# Invitation to Tender (ITT) and Statement of Requirement

# A review of how both National Highways (NH) and Network Rail (NR) manage large renewal projects

18 July 2025

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Purpose of the document

The purpose of this document is to invite proposals for

# A review of how both National Highways (NH) and Network Rail (NR) manage large renewal projects

for the Office of Rail and Road (ORR).

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

## Introduction to the Office of Rail and Road

The Office of Rail and Road (ORR) is the independent safety and economic regulators 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 multi-year road investment strategy set by the Department for Transport (DfT).

ORR currently employs approximately 360 personnel and operates from six 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.

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](https://www.orr.gov.uk/).

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.

## Statement of Requirement

### 2.1 Background of the project

The review will look at how large renewal projects evolve through the project stages and identifying and evidencing the causation factors and drivers for project changes. In addition, the review will look at comparisons between road and rail (and where applicable draw examples from other sectors or industries); and where efficiencies can be delivered by the grouping, packaging or bundling together of renewals projects.

National Highways (NH) has recently introduced a new set of governance and assurance arrangements for managing large renewals. The review will evaluate these new arrangements and assess whether they will provide effective governance and assurance for Road Period 3 (RP3) large renewal projects.

The review is to encompass the development, design and, if applicable, construction stages of NHs large renewals projects to identify the key drivers in determining cost and schedule; delivering and capturing efficiencies; and how and why changes in project cost and schedule occur.

For the review of Network Rail’s (NR) renewal projects, the aim is to review the development and design stages to identify the key drivers behind changes in project cost and schedule (time). It will focus on PACE stages 1 and 2 (engineering stages 1-5) and assess what change exists and the reasons for this.

### 2.2 Project Objectives and Scope

The review is split out into specific areas of focus across road and rail, as well as some areas of common interest in areas that lend themselves towards drawing comparisons across both organisations.

**For both road and rail, the review will cover:**

* understanding how cost and schedule evolve through the project stages, how these estimates mature, and whether these arrangements provide good governance and assurance; and
* identifying the key factors contributing to cost and schedule change of large renewals projects (> £50m for road projects and the schemes outlined within the ‘Top 10 Renewals’ dataset for rail projects) drawing out similarities and differences across asset disciplines and regional variation.

**For road renewals projects the review should cover:**

* an assessment of processes, governance, risk management and standards for building up cost and schedule estimates;
* for both current and historical large renewals, what are the drivers for changes to project cost and schedule during planning, development and construction stages;
* evaluating the cost and schedule management during delivery of large renewals (EVM or another metric). How they are checked against original forecasts set out in business planning and how information is fed back to update future estimating approaches;
* how do NH benchmark these schemes with other regions and routes;
* review the new governance arrangements for large renewals. Will they provide a consistent and effective control approach to delivering a large renewals project to cost and schedule? How will these new arrangements identify and evidence efficiency, both in terms of delivering an efficient scheme and contributing to the NH efficiency target? and
* select an appropriate number of case study of NH renewal projects, both current and completed, where costs greater than £50m. Determine how costs and schedule change through the stage gates, what are the factors of cost and schedule changes.  For completed projects, provide views on traffic management costs and how they are calculated.

**For rail renewals projects the review should cover:**

* determining the point within PACE stages 1 and 2 at which cost and schedule become more certain and assessing the impact of each engineering stage to identify the stages most susceptible to variances;
* evaluating the role of investment papers and the authority process in providing realistic cost and schedule estimates, and their effectiveness as control mechanisms;
* assessing whether funding allocation to initiate and development stages is sufficient to support accurate forecasting for cost and time;
* comparing and identifying trends across different asset types and the Network Rail regions – utilising existing datasets supplied to ORR (such as Top 10 renewals data) and other data provided by Network Rail;
* examining the extent to which renewals projects rely on benchmarking to provide an indicative cost and how does this compare to actual costs; and
* investigating whether combining multiple asset categories or projects can lead to cost or time efficiencies, using the West Coast North Modernisation programme as a case study.

**NB**: All assessment, evidence and conclusions for the review of rail renewals projects should be inferred, in the first instance, from existing information held by ORR (such as the Top 10 renewals dataset).

**The review should include (but is not limited to) the following comparisons across road and rail:**

* how do both NH and NR evidence and realise efficiency in delivery of large renewals.  Particularly understanding how “bundling” or “packaging” of activities and/or projects together works;
* compare and contrast the internal governance and assurance arrangements of NH and NR. Benchmark best practice with other sectors; and
* what are the areas of strength & improvement for both organisations, as well as comparing best practice from other sectors. Identify areas that can be shared and provide recommendations for improvement.

### 2.3 Project Outputs, Deliverables and Contract Management

#### Outputs and Deliverables

The consultants are to deliver the following:

* Interim presentation of emerging findings to ORR.
* Followed by hosting two workshops one with NH and ORR, the other with NR and ORR to present early findings and gather views.
* Draft report for ORR comment and review, which will also be shared with NH and NR for factual accuracy.
* Final report for ORR that incorporates comments/amendments from ORR and, where relevant, NH and NR.
* Host a workshop with ORR, NH and NR to present report findings and recommendations.
* Produce slide presentation of the review methodology/ findings and recommendations for future use by ORR/NH/NR.

As we intend to publish this report, all documents must meet our [Guidelines for writing accessible reports for ORR](https://www.orr.gov.uk/media/23638).

#### Contract Management Requirements

We would expect to hold progress update meetings on a weekly basis via Microsoft Teams.

The supplier should prepare a project plan and present it with the proposal. If a contract is awarded to the supplier, the plan should be kept up-to-date.

Consultants should provide key updates on a shared Microsoft Teams channel or similar.

National Highways & Network Rail will support the work and facilitate access to its staff and other information as appropriate. The company’s involvement will be co-ordinated through the ORR Relations teams who are responsible for managing the relationship with ORR.

The ORR Relations team will assist in scheduling meetings and dealing with data requests. Engagement with National Highways and Network Rail should be proportionate and sensitive to resource pressures.

The consultancy should note that National Highways and Network Rail may require a confidentiality agreement in relation to any of its confidential information that is disclosed to the consultancy and the outputs this generates. The onward disclosure of such information by the consultancy (other than to DfT or ORR) will usually require approval in writing from National Highways. The fact that the consultancy has been engaged by ORR on this contract is not of itself confidential information although the content of any information, findings, data, analysis or reports prepared for ORR by the consultancy, and which includes any of the confidential information, is.

The appointed consultancy will have access to available information necessary to carry out the project and to deliver the objectives and requirements identified above.

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.

### 2.4 Project Timescales

The provisional project timetable is as follows:

* Start-up meeting and commencement w/c 01/09/2025.
* Bi weekly updates on progress and any issues.
* Presentation of interim findings w/c 20/10/2025 (or as agreed).
* Draft report by w/c 17/11/2025.
* Final report by w/c 15/12/2025.

### 2.5 Budget and Payment Schedule

**Disclosure of budget at tendering stage is not always advisable – speak to Procurement team for advice**

The maximum budget for this piece of work is £130,000, subject to scope (inc. of expenses, exc. of VAT).

#### Payment Options

* 50% payment will be made when draft report is accepted by ORR; and
* 100% of the fee will be made on the delivery and acceptance by ORR of all required outputs and/or deliverables.

### 2.6 Further project related information for bidders

#### Intellectual Property Rights

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

#### 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.

If the project is reliant on information supplied by third parties such as TOCs and Network Rail you should agree with them suitably worded confidentiality agreements; copies of which should be included as an annex to this ITT. As a general rule, the confidentiality agreement should be between the provider of the third party data and the chosen supplier.

The procurement section holds a draft pro-forma confidentiality agreement which may be used as a starting point but it is important that you obtain agreement from ORR’s Legal Department on the wording to ensure that it is appropriate for your needs.

#### 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.

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.

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.

## Tender Response and Evaluation Criteria

### 3.1 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:

* 1. **Understanding of customer's requirements**

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

**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

What support bidders will require from ORR;

**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

Confirmation that you have carried out the necessary employment checks (e.g. right to work in the UK)

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

**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.

**Conflicts of Interest**

Confirm whether you have any potential, actual or perceived conflicts of interest that may by 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.

### 3.2 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

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.

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 (35%)

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

* 1. Explain the methodology and delivery mechanisms to ensure that the requirements of this specification are met in terms of quality;
	2. Explain how your organisation will work in partnership with ORR’s project manager to ensure that the requirement is met
	3. Explain how your organisation will engage with external stakeholders;
	4. 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:

* 1. 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;
	2. Demonstrate an understanding of the risks, and project dependencies and explain how they would be mitigated to ensure project delivery;
	3. Explain the resources that will be allocated to delivering the required outcomes/output, and what other resources can be called upon if required.

#### Experience (25%)

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

* 1. Provide CVs of the consultants who will be delivering the project;
	2. Highlight the organisation’s relevant experience for this project, submitting examples of similar projects.

#### Cost / Value for money (15%)

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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|  |  |  |  |  |  |
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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. |

#### 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 requirement 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 addedThe 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.

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:

Price Score = Lowest Total Fee x 100

 Bidder’s Total Fee

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.

## Procurement Procedures

### Tendering Timetable

The timescales for the procurement process are as follows:

| Element | Timescale |
| --- | --- |
| Invitation to tender issued | 18/07/2025 |
| Deadline for the submission of clarification questions | 25/07/2025 @ 12:00 |
| Deadline for submission of proposals | 11/08/2025 @ 12:00 |
| Award contract | w/c 18/08/2025 |
| Project Start-up meeting | w/c 01/09/2025 |

### 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.

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: [Guidelines for writing accessible reports for ORR - Guidance for external suppliers | Office of Rail and Road.](https://www.orr.gov.uk/media/23638)

#### 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 Short Form Services Agreement (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;

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 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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