



Invitation to Tender (ITT) and Statement of Requirement

Retail Code of Practice

13 February 2026

CPV Code: **79400000**

Supplementary Code: **71311200 & 71311300**

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Purpose of the document

1. The purpose of this document is to invite proposals to support the development of a **Retail Code of Practice** for the Office of Rail and Road (ORR).
2. ORR seeks proposals, aligned with the requirements of the Railways Bill, for the provision of specialist services to support the development of a new Retail Code of Practice (the Code) principally focused on setting a framework for the management and operation of rail retail and ticketing systems. The process for developing the Code is subject to a challenging and compressed timeline, which is why ORR requires external support to provide additional resource throughout its development.
3. The Code is expected to oversee a range of functions and activities to be undertaken by Great British Railways (GBR) in its future role as both a retailer and the operator of key industry retail systems. The Code must set out clear, practical, and enforceable requirements across relevant aspects of the retail market. We expect bidders to bring robust expertise in retail, regulation, industry system operations, and stakeholder engagement to ensure the Code is targeted, comprehensive, future-proof, and supports a fair, competitive, transparent, and efficient retail market.
4. It is also important that bidders can demonstrate their expertise in designing dispute resolution processes (between industry parties) as part of the Code to ensure that non-GBR retailers can refer matters to ORR where relevant.
5. The supplier will be expected to work collaboratively with ORR and relevant stakeholders throughout the Code development process.
6. This document contains the following sections:
 - (1) Introduction to the Office of Rail and Road
 - (2) Statement of Requirement
 - (3) Tender Proposal & Evaluation Criteria
 - (4) Procurement Procedures

1. Introduction to the Office of Rail and Road

The Office of Rail and Road is the independent safety and economic regulator of Britain's railways who also hold National Highways to account for its day-to-day efficiency and performance, running the strategic road network, and for delivering the five year road investment strategy set by the Department for Transport (DfT).

ORR currently employs approximately 360 personnel and operates from 6 locations nationwide. The majority of personnel are located at ORR's headquarters, 25 Cabot Square, London.

Our strategic objectives

1. A safer railway:

Enforce the law and ensure that the industry delivers continuous improvement in the health and safety of passengers, the workforce and public, by achieving excellence in health and safety culture, management and risk control.

2. Better rail customer service:

Improve the rail passenger experience in the consumer areas for which we have regulatory responsibility and take prompt and effective action to improve the service that passengers receive where it is required.

3. Value for money from the railway:

Support the delivery of an efficient, high-performing rail service that provides value for money for passengers, freight customers, governments, and taxpayers.

4. Better Highways:

National Highways operates the strategic road network, managing motorways and major roads in England. Our role is to monitor and hold it to account for its performance and delivery, so that its customers enjoy predictable journeys on England's roads.

Supplying ORR

The ORR procurement unit is responsible for purchasing the goods and services necessary for ORR to achieve its role as the economic and health & safety regulator of the rail industry.

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The ORR Procurement unit subscribes to the following values:

- to provide a modern, efficient, transparent and responsible procurement service;
- to achieve value for money by balancing quality and cost;
- to ensure contracts are managed effectively and outputs are delivered;
- to ensure that processes have regard for equality and diversity; and
- to ensure that procurement is undertaken with regard to Law and best practice.

For further information on ORR please visit our website: www.orr.gov.uk.

2. Small and Medium Enterprises

ORR considers that this contract may be suitable for economic operators that are small or medium enterprises (SMEs) and voluntary organisations. However, any selection of tenderers will be based on the criteria set out for the procurement, and the contract will be awarded on the basis of the most advantageous tender.

Small and Medium Enterprises and Voluntary Organisations:

Enterprise Category	Headcount	Turnover	Or	Balance Sheet Total
Micro	<10	≤ € 2 million		≤ € 2 million
Small	<50	≤ € 10 million		≤ € 10 million
Medium	<250	≤ € 50 million		≤ € 43 million
Large	>251	> € 50 million		> € 43 million

Please ensure that you indicate how your organisation is categorised on the Form of Tender document which should be submitted along with your proposal.

3. Statement of Requirement

3.1 Background to the project

1. The Strategy, Policy and Reform (SPR) Directorate sets ORR's strategic direction and leads its regulatory policy development, coordinating ORR's role in major rail reform, including supporting the transition to Great British Railways. It brings together teams covering regulatory strategy and reform, access, licensing and international policy, and consumer policy and compliance, ensuring ORR's regulatory frameworks, access regimes, consumer protections and enforcement approaches remain coherent and future-ready.
2. The reform of the rail industry saw a significant milestone on 5 November 2025 with the publication of the [Railways Bill](#) (the Bill) and associated policy statements and [explanatory notes](#). This enabled ORR to begin its own internal programme of transformation in preparation for the changes to our role proposed in the Bill. This led to the establishment in November 2025 of eight ORR transformation workstreams. This invitation to tender relates to a workstream tasked with the development of a new Code of Practice as provided for in the draft Bill (Schedule 1, para 5).
3. The Bill is still progressing through the parliamentary process, and therefore is subject to change, but we have summarised below the primary intent and envisaged aspects of the Code based on the draft legislation and related government publications:
 - The Railways Bill proposes that GBR will operate its own train services and retail tickets, not only for GBR-run services but also for other operators.
 - GBR will also manage and operate the industry's core retail systems, which enable the sale of rail tickets and related products across the network.
 - Delivering this model will involve replacing the 14 Department for Transport controlled train operating companies' retail channels with a single GBR-branded website and app, eliminating the multiple operator sites used today.
 - The Rail Delivery Group's current role in managing and operating industry retail systems, including back-office functions, licensing, and technical standards, will transfer to GBR.

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- Because GBR will be both a retailer and the operator of retail systems (relied upon by retailers to access the market), this integrated structure may raise potential competition and fair-treatment concerns for non-GBR retailers (including open-access operators, devolved operators, and independent online retailers).
 - To mitigate these concerns, the Bill anticipates the development of the Code, which will:
 - (a) set clear expectations for how GBR interacts with all retail market participants;
 - (b) ensure separate decision-making between GBR retail and retail systems where required; and
 - (c) provide routes for non-GBR retailers to challenge unfair or non-compliant behaviour through ORR.
4. The Code will be owned and administered by ORR, given force via GBR's licence, and enforced by ORR to ensure GBR acts in a fair and transparent manner, ensuring a fair, open and competitive retail market.
 5. The production of the code will be subject to full consultation, thereby ensuring significant input from industry, government and other stakeholders. The Code will be subject to intense scrutiny, and we expect a range of interested parties seeking to ensure their interests are considered in both the Code's development and any ongoing updates or revisions to it once it takes effect.
 6. We expect bidders to demonstrate expertise in retail, regulation, industry system operations, dispute resolution (between industry parties), information management (governance and confidentiality controls) and stakeholder engagement to ensure the Code is targeted, comprehensive, future-proof, and supports a fair, open, competitive, transparent, and efficient retail market.
 7. To ensure that GBR abides by the rules set out in the Code, affected non-GBR retailers will be able to challenge any decisions or actions they consider to be non-compliant, by raising them directly with the ORR. The ORR will be required to investigate and, if it considers that GBR has not complied, it will be able to demand corrective action by issuing binding orders on GBR. This overall approach will ensure GBR acts fairly when carrying out its retail industry management functions.

3.2 Project Objectives and Scope

(a) This consultancy piece will support the development of the Code and the related consultation. The work will require:

1. Attendance at relevant meetings between ORR, DfT and RDG to discuss and agree elements of the Code.
2. Contributing to the development of an initial set of principles that will help set the parameters of the Code and guide its development through the industry workshops.
3. Attending, or providing support to ORR, at a series of industry workshops to ensure stakeholder engagement and participation in Code development.
4. Support ORR in the drafting of the Code, in conjunction with DfT, ensuring that the views of stakeholders are considered. We are also seeking advice on how to capture any relevant best practice from analogous sectors where similar codes may be utilised. The specific output will be a draft Code that can be consulted on; and actioning any amendments to the Code in light of that consultation to ensure we have a version ready for decision and publication.
5. Supporting ORR in the development of an effective dispute resolution process for complaints escalated via the Code from non-GBR retailers.
6. Supporting ORR in preparation for the public consultation which is required before publication of the Code.
7. Providing any other relevant inputs or support linked to Code development that emerges through the project.

The following is not in scope for this project: Reviewing/amending the ticketing and settlement agreement, design and function of GBR ticket selling functions (app/website/integration of existing systems) and the preparation of GBR's licence.

(b) Timings:

ORR will require support on this project from **March 2026** onwards and we expect the duration of the project to be c.11 months.

The supplier would not be expected to work on the project on a full-time basis, but would be required to collaborate, support, facilitate and draft reports/presentations of findings as required on a number of days, which should be quoted for.

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To note: public consultation of the Code is expected to occur later this year **and is anticipated to run** for 12 weeks.

(c) Constraints:

- Limited scope to change how the existing market functions
- Code enforcement policy: must be developed in alignment with the central ORR enforcement policy
- GBR licence development is a separate project
- The Railways Bill is making its way through the Parliamentary process, so is therefore subject to change.

(d) Security requirements:

- The Supplier must, as a minimum:
- Maintain appropriate organisational, technical and physical security controls consistent with recognised standards (e.g., ISO 27001 or equivalent).
- Ensure secure handling, storage, transmission and
- All ORR data will be stored in and disposed of in line with ORR information security requirements including UK GDPR and the Data Protection Act 2018.
- Restrict access to ORR information to personnel who require it strictly for delivery of the Services.
- Ensure all ORR information is accessed and processed only on secure devices and secure networks.
- Implement strong access controls, including authentication and role-based permissions.
- Prohibit the use of personal devices or unsecured networks unless explicitly authorised by ORR.
- Ensure all personnel involved in delivering the Services have undergone appropriate background checks (e.g., identity verification, employment history, and where relevant, Basic or Standard DBS) prior to being granted access to ORR information.

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- Ensure all staff, subcontractors and third parties involved in delivery are bound by confidentiality and security obligations no less stringent than those applying to the Supplier.
- Remain fully responsible for any confidentiality or security breach caused by subcontractors or associated parties.
- Comply with applicable data protection legislation, including UK GDPR and the Data Protection Act 2018 (where relevant).
- Ensure that all ORR information is processed, stored and accessed within the UK only, unless ORR provides explicit written approval permitting otherwise.
- Notify ORR promptly (within 24hrs) of any actual or suspected security incident or unauthorised disclosure of ORR information.
- Comply with any additional security requirements specified during contract finalisation.

(e) Required Skills and Experience

- Bidders must demonstrate a strong track record of delivering comparable regulatory, commercial, policy, and strategic consultancy assignments. ORR expects the supplier to provide evidence of multidisciplinary capability across the following areas:
 - Deep understanding of rail, transport, or regulated markets within Great Britain and/or internationally.
 - Expertise in consumer interests, competition, dispute resolution (between industry parties), information management, retail regulation, licensing frameworks, and/or code-based regulatory regimes.
 - Experience designing monitoring approaches, compliance models, assurance frameworks or regulatory enforcement pathways.
 - Knowledge of ticketing systems, retail industry processes, appeals mechanisms and market oversight functions.
 - Experience analysing policy, developing options, drafting regulatory guidance or codes of practice.

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- High quality stakeholder engagement across government, regulated entities, consumer bodies and industry groups.
- Ability to provide strategic advice, regulatory insight, and best practice from comparable transformations or reforms.

Bidders should provide clear evidence of experience across these areas through case studies, CVs and project examples.

(e) Named Personnel and Substitutions

- Where bidders identify specific individuals as key personnel, ORR expects those individuals to deliver the work unless otherwise agreed. Any proposed substitution must:
 - be requested in writing
 - be supported by a CV demonstrating equivalent or greater expertise
 - be approved by ORR prior to commencing work
- ORR reserves the right to reject substitutions that do not meet the required standards.

(f) Delivery and Statements of Work (SoWs)

- No activity should be undertaken until the SoW has been authorised by ORR.
- Each SoW will define:
 - the specific scope of work or activity;
 - the required deliverables and acceptance criteria;
 - specific timelines and milestones for the relevant activity;
 - the fixed-fee price and any permitted expenses; and
 - reporting and governance expectations.
- This structure enables ORR to commission discrete stages of work as policy and legislative developments progress, ensuring strong governance and flexibility while maintaining clear control over costs, deliverables, quality, and timing.

3.3 Project Outputs, Deliverables and Contract Management

(a) Outputs and Deliverables

- Set of ORR principles for the Code for discussion with DfT and stakeholders;
- Leading, facilitating or attending industry workshops where required;
- Summary notes from industry workshops covering key issues and emerging/discussion themes relating to Code development;
- Drafting of the Code (alongside ORR and DfT officials);
- Research and analysis on approaches or best practice in (i) similar Codes from other analogous sectors; (ii) development of dispute resolution processes (between industry parties), with options and recommendations for ORR to consider;
- Supporting documentation/reports/analysis in preparation for and after public consultation on proposals.

Any analysis carried out by the Supplier in support of the contract deliverables must be supported by analytical assurance. This must be documented and an analytical assurance statement submitted to summarise the assurance that has been carried out together with the risk of error, scope for challenge and any uncertainties associated with the analysis.

(b) Contract Management Requirements

ORR will manage this contract through structured governance and regular progress reviews. The supplier will be expected to:

Progress and reporting

- Attend weekly progress meetings via Microsoft Teams, unless otherwise agreed.
- Contribute to ORR's live action log, risk register, and issues log.
- Maintain a shared workspace (e.g., Teams channel) for real-time collaboration and document sharing **OR** have a secure means by which confidential documents and information can be shared.
- Provide updated delivery plans in line with the SoW.

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Stakeholder engagement

- Coordinate and facilitate engagement sessions and workshops with ORR, DfT, Rail Delivery Group and other stakeholders, where required.
- Ensure engagement is proportionate, transparent, and aligned with ORR's policy and regulatory obligations.

Change control

- Any proposed changes to scope, deliverables, personnel, timescales or assumptions must follow formal change control procedures.
- ORR reserves the right to modify deliverables or schedules in response to evolving policy or legislative requirements.

Performance monitoring

- Performance will be monitored against milestones, KPIs (if applied), and acceptance criteria.
- ORR may request interim evidence or draft materials at any stage to assess progress or quality.

The supplier must ensure continuity of personnel and maintain sufficient resourcing to meet the agreed milestones.

3.4 Indicative Project Timescales

The provisional project timetable is as follows:

- Start-up meeting and commencement at ORR offices, Cabot Square, London, 10 March 2026.
- Weekly updates on progress and any issues for the duration of the project mainly via Teams.
- Stakeholder workshops likely to take place from spring 2026 (virtual or in-person tbc)
- Draft Code prepared sufficiently in advance of public consultation for ORR review ahead of DfT/Ministerial review.

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- Final version of Code for public consultation later in the year.
- Consultation analysis and any necessary Code amendments.
- Code and any supporting documentation finalised and ready for publication by early 2027.

3.5 Budget and Payment Schedule

The anticipated budget for this piece of work is £110,000 (inc. of expenses, exc. of VAT).

Payment Schedule:

A milestone-based payment schedule will be confirmed during contract negotiations with the successful supplier. To ensure fairness, transparency and the protection of commercially sensitive information, detailed programme sequencing is not being shared at the ITT stage.

Notwithstanding this, payment will be linked to objectively verifiable deliverables, in line with the Procurement Act 2023 requirements for transparency, proportionality, and outcome-based contracting.

Typical example milestone categories used solely to illustrate the overall structure and not indicative of the actual programme might include:

- Milestone 1: Inception and Mobilisation
 - Completion of project initiation activities, mobilisation of the delivery team, and agreement of detailed plans.
- Milestone 2: Discovery and Evidence Gathering
 - Provision of research outputs, data analysis, stakeholder engagement findings or baseline assessments.
- Milestone 3: Interim Deliverable(s)
 - Submission of draft reports, option development, models, or analysis products demonstrating progress against agreed objectives.
- Milestone 4: Final Deliverable(s)
 - Delivery of the final agreed outputs in accordance with contract requirements, including any refinements following client feedback.
- Milestone 5: Knowledge Transfer / Close-Out
 - Completion of handover activities, final presentations, and transfer of artefacts or intellectual property.

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Payment Conditions

Payment will only be released upon:

- satisfactory completion of each milestone,
- sign-off confirming that deliverables meet contractual requirements, and
- compliance with the principles of the Procurement Act 2023, including demonstrable performance against the agreed outputs.
- The final payment structure, milestone definitions, and acceptance criteria will be agreed during contract award and documented in the signed contract.

3.6 Further project related information for bidders

Confidentiality

By choosing to participate in this procurement, all bidders acknowledge and agree that the information contained within this ITT, and **any information subsequently provided by the ORR during the clarification process, is confidential and is being disclosed solely for the purposes of preparing a compliant bid.**

By submitting a response, bidders accept that:

- they are fully bound by a duty of confidentiality, which will be treated as an implied term of their participation in this tender process;
- they will not disclose, share, or use any information provided by the ORR for any purpose other than the preparation of their bid;
- they will ensure all members of their bidding team are aware of, and comply with, these confidentiality obligations; and
- any breach of confidentiality may result in exclusion from the competition and/or other remedies available to the ORR.

ORR will similarly treat all bidder-submitted information as confidential throughout the tender process, subject to its legal and regulatory obligations.

Intellectual Property Rights

ORR will own the Intellectual Property Rights for all project related documentation and artefacts.

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Transparency requirements

Please note ORR is required to ensure that any new procurement opportunity above £25,000 (excluding VAT) is published on Central Digital Platform, unless the ORR is satisfied it is lawful not to. Once a contract has been awarded as a result of a procurement process, ORR is required to publish details of who won the contract, the contract value and indicate whether the winning supplier is a SME or voluntary sector organisation.

Confidentiality

All consultants working on the project may be required to sign a confidentiality agreement and abide by the Cabinet Office's protective marking guidelines, which ORR uses to protectively mark a proportion of its information. In addition, the consultant may be required to sign additional confidentiality agreements as required by external stakeholders.

Sub-Contractors

Contractors may use sub-contractors subject to the following:

- That the Contractor assumes unconditional responsibility for the overall work and its quality;
- That individual sub-contractors are clearly identified, with fee rates and grades made explicit to the same level of detail as for the members of the lead consulting team.
- Confidentiality obligations are fully flowed down to, and binding upon, all subcontractors and third parties they engage, who shall be subject to confidentiality requirements no less stringent than those imposed on the contractor.

Internal relationships between the Contractor and its sub-contractors shall be the entire responsibility of the Contractor. Failure to meet deadlines or to deliver work packages by a subcontractor will be attributed by ORR entirely to the Contractor.

Conflict of Interest

At the date of submitting the tender and prior to entering into any contract, the tenderer warrants that no conflict of interest exists or is likely to arise in the performance of its obligations under this contract; or

Where any potential, actual or perceived conflicts of interest in respect of this contract exist, tenderers need to outline what mitigation/safeguards would be put in place to mitigate the risk of actual or perceived conflicts arising during the delivery of these services.

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The ORR will review the mitigation/safeguards in line with the perceived conflict of interest, to determine what level of risk this poses to them. Therefore, if tenderers cannot or are unwilling to suitably demonstrate that they have suitable safeguards to mitigate any risk then their tender will be deemed non-compliant and may be rejected.

Compliance with Procurement Policy Note (PPN 003)

If the estimated contract value exceeds £214,904 (excluding VAT) and is classified as a public services contract, bidders must include details of how they will comply with PPN 003 requirements. This includes demonstrating social value contributions, transparency, and adherence to Cabinet Office guidance.

Compliance Declarations

Bidders must confirm the following as part of their response:

- **Modern Slavery:** Your organisation has appropriate controls and due diligence processes in place to prevent modern slavery and human trafficking in your operations and supply chains.
- **Carbon Reduction:** Where applicable under Cabinet Office guidance, you will provide a Carbon Reduction Plan and comply with relevant sustainability requirements.
- **AI Transparency:** Declare any use of Artificial Intelligence (AI) in preparing your proposal or delivering services and confirm governance measures to ensure transparency and fairness.
- **Russia/Belarus:** Confirm that your organisation and any subcontractors have no links to entities associated with Russia or Belarus.
- **UK GDPR:** Confirm compliance with UK data protection legislation and appropriate safeguards for personal data.

4. Tender Response and Evaluation Criteria

4.1 The Tender Response

The proposals for this project should include an outline of how bidders will meet the requirement outlined in section (ii) “Statement of Requirement”. The following information should be included:

(a) Understanding of customer's requirements

- Demonstrate an understanding of the requirement and overall aims of the project.

(b) Approach to customer's requirements

- Provide an explanation of the proposed approach and any methodologies bidders will work to;
- Details of your assumptions and/or constraints/dependencies made in relation to the project
- A project plan to show how outputs and deliverables will be produced within the required timescales, detailing the resources that will be allocated;
- An understanding of the risks, and explain how they would be mitigated to ensure delivery
- Details of your approach to our security requirements as outlined in the SOR.
- What support bidders will require from ORR;

(c) Proposed delivery team

- Key personnel including details of how their key skills, experience and qualifications align to the delivery of the project; and
- Project roles and responsibilities

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- Some relevant examples of previous work that bidders have carried out (eg. case studies)

(d) Pricing

A fixed fee for the project inclusive of all expense. This should include a breakdown of the personnel who will be involved with the project, along with associated charge rates and anticipated time inputs that can be reconciled to the fixed fee.

(e) Conflicts of Interest

Confirm whether you have any potential, actual or perceived conflicts of interest that may be relevant to this requirement and outline what safeguards would be put in place to mitigate the risk of actual or perceived conflicts arising during the delivery of these services.

Note: ORR may invite shortlisted suppliers to present their proposals. Presentations will be used to clarify and expand on the written tender. Where applicable, scores may be adjusted post-presentation in line with the evaluation methodology.

4.2 Evaluation Criteria

Tenders will be assessed for compliance with procurement and contractual requirements which will include:

- Completeness of the tender information
- Completed Declaration Form of Tender and Disclaimer
- Tender submitted in accordance with the conditions and instructions for tendering
- Tender submitted by the closing date and time
- Compliance with contractual arrangements
- Submission of Cyber Essentials Plus or ISO27000 certification (or equivalent).

Tenders that are not compliant may be disqualified from the process. We reserve the right to clarify any issues regarding a Bidder's compliance. It will be at ORR's sole discretion whether to include the relevant Bidder's response in the next stage of the process.

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The contract will be awarded to the Bidder(s) submitting the '**most advantageous tender**'. Tenders will be evaluated according to weighted criteria as follows:

Methodology (20%)

The proposal should set out the methodology by which the project requirement will be initiated, delivered and concluded. In particular, it must:

- (a) Explain the methodology and delivery mechanisms to ensure that the requirements of this specification are met in terms of quality;
- (b) Explain how your organisation will work in partnership with ORR's project manager to ensure that the requirement is met
- (c) Explain how your organisation will engage with external stakeholders;
- (d) Outline how the proposed approach utilises innovative consultation methodologies to develop a diverse and comprehensive evidence-base

Delivery (25%)

The proposal should set out how and when the project requirement will be delivered. In particular, it must:

- (a) Explain how this work will be delivered to timescale and how milestones will be met, detailing the resources that will be allocated to each stage;
- (b) Demonstrate an understanding of the risks, and project dependencies and explain how they would be mitigated to ensure project delivery;
- (c) Explain the resources that will be allocated to delivering the required outcomes/output, and what other resources can be called upon if required.

Experience (35%)

The proposal should set out any experience relevant to the project requirement. In particular, it must:

- (a) Provide CVs of the consultants who will be delivering the project;
- (b) Highlight the organisation's relevant experience for this project, submitting examples of similar projects.
- (c) Provide clear indications of experience/expertise in market analysis, regulation, and stakeholder consultation.

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Cost / Value for money (20%)

A **fixed fee** for delivery of the project requirement (inclusive of all expenses), including a **full price breakdown for each stage of the project** and details of the **day rates** that will apply for the lifetime of this project.

Name of consultant	Grade	Role	Day rate	Number of days	Total cost (ex VAT)
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Please note that consultancy grades should align with the following definitions:

Grade	Requirement
Junior consultant	Demonstrable experience in a wide range of projects in their specialist field. Evidence of client facing experience and support services to wider consultancy projects.
Consultant	Notable experience and in-depth knowledge of their specialist field. Evidence of a wide range of consultancy projects and client facing experience. Support work in process and organisational design and leading workshops and events.
Senior Consultant	Substantial experience in their specialist field and in a consultancy/training role. Previous experience in project management and working in a wide range of high quality and relevant projects. Familiarity of the issues/problems facing public sector organisations.
Principal Consultant	Substantial experience in their specialist field and in a consultancy/training role. Sound knowledge of the public sector and current policy and political issues affecting it. Previous experience in project management on at least three major projects, preferably in the public sector and using the PRINCE2 or equivalent method.
Managing Consultant	Substantial experience in their specialist field and in a consultancy role. In depth knowledge of the public sector and of current policy and political issues affecting it. Previous experience in project management on at least 5 major projects, preferably in the public sector and using PRINCE2 or equivalent methods.
Director / Partner	Extensive experience in their specialist field, in which they are nationally or internationally renowned as an expert. Extensive experience of leading or directing major, complex and business critical projects; bringing genuine strategic insight. In depth knowledge of the public sector and of current policy and political issues affecting it.

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Marking scheme

For the Methodology, Delivery and Experience shall be scored using the following:

Table of Evaluation Methodology and Marking Scheme for Quality Criteria		
Score	Category	Definition (Explanation)
0	Unacceptable	Unanswered or totally inadequate response to the requirement. Complete failure to understand/reflect the core issues. Fails to demonstrate an ability to meet the requirement.
1	Poor	Minimal or poor response to meeting the requirement, with little or no relevance. Limited understanding misses some aspects. The response addresses few elements of the requirement and contains insufficient/limited detail or explanation to demonstrate how the requirement will be fulfilled.
2	Fair	Response is mostly relevant, but elements of the response are poor. The response addresses most elements of the requirement but contains limited detail or explanation to demonstrate how some of the requirement will be fulfilled.
3	Acceptable	Response is relevant and acceptable. The response addresses a broad understanding of the requirements but lacks details on how the requirement will be fulfilled in certain areas.
4	Good	Response is relevant and good. The response is sufficiently comprehensive to assure and demonstrate a good understanding, also providing much detail on how the requirements will be fulfilled.
5	Excellent	Excellent response fully addressing the requirement and providing significant additional evidence of how the criterion has been met and how value would be added The response is comprehensive, unambiguous and demonstrates a thorough understanding of the requirement and provides details of how the requirement will be met in full.

For the Price evaluation the following shall apply:

- Fixed fee
- The lowest fixed fee will be awarded the maximum price score of 100.

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- All other bidders will get a price score relative to the lowest fee tendered.
- The calculation we will use to calculate your score is as follows:

$$\text{Price Score} = \frac{\text{Lowest Total Fee}}{\text{Bidder's Total Fee}} \times 100$$

Your score will then be multiplied by the weighting we have applied to this aspect of the price evaluation to provide a weighted score for the fee.

Presentation-Driven Score Adjustments (if applicable):

If supplier presentations are requested as part of the evaluation process, the evaluation panel may adjust scores for Methodology, Delivery, and Experience. Adjustments will only be made where the presentation provides material clarification, assurance, or Strengthening of the written submission. All changes will be agreed by the panel and documented with justification in the evaluation record.

5. Procurement Procedures

Tendering Timetable

The timescales for the procurement process are as follows:

Element	Timescale
Invitation to tender issued	13 February 2026
Deadline for the submission of clarification questions	25 February 2026
Deadline for submission of proposals	Noon 2 March 2026
Award contract	5 March 2026
Project Inception Meeting	10 March 2026

Tendering Instructions and Guidance

Amendments to ITT document

Any advice of a modification to the Invitation to Tender will be issued as soon as possible before the Tender submission date and shall be issued as an addendum to, and shall be deemed to constitute part of, the Invitation to Tender. If necessary, ORR shall revise the Tender Date in order to comply with this requirement.

Clarifications & Queries

Please note that, for audit purposes, any query in connection with the tender should be submitted via the ORR eTendering portal. The response, as well as the nature of the query, will be notified to all suppliers without disclosing the name of the Supplier who initiated the query.

Submission Process

Tenders must be uploaded to the ORR eTendering portal no later than the submission date and time shown above. Tenders uploaded after the closing date and time may not be accepted. Bidders have the facility to upload later versions of tenders until the closing date/time.

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The tender shall consist of two envelopes and bidders must submit the correct documents to the correct envelope as set out below:

- **Technical Envelope:** Quality response (Methodology, Delivery, Experience), Disclaimer and Cyber Essentials or ISO27000 certification (or equivalent)
- **Commercial Envelope:** Price and Form of Tender

If you are already registered on our eTendering portal but have forgotten your login details, please contact the portal administrator.

An evaluation team will evaluate all tenders correctly submitted against the stated evaluation criteria.

By issuing this Invitation to Tender ORR does not undertake to accept the lowest tender, or part or all of any tender. No part of the tender submitted will be returned to the supplier

Debrief

The debrief material shall contain comments and scores relevant to your tender. Bidders may seek clarification of the content, however no additional debriefs shall be offered. We shall not disclose comments and scores relevant to other tenders other than the total score of the winning bidder.

Cost & Pricing Information

Tender costs remain the responsibility of those tendering. This includes any costs or expenses incurred by the supplier in connection with the preparation or delivery or in the evaluation of the tender. All details of the tender, including prices and rates, are to remain valid for acceptance for a period of 90 days from the tender closing date.

Tender prices must be in Sterling.

Once the contract has been awarded, any additional costs incurred which are not reflected in the tender submission will not be accepted for payment.

References

References provided as part of the tender may be approached during the tender stage

Accessibility Guidelines

As a public body we are legally required to comply with accessibility guidelines. Please ensure any commissioned report is in a format that meets web accessibility regulations:

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[Guidelines for writing accessible reports for ORR - Guidance for external suppliers | Office of Rail and Road.](#)

Contractual Information

Following the evaluation of submitted tenders, in accordance with the evaluation criteria stated in this document, a contractor may be selected to perform the services and subsequently issued with an order.

Any contract awarded, as a result of this procurement will be placed with a prime contractor who will take full contractual responsibility for the performance of all obligations under the contract. Any sub-contractors you intend to use to fulfil any aspect of the services must be identified in the tender along with details of their relationship, responsibilities and proposed management arrangements.

The proposal should be submitted in the form of an unconditional offer that is capable of being accepted by the ORR without the need for further negotiation. Any contract arising from this procurement will be based upon ORR’s standard Terms & Conditions (see Form of Agreement attached). You should state in your proposal that you are willing to accept these Terms & Conditions.

ORR does not expect to negotiate individual terms and expects to contract on the basis of those terms alone. If you do not agree to the Conditions of Contract then your tender may be deselected on that basis alone and not considered further.

ORR may be prepared to consider non-fundamental changes to the standard terms and conditions in exceptional circumstances. If there are any areas where you feel you are not able to comply with the standard ORR terms and conditions, then details should be submitted as a separate annex to the proposal using the following format:

Clause Number	Existing Wording	Proposed Wording	Rational for amendment

Any services arising from this ITT will be carried out pursuant to the contract which comprises of:

- ORR Terms & Conditions;

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- Service Schedules;
- this Invite to Tender & Statement of Requirement document; and
- the chosen supplier's successful tender.

ORR's Transparency Obligations and the Freedom of Information Act 2000 (the Act)

The ORR is a central Government department and as such complies with the Government's transparency agenda. As a result, there is a presumption that contract documentation will be made available to the public via electronic means. The ORR will work with the chosen supplier to establish if any information within the contract should be withheld and the reasons for withholding it from publication.

Typically, the following information will be published:

- contract price and any incentivisation mechanisms
- performance metrics and management of them
- plans for management of underperformance and its financial impact
- governance arrangements including through supply chains where significant contract value rests with subcontractors
- resource plans
- service improvement plans

Where appropriate to do so information will be updated as required during the life of the contract, so it remains current;

In addition, as a public authority, ORR is subject to the provisions of the Freedom of Information Act 2000. All information submitted to a public authority may need to be disclosed by the public authority in response to a request under the Act. ORR may also decide to include certain information in the publication scheme which it maintains under the Act. If a bidder considers that any of the information included in its proposal is commercially sensitive, it should identify it and explain (in broad terms) what harm may result from disclosure if a request is received and the time period applicable to that sensitivity. Bidders should be aware that even where they have indicated that information is commercially sensitive ORR may be required to disclose it under the Act if a request is received. Bidders should also note that the receipt of any material marked "confidential" or equivalent by the public authority should not be taken to mean that the public authority

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accepts any duty of confidence by virtue of that marking. If a request is received ORR may also be required to disclose details of unsuccessful bids

Please use the following matrix: to list such information:

Para. No.	Description	Applicable exemption under FOIA 2000



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