



Invitation to Tender for High Speed Two (HS2) Ltd CONSULTATION RESPONSE ANALYSIS

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Date issued	November 2010
Document version	3

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Purpose of this document

This Invitation to Tender is sent to all pre-qualified potential contractors under COI Research, Insight and Engagement External Engagement Framework, on behalf of the Department for Transport (DfT) and High Speed Two Ltd (HS2).

It acts as an outline project brief, stating what you are expected to achieve and providing the information required to prepare a proposal for how it can be achieved. In summary, the requirement is a written tender giving a formal response to all the requirements outlined in this document.

COI is supporting DfT / HS2 Ltd to run the tender process. Once an agency has been appointed, they will work directly to the DfT / HS2 Ltd consultation teams.

Please acknowledge receipt of this document and confirm whether you intend to submit your proposals on the due date of 1 December 2010.

We appreciate the significant time and effort that goes into developing a proposal for work of this type and would like to thank all your team members in advance for their contributions.

Key documents

- High Speed Rail London to the West Midlands and Beyond: A Report to Government by High Speed Two Limited (<http://www.dft.gov.uk/highspeedrail/HS2Ltd/hs2report/>)
- Stakeholder Engagement and Future Consultation Strategy (<http://www.dft.gov.uk/highspeedrail/HS2Ltd/engagement/>)
- Stakeholder Submissions used by HS2 in compiling to report to Government (<http://www.dft.gov.uk/pi/highspeedrail/HS2Ltd/stakeholdersubmissions/>)
- High Speed Rail - Command Paper (issued under the previous Government) (<http://webarchive.nationalarchives.gov.uk/+/http://www.dft.gov.uk/highspeedrail/commandpaper/>)

Further information and documents can be found on the DfT and HS2 Ltd websites:

- www.hs2.org.uk
- www.dft.gov.uk/highspeedrail

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All information supplied to you by COI must be treated in confidence and not disclosed to third parties except insofar as this is necessary to obtain sureties or quotations for the purposes of submitting the tender. All information supplied to COI by you will similarly be treated in confidence except:

- that references may be sought from banks, existing or past clients, or other referees submitted by you;
- for the disclosure of information with regard to the outcome of the procurement process in accordance with the requirements of UK government policy on the disclosure of information relating to government contracts.

The Freedom of Information Act

Potential suppliers should be aware that, under the terms of this legislation, the public's right to access information held by any public authority may have implications for the release of information submitted as part of the tender process, whether deemed to be held by COI, DfT or HS2 Ltd under the terms of 'The Act'. Therefore, although you can choose to include confidentiality clauses in your response, and these will be noted, this is no guarantee that the information will not be released. However, material will not be released without consultation with the supplier in question. Further guidance on this matter is available at <http://www.foi.gov.uk>.

1. Overview

This invitation to tender from COI on behalf of High Speed Two Limited is for the design and implementation of systems to analyse responses from a combined HS2 Ltd and Department for Transport (DfT) consultation. The tender also includes the production of a final report on the analysis of responses to a public consultation on the Government's strategy for a high speed rail network and a line of route for a new high speed rail line between London and the West Midlands in early 2011.

This brief invites agencies to outline an approach to analysing and reporting on responses captured through the two "core elements" of the consultation:

1. A strategic level element asking for views on high speed rail as a solution to the UK's long term inter-urban transport needs. This element will be led by DfT.
2. Views on the line of route for a proposed high speed rail line between London and the West Midland. This element will be led by HS2 Ltd.

2. Background

In January 2009, the Government set up HS2 Ltd to examine the feasibility of building a new high speed railway from London to the West Midlands and potentially beyond.

The company was asked to provide advice on a proposed route for the new link, including options for a Heathrow interchange station, for access to central London and other cities, for linking with High Speed One (the Channel Tunnel Rail Link) and the existing rail network, and for financing and constructing the link.

HS2 Ltd delivered its report "High Speed Rail - London to the West Midlands and Beyond" to Government at the end of December 2009, including a possible route for the new line as well as several alternatives. The report was published on 11 March 2010 alongside the previous Government's command paper on high speed rail. These reports and other relevant documents are located at:

- www.hs2.org.uk
- www.dft.gov.uk/highspeedrail

However, at this stage the Government has not taken a final decision either on its overall strategy for high speed rail link or exactly what the route of any initial new line would be. The Government will carry out a formal public consultation beginning in early 2011 on both its strategy in respect of high speed rail and on a detailed route for a potential London to West Midlands line (the exact route will be announced later this year). The latter aspect of this consultation will be led by HS2 Ltd. The consultation will provide opportunity for those who may be affected by the Government's proposals to make their views known and to submit any additional evidence that they feel the Government should consider before it takes a final decision on the way forward.

Only after the public consultation has been completed – expected to be in July 2011 – and a full analysis of consultation responses has taken place, will a decision be taken by Ministers on the overall high speed rail strategy and what the exact route of the initial leg would be. The

Department for Transport's Business Plan indicates that the Government expects to announce the outcome of the consultation by the end of 2011.

3. Scope of the public consultation

DfT and HS2 Ltd are planning a public consultation which is expected to commence in February 2011. The consultation will comprise two core elements: a strategic consultation on high speed rail as a solution to the UK's long term transport needs and a possible line of route between London and the West Midlands. The consultation will allow people to find out more about the proposals and to put forward their views.

While the exact scope of the consultation is still being considered, we expect that an extensive range of information will be published including a main consultation document that sets out the aim and reasons for both HS2 Ltd's and DfT's consultation questions, core supporting documents published to date such as HS2 Ltd's 2009 report, and also a range of other supporting information on key, technical issues such as noise impacts and construction information. The full scope of documentation will be finalised by the end of November.

Both DfT and HS2 Ltd are pursuing an open and transparent policy with regard to the technical and other data on which the consultation is based. The intention is to make as much of this data as possible available to respondents who may wish to analyse and comment on it as part of their responses.

The consultation will also be complemented by a programme of local engagement activities which will use various materials and local information documents in order to engage local participants and capture responses from them. There may also be a number of regional stakeholder seminars across England and Wales during the consultation period in which the key high speed rail network issues will be discussed.

4. Scope of this brief

Earlier this year HS2 Ltd procured an agency to deliver an extensive programme of local roadshows along the proposed line of route. This will also provide a facility for consultees to submit responses.

DfT and HS2 Ltd now require a contractor to design and deliver questions and data capture formats to receive and analyse all consultation responses captured in a range of ways, including at the events. A key priority for this contract will be to advise on the setting of appropriate consultation questions for both the strategic high speed rail issues and the line of route issues. This contractor will be required to produce a report that will be published alongside Ministerial decisions, summarising the key themes and views expressed in the responses received. This tender invites proposals for this role.

DfT/HS2 are also procuring via the COI, a dedicated consultation website which as well as including ways to submit responses online – both questionnaire and white mail responses – will:

- Allow respondents and other interested parties to explore key aspects of the HS2 proposed line of route including station terminals, environmental impact, and specific engineering challenges

- Allow consultees to view and download all supporting documents, specialist reports, research data and other relevant information

Therefore, as part of this contract, the preferred supplier will also be required to design and provide to the DfT/HS2 Ltd consultation web a short questionnaire response form that will allow responses to be submitted online. This will include advising on the setting of questions appropriate for this method of response and this will need to be consistent with and replicate as far as possible the main consultation questions. The setting of these questions and the design of the questionnaire will to be easily included within an online response mechanism.

It is anticipated that the agencies appointed for both analysing responses and development of the consultation website will work closely together to develop the consultation response elements of the consultation website.

5. Proposals

Your proposal should include a detailed outline of your approach for:

- Project management and client liaison
- Development of content and data capture mechanisms
- Design and implementation on a questionnaire and online response facility
- Response management and analysis
- Reporting
- Risk management
- Costs

The proposal should also include at least one, but no more than three relevant case studies of the tenderers' successful delivery of response analysis services for a public consultation, ideally including work on a similar scale to this specification or which indicate capacity and capability to manage work of the scale and number of responses expected.

The tender should be valid for a minimum of 30 days.

Proposals must also demonstrate how the project will be carried out in full compliance with the Better Regulation Executive's [Code of Practice on Consultation](#) and The Central Office of Information's guidelines on [Effective Public Engagement](#).

6. Terms of Reference / Scope

A detailed breakdown of requirements is outlined below, but agencies responding to this tender are asked to outline how they will take into account a number of overall factors, including:

- The start date of consultation, likely to be February next year but subject to Ministerial decisions;
- The duration of the consultation, likely to be five months;
- The number of responses received, which could range from 50,000 up to 200,000;
- The nature of responses, which may include quantitative, qualitative, short mixed answers and campaign responses, and some of which may be highly technical;

- The format of responses such as hardcopy, online responses and questionnaires, emails letters, campaign postcards;
- The responses may address both line of line of route and strategic high speed rail questions in one submission or in separate submissions; and
- Their ability to meet the deadline for the production of a final report, which is required two months after the close of the consultation, as well as an interim report one month after the consultation closes.

Below is an outline of the key requirements and functionality for consultation response analysis.

Project Management and Client Liaison

Given the likely sensitive nature of the consultation and the expected volume of responses, a robust and resilient project management and client liaison structure is essential. This must take into account how the analysis agency will work with the other key contractors involved in the process.

In particular, we invite tenderers to outline:

- Their views on an effective management reporting process and requirements for the provision of information on response numbers, types and sources.
- The time commitment of a permanent, principal project project manager. This person will oversee the day to day running of the contract in the pre-launch, live and post-close phases of the consultation activity and will be available for discussion or to action enquiries from DfT and HS2 Ltd.
- The proposed internal governance structure and lines of accountability, including methods for briefing and training relevant staff and for a robust Quality Assurance process.
- How they will work with a joint client team made up of representatives of both DfT and HS2. Please note that a clear overall project governance structure will be outlined upon appointment.
- A draft project plan including key milestones and delivery points.

The project manager will need to also be available to attend key internal DfT and HS2 Ltd meetings and present on the methods for response analysis throughout the duration of the contract.

Development of Content and Data Capture Mechanisms

The successful agency will be asked to work with DfT and HS2 Ltd to advise on the drafting and structure of the consultation questions and support them in developing a channel strategy and methodology for reaching different key audiences. Although some audience and stakeholder mapping has taken place which will be made available to the preferred supplier, no design or other development work has yet taken place.

This approach is being taken to ensure an efficient and streamlined analysis process that will engage participants around the core issues under consultation and will deliver genuine insight to both DfT and HS2 Ltd.

In particular, we invite tenderers to outline:

- How they propose to work with DfT and HS2 Ltd to advise on the wording and structure for consultation questions, to ensure that they deliver outputs that both meet the aims of the consultation and can also be efficiently and cost-effectively analysed.
- How the agency will work with the contractors delivering roadshow events and the web presence, to ensure the development of efficient and effective engagement and data capture processes across all consultation activity
- What steps will be taken to ensure that employees of other contractors are fully briefed on engagement and data capture processes as well as wider operational procedures, objectives, activities and risks of the project.

Response Management and Analysis

The efficient and secure management of responses captured through a range of different communication channels and methods (online, emails, letters, campaigns, petitions etc) will be a key element of the proposed work. Proposals should take into account the requirements for analysis of responses to different core elements of the consultation. They should also demonstrate a robust approach to the independent and objective analysis of highly technical responses where required.

In particular, we invite tenderers to outline:

- How all responses will be received, captured and analysed in a consistent manner from the start of the consultation, irrespective of the channel through which they were submitted.
- The process for systematically receiving, reviewing, analysing and storing responses in a safe, secure, auditable way, from the time they are received to the time they are analysed by source, type, length of response and length of time to analyse. This should also include processes and steps that will be put in place to handle responses marked confidential.
- How response data might be broken down into a number of areas for sub-analysis and what these areas might be.
- How specialist, in-depth responses and those covering highly technical issues will be analysed and verified as part of the quality assurance process to ensure that key messages and points of detail are captured, accurately reflected and appropriately incorporated into the overall analysis. This could include the use of experts on specific topics raised in the consultation. It is essential that responses are analysed with a view to the broadest possible range of scientific and technical opinion on a given subject.
- How the agency will manage response management across both core elements of the consultation noting that some respondents will address both elements in one response and some will submit separate responses on each element.
- How the agency will manage responses captured through the different consultation activities (events, web etc), each being delivered by a different contractor.
- What systems or processes will be put in place to ensure that “invalid” (unclear, late or off-topic) responses can be handled fairly.
- How compliance with all Data Protection and other legal and government requirements will be ensured and maintained throughout the analysis process.
- How the successful agency proposes to work with DfT and HS2 to support any wider social media engagement strategy. This should include suggested approaches to the incorporation of issues and views raised as part of a wider debate taking place outside the formal consultation channels.

Please note that DfT and HS2 Ltd are likely to require copies of responses received from key named stakeholder organisations and individuals to be passed to them immediately on receipt, as these will inform ongoing dialogue and engagement with these groups.

Reporting

Proposals must demonstrate a clear approach to the reporting of the consultation findings captured through a full range of methods and channels. This approach should demonstrate awareness of the different audiences likely to be interested in the report, and should detail how the needs of these different groups might be catered for.

The final report will be produced in agreement with, and on behalf of DfT and HS2 Ltd and will be published alongside any Ministerial decisions. The final report should be made available to DfT and HS2 Ltd in both low and high resolution PDF, for print and use on the web. It should also be 'tagged' to ensure compliance with DDA regulations. The report on responses for the "[Adding Capacity at Heathrow Airport](#)" consultation provides a strong expectation on the level of reporting on responses that is expected for this consultation.

DfT and HS2 Ltd may also wish to make all responses available for inspection for a short-period after decisions are announced. We may also wish to discuss means of making the data captured during the consultation accessible and searchable through data.gov.uk and would welcome your initial views on how this might be achieved.

In particular, we invite tenderers to outline:

- The presentational techniques that will be used to extract and present findings across a range of key themes emerging from responses, in a way which demonstrates a good understanding of the issues and their sensitivities.
- A process for handling both technical and non-technical responses in an appropriate and balanced way.
- What live monitoring and reporting systems will be put in place to allow HS2 and DfT access to realtime information, and an outline of the information that will be made available in this way. For example, this might include who has responded, volume of responses, location of respondents, stakeholder type, demographic information.
- Thinking around how different response types should or should not be weighted.
- As well as the production of a final report within two months of the end of consultation, how interim and real-time reporting will be managed, including the number of responses received, a breakdown of their nature, the number of responses analysed to date and any emerging findings.

Risk Management

Given the high-profile and sensitive nature of this consultation activity, a detailed and thorough approach to risk management in handling, analysing and reporting responses will be essential.

In particular, we invite tenderers to outline:

- The risks they foresee to the successful delivery of the contract, along with recommended solutions and mitigation measures.

- What contingency plans they will put in place, including responses to, for instance, fire/flood or an unexpected large or detailed number of responses.
- The quality assurance processes they will put in place to ensure that responses have been analysed and reported on fairly and accurately and in a way open to public and ministerial scrutiny.
- The security, data protection and other systems and staff guarantees that will be put in place.

Costs

We invite responses to this tender that outline two elements of the total fee: **fixed costs** and **per unit costs** for each response type. This is to ensure transparency and fairness in the overall cost.

As outlined above, the successful agency will be expected to work in collaboration with DfT and HS2 Ltd and other suppliers to develop the various types of response capture mechanisms, aimed at audiences with different levels of involvement and expertise.

Because they are not yet agreed, in this tender document we cannot ask for a per unit cost profile for the actual data capture mechanisms that will be used during the consultation. For purposes of comparison we therefore provide three scenarios in Annex A, each of which assumes 100,000 responses captured using generic mechanisms at a number of levels:

1. Campaign responses – largely standard but may contain some unique or personalised response
2. Short structured responses – simple quantitative questionnaire for audiences with little expertise / involvement in the debate
3. Medium structured responses – mixed qualitative and quantitative questionnaire aimed at audiences with some level of involvement and expertise in the area
4. Long unstructured responses up to a maximum of 50 pages – freeform responses, usually from stakeholder organisations but also from individuals
5. Report style responses up to a maximum of 100 pages including survey, graphical or other data, usually produced following a survey of its members carried out by a stakeholder organisation

For response types 4 and 5 please assume a mixture of technical and non-technical responses.

In particular, we invite tenderers to outline:

- The nature and make-up of any fixed costs that will be associated with the project.
- A brief outline of the impact on per-unit cost if 50% fewer (total of 50,000) or 100% more (total of 200,000) responses were achieved through each mechanism, in the same proportions across each mechanism as in our example scenarios.
- How savings are being achieved given that this work is being commissioned through COI.

7. Project Timings and Proposal Submission Process

The design, construction and testing phases of the website are to be completed by Mid-January with a view to going live in early February. While we envisage that the consultation

website may need to go live in advance of consultation some material and resources will need to be added immediately prior to the start of consultation.

Agencies should confirm whether they are able to respond to this brief by **5pm on Thursday 18th November**.

A Q&A session will be held on **Wednesday 24th November** at COI's offices in Hercules Road at which all agencies submitting a proposal will have the opportunity to ask questions in response to this brief.

The proposal must be submitted electronically by **12 noon on Wednesday 1 December** to XXXXXXXXXX at COI.

Following receipt and appraisal of proposals, a shortlist of agencies will be drawn up and these agencies will be invited to attend a pitch meeting, likely to be held on **Monday 6 December**.

8. Tender evaluation

The following tender evaluation criteria will be used, which proposals should be based on, and provide proof of previous experience, in no order of priority:

- Full compliance with the Better Regulation Executive's Code of Practice on Consultation and the Central Office of Information's guidelines on Effective Public Engagement.
- Details of any accreditation to ISO 20252 or equivalent or evidence of being able to work to these standards.
- A proven and demonstrated track record of analysing, recording and reporting both quantitative and qualitative responses to public and stakeholder consultations.
- A clear demonstration of what resources, processes and technical solutions the tenderer would implement to ensure the smooth running of the response analysis project and delivery of its key outputs, to the expectations of HS2 Ltd.
- The quality of the tenderers' offer proposal including system, costing details, method statements, and reporting ability.
- The assurance of the quality control, issue escalation and change management procedures.
- The ability to deliver to first class standards under pressure and to aggressive timescales.
- Flexibility to manage the variables relating to start date and duration of the consultation, production of the final report and any additional post consultation activities.
- The value that will be added by the contractor as well as costing considerations and financial transparency.
- Quality and value for money.

9. Pitch requirements

We expect to hold 45 minute pitch presentations on 6 December. Presentations should consist of 10 minutes for a pitch to the panel, 30 minutes for questions and 5 minutes at the end for any general questions. The panel will likely consist of XXXXXXXXXX (DfT), XXXXXXXXXX (HS2) and XXXXXXXXXX (COI).

We then hope to notify and appoint the successful bidder as soon as possible. Feedback will be available to unsuccessful bidders.

10. End of contract

The contract will come into effect in 7 December 2010 and will run until the completion of the consultation process, including an allowance for further activity that might be required before Ministerial decisions are announced, for instance as a result of Freedom of Information or MP requests.

Annex A – Costing scenarios

	response type	volume
Low level of campaign responses	Campaign	40000
	simple	30000
	med	25000
	long	4000
	report	1000
	TOTAL	100000
Medium level of campaign responses	Campaign	65000
	simple	25000
	med	9000
	long	750
	report	250
	TOTAL	100000
High level of campaign responses	Campaign	80000
	simple	12000
	med	7500
	long	400
	report	100
	TOTAL	100000