**Specification for: Delivering Net Zero and climate resilience through the local planning system: barriers and opportunities**

Tender Reference Number: OS-1222

**Specification of Requirements**

Invitation to Tender for **Delivering Net Zero and climate resilience through the local planning system: barriers and opportunities**

Tender Reference Number: []

Deadline for Tender Responses: **12/01/2023**

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# Preamble

**The Climate Change Committee**

The Climate Change Committee (CCC) was set up as part of the Climate Change Act. The CCC is an independent body that advises both on reducing emissions in the UK and adapting to the climate changes in the UK.

The CCC’s full range of past reports are available here:  [Publications - Climate Change Committee (theccc.org.uk)](https://www.theccc.org.uk/publications/)

# Background

**Local authorities - delivering Net Zero and climate resilience**

The planning system is the key lever that local authorities hold to shape developments in their regions. This can impact the design of communities, in particular the extent to which their buildings, transport systems, and land align to the pathways required to meet Net Zero and adapt to the changing climate.

The present National Planning Policy Framework (NPPF) does include objectives which emphasise that local plans should consider sustainability and climate impacts. However, these are ill-defined in comparison to other objectives (e.g. housing) and there is currently significant variation between local authorities in how they are being implemented.

The CPRE (Campaign to Protect Rural England) recently undertook a piece of [research](https://www.cpre.org.uk/about-us/cpre-media/planning-to-fail-net-zero-is-impossible-without-urgent-changes-to-planning/) that explored 24 local plans outside Greater London, concluding that climate is not generally being considered as a central priority in the vast majority, and that changes to the NPPF are needed to make clear what local authorities are expected to do to ensure that their plans are compliant with the wider Net Zero strategy. Our project should seek to build upon this work by trying to understand what specific barriers hinder better alignment between local plans and sustainability objectives, and how these should be overcome.

Several other recent studies explore how the planning system can play a key role in delivering Net Zero:

* Green Alliance’s 2020 [paper](https://green-alliance.org.uk/publication/the-local-climate-challenge-a-new-partnership-approach/) on the local climate challenge highlighted a misalignment of priorities in the planning system, as well as practical difficulties around the appraisal tools used and the powers available to local authorities.
* The use of these tools was explored in more detail in UK100’s 2021 [report](https://www.uk100.org/publications/power-shift) on local authority powers.
* The Centre for Cities set out a vision for improved spatial planning to enable lower carbon community development in its 2021 [work](https://www.centreforcities.org/publication/net-zero-decarbonising-the-city/)

Other recent reports have produced adaptation guidance based on the NPPF and National Adaptation Programme (NAP) for local authorities. However, there is currently no mandatory requirement for local authorities to report on adaptation, and a lack of research combining the practical and structural barriers for delivering this guidance and recommendations for aligning adaptation/mitigation:

* ADEPT, [Defra and Local Adaptation Advisory Panel Guide](https://adeptnet.org.uk/system/files/documents/Good%20Practice%20Guide%20ADEPT%202019f.pdf)
* [Town and Coastal Planning Association Adaptation guide](https://www.rtpi.org.uk/media/9379/tcpa-rtpi-climate-guide_oct-2021_final.pdf)
* Local Partnerships Climate Adaptation [Toolkit](https://localpartnerships.org.uk/wp-content/uploads/2021/12/Local_Partnerships_Climate_Adaptation_Toolkit_v1.pdf), which summarises the risks highlighted by the 3rd Climate Change Risk Assessment for local authorities.

Planning reforms are expected to be considered within the upcoming Levelling Up and Regeneration Bill – a good summary of what is expected can be found [here](https://www.clarkewillmott.com/news/the-levelling-up-and-regeneration-bill-2022/). This is likely to include a new national framework to guide local decision-making as well as new environmental appraisal requirements. This research would be important in helping build our understanding of the challenges that these changes will need to address and shape our influence of and response to any proposals as they emerge.

# Aims and Objectives

We are seeking to commission a project to examine the barriers to incorporating climate mitigation and adaptation measures in spatial planning at the local authority level.

These measures include climate resilience and Net Zero-aligned design and planning aspects which reduce carbon emissions and increase preparedness for future climate hazards.

The CCC would like this work to consider low-carbon and climate-resilient spatial planning measures which are in line with the ambitions for local-scale mitigation in the CCC’s Sixth Carbon Budget advice (see [Local Authorities and the Sixth Carbon Budget](https://www.theccc.org.uk/publication/local-authorities-and-the-sixth-carbon-budget/)). The work should consider how buildings and development design can incorporate these measures alongside adaptation actions which address the priority future climate risks identified in the 3rd Climate Change Risk Assessment (CCRA3) and the 2021 Progress in Adapting to Climate Change Report.

The work should consider the location and design of new developments, as well as spatial planning and linked opportunities for retrofitting measures. This includes spatial planning which:

* + minimises embodied carbon, uses low-carbon heat sources, and encourages low emission transport and a modal shift away from cars to alternative modes of transport
  + considers sustainable urban drainage, blue-green infrastructure and urban design which minimises overheating and flood risks

In this work, we would like to focus on engaging with local authorities and planning stakeholders to understand how policy design and different enabling factors can unlock ambition at the local authority level. We suggest that the project will involve stakeholder engagement via workshops, focus-groups, interviews, and surveys.

The key tasks in this project will be;

1. Identification of the barriers to resilient and Net Zero-aligned spatial planning for local authorities in England, and the opportunities for the planning system to better support these objectives
2. Evaluation of the objectives in the NPPF and other policy levers for sustainable spatial planning
3. Recommendations for central and local government on enabling local authority actors to incorporate climate change adaptation and mitigation in spatial planning

Many of the barriers to sustainable planning are known. This work would have specific value in bringing these together to allow for a clear set of recommendations, which highlight tangible practical innovations and levers within the planning system in the near-term.

# Methodology

The value in this work would lie in speaking to a range of people involved in local planning across the country and trying to draw overarching conclusions. This could be achieved through a (series of) workshop(s) or interviews with people involved with local planning and key local government contacts and a wider survey with more participants.

*Task 1: Identification of the barriers and enablers to climate-resilient and Net Zero-aligned spatial planning at local authority level, and the opportunities for the planning system to better support these objectives*

* This analysis should investigate the barriers which restrict planning authorities’ ability to embed more ambitious sustainability requirements within local developments and planned settlements. Planning consent for large-scale infrastructure and individual buildings is out of the scope of this project.
* Analysis should investigate both the structural barriers (e.g. the clarity of requirements within the NPPF and the balance between competing objectives) and the practical barriers (e.g. whether authorities have the skills and capacity to properly embed sustainability within local plans).
* The opportunities for the planning system to be a useful lever in overcoming barriers and addressing issues should be subsequently addressed.
* This task should consider a variety of types of local area or authority across England, although comparison with experiences of the planning systems and policies in the Devolved Administrations (DAs) (e.g. Scotland’s fourth National Planning Framework) may also be useful.
* Participants from different regions and a diverse set of individuals should be included. Distributional factors such as resource and community vulnerability may also be considered.
* This task should consider barriers and opportunities which impact the location (and therefore future risk) of new developments, as well as their design and layout.
* A variety of types of mitigation measures should be considered in line with the ambition for low carbon solutions and emission reduction targets – such as building efficiency, provision of active transport, an integrated public transport network, public EV charging infrastructure and energy efficient development.
* A variety of ambitious adaptation measures, corresponding to priority climate risks identified in the 3rd Climate Change Risk Assessment should also be considered. This would include a focus on adaptive planning for areas at possible overheating and flood risk – such as integrating blue-green infrastructure and Sustainable Urban Drainage Systems (SuDS).
* This task may also consider how the identified barriers and opportunities within the planning system relate to retrofitting settlement-level measures, such as SuDS, green roofs, EV charging infrastructure.

*Task 2: Evaluation of the objectives in the National Planning and Policy Framework and wider policy levers for sustainable spatial planning*

This analysis should build on task 1, focusing on the weaknesses and opportunities of the NPPF for integrating low-carbon and green design into spatial planning. This should consider local authorities specifically.

* The analysis should find out whether NPPF’s requirements for sustainable development and managing vulnerability are clear and specific for local authorities and planners.
* This analysis should include stakeholder consultation to assess how these requirements balance against other aims set in the NPPF and other wider policies. Wider policies that help or hinder planning for Net Zero and climate change adaptation should be highlighted. It would be useful to highlight or draw on the differences in the planning levers within the DAs, particularly enabling policies.
* Research should highlight the barriers and enablers which may occur with different policies, and if appropriate, present a typology of barriers and opportunities mapped to policy areas.
* Stakeholder consultation should investigate how well the practical processes and levers within the planning system enable planning authorities to meet or exceed their obligations to tackle climate change and climate adaptation. Opportunities to facilitate or enable more effective levers via the planning system should be investigated with stakeholders.
* Analysis should highlight and explain, as case studies, examples of authorities going beyond the minimum standards set in the NPPF that have been particularly successful or unsuccessful.

*Task 3: Recommendations for central and local government action for enabling local authority actors to incorporate adaptation and mitigation in spatial planning*

* Stakeholder consultation carried out in tasks 1 and 2 should have highlighted possible changes to NPPF (or other documents and processes) which may help authorities prioritise climate and adaptation objectives in local planning.
* This task will involve suggesting tangible recommendations for addressing barriers and unlocking opportunities within the planning system at the local authority level.
* Recommendations should be based on the outcomes of the stakeholder engagement with local authorities. Recommendations may find opportunities for improving the design of both local and national level policy and should focus on practical and targeted solutions for overcoming the barriers identified in task 1.
* Recommendations should consider the opportunities for the planning system to act as a lever to overcoming barriers, and where other policy levers or additional enablers may be required.
* Case study analysis and evidence from local authority and planning actors should be used to highlight examples of possible enabling factors and good practice for low-carbon and/or resilient spatial planning.
* Recommendations should specifically highlight evidence for adaptation or mitigation actions that might be ‘easy wins’ for incorporating climate resilience and Net Zero aims into the planning system.

We also welcome suggestions from potential contractors on additional and/or alternative tasks that could be delivered to effectively elucidate local authority barriers to sustainable development within the project budget.

# Outputs Required

The outputs of the work should include:

**A report** setting out the scope of the work, assumptions, methodology, findings, and recommendations for all tasks. The report should:

* + Clearly identify the key barriers to sustainable planning, including, if appropriate, a typology of barriers and enablers with reference relevant to specific mitigation and adaptation interventions, actions, or actors.
  + Provide an analysis of how the NPPF and other wider policy levers influence the delivery of sustainable spatial planning, which is in line with both Net-Zero and adaptation goals.
  + Highlight opportunities for the planning system to act as a lever for local authorities in delivering these Net Zero and adaptation objectives.
  + Describe case study examples of sustainable spatial planning which go beyond the minimum requirements of the NPPF and highlight the factors which enabled this.
  + Recommend, based on these opportunities, barriers and stakeholder experiences, outcomes for policies or other planning actions to enable local authorities to use spatial planning for sustainable development.

A list of contacted stakeholders and record of workshops, interviews or other engagement should also be provided. If appropriate, an **excel workbook or spreadsheet** containing the results of the focus groups and surveys for each of the respondents.

We envisage that bidders may need to make use of pre-existing knowledge to enable delivery and welcome this. However, this should not limit the transparency of approaches used in this project and all outputs should be provided in a publishable format. In the event of any limitations on sharing (e.g. in wider sharing beyond the CCC), these should be specified as part of the tender.

In addition to the above, we also expect interim deliverables to be required, including slide packs for the purposes of milestone meetings.

# 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. Spreadsheets should be open access and unrestricted, to enable full QA of results and assumptions.

# Quality Assurance

This project must comply with the ‘CCC – Quality Assurance of Evidence and Analysis’ guidance1 and bidders must set out their approach to quality assurance in their response to this ITT.

All research tasks and modelling must be quality assured and documented. Contractors should:

* Include a quality assurance (QA) plan that they will apply to all the research tasks and modelling,
* Specify who will take lead responsibility for ensuring quality assurance and ensure that this responsibility rests with an individual not directly involved in the research, analysis or model development,
* Provide QA log to demonstrate the QA undertaken, including who undertook the QA and the scope, type and level of QA that has been undertaken (e.g. a log entry only stating ‘the data was checked’ will not be sufficient),
* Allow for a meeting with CCC staff to run through QA performed.

Sign-off for the quality assurance must be done by someone of sufficient seniority within the contractor organisation to be able 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 bidder will be responsible for any work supplied by sub-contractors and should therefore provide assurance that all work in the contract is undertaken in accordance with the quality assurance expectation agreed at the beginning of the project.

# Timetable

The proposed timetable for the project is set out in the following table. Ability to start work in January is highly desirable for this project.

|  |  |
| --- | --- |
| Date | Action |
| w/c 16 January | Kick-off meeting |
| w/c 30 January | Stakeholder engagement to begin |
| w/c 27 February | First interim presentation/report on progress |
| w/c 27 March | Second interim presentation |
| w/c 3 April | Delivery of draft report |
| w/c 17 April | Latest date for delivery of final report, analytical outputs and assumptions log |

We welcome alternative proposals for what is a credible timeline for this work.

In addition to the formal reporting points, the CCC would expect to have regular scheduled discussions (meetings or calls) to ensure the work is progressing as expected. It is expected a more detailed timeline would be proposed in bids documents and agreed with the CCC at the kick-off meeting.

# Challenges

The specific challenges that the CCC envisage with this project include:

* Establishing a methodology and approach which enables high quality insights into a range of local authority issues across mitigation and adaptation, to be delivered in short timeframes.
* Understanding the perspectives of different local authority stakeholders sufficiently and capturing geographic and regional variability.
* Bringing together barriers across stakeholders to highlight common opportunities.
* Uncertainty in the development of planning policy for highlighting recommendations.

Bids should set out how these risks will be managed alongside any

other risks and challenges to successfully undertaking this work.

The successful contractor will be expected to identify one named point of contract 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.

# Ethics

All applicants will need to identify and propose arrangements for initial scrutiny and on-going monitoring of ethical issues. The appropriate handling of ethical issues is part of the tender assessment exercise and proposals will be evaluated on this as part of the ‘addressing challenges and risks’ criterion.

We expect contractors to adhere to the following GSR Principals:

1. Sound application and conduct of social research methods and appropriate dissemination and utilisation of findings
2. Participation based on valid consent
3. Enabling participation
4. Avoidance of personal harm
5. Non-disclosure of identity and personal information

# Working Arrangements

The successful contractor will be expected to identify one named point of contract 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.

# 11 Skills and experience

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 members 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 this project is up to £40,000 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.

Cost will be a criterion against which bids which will be assessed.

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 Climate Change Committee 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 | Weighting |
| 1 | RELEVANT EXPERIENCE / DEMONSTRATION OF CABABILITY | 20% |
| 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 | 15% |
| 6 | METHOD, ABILITY AND TECHNICAL CAPACITY | 20% |
| 7 | UNDERSTANDING OF REQUIREMENTS | 15% |
| 8 | RISK AND CHALLENGES | 10% |
|  |  | 100% |

**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**

Price will be marked using proportionate pricing. Please see the example below.

Marking proportionate to the lowest price.

Price will be scored as set out below.

There will be a maximum of e.g. 20 marks

The lowest priced bid will receive the full 20 marks, all other bids will then be marked as set out below.

Proportionate Pricing scoring example

If 20% = 20 marks

|  |  |  |
| --- | --- | --- |
| Supplier | Price | Marks |
| 1 (lowest bid) | £70,000 | 20 |
| 2 | £80,000 | 70/80 \* 20 = 17.5 |
| 3 | £90,000 | 70/90 \* 20 = 15.5 |

**Structure of Tenders**

Contractors 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.

**Evaluation for Interviews, if held**

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

Should interviews go ahead, CCC will shortlist the top suppliers with the highest marks from the written proposals. Interviews are provisionally expected to be held in the week of w/c 16th Jan 2023 or soon after. If this date changes, CCC will notify applicants.

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

Further details of interviews will be sent to successful applicants on selection.

**Feedback**

Feedback will be given in the unsuccessful letters or emails.