

Review & Finalisation of the Air Quality Management Plan for the City of Tshwane

Request for Proposals (RfP)

29 September 2025

1. Background

The City of Tshwane, situated in the Gauteng province, is the largest metropolitan municipality in the country. It comprises seven regions and 107 municipal wards. Section 15 (2) of the National Environmental Management: Air Quality Act (NEM: AQA) (Act No. 39 of 2004) requires each municipality to develop an Air Quality Management Plan, to be included in the Environmental Management Plan.

In response, City of Tshwane Metropolitan Municipality developed their first Air Quality Management Plan (AQMP) in 2008. The 2019 City of Tshwane's Air Quality Management Plan (AQMP) is a revised version of the 2008 plan. It was not adopted by council due to shortcomings in the public participation process.

The Clean Air Fund (CAF) is currently accepting proposals for a service provider to review and finalise the 2019 draft AQMP by identifying any existing gaps and addressing them comprehensively. The updated AQMP will serve as a critical input into the development of future air quality policies in Tshwane. Furthermore, the revised AQMP will generate a credible and robust body of data to inform broader city-level policy decisions. It will also serve as a foundational document for public communication and knowledge sharing on air pollution management and its associated health and equity impacts.

This project is part of a collaboration with Breathe Cities, a first-of-its-kind initiative from Clean Air Fund, C40 Cities, and Bloomberg Philanthropies to clean our air, cut carbon emissions, and enhance public health in cities around the world.

Background to Clean Air Fund

Launched in 2019, the Clean Air Fund is a philanthropic initiative with a mission to tackle air pollution around the world. Our aim is to help build and support a powerful global movement for clean air. We achieve this by bringing together funders, researchers, policy makers and campaigners working on a wide range of issues to find and scale solutions that will provide clean air for all. More information about the Clean Air Fund can be found on our website: www.cleanairfund.org

2. Project Purpose & Scope

The purpose of this project is to support the city of Tshwane in reviewing and finalizing the 2019 draft air quality management plan (AQMP), by identifying any existing gaps and addressing them comprehensively. The updated AQMP will serve as a critical input into the development of future air quality policies. Furthermore, the revised AQMP will generate a credible and robust body of data to inform broader city-level policy decisions.

This project aims to review & finalise the Air Quality Management Plan (AQMP) for the City of Tshwane to support four key outcomes:

- **Outcome 1:** The baseline assessment of air quality in Tshwane is established and the AQMP is revised with objectives that will ensure prevention, improvement and the fair distribution of air quality benefits in the city.

- **Outcome 2:** A gap and problem analysis of the status of Air Quality management within the city is conducted based on the outcomes of the baseline assessment.
- **Outcome 3:** A desktop impact analysis of future sources of pollution in the city on air quality, health and equity is conducted.
- **Outcome 4:** By the end of this project, the revised Air Quality Management Plan has undergone an inclusive and comprehensive public participation process and is formally adopted and approved by Council.

CAF would like to Request for Proposals from experienced technical consultants/service providers who can deliver on the proposed work as detailed above and below in Section 3. The work packages below are proposed and should be expanded on or edited based on consultants suggested approach.

3. Work Packages

Work Package 1: Inception meeting/project planning

This is an important meeting between the selected Service Provider/ Consultant, CAF and the City of Tshwane team. The service provider will create a project inception report, including a Project Plan with an outline of activities, roles and responsibilities and timeframes for discussion. The service provider will convene and moderate the meeting. The CAF and City Project Team will attend and participate in creating an outline of activities, roles and responsibilities and timeframes that are mutually agreed to. The project plan would need to include a detailed project plan that unpacks the full approach to delivering on this work as outlined in the packages below.

Deliverable 1: Inception Report that includes a detailed project plan

Work Package 2: Building Institutional and public support for the Air Quality Management Plan (AQMP)

- **Stakeholder Mapping:** to identify the key people/agencies/companies and general members of the public that are impacted by air pollution, are sources of emissions, or have capacity to invoke management strategies, or have an interest in supporting the management plan. This collective of stakeholders and/or their representatives will take part in identifying the short-term and long-term goals of the AQMP. This process will help ensure that the AQMP is informed by diverse perspectives, including those of civil society and communities that face the greatest risk or burden from air pollution impacts. The mapping should result in the establishment of an internal and external (multistakeholder) working group that will advise the AQMP process.
- **Stakeholder Management Plan:** Develop and roll out a Stakeholder Management plan that will support the working group and ensure the generation of support and understanding of the AQMP objectives. The management plan must clearly identify the stakeholders to be engaged in the development process, specify how they will be informed and consulted (e.g., through workshops or other communication channels), and provide the rationale for their inclusion. The plan should also demonstrate the inclusivity of communication and feedback mechanisms, ensuring that communities in hard-to-reach areas are meaningfully considered in the design.
- **Stakeholder Engagement:** Conduct workshops with identified individuals that form part of the project's internal working group as well as with other multi-stakeholders. The intended outcomes of these workshops will be to inform the design of the AQMP so that it delivers inclusive and fairly distributed impacts across the city, leveraging opportunities to support

Tshwane residents and establishing relationships with a wide network of actors in the city that can support the AMQP delivery in the medium to longer-term.

Deliverable 2: Inclusive Stakeholder Mapping Report

Deliverable 3: Multi Stakeholder Working Group (incl. List of identified/proposed members and structure, Approved ToRs for the Working Group, Working Group inauguration meeting report).

Deliverable 4: Inclusive Stakeholder Management Plan Report

Work Package 3: Understanding the status of air quality in Tshwane

This work package requires the service provider to undertake the following activities:

- **Air Quality Baseline Assessment:** to assess the current ambient air quality across the city of Tshwane using available data sources such as air pollution sensors and satellite data and compare this to national standards. Use the updated emission inventory from Work Package 3 to identify the significant sources of air pollution in the area, providing the city with a clear description of specific sources and fuels that contribute the most to air pollution (e.g. diesel cars, or coal used in household cooking) to inform where best to target policies to mitigate air pollution.

The assessment should include a health and economic impact assessment of air pollution in Tshwane, and on frontline communities. The assessment should provide, for each sector, guidance to the city on the most effective ways to mitigate air pollution emissions along with a description of the relative difficulty, or otherwise, doing this from a technical and political viewpoint.

- **Update Emissions Inventory:** The service provider will assess, analyse and make recommendations on the available emission inventories and any other available emission inventory database, checking for gaps, and where gaps exist the service provider will make improvements. The service provider will assess, analyse and make recommendations on the existing model outputs, identifying gaps and making improvements where necessary. The updated modelling layouts should be used to provide the city with a clear description of specific hotspots and the implication on human health, equity, economy to inform where best to target policies to mitigate air pollution.

NOTE: Upon completion of the project, all data and results arising from this work shall be transferred to the City in a clear and accessible format (e.g. CSV), to ensure full ownership and custodianship by the City.

Deliverable 4 Air Quality, Health and Equity Baseline Assessment Report

Deliverable 5: Updated Emissions Inventory Report

Work Package 4: Conducting a problem and gap analysis of the status of Air Quality management within the city based on the outcomes of the baseline assessment

This work package requires the service provider to undertake the following activities:

- **Conduct a gap analysis** of the current air quality management framework against global and regional best practices. The analysis should cover, at a minimum, human resource capacity, monitoring data gaps, availability of air quality, health and equity datasets, gaps in the existing emissions' inventory and the resources required for its effective management and updating.
- **Conduct a problem analysis** to determine the problems, associated cause of the problems and the effects.

Deliverable 5: Gap and Problem Analysis Report & Recommendations

Work Package 5: Conducting a desktop analysis to evaluate the impact of future sources of pollution in the city on air quality, health and equity

This work package requires the service provider to undertake the following activities:

- **Conduct a desktop analysis of future sources of pollution:** the service provider will undertake a desktop study to establish the future sources of air pollution in the city, accounting for the period to the year 2030. This assessment can include likely sources of air pollution such as proposed roadbuilding, housing/commercial construction, industrial sites, mining, waste incineration plants etc with qualitative description of the impact this would have on the air quality, health and equity in the city. The assessment should provide, for each source, guidance to the city on the most effective ways to mitigate the impact on air quality, health and equity along with a description of the relative difficulty, or otherwise, doing this from a political, economic, social, technical, legal and environmental (PESTLE) viewpoint by 2030. Based on these findings, the report should clearly state recommendations to the city on the most effective ways to mitigate these future threats.

Deliverable 6: Future Impact Analysis Report & Recommendations

Work Package 6: Publication and Public Participation

This work package requires the service provider to undertake the following activities:

- **City council consultation:** tabling the draft Air Quality Management Plan that has incorporated the findings from the stakeholder engagement (WP 1) and the assessments (WPs 3 & 4) with the city's council to request approval to undertake the public participation process.
- **Pre-Public Participation:** The service provider shall ensure that the public participation process is inclusive, as demonstrated through the design of communication and feedback channels that meaningfully incorporate communities in hard-to-reach areas.
- **Public Participation:** public meetings and public gazettes, offering diverse opportunities for public comment, as well as establishing inclusive channels of communication and feedback with key stakeholders and representative groups, including those harder to reach, that can guide the AQMP development, implementation and monitoring process over time. This effort will aim to establish working relationships of trust between the city and key civil society champions for the AQMP and any future efforts to drive clean air action in the city.
- **Public Participation Feedback Register:** The service provider will maintain a register for noting of all the issues and concerns that are raised by the communities during the public meetings. Following the sessions, the service provider will summarize all the outcomes from the public participation and outline how the feedback has been considered and incorporated into the development of the final plan.

Deliverable 7: Pre-Public Participation Report (demonstrating inclusivity in communication and feedback channels)

Deliverable 8: The copies of the adverts (notices) of public meetings for multiple media channels such as newspapers, social media etc.

Deliverable 9: The release and publication of the draft AQMP for public comment.

Deliverable 10: Consolidated Public Participation Feedback Report (including attendance registers, meeting reports, records register of issues raised etc.)

Work Package 7: AQMP Finalization & Submission for Approval

This work package requires the service provider to undertake the following activities:

- **Develop a final AQMP document:** that incorporates the comments from public participation for submission to relevant City committees.
- **Support the city team:** in preparing supporting material for the presentation of the final AQMP document to committees and internal stakeholders. The service provider will address all issues arising from these meetings as part of finalizing the AQMP.
- **City council adoption and approval of final AQMP:** Support the City table the draft Air Quality Management Plan with the city's council to request approval to seek adoption and approval for the final AQMP document.

Deliverable 11: Final AQMP Document

4. Proposal Guidelines

This Request for Proposals represents the requirements for an open and competitive process.

Proposals should be limited to 8 pages (front and back) and include:

- **Methodology:** How the bidder will approach the project.
- **Work Plan & Timeline:** A timeline indicating the different stages, milestones, and contact moments with CAF – adequate review periods should be included.
- **Budget:** An itemized breakdown of costs in USD and ZAR for each project task (see Section 6 below for budget details).
- **Risk Management Approach:** Description of any risks and assumptions made in planning this work along with appropriate management and mitigation strategies. Details on how a risk assessment would be completed and what that would include.

Bidders are encouraged to include the following documents (and any other relevant documentation) in Annexes:

- **Organisational Profile & Key Staff:** Details of the organisation and proposed project team – please include relevant experience and expertise, limiting CVs to two pages per person.
- **References:** At least two recent references with phone and email contact details.

Proposals from consortiums of different institutions are welcome, however consortiums are encouraged to ensure that they clearly articulate who will deliver on the different work packages.

Proposals will be accepted until **17:00 SAST 17 October 2025**. Any proposals received after this date and time will not be accepted and will be returned to the sender.

If the organisation submitting a proposal must outsource or contract any work to meet the requirements contained herein, this must be clearly stated in the proposal.

Additionally, all costs included in proposals must be all-inclusive (inclusive of tax if applicable) to include 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. Contract terms and conditions will be negotiated upon selection of the winning bidder for this Request for Proposal (RfP). All contractual terms and conditions will be subject to review by the CAF legal department and will include scope, budget, schedule and other necessary items pertaining to the project.

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

5. RfP and project timeline

A briefing session will be held on the **6th of October 2025, at 2pm SAST**, bidders who would like to attend this session are requested to email: ndubazane@cleanairfund.org to register for the session. Bidders are welcome to share questions before the session, and these will be addressed during the session.

The deadline for submission of proposals is end of day **17 October 2025**. Proposals must be submitted via email to ndubazane@cleanairfund.org; nngcukana@c40.org; and mjakubek@c40.org

ACTIVITY DATE	DEADLINE
Request for Proposals published	29 September 2025
Briefing Session with bidders	6 October 2025
Deadline for proposals	17 October 2025
Review of proposals, call with front runners (if needed) and decision on preferred bidder.	23 October 2025
Proposal finalisation, and agreement	29 October 2025
All bidders notified of outcome	29 October 2025
Project start	01 December 2025 / As soon as contract is signed
Deadline for completing the work	31 December 2026

Please note that these dates are to be used as a guide and are subject to change. The expected start date for the project is **01 December 2025 and end date is 31 December 2026**.

The final reports are to be submitted in both word and PDF formats. Associated files such as spreadsheets must also be submitted in soft copy.

5. Project budget

The total contract amount for this project is **USD 60,000** including all applicable taxes. No proposal above USD 60,000 will be accepted. All budgets are to be prepared in **USD and ZAR**, (please list exchange rate used). The contracting entity will be Clean Air Fund.

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.

6. Proposal evaluation criteria

The proposals will be evaluated against the criteria in the table below. The contract will be offered to the bidder with the highest overall score.

Evaluation Criteria	Weighting
Workplan: Work plan demonstrates understanding of project requirements and risks; Robustness of the project delivery and suitability of methodology; ability to meet the requirements listed	25%
Expertise and Experiences Capability, experience, and availability of the proposed team to deliver on all aspects of the project to a high standard. Relevant examples of past work that are aligned with the project brief.	40%
References References from other clients including not-for-profit clients	10%
Equity and Ethical Alignment The service provider should demonstrate alignment with equity and ethics values and understanding of the importance of these when working across different cultures and contexts with local communities. Ten percent of the evaluation will focus on these factors, organisations that are based in the global south are strongly encouraged to apply.	5%
Cost Reasonableness <ul style="list-style-type: none"> ● Economy: minimising the cost of resources used / spending less ● Efficiency: the relationship between the output from goods / services and the resources to produce them ● Effectiveness: the relationship between the intended and actual results ● Equity: the extent to which services reach the intended recipients fairly 	20%

7. Submissions

Each bidder must submit 1 copy of their full proposal with Annexes to the following point of contacts by **17 October 2025**, **Nokuthula Dubazane**, Clean Air Fund, ndubazane@cleanairfund.org; **Lunga Ngcukana**, C40 Cities nngcukana@c40.org and **Miranda Jakubek**, C40 Cities mjakubek@c40.org

8. Terms and Conditions

CAF reserves the right to change or cancel the above requirements at any time, without incurring any liability towards any interested party and/or any obligation to inform any interested party of the grounds for its action. All costs incurred in connection with the submission of this RfP are non-refundable by Clean Air Fund.