**Specification for: Residential Buildings Assumptions**

**Tender Reference Number: EH-0124**

# Specification of Requirements

Specification for Residential Assumptions Dataset

Tender Reference Number: EH-0124

Deadline for Tender Responses: 17:00, 9th February 2024

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# Preamble

The Climate Change Committee (CCC) is an independent, statutory body established under the Climate Change Act 2008. We advise the UK and devolved governments on emissions targets, including setting the five-yearly carbon budgets. We also have a duty to assess the UK and devolved governments’ progress on climate goals and make reports to Parliament. This work covers both reducing greenhouse gas emissions and preparing for and adapting to the impacts of climate change.

# Background

We are currently preparing our advice for the Seventh Carbon Budget (CB7) and the Fourth Climate Change Risk Assessment (CCRA4), both due in 2025.

* CB7 will set a limit on the UK’s territorial emissions over the years 2038 to 2042. Our advice will inform what that level should be; and the budget will then be voted on by Parliament to give it the force of law. At the core of our advice will be a pathway for UK emissions from now to 2050, based on modelling of realistic abatement strategies across the economy.
* CCRA4 will provide an update of the priority risks and opportunities for the UK as it experiences the effects of a changing climate today and in the years to come. It will set out how these risks are linked across society and the benefits of actions that can be taken to reduce these risks. Our independent advice will provide priority actions for the Government and others to build resilience in the UK.

Buildings are an important sector in both reports; they account for 17% of direct emissions in the UK and face risks from a changing climate, such as flooding and overheating.

To inform our work we intend to build models which enable us to generate credible pathways for eliminating emissions from homes and assess the scope for adapting homes to a changing climate.

We require a contractor to produce the assumptions dataset to be used in these models. This dataset will be a key input into our models and will need to provide a valid representation of the costs and potential benefits of installing a range of energy efficiency and low carbon heating measures.

# Aims and Objectives

We require an update to our modelling assumptions that describe the characteristics of measures which may be retrofitted to homes to eliminate emissions and adapt to climate change. The dataset should include data on existing fossil fuel heating systems, as well as energy efficiency, low carbon heating, and adaptation measures. The dataset should capture the key cost, performance, and suitability data for measures. The dataset should cover the range of measures detailed in the methodology section and should quantify differing performance and costs for different property characteristics such as typology, size, and heritage status.

The dataset should include data on:

* Capital costs of measures
* Operational costs of measures (excluding energy use or savings)
* Measure performance:
  + Energy savings delivered by efficiency measures
  + Efficiencies and load factors for heating technologies
  + Typical lifetimes of measures
* Suitability constraints:
  + Limits on the suitability of measures to different property types,
  + Constraints on applying measures to heritage buildings, and any additional costs associated with doing so.
* Supply chain constraints:
  + The changing capacity of supply chains to deliver measures over time.

Further details of these requirements are provided in the methodology section below. A full list of the measures and the supplementary costs to be included is given in Tables 1-4. A proposed breakdown by property type is provided in Tables 5 and 6. We invite bidders to explore whether this captures sufficient variation in the application of measures, and to propose adjustments where appropriate.

The dataset and the assumptions it contains should be based on the most up to date understanding of the market for energy efficiency and low carbon heating measures. The assumptions should be applicable for all homes within the UK, including Devolved Administrations.

The dataset should be provided as a set of Excel tables, using prescribed structures to enable use as inputs into our model without further alteration. A template for these data structures will be provided by the CCC (a draft version can be found in Attachment A).

# Methodology and requirements

Bidders should provide full details of each step of their proposed methodology for producing the dataset. The methods which we expect to be used to generate the dataset are outlined below. Bidders may suggest deviating from the below and should explain the advantages and disadvantages of doing so.

The dataset should include data on the following categories of measures:

* Energy efficiency
* Low carbon heating
* Fossil fuel heating
* Climate change adaptation\*

*\*Bidders should provide itemised prices for these items, to give the option of including or omitting them from the contract.*

The data should be based on the latest and best evidence. All data should be clearly referenced, and sources provided. We expect that much of the data around costs and heating system performance will come from industry information, whilst data around energy efficiency measure performance is likely to come from government sources. If there are differences between the data sources used, a method should be developed to account for this, resulting in a consistent set of assumptions that reflect the most up to date market understanding.

The dataset should include details of any relevant Green Book or other economic assumptions, for example inflation rates, used in its development. Full documentation of the methodological approach to produce the dataset should be provided, including detailed records of all assumptions and calculations.

## Capital costs

Capital costs of measures should be provided in 2023 prices. Consideration should be given to how capital costs may change over time out to 2050 (e.g. due to reductions in technology costs or improvements in installer productivity), particularly for less mature markets, such as those for heat pumps and batteries. For measures where the capital costs are expected to change over time, a time series should be provided which reflects the changes in cost at maximum of five-year intervals.

### Energy efficiency measures

For each measure, capital costs should be provided for each home typology and size (small, medium, large). These costs should include all the costs which can be attributed to installation of a single measure, including materials, labour, design costs, and making good.

It should be assumed that energy efficiency measures are installed simultaneously, and thus design costs and preliminaries which can be shared across measures (such as retrofit surveys and scaffolding) should be excluded from individual measure costs. Design costs and preliminaries that can be shared across measures should be listed in a separate table of supplementary costs, calculated for each property typology and size, so these can be applied for each archetype where the measure choices require them.

Capital costs should be provided for the full range of measures detailed in Table 1. There is scope to include additional measures beyond those presented in Table 1, and bidders are invited to propose any additional measures that they think should be included.

### Low carbon heating technologies

Our model will calculate the required size of heating appliances for each archetype. Capital costs for heating systems should therefore be split into a fixed cost per installation plus a marginal cost/kW of installed capacity, to allow the total cost of the heating system to be calculated. These costs should include all the costs which can be attributed to installation of a heating system, including materials, labour, design costs, and making good.

Where significant elements of a heating system are optional, depending on the existing system (such as installing a wet distribution system, radiator upgrades, and hot water tanks), or have longer lifetimes than the heating appliance (such as ground source trenches and ground source boreholes) these costs should be excluded from the heating system costs and included in the table of supplementary costs.

For communal systems, additional costs per dwelling of shared infrastructure should be included in the table of supplementary costs. For low carbon heating measures, both the capital and operating costs (see below) should accurately reflect the current market, including improvements to technologies since the Sixth Carbon Budget.

Capital costs should be provided for the full range of measures detailed in Table 3. There is scope to include additional measures beyond those presented in Table 3, and bidders are invited to propose any additional measures that they think should be included.

## Operating costs

The total annualised operating costs (e.g. for maintenance) **excluding energy use** should be provided for each energy efficiency and heating measure. A single figure can be provided for this per measure, unless it is likely that these will vary substantially by property type or change significantly over time.

## Measure performance

### Energy efficiency measures

Performance data for energy efficiency measures should include the following:

* Typical energy savings by home typology and size
* Measure lifetimes

The CCC holds data on the expected energy savings from the installation of energy efficiency measures based on the National Energy Efficiency Data (NEED) Framework. This should be updated and validated for the purposes of the Residential Buildings Assumptions for CB7. These savings should represent the energy reduction achieved by measure installation, as a proportion of the relevant component of energy demand, either space heating or hot water.

The energy savings data should reflect the differences in savings between property types and therefore will need to be disaggregated by property typology and size.

Bidders should consider the additivity of savings for measures installed as part of a package, and the evidence for behavioural impacts on the savings delivered. Savings should be adjusted to reflect these effects.

### Heating systems

Performance data for heating systems should include the following:

* Space heating efficiency or SPF
* Hot water efficiency or SPF
* Typical space heating load factors (for heating appliance sizing)
* System lifetimes
* Minimum system sizes and sizing increments

For hybrid systems, the percentage of space heating and hot water demand delivered by each component of the hybrid system should be identified. The format of performance assumptions will be agreed during project kick off to ensure alignment with CCC models.

For temperature-dependent technologies (where the flow temperature significantly impacts efficiency) such as ASHPs and GSHPs, SPFs should be given for flow temperatures from 35°C to 70°C, at 5°C intervals. Consideration should be given for the potential for technological improvements to deliver improved efficiencies. For technologies where this is likely, estimates should be made of the improved efficiencies which may be delivered in 2030 and 2040.

## Measure suitability and property-specific assumptions

Some measures are likely to be unsuited to certain property typologies. As part of the dataset, a measure suitability table should be provided which highlights key technical barriers to installing measures. This should look across different property typologies, including Park Homes, and sizes to determine where a measure or technology cannot be installed, for example a property without outdoor space would not be deemed suitable for an Air Source Heat Pump.

Measure suitability should also reflect where there are difficulties with installation, but that may not prohibit installation for the entire property type, for example due to space constraints. Reasonable assumptions should be made about the proportion of properties within each type that would be suitable for installation.

Additionally, specific detail is required on heritage buildings and the suitability of measures in properties with conservation limitations. Consideration of the additional costs associated with installation of both energy efficiency and heating systems should be clearly considered.

## Supply chain capacity and capability

There are limits to delivery based on supply chain capacity and capability. The dataset should include consideration of these limits, including how the capacity of supply chains to deliver measures changes over time. This analysis should consider both the workforce and skills limits, as well as the materials and supply limits. The data should be broken down by measure, demonstrating the differences between the supply of materials and labour.

This should consider both a likely scenario for delivery, i.e. where the supply chain operates at the expected level, and a technical maximum option, i.e. the limit above which the supply chain is unlikely to be able to deliver, at a maximum of 5-year intervals.

# Outputs Required

Attachment A is a template for the required outputs for this project. The final output tables will be shared by the CCC during project kick off, and this template is provided as a guide. Bidders may suggest amendments to this as appropriate. A summary of the key outputs required, including desirable and essential elements, is detailed below.

1. Cost trajectories over time for heating systems and energy efficiency measures, considering both capital and operational costs
2. Cost trajectories over time for the additional materials and measures required for installation, i.e. the preliminaries
3. Measure performance assumptions
4. Measure suitability table, detailing where there are limitations on which measures and technologies can be installed and including the additional costs associated with heritage buildings
5. Updated performance of energy efficiency measures based on data validation of CCC data
6. Limitations of the supply chain to deliver

Alongside the dataset, the successful bidder will be required to provide a report documenting the methodological approach taken to produce the dataset, including a record of all underpinning assumptions and sources used.

Tables 1 and 2 show the key energy efficiency measures required for the dataset, and the supplementary data that is required to support this. Tables 3 and 4 show the equivalent for heating measures. Tables 5 and 6 show the required property types to be considered in terms of granularity.

### Table 1 – Required energy efficiency measures

|  |  |
| --- | --- |
| **Measure name** | **Notes** |
| EWI | External wall insulation to solid walls. Record insulation thickness assumed. |
| IWI | Internal wall insulation to solid walls. Record insulation thickness assumed. |
| CWI | Cavity wall insulation to uninsulated cavities. |
| CWI (HTT) | Cavity wall insulation to hard-to-treat uninsulated cavities. |
| Loft insulation | Loft insulation to uninsulated lofts. |
| Loft top-up | Loft insulation to lofts with <200mm of existing insulation |
| Solid floor insulation | Insulation to uninsulated solid floors. |
| Suspended floor insulation | Insulation to uninsulated suspended floors. |
| Secondary glazing |  |
| Double glazing |  |
| Double glazing - slim profile |  |
| Triple glazing |  |
| Insulated doors |  |
| Draught proofing |  |
| Solar photovoltaic panels | Typical sizes of arrays should be estimated for each home typology/size, potentially for a range of regions. Energy savings should equal the estimated annual output, and be expressed in kWh |
| HW tank insulation |  |
| Mechanical ventilation | Costs of installing mechanical extract ventilation to kitchens and bathrooms which do not currently meet Building Regulations. |
| Air-conditioning\* | Typical annual energy consumption should be estimated for each home typology/size for a range of regions and future warming scenarios. |
| Internal shading (curtains/low spec)\* |  |
| Internal shading (high spec)\* |  |
| External shading\* |  |

\*Bidders should provide itemised prices for these items, to give the option of including or omitting them from the contract.

### Table 2: Supplementary energy efficiency measure costs

|  |  |
| --- | --- |
| **Cost element** | **Notes** |
| Scaffolding |  |
| Retrofit survey |  |
| Retrofit design |  |
| Project management |  |
| EPC assessment |  |
| Damp remediation |  |

### Table 3: Required heating measures

|  |  |
| --- | --- |
| **Measure name** | **Notes** |
| Electric resistive heating | Hybrid combinations required |
| Electric storage heaters | Hybrid combinations required |
| Heat networks |  |
| Gas boiler |  |
| Gas boiler warm air |  |
| Oil boiler |  |
| LPG boiler |  |
| Biofuel boiler |  |
| Coal boiler |  |
| Communal | Bidders should consider how to account for the Capex and Opex for shared and individual elements of system, and differing lifetimes of these elements. |
| Heat network | Bidders should consider how to account for the Capex and Opex for shared and individual elements of system, and differing lifetimes of these elements. |
| Hydrogen boiler | Hybrid combinations required |
| Air source heat pumps (ASHP) | Hybrid combinations required, as below. Heat pump systems should be split by size and temperature where appropriate. |
| Ground source heat pumps (GSHP) | Hybrid combinations required, as below. Heat pump systems should be split by size and temperature where appropriate. |
| Communal ASHP | Large centralised ASHP with ambient loop to small individual HPs in dwellings. Bidders should consider how to account for the Capex and Opex for shared and individual elements of system, and differing lifetimes of these elements. |
| Communal GSHP | Large centralised GSHP with ambient loop to small individual HPs in dwellings. Bidders should consider how to account for the Capex and Opex for shared and individual elements of system, and differing lifetimes of these elements. |
| GSHP with shared loop | Shared ground loop linked to individual GSHPs in dwellings. Bidders should consider how to account for the Capex and Opex for shared and individual elements of system, and differing lifetimes of these elements. |
| Hybrid ASHP hydrogen boiler |  |
| Hybrid ASHP biofuel boiler |  |
| Hybrid ASHP electric boiler |  |
| Hybrid GSHP hydrogen boiler |  |
| Hybrid GSHP biofuel boiler |  |
| Hybrid GSHP electric boiler |  |
| Solar thermal | Costs for suitably sized solar thermal required to calculate costs of heating systems incorporating solar thermal. |
| ASHP solar thermal HW |  |
| ASHP solar thermal HW/SH |  |
| Electric storage solar thermal HW |  |
| Electric resistive solar thermal HW |  |
| Infrared heating systems |  |

### Table 4: Additional heating measure costs

|  |  |
| --- | --- |
| **Cost element** | **Notes** |
| Radiator upgrades |  |
| Heat battery |  |
| Electric battery | We require advice on the sizes and costs of batteries required to deliver demand flexibility and the impacts this will have on peak demand. |
| Hot water cylinder | Costs should be provided for a range of tank sizes, for use in different home typology/size combinations |
| Buffer tank | Costs should be provided for a range of tank sizes, for use in different home typology/size combinations |
| Thermal store | Thermal store for use as alternative to hot water cylinder in space-constrained homes. Costs should be provided for a range of sizes, for use in different home typology/size combinations |
| Additional thermal store | Additional thermal store to allow some use of off-peak electricity for heating |
| Installation of wet distribution system | Costs should be provided for a range of sizes, for use in different home typology/size combinations |
| Removal of wet heating system |  |
| Boiler decommissioning |  |
| Hydrogen conversion costs | Additional costs associated with initial replacement of natural gas boiler with hydrogen. |
| GSHP trench | Costs of GSHP trench for individual homes, depending on heating system size. |
| GSHP borehole | Costs of GSHP boreholes for individual homes, depending on heating system size. |
| GSHP mixed groundworks | Costs of GSHP mixed trench/boreholes for individual homes, depending on heating system size. |
| Communal heat pump pipework | Additional pipework for communal heat pump for flats and terraces. |
| Additional wiring for electric resistive heating |  |
| Additional wiring for electric storage heating |  |

### Table 5: Property typologies

|  |  |
| --- | --- |
| **Property type** | **Notes** |
| Low rise flat | Flat within block of 6 storeys or less |
| High rise flat | Flat within block of more than 6 storeys |
| Mid terrace |  |
| End terrace |  |
| Semi-detached |  |
| Detached |  |
| Bungalow |  |
| Park Homes |  |

### Table 6: Property size variants

For each property type different costs should be provided for Small, Medium, and Large variants, as defined below.

|  |  |
| --- | --- |
| **Variant** | **Size** |
| Small | <70% of the average size for the typology |
| Medium | Average size for the typology |
| Large | >130% of the average size for the typology |

# Ownership and Publication

The key deliverables will be handed over to the CCC, who may choose to publish these as supporting evidence on their website. Excel workbooks should be unrestricted, and the CCC should have full access to all models and analysis to enable full QA of results and assumptions.

# Quality Assurance

All research tasks and modelling must be quality assured and documented.

Contractors should:

* Include a quality assurance (QA) plan that they will apply to the modelling.
* Specify who will take lead responsibility for ensuring quality assurance. This responsibility should rest with an individual not directly involved in the research or analysis.
* Provide a QA log to demonstrate the QA undertaken, which must identify who undertook the QA and the scope, type, and level of QA that has been undertaken.
* Sign-off for the quality assurance must be done by someone of sufficient seniority within the contractor organisation to be able to take responsibility for the work done. Acceptance of the work by the CCC will take this into consideration. The CCC reserves the right to refuse to sign off outputs which do not meet the required standard specified in this invitation to tender.
* The successful tenderer will be responsible for any work supplied by sub-contractors and should therefore provide assurance that all work in the contact is undertaken in accordance with the quality assurance expectation agreed at the beginning of the project.

The CCC expects that:

* Analysis must be delivered in a simple, transparent Excel spreadsheet or set of spreadsheets, where key assumptions (agreed with the CCC) are clearly stated. All assumptions and figures should be adequately referenced, and include any supporting workings. Any such spreadsheets will be the property of the CCC.
* Existing analysis and published research should be reviewed and considered in developing the scenarios and approaches to be analysed within this assignment.

# Timetable

The final outputs from the project are required for use in the CCC’s analysis no later than the end of March.

A suggested timetable for delivering the project is set out below. The bidder should include a proposed timetable for the project as part of their tender submission. The CCC is willing to be flexible and will consider alternative timetable proposals.

|  |  |
| --- | --- |
| **Date (w/c)** | **Action/deliverable** |
| 19th February | Commence project |
| 26th February | Agree final methodology and data sources |
| 5th March | Confirm access has been obtained to required datasets |
| 18th March | Provide initial outputs for review and comment |
| 25th March | Provide final outputs |

In addition to the formal reporting points, the CCC would expect to have regular scheduled discussions (weekly meetings or calls) to ensure the work is progressing as expected.

# Challenges

Bidders should highlight any challenges or risks that they envisage in delivering any outputs of the project, whether in terms of scope of the work, resources, or timelines. Alternative suggestions will be considered if the risks are such that the aspects of the project as proposed are unlikely to be deliverable.

# Working Arrangements

The successful contractor will be expected to identify one named point of contact through whom all enquiries can be filtered. A CCC project manager will be assigned to the project and will be the central point of contact.

The CCC would expect the choice of variables and attributes, methodological approaches and underlying assumptions to be developed through a collaborative process and as such expect regular contact and check-ins with the contractor.

# Skills and experience

The CCC would like you to demonstrate that you have the experience and capabilities to undertake the project. Your tender response should include a summary of each proposed team member’s experience and capabilities.

Contractors should propose named members of the project team, and include the tasks and responsibilities of each team member. This should be clearly linked to the work programme, indicating the grade/seniority of staff and number of days allocated to specific tasks.

Contractors should identify the individual(s) who will be responsible for managing the project.

# Consortium Bids

In the case of a consortium tender, only one submission covering all of the partners is required but consortia are advised to make clear the proposed role that each partner will play in performing the contract as per the requirements of the technical specification. We expect the bidder to indicate who in the consortium will be the lead contact for this project, and the organisation and governance associated with the consortia.

Contractors must provide details as to how they will manage any sub-contractors and what percentage of the tendered activity (in terms of monetary value) will be sub-contracted.

If a consortium is not proposing to form a corporate entity, full details of alternative proposed arrangements should be provided. However, please note CCC reserves the right to require a successful consortium to form a single legal entity in accordance with Regulation 28 of the Public Contracts Regulations 2006.

CCC recognises that arrangements in relation to consortia may (within limits) be subject to future change. Potential Providers should therefore respond in the light of the arrangements as currently envisaged. Potential Providers are reminded that any future proposed change in relation to consortia must be notified to CCC so that it can make a further assessment by applying the selection criteria to the new information provided.

# Budget

The budget for meeting the essential elements of the project is £30,000 to £41,500 excluding VAT.

Contractors should provide a full and detailed breakdown of costs (including options where appropriate). This should include staff (and day rate) allocated to specific tasks.

Price will be a criterion against which bids which will be assessed. The assessment will be made against the price quoted for the ‘essential elements’ of the project. The affordability of the ‘desirable variables’ may also be a consideration in assessing bids (see below).

Payments will be linked to delivery of key milestones. The indicative milestones and phasing of payments can be adjusted and agreed with the contractor and Project Manager. Please advise in your tender response how this breakdown reflects your usual payment processes.

In submitting full tenders, contractors confirm in writing that the price offered will be held for a minimum of 60 calendar days from the date of submission. Any payment conditions applicable to the prime contractor must also be replicated with sub-contractors.

The Committee on Climate Change aims to pay all correctly submitted invoices as soon as possible with a target of 10 days from the date of receipt and within 30 days at the latest in line with standard terms and conditions of contract.

# Evaluation of Tenders

Contractors are invited to submit full tenders of no more than 20 pages, excluding declarations and CV’s. Tenders will be evaluated by at least three CCC staff.

CCC will select the bidder that scores highest against the criteria and weighting listed below, see the ITT for further information.

## Evaluation Criteria and Scoring Methodology

|  |  |  |
| --- | --- | --- |
| **Criterion** | **Description** | **Weighted marks** |
| 1 | Relevant experience / demonstration of capability | 15 |
| 2 | Managing your relationship with the CCC | 5 |
| 3 | Quality assuring the services you provide | 10 |
| 4 | Management structure | 5 |
| 5 | Project team – skills and knowledge | 5 |
| 6 | Method, ability and technical capacity | 35 |
| 7 | Understanding of requirements | 15 |
| 8 | Risk and challenges | 10 |
| Price | Proportionate price score | 20 |
| **Total marks available** | | **120** |

## Scoring Method

Tenders will be scored against each of the criteria above, according to the extent to which they meet the requirements of the tender. The meaning of each score is outlined in the table below.

The total score will be calculated by applying the weighting set against each criterion, outlined above; the maximum number of marks possible will be 100. Should any contractor score 1 in any of the criteria, they will be excluded from the tender competition.

|  |  |
| --- | --- |
| **Score** | **Description** |
| 1 | Not Satisfactory: Proposal contains significant shortcomings and does not meet the required standard |
| 2 | Partially Satisfactory: Proposal partially meets the required standard, with one or more moderate weaknesses or gaps |
| 3 | Satisfactory: Proposal mostly meets the required standard, with one or more minor weaknesses or gaps. |
| 4 | Good: Proposal meets the required standard, with moderate levels of assurance |
| 5 | Excellent: Proposal fully meets the required standard with high levels of assurance |

## Scoring for Pricing Evaluation

The total price the ‘essential elements’ of the project will be marked using proportionate scoring. Each bid will be scored according to how it compares to the lowest bid received, using the following formula:

Score = Bid Price / Lowest Bid Price x Marks Available

An example of the scoring method is set out below:

|  |  |  |
| --- | --- | --- |
| **Bidder** | **Price** | **Marks** |
| 1 (lowest bid) | £50,000 | 20 |
| 2 | £60,000 | 50/60 \* 20 = 16.7 |
| 3 | £75,000 | 50/75 \* 20 = 13.3 |

## Structure of Tenders

Bidders are strongly advised to structure their tender submissions to cover each of the criteria above and supply a price schedule specifying the daily rates (ex-VAT) you will charge for each level of your staff.

## Interviews

CCC reserves the right to award the contract based on bidders’ written submissions only if one bidder emerges from the evaluation stage as significantly stronger than the others.

Should interviews go ahead, CCC will shortlist the top three bidders with the highest marks from the written submissions. Interviews are provisionally expected to be held on w/c 12th February. If this date changes, the CCC will notify bidders.

The areas to be covered in the interview, and markings allocated to each topic area will be sent to the shortlisted bidder prior to interview.

Further details of interviews will be sent to shortlisted bidders on selection.

## Feedback

Feedback will be given in the unsuccessful letters or emails.