



REQUEST FOR PROPOSAL (RfP)

Feasibility Study for the implementation of Low Emission Zones
(LEZ) in Johannesburg

C40 Cities Climate Leadership Group, Inc.
120 Park Avenue, 23rd Floor
New York, NY 10017
United States of America

December 2022

1. C40 Cities Climate Leadership Group Inc. (“C40”)



C40 is a network of nearly 100 mayors of the world’s leading cities, who are working to deliver the urgent action needed right now to confront the climate crisis, and create a future where everyone, everywhere can thrive. Mayors of C40 cities are committed to using a science-based and people-focused approach to help the world limit global heating to 1.5°C and build healthy, equitable and resilient communities. Through a Global Green New Deal, mayors are working alongside a broad coalition of representatives from labour, business, the youth climate movement and civil society to go further and faster than ever before.

C40’s team of 200+ staff is headquartered in London, with offices in New York, Joburg, Singapore, Delhi, Rio de Janeiro, Copenhagen, Beijing and Paris, and individual staff based across 25+ different locations, with the Office of the Chair based in London.

The strategic direction of the organisation is determined by an elected Steering Committee of C40 mayors which is chaired by the Mayor of London, Sadiq Khan. Three term Mayor of New York City Michael R. Bloomberg serves as President of the C40 Board of Directors, which is responsible for operational oversight. A nine-person management team, led by Executive Director, Mark Watts, leads the day-to-day management of C40. C40’s three core strategic funders are Bloomberg Philanthropies, the Children’s Investment Fund Foundation (CIFF) and Realdania.

To learn more about the work of C40 and our cities, please visit our [Website](#), or follow us on [Twitter](#), [Instagram](#), [Facebook](#) and [LinkedIn](#).

2. Summary, Purpose and Background of the Project

The City of Johannesburg is a signatory to the C40 Clean Air Accelerator and has set substantive policies and ambitious goals to improve urban air quality for the benefit of communities who are negatively affected by air pollution. Vehicle emissions are identified as the second most significant contributor to poor air quality in the city. The city has identified interventions to mitigate the impact of vehicle emissions through a vehicle emission control strategy and action plan. There is already an established public transport infrastructure in Johannesburg, but the uptake is low, given reliance on private vehicles. This project aims to provide guidance and evidence for reducing private vehicle use, promoting public transport and non-motorised transport through implementation of Low Emissions Zone(s) (LEZ) in the Johannesburg and Sandton Central Business Districts (CBDs).

C40’s Air Quality Programme works with cities to accelerate reductions in air pollutants and GHG through the implementation of robust air quality management efforts. The programme supports cities by facilitating peer-to-peer knowledge sharing, providing direct technical assistance, organising training,

building city staff capacity, and conducting research and pilot studies in collaboration with city staff.



The C40 African Cities for Clean Air initiative (AC4CA) supports C40 African cities to attain the data, evidence and technical capacity needed to design and implement priority air quality legislations, policies, programs and technologies, as well as to support and empower African Mayors to effectively implement solutions that improve air quality.

This project is made possible with funding from the Clean Air Fund, a philanthropic initiative with a mission to tackle air pollution around the world. It leads a coalition of funders interested in climate change, children and health to fund and support a multinational portfolio of clean air programmes to deliver impactful and scalable improvements to air quality, human health and decarbonisation.

Project

C40 is currently accepting proposals to conduct a feasibility study for the implementation of LEZ in the Johannesburg and Sandton CBDs. Service Providers may propose reasonable alternative approaches provided all deliverables will be met.

Objectives

The aim of the feasibility study is to analyse the socio-economic, environmental and political implications for the implementation of the low emission zone in Johannesburg and Sandton CBD. Understanding the economic, social and environmental implications will justify LEZ implementation. The outcome should inform low emission zone policy for both CBDs.

The goal for the LEZ is to realise a mode shift to public transport. There is already an established public transport infrastructure but the uptake is low given reliance on private vehicles. This project therefore aims to provide the much needed guidance in reducing private vehicles, promoting public transport and non-motorised transport and providing strategies for scalability.

3. Proposal Guidelines

This Request for Proposal represents the requirements for an open and competitive process. Proposals will be accepted until **17h00 SAST , January 27, 2023**. Any proposals received after this date and time will not be accepted. All proposals should include clear timetables, how you will work with C40, clear costs and detail on experience in this area.

The proposal should give C40 evaluators all the information they need to assess your bid. Please clearly indicate where applicable:

- How your proposal is responsive to the Evaluation Criteria;
- The assumptions you are making about the project;



- Risks you have identified and appropriate mitigation measures;
- Information about your fee;
 - An itemised breakdown of costs in USD and ZAR for each project task. You must include adequate information about how your costs were calculated to enable evaluation of cost reasonableness.
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- Proposed timeline of implementation;
 - A timeline, indicating the different stages, milestones, and contact moments with C40 and the City. Adequate review periods should be included.
- Any additional support that you need to make the project a success, including any inputs you will need from third parties or C40 staff;
- Proposed working partnership with C40, including (as applicable) project governance and management, key personnel, key roles and responsibilities, and escalation procedure for issues.

Potential Suppliers should also provide the following items as part of their proposal for consideration:

- Examples of past work;
- Resumes of proposed key personnel in the standard [C40 CV Template](#)
 - Please include relevant experience and expertise, limiting CVs to two pages per person.
- Information about the organisation's commitment to equity, diversity and inclusion and ethical alignment with C40;
- Company history,
- Executive background;
- Information on company size;
- Explanations of methodology and processes.

Supplier Diversity

C40 is committed to supplier diversity and inclusive procurement through promoting equity, diversity and inclusivity in our supplier base. We believe that by procuring a diverse range of suppliers, we get a wider range of experiences and thoughts from suppliers and thus are best able to deliver to the whole range of our diverse cities and the contexts that they operate within.

We strongly encourage suppliers (individuals and corporations) that are diverse in terms of size, age, nationality, gender identity, sexual orientation, majority owned and controlled by a minority group, physical or mental ability, ethnicity and perspective to put forward a proposal to work with us.

Feel welcome to refer to C40's Equity, Diversity and Inclusion Statement as supplier diversity and inclusive procurement is one element of applying equity, diversity and inclusion to help the world limit global heating to 1.5°C and build healthy, equitable and resilient communities.

Contract

Please note this is a contract for professional services and not a grant opportunity. Organisations unable to accept contracts for professional services should not submit bids. The work will be completed on the [C40 Standard Service Provider Agreement](#)



These terms and conditions are accepted as drafted by the majority of our suppliers and we reserve the right to penalise your bid on the basis of non-acceptance of terms. If you do wish to include any requested amendments with your proposal, please do not mark up the document in tracked changes but provide a separate document for review setting out clearly your rationale for the change.

If C40 are unable to execute a contract with the winner of this competitive process, we reserve the right to award the contract to the second highest Potential Supplier

Bidders located in South Africa are preferred; bidders outside South Africa are encouraged to find a local partner to minimise travel costs and carbon emissions.

Subcontracting

If the organisation submitting a proposal needs to subcontract any work to meet the requirements of the proposal, this must be clearly stated. All costs included in proposals must be all-inclusive of any outsourced or contracted work. Any proposals which call for outsourcing or contracting work must include a name and description of the organisations being contracted.

Project Scope

The scope of work is anticipated to include the following stages. Responses may propose reasonable alternative approaches provided all deliverables will be met.

Work Package 1: Legal Assessment

Activity 1.1 - Methodology for assessing city powers

The Service Provider will develop a framework, based on desktop research of the legislative and regulatory environment in South Africa, for assessing the City of Johannesburg's ability to implement a LEZ in Johannesburg CBD and Sandton CBD.

Activity 1.2 - Recommendations

The Service Provider will apply the framework developed above through desktop research and stakeholder interviews, and develop recommendations for potential legislative pathway(s) to implement and enforce a LEZ in Johannesburg CBD and Sandton CBD.

Work Package 2: Stakeholder Engagement



Activity 2.1 - Stakeholder Identification

The Service Provider will develop a list of stakeholders likely to be affected by the implementation of a LEZ in the Johannesburg CBD and Sandton CBD. These could include, but are not limited to, the City Transport Department, Community Development, Town Planning, Smart City, Rea Vaya, Metro Bus, Gautrain, SANTACO (informal bus operators), Hawkers Association, JMPD, SAPS, JRA, Property Developers, Johannesburg Business Council, and political party representatives within the city council.

In close collaboration with the City of Johannesburg, the Service Provider will identify key audiences/groups to engage, to develop a better understanding of use of and perceptions around public transport.

Activity 2.2 - Focus Groups

The Service Provider will hold focus groups with those that live in, work in, or travel to the prospective LEZs to better understand perceptions around the implementation, including barriers/challenges to public transport and non-motorised transport use.

Work Package 3: Air Quality Baseline Estimate(s)

Activity 3.1 - Baseline Air Quality Methodology

The Service Provider will develop a methodology for establishing an air quality (NO₂ and PM_{2.5}) baseline for the two prospective LEZs (Johannesburg CBD and Sandton CBD).

It is anticipated that this will include passive sampling for NO₂; at a minimum, it is expected that NO₂ measurements will be taken at four locations each in the Johannesburg CBD & Sandton CBD, for a minimum continuous period of six months. Low cost sensors are already being used to monitor PM_{2.5} and NO₂ within the two prospective LEZs; the city will share the data collected from these for use in this project.

Activity 3.2 - AQ Monitoring / Equipment Deployment

The Service Provider will be responsible for providing, deploying, and maintaining the air quality monitoring equipment as well as analysing data collected. The city will support the service provider in the identification of suitable sites for installation or placement of the passive samplers.

Activity 3.3 - AQ Baseline Estimate

The Service Provider will compile an AQ baseline estimate for both the Johannesburg CBD and Sandton CBD, using AQ monitoring data and desktop research.

Activity 3.4 - Capacity Building Workshop 1

The Service Provider will deliver a capacity building workshop for city officials around how to use and interpret air quality data in the context of local planning and evaluation.



The Service Provider will be responsible for the preparation of the workshop and training materials and facilitation; the final agenda will be agreed upon with C40 and City of Johannesburg.

Following completion of the workshop, the Service Provider will summarise workshop outcomes in a report that should cover:

- Concepts and activities covered
- Evaluation of workshop delivery and knowledge transfer success
- Recommendations for improving the evidence to underpin LEZ design and evaluation

Work Package 4: Scenario Development & Impact Analysis

Activity 4.1 - Draft Policy Scenarios

Based on outcomes from Work Packages 1, 2 and 3, the Service Provider will develop a number of policy scenarios for the two prospective LEZs that bring air pollution in these areas to WHO air quality guidelines by 2030 (Interim Target 3, 15ug/m³ PM_{2.5}, and Interim Target 2, 30ug/m³ annual average NO₂).

Activity 4.2 - Impact & Feasibility Analysis - Methodology

The Service Provider will develop a methodology, including metrics and data requirements, for the following analyses:

- Economic Impacts
Such as: hospitalization/medical treatment costs, cost of implementation/enforcement, revenues from entry fees or fines, cost of development of support road and public transport infrastructure, costs for vehicle owners (e.g., retrofitting/upgrading), costs for businesses within the LEZs and other factors (e.g., incentives, low-income or small business measures), monetary benefits to stakeholders such as informal traders and property owners.
- Public/Social Acceptability
For example, the expected effects of LEZ implementation on stakeholders and how it will affect their livelihoods and social interactions.
- Environmental Impacts
For example, estimates of the reduction in proportion of PM_{2.5}NO_x from transport sources
- Feasibility
For example, complexity of implementation, technical feasibility,

implementation capacity within departments/staff.



Activity 4.3 - Impact & Feasibility Analysis - Results and Report

The Service Provider will apply the methodologies developed above to conduct analyses on the scenarios identified in Activity 4.1 and summarise these in a written report.

Activity 4.4 - Capacity Building Workshop 2

The Service Provider will deliver a capacity building workshop for city officials on how to conduct economic, social acceptability, environmental impact and feasibility analyses. The Service Provider will be responsible for the preparation of the workshop and training materials and facilitation; the final agenda will be agreed upon with C40 and City of Johannesburg.

Following completion of the workshop, the Service Provider will summarise workshop outcomes in a report that should cover:

- Concepts and activities covered
- Evaluation of workshop delivery and knowledge transfer success
- Recommendations around furthering capacity for local planning and evaluation

Activity 4.5 - Validation Workshop(s)

The Service Provider will organise, lead and deliver a series of validation workshop(s). The aim of these session(s) will be to present the policy scenarios and results of the impact analyses and solicit feedback from a) key audience groups (those identified and consulted in Work Package 2) and b) various city, provincial and national departments.

The Service Provider will summarise the outcomes from the validation workshop(s) in a report.

Work Package 5 - Feasibility Study Report For Implementation of LEZs in JHB and Sandton CBDs

Activity 5.1 - Feasibility Study Report(s) for LEZ Implementation

Based on the outcomes of Work Package 4, the Service Provider will develop a feasibility report, including a roadmap for the implementation of respective LEZs in Johannesburg CBD and Sandton CBD. The feasibility report should include, but not be limited to:

- Spatial extent of the proposed LEZs;
- Proposed times of vehicle restrictions, incentives to be provided, types of vehicles to be restricted, fines to be instituted;
- Considerations for specific stakeholders and groups;
- Timeframes for implementation;
- Resources required for the implementation of LEZs.

Work Package 6 - Project Close-out & Evaluation



Activity 6.1 - Final Project report

The Service Provider will produce a final report for C40, the City of Johannesburg and the Clean Air Fund that should include but is not limited to:

- Summary of work completed
- Assessment of success of project
- Any risks, challenges, barriers, or unforeseen issues that were identified
- Recommendations and next steps for Johannesburg

4. RfP and Project Timeline

RfP Timeline

RFP Timeline	Due Date
Request for Proposals sent out	December 19, 2022
Questions submitted to C40	January 9, 2023
C40 responds to questions	January 12, 2023
Deadline for receiving Offers	January 27, 2023
Clarification of Offers	February 1, 2023
Evaluation of Proposal	February 3, 2023
Presentation on Proposal	February 5, 2023
Selection decision made	February 6, 2023
All Potential Suppliers notified of outcome	February 15, 2023

Project Activities and Timeline



Activity	Deliverable	Description	Timeframe
1.1	1	Legal Assessment Methodology	Week 1
1.2	2	Legal Assessment Recommendations	Week 3
2.1	3	List of stakeholders and key audience groups	Week 2
2.2	4	Report: Focus Group(s) Outcomes & Summary	Week 6
3.1	5	Baseline Methodology Report	Week 4
3.2	6	AQ Monitoring/Equipment Deployment	Weeks 5 -31
3.3	7	Report: AQ Baseline Estimate	Week 32
3.4	8	Capacity Building Workshop 1	Week 33
3.4	9	Workshop Outcomes Report 1	Week 34
4.1	10	Draft LEZ Policy Scenarios	Week 36
4.2	11	Impact & Feasibility Analysis - Methodology	Week 38
4.3	12	Report: Impact & Feasibility Analysis Results for Johannesburg CBD	Week 40
4.3	13	Report: Impact & Feasibility Analysis Results for Sandton CBD	Week 40
4.4	14	Capacity Building Workshop 2	Week 41
4.4	15	Workshop Outcomes Report 2	Week 42
4.5	16	Validation Workshop(s)	Week 44
4.5	17	Validation Workshop(s) Outcomes Report	Week 45
5.1	18	Feasibility Study Report for Johannesburg CBD	Week 46
5.1	19	Feasibility Study Report for Sandton CBD	Week 46
6.1	20	Final Project Report	Week 47

5. Proposal Evaluation Criteria

All proposals will be evaluated by a selection panel comprising staff from C40 and the City of Johannesburg against the criteria in the table below.



Evaluation Criteria	Weighting
Work Plan & Timelines Is the timeline realistic? Is it tailored to the requirements in the RfP?	20%
Management Plan & Key Staff Is the risk management approach realistic? Are there mechanisms for raising issues?	20%
Expertise on Stakeholder Management Is the experience relevant or similar? Is the team qualified?	10%
Subject Expertise & Professional References Does the proposal show mastery of subject expertise?	30%
Budget Are the fees competitive? Is the budget breakdown clear?	20%

Pre-proposal Webinar

C40 and Johannesburg City will host a pre-proposal webinar from **10h00 - 11h00am SAST, Thursday, January 12, 2023** for all interested bidders. Attendance is optional but encouraged. The meeting will be an opportunity for bidders to receive clarifying answers to submitted questions to obtain a better understanding of the work required and clarify doubts.

To register for attendance, please submit the following information via email to pmadike@c40.org:

- Questions regarding the Request for Proposals
- Full name and email address of the individual(s) from your organisation that will attend the webinar. An individual access link will be sent from C40.

The briefing session was conducted as planned and this is a link to the questions and answers shared in the briefing session.
https://docs.google.com/presentation/d/1xsFYZJ3QnWBgSaKA4SiGBSF57XmWEP1U/edit#slide=id.g142ea7772b6_0_1084

6. Project Budget

The total contract amount for this project will be no more than **USD 65,000** including all applicable taxes. All budgets are to be prepared in **USD and ZAR**, (please list exchange rate used). The contracting entity will be C40 inc. registered in the United States.

Payment will be made periodically based on the satisfactory completion of the deliverables and the payment schedule will be agreed upon during the contract negotiation stage.



7. C40 Policies

C40 expects third parties to be able to abide by these C40 policies

- Ethical Business Conduct Policy [here](#)
- Environmental Policy [here](#)
- Equity, Diversity and Inclusion Policy [here](#)
- Safeguarding Policy [here](#)
- Whistleblowing Policy [here](#)

8. Submissions

Each bidder must submit 1 copy of their proposal to the following point of contact by **January 27, 2023, 17h00PM SAST:**

- Podile Madike
Regional Technical Advisor: Air Quality, Southern Africa
pmadike@c40.org
- Jessica Kavonic
Head of Implementation, Africa
jkavonic@c40.org

Disclaimer

C40 will not accept any liability or be responsible for any costs incurred by Potential Suppliers in preparing a response for this RFP.

Neither the issue of the RFP, nor any of the information presented in it, should be regarded as a commitment or representation on the part of C40 (or any of its partners) to enter into a contractual arrangement. Nothing in this RFP should be interpreted as a commitment by C40 to award a contract to a Potential Supplier as a result of this procurement, nor to accept the lowest price or any tender.