMP (Consent Management Platform)
- Data modelling methods
- Sources of demographic data

as part of the ongoing vendor selection process for research and software service providers, invites potential suppliers of the solutions described in this document to submit their proposals.

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Legal Notice:

This document constitutes an invitation to submit proposals for the solutions we are seeking. It must not, in any respect, be regarded as an offer on our part, nor as a commission of any activity, nor as a commitment to procure any solution from any entity. Based on the proposals received, we will proceed to discussions and final negotiations with selected parties.
We reserve the right to discontinue the process at any time without providing a reason.

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1. Introduction

We, as Polskie Badania Internetu[1] (PBI, the Ordering Party), have been successfully organizing, conducting, and providing internet research results for 20 years – establishing the Polish standard for measuring internet audiences (currently **Mediapanel**, previously Megapanel). For the past five years, thanks to cooperation with other MOCs and publishers, Mediapanel has been a cross-media project covering four media types – internet, radio, TV, and OOH. PBI data is used by publishers, media houses, research departments of large companies, and digital agencies.

In connection with the expiring contract for internet research within the Mediapanel study in April 2027, and to implement PBI's development strategy, we announce an open tender for the provision of methodological and technological solutions for two elements of the target media measurement in Poland:

- A user identification system based on new site-centric measurement – for which we expect the service to commence immediately;
- Data sources derived from site-centric measurement for internet research – for which we expect the service to commence on May 1, 2027.

This request for proposals is divided into eight components, described in detail in the following sections:

1. Site-centric measurement of events, visits, page views, and time spent on websites and in applications belonging to internet publishers, installed on mobile and Smart TV devices;
2. Survey deployment on the publishers' measured surfaces;
3. Consent Management Platform (CMP);
4. Calculation of a universal market user identifier for the internet, its provision to publishers, and integration of the identifier with the programmatic advertising ecosystem (e.g., Prebid and designated DSP and SSP systems);
5. Demographic prediction for the above-mentioned identifier;
6. Data aggregation and estimation of user numbers;
7. Development of population data;
8. Application for presenting results.

Each potential supplier may submit an offer for any subset of the components described above. We enable submissions by consortia.

We enable submissions by a single supplier if the supplier has an individual solution proposal and is simultaneously part of a parallel offer submitted by a consortium to which they belong.

[1] The description of PBI, its strategy, planned activities, as well as an overview of the Polish media and advertising market, along with information about other industry organizations, is provided in the document: *Request for Information* available at: https://pbi.org.pl/wp-content/uploads/2025/11/RFI-PBI-Sp.-z-o.o.-v.20251119-PL-FINAL.pdf

2. Site-centric measurement

The requested solution should enable the measurement of event counts, duration, and the collection of information necessary to identify both the browser, device, and user, while fully complying with privacy principles and applicable regulations, including GDPR/ePrivacy/AI Act/EMFA. Compliance should be ensured both through adherence to recognized market standards (ISO certifications in this area are desirable) and through an unconditional commitment to immediately submit to audits, conducted not only by national and European market regulators but also, at the request of the Contracting Authority, by a designated auditor other than a public authority.

Definition of events:
Events are considered as any interaction of a user with a given communication channel and the duration of such interactions:

- Page views;
- Audio material playbacks;
- Video material playbacks;
- Other possible user interactions with the website or application required for accurate time estimation or visit construction;
- Other possible interactions with specific parts of a page or application, e.g., advertising placements.

A visit to a website or application is defined as an uninterrupted sequence of events reflecting user activity. We experct the bidder to provide a description of how visits are constructed based on measured user activities.

Device classes to be covered by measurement:

- PC,
- Mobile,
- Connected TV.

The solution must enable measurement in:

- At least the following web browsers: Chrome, Safari, Edge, Firefox, Opera, Samsung Browser, on all the device classes listed above (if the browser is available on that device),
- Applications with built-in web browser functionality that allow access to publisher pages included in the measurement (e.g., Facebook, Twitter),
- Mobile applications on Android and iOS,
- WebView components within mobile applications, with the ability to distinguish this traffic from other browsers and attribute it to the correct application,
- SmartTV applications.

The solution should also enable **server-side measurement** for audio and video streams of participating publishers, including for applications outside the control of these publishers.We are interested in both real-time server-side measurement and asynchronous integration (e.g., daily extraction of events from the server).

Minimum data structure:

Field Name	Description
First party ID	1st party identifier of the browser stored in a 1st party cookie or application memory
Third party ID	3rd party identifier stored in a 3rd party cookie or device identifier for mobile apps (AdvertisingID)
Event ID	Event identifier
IP	Client device IP address
User Agent	Raw UserAgent string from the browser or a specified string from mobile apps used to identify the application
Event Type	Type of event: page view, video playback, audio playback
Start Time	Event timestamp (UTC)
URL	URL of the page
Referral	Referring page URL
Event Duration	Duration of the event in seconds
Event Active Duration	Active user time in seconds
Content Title	Title of the page or audio/video content
Content Duration	Length of audio/video content
User Defined Parameter	Ability for the publisher to pass custom parameters via the DSK script/library for PBI purposes

Along with the offer, we expect a full description of all attributes measurable by the proposed system, including those not listed above.

Time measurement

If the event duration cannot be directly measured and will be estimated during subsequent data processing, after collection on the target servers, the bidder must describe the processing method and provide information on the quality of the time estimation.

Additional time measurement requirements:

- For page views:
  - Only time in the active browser tab is counted, background or minimized windows are not counted (or should be reported separately);
  - For mobile apps, time is measured as the sum of user activity within the application (i.e., when the app is visible on the device screen).
- For audio/video playback, even if the app is not visible, playback time should be counted as active for both browsers and apps; visibility can be reported as a separate parameter.

Visibility measurement:

The solution should be able to measure the visibility of individual events, especially audio/video playbacks, and selected elements of pages or applications, e.g., ad placements.

Technical requirements:

Ensuring data quality through:

    - Detection of automated traffic: the system should include efficient functionality to detect suspicious traffic, e.g., bot activity, based not only on IP analysis or statistical traffic analysis but also on actual signal measurement to determine whether events are human-generated;
    - Detection of views from auto-refresh mechanisms;
- Real-time or near-real-time data collection;
- Security and compliance with Polish and EU law, e.g., pseudonymization at the source;
- Access to full data for participating publishers and the PBI team via established API, including:
    - Functionality to parse the UserAgent field into attributes, e.g., browser name, OS, etc.,
    - Geolocation determination based on IP or other measured signals;
- Integration with PBI-specified data processing systems;
- Analytical application for basic reporting;
- Ability to transmit user-identifying data (all 1st and 3rd party identifiers, additional data such as logins, email addresses, etc.) for PBI ID calculation;
- Ability to audit/verify source data – the provider must allow access to metadata (timestamp, source, SDK version, etc.);
- Capability to operate in environments with limited 1st- and 3rd-party cookies.

Offer requirements:

The offer should describe the proposed solution, specifically:

- The process and rules for script placement on websites, use of SDKs for mobile and SmartTV apps (or equivalent technology), and characteristics of the server-side measurement data stream;
- Compliance with privacy-by-design principles;
- Access to data for PBI and the respective publisher;
- Quality control for scripts, SDK deployment, or other technologies used by the provider.

Additional criteria:

If the bidder offers a WebAnalytics-class tool, it may be proposed as an additional element of the offer.

3. Survey Emission

To collect demographic information about users, we are looking for a system that enables the emission and control of surveys containing standardized demographic questions, including: gender, age, education (list), income (defined ranges), town/city size (defined ranges), employment status (list), voivodeship (region) (list), and household characteristics (household size, net household income, number of members, their gender and age).

We are interested in a system operating at least on publisher websites via web browsers but also values solutions functioning within mobile and SmartTV app ecosystems (this will be considered an additional advantage).

At this stage, we do not define the number of questions or the frequency of their display. A model in which surveys may not be fully completed by the user or may contain a variable set of questions

depending on device ergonomics is acceptable. The key aspect is system efficiency in terms of achieving the highest possible survey completion rate.

We accept the survey emission system to be directly linked to measurement scripts or SDKs, but a separate system is also acceptable. In such a case, the bidder must present the required process to integrate the survey completion identifier with identifiers from the site-centric measurement system.

Minimum data collected by the system:

Field Name	Description
Survey ID	1st party browser identifier stored in a 1st party cookie or app memory
Survey Version	3rd party identifier stored in a 3rd party cookie or device identifier for mobile apps (AdvertisingID)
User ID	Browser/device identifier
IP	Client device IP address
User Agent	Raw UserAgent string from browser or specified string from mobile apps to identify the application
Timestamp	Event timestamp (UTC)
URL	URL where the survey was completed
Questions & Answers	Standardized set of survey questions and user responses

4. Consent Management Platform (CMP)

The objective of this component is to select a CMP system provider that enables us to provide Polish online publishers with services for collecting, managing, and distributing user consent for data processing in compliance with current and future regulations (including GDPR, ePrivacy, EMFA, AI Act, GDPR 2.0, and other applicable EU and Polish laws).

CMP will be an integral part of PBI's data infrastructure, supporting: site-centric measurement, the PBI ID market identifier, survey emission, demographic profiling, and data integration for research and advertising purposes.

CMP will be made available to publishers, operated by PBI, and function as a trusted third party.

Functional requirements

CMP banner compliant with TCF (current and future versions), configurable by PBI and publishers,

1. Granular consent management with the ability for users to change or withdraw consent;
2. Consent log with full history and audit capability;
3. Distribution of consent statuses to:
    - Measurement scripts and SDKs;
    - PBI ID system;
    - Mobile and SmartTV apps;
    - Publishers' advertising systems;
4. Support for consent specifically dedicated to PBI measurement (research, surveys, identification).

Technical requirements

Operate on all devices: PC, mobile (including WebView), CTV/SmartTV,

- Function correctly in Safari ITP, Firefox ETP, Chrome Privacy Sandbox environments;
- Provide API/SDK and server-side integration capabilities;
- Enable immediate transmission of consent statuses to PBI components;
- Perform efficiently (CMP display time < 150 ms).

The system must enable maintaining and providing access to the PBI consent log for evidentiary and audit purposes.
The CMP must provide consent statistics (domain, application, platform, consent type, timestamp) as well as reports on implementation quality and errors.

5. PBI ID User Identification System

The user identification system is intended to provide a cross-domain and cross-application identifier, developed based on data collected from measurement.

We intend for the identifier to cover the widest possible range of device types, from browsers on PCs, through OTT applications on mobile devices, to ConnectedTV/HbbTV. The goal is for every event, such as a Page View, Audio/Video Playback, or Ad Impression, to be assigned a specific user identifier. The system may rely on probabilistic 1st party data matching, deterministic user information when available, or a combination of both approaches.

The system is expected to:

- de-duplicate reach at the user, device, and/or household level;
- integrate different types of data into a single identification standard;
- enable frequency management for advertising campaigns;
- serve as a carrier of 1st party advertiser data to manage ad delivery and reach to the campaign's target audience;
- serve as a carrier of publisher data to optimize ad campaign delivery.

Technical requirements:
Based on data collected in the Data Collection layer, the target system is expected to provide the following functions:

- **Device & User Graph**: building a graph of relationships between identifiers (cookies, device ID, login ID, router ID, CTV ID) and aggregating them to the user/household level;
- **Cross-Media Deduplication**: identifying exposure of the same user across multiple screens (cross-device/cross-platform);
- **Privacy Layer**: pseudonymisation of identifiers, management of user consent in accordance with data protection regulations, anonymization of data;
- **Integration Layer**: the ability to exchange identifiers with external systems, including Web Analytics and AdTech systems (Ad Servers, SSP, DSP, Campaign Verification);
- **ID Management**: updating and quality control, versioning, and reporting of consistency metrics, including the control of identifier counts on a given domain or application based on reference data provided by PBI (e.g., reference data from surveys or modelling as described in Chapter 8 of this RFP);

- **Non-cookie traffic management**: assigning identifiers for non-cookie impressions based on a probabilistic assignment model developed in the project, while simultaneously controlling identifier counts;
- **User Profile**: providing data describing the identifier (e.g., demographic attributes) from the module described in the next chapter.

We accept solutions integrated with site-centric measurement, as well as solutions where the site-centric measurement system is a separate component, and the offer concerns only the modules for graph computation and identifier management.

6. User Profiling

Using site-centric and survey data, the bidder is expected to combine these into the following dataset:

Field Name	Description
User/Panelist ID	Identifier linking survey data with site-centric data
Survey Completion Date	Timestamp of survey completion
Domain/App	Survey completion location
Gender	Demographic attribute
Age	
Other demographic attributes	

Additionally, events for each panellist should be provided in the format described in Section 2.

Based on this data, the solution should update the PBI ID database at least once per day with demographic attributes derived from panel data.

Field Name	Description
PBI ID	Identifier described in the previous section
Gender	Value and estimated probability
Age	
Other demographic attributes	

For the new system, we are seeking solutions that allow the attribution of user data based on additional data sources.

Our intention is to describe each measured user with demographic characteristics so that a probabilistic profile is available for every user, based on randomly issued surveys with demographic questions or on external data obtained/collected by PBI.
We accept both offers for ready-to-implement solutions and offers for the development and implementation of a model.

7. Demographic Data Sources

We seek providers of demographic data for any subset of identifiers. The goal is to obtain basic demographic information (at minimum gender and age) from sources such as online panels for any number of internet users.

Integration with the PBI ID system is required, with technical support from PBI for publisher website or mobile app integration.

Pricing proposals may use any suitable model (per user, per user pool).

We do not impose any specific pricing or data delivery structure at this stage of the procedure. We expect the provider to describe the methodology for data collection and its verification.

The provider must describe compliance with applicable legal requirements.

8. Data Aggregation and User Estimation

For the purpose of monitoring the identifier calculation system, we are seeking a system that, based on site-centric data and other data from research samples held by PBI, will develop (or implement an existing) methodology to estimate the number of users measured on domains and within applications.In this context, we expect an offer for a system (or its development) that, based on site-centric data, can estimate the number of users for the last full day, week, and month for the following segments:

- Media Group (set of domains/apps belonging to a media group);
- Domain;
- App;
- Service on domain (subset of URLs or extra parameters);
- Audio player;
- Video player;
- Media channel (set of domains, apps, audio/video channel for the same brand).

For the above-defined segment, the minimum dataset:

Field Name	Description
Segment ID	
Period Type	Day, Week, Month
Number of Events	Number of pageviews / plays
Total Event Duration	Sum of the duration of all measured events
Estimated Number of Users	Estimated number of users
Number of Identifiers	Number of unique identifiers

9. Submission Procedure

In the submitted offer:

1. Each component must be priced separately.

2. Each potential provider may submit an offer for any subset of the components.
3. We accept submissions by consortia.
4. We accept parallel submissions by a given provider, if the provider has an individual solution proposal and is simultaneously part of a parallel offer submitted by a consortium to which the provider belongs.
5. Offers must remain valid for a minimum of 90 days from the date of submission.
6. Offer prices must be expressed in Polish zloty (PLN).

In addition to the description and pricing of the offered components from the previous sections, bidders are required to provide:

1. A proposed Service Level Agreement, which must include not only elements describing, for example, guaranteed availability and quality of solutions and services, but also, in cases where the offered solution includes components installed in publishers' infrastructure, precise parameters describing their performance.
2. A description of the team involved in the delivery of the offer, including product and technical support and help desk capabilities.
3. A proposed schedule for the implementation of the offered services from the date of signing the contract.

We envisage the following timetable for the tender process:

Date	Stage of the Tender
24.11.2025	Publication of this Request for Offers
Until 05.12.2025	Submission of comments and questions by potential providers and provision of systematic responses
15.12.2025	Issuance of the final Request for Offers, adjusted based on comments and questions from potential providers
Until 09.01.2026	Submission of offers
19.01.2026	Selection of entities for the contract negotiation process
Until 27.02.2026	**Ready to s**igning of the contract(s)

We reserve the right to modify the above dates at any stage of the procedure.

Contact regarding the RFP for:

- Site-centric measurement
- Market-wide user identifier
- CMP (Consent Management Platform)
- Data modelling methods
- Sources of demographic data

For general questions regarding the RFP, please contact: PBI_tender2026@pbi.org.pl
The person responsible for questions regarding the project schedule and the research layer is **Marcin Niemczyk –** marcin.niemczyk@pbi.org.pl
The person responsible for questions regarding solution architecture and integration with other research systems and the advertising ecosystem is **Emil Pawłowski –** emil.pawlowski@pbi.org.pl
The person responsible for questions regarding the PBI ID and the integration of the requested solutions with the Ad-Tech ecosystem is **Anna Deck –** anna.deck@pbi.org.pl

The original language of this document is Polish. This translation was prepared with the support of ChatGPT. In case of any doubts, please contact us.