

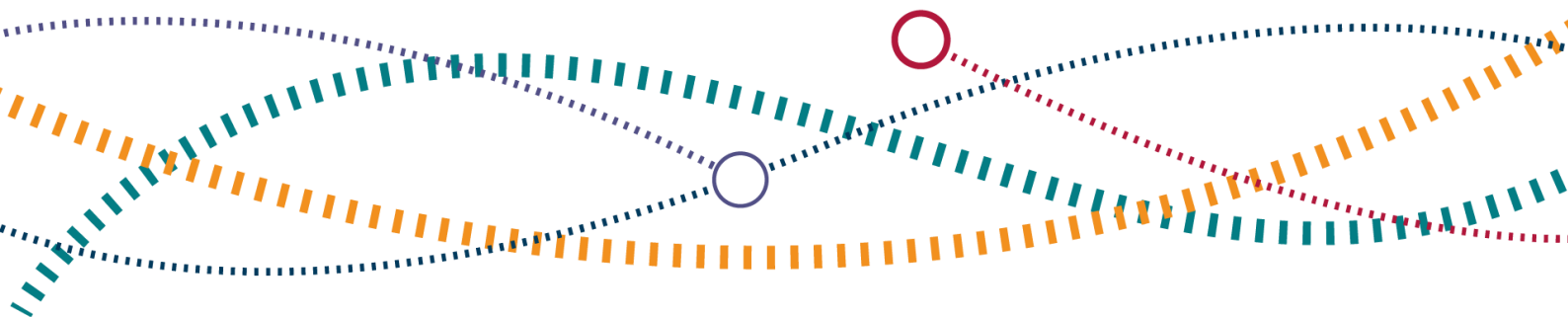


Invitation to Tender (ITT) and Statement of Requirement

Whole System Monitoring & Rail Reform Strategic Support

22 September 2025

- CPV Code: **79400000**
- Supplementary Code: **71311200 & 71311300**
- Tender Reference: **ORR CT 25-58**



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Purpose of the document

The purpose of this document is to invite proposals for Whole System Monitoring & Rail Reform Strategic Support 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

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.

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.

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.

2. Statement of Requirement

2.1 Background of the project

The railways are set to change, with Great British Railways (GBR) taking on unified responsibility for rail infrastructure currently owned by Network Rail, setting of fares and selling of tickets, and passenger services currently commissioned by The Department for Transport. As set out in [A railway fit for Britain's future](#), GBR will take on responsibility for the day-to-day operational delivery of the railways: from delivering services to setting timetables; managing access to the network; and operating, maintaining, and renewing infrastructure.

The Government intends to bring forward legislation to give effect to these policies. Until the legislation has passed through parliament the exact form that reform will take will be uncertain, but we know that the economic role of the ORR in respect of the railway could change significantly, and we need to be ready for that. Currently a large amount of our rail economic work is focussed on monitoring and reporting on Network Rail, this could broaden to cover all of GBR's activities.

In this scenario what we do, and the way we do it, will need to change. We will also need to review our corporate capabilities. We will need to define an end-state and a transition path to it, including new interactions with GBR, Government, and other stakeholders. Our end-state will also need to ensure that we continue to deliver our obligations for other non-GBR operators and Infrastructure Managers, and our processes will need to interact with our Health & Safety role which is unchanged.

More detail on our role will be publicly available when the draft bill is published which the Government currently expects to be in this parliamentary session. Initially we expect to commission outline design work and think pieces, and this will evolve over time to reflect to development of government policy.

This contract forms part of ORR's preparatory work to support its evolving monitoring role given anticipated legislative and structural changes to the rail industry. Commissioning this work will help ORR determine the most effective use of its own experts and the right organisational structure to deliver independent monitoring and oversight of both GBR and non-GBR operators and infrastructure managers. By investing in independent analysis and strategic advice now, ORR can ensure it is well-prepared to deliver value for money, maintain regulatory effectiveness, and support a smooth transition as the rail sector undergoes significant reform.

The scale and complexity of the changes particularly the creation of GBR and the expansion of ORR's monitoring role mean that external, objective input can provide valuable challenge, bring in best practice from other sectors or countries, and help ORR avoid blind spots. ORR is seeking independent expert advice to assist its own thinking as it undertakes a significant evolution of its economic function. Consultants can offer a fresh perspective, specialist skills, and experience of similar transitions elsewhere, complementing ORR's internal expertise and supporting robust, evidence-based decision-making.

This contract is structured as a call-off agreement. Specific tasks, deliverables, and outputs will be defined in individual Statements of Work during the contract period, as the legislative and policy context develops. This approach provides ORR with the flexibility to commission targeted support as and when required, ensuring that public funds are used efficiently and that the regulator remains agile in responding to sector changes.

2.2 Project Objectives and Scope

The purpose of this procurement is to commission consultancy support to help ORR prepare for its expanded monitoring role under anticipated rail industry reforms. The project aims to define the future state of ORR's monitoring responsibilities, identify the transition path, and assess the organisational capabilities required to deliver this transformation. Specific tasks and scope will be defined as part of individual Statements of Work under this contract, reflecting the evolving legislative and policy context.

Key types of work:

While the precise scope of work will be defined through individual Statements of Work during the contract period, ORR anticipates that the following types of support may be required:

- Strategic advice and analysis to help define ORR's future monitoring role in the context of rail reform and the establishment of Great British Railways (GBR).
- Development of future monitoring frameworks that encompass GBR and non-GBR operators and infrastructure managers, ensuring continued delivery of ORR's statutory obligations.
- Preparation of outline design work, think pieces, and strategic options to inform ORR's transition planning and internal decision-making.
- Advice on best practice and lessons learned from similar regulatory transitions in the UK or internationally.

The above list is illustrative and not exhaustive. The actual requirements will be determined in response to legislative developments, government policy, and ORR's evolving needs. Bidders should demonstrate flexibility and the ability to provide multi-disciplinary support across these areas.

Scope excludes:

- Legal drafting or interpretation of the draft bill.
- Operational delivery of monitoring activities.

Duration:

- The project is expected to run until the end of the current financial year, with flexibility to adapt to the timing of the draft bill and policy development.

Security requirements:

- If consultants will access ORR's network or process personal data, appropriate security protocols must be followed.
- Consultants may be required to sign confidentiality agreements and comply with Cabinet Office protective marking guidelines.

2.3 Required skills and experience

We require consultants to have a broad range of skills and experience:

- A deep understanding of public and private railway businesses in GB and other countries;
- An understanding of current industry processes, including relating to industry systems, codes, appeals processes, competition, ticketing, licensing, and technical standards;
- Establishing business monitoring approaches and processes, including financial planning and reporting, in particular in the public sector and mixed models;
- Expertise in railway infrastructure and rolling stock operations, capital maintenance and renewals;
- Expertise in train operations, including the drivers of costs and revenue;
- Expertise in devolved, and sub-national, transport in Great Britain; and
- Expertise in rail freight and issues pertaining to the freight sector in the UK and globally.

Consultant Grade Expectations and Multi-Disciplinary Capability

Given the breadth and complexity of the requirement, ORR expects bidders to propose a multi-disciplinary project team with the capability to deliver strategic insight, technical analysis, and stakeholder engagement across a range of rail reform and regulatory domains. To support consistent evaluation and pricing, bidders should align proposed personnel to the following indicative grade structure:

- Partner / Managing Director – Senior strategic leaders with over 10 years' experience, responsible for overall project direction, client relationship management, and delivery assurance across complex, multi-stakeholder environments.
- Managing Consultant / Director – Experienced professionals (8+ years) providing leadership across workstreams, offering thought leadership, and ensuring quality and consistency of outputs.
- Principal Consultant / Associate Director – Consultants with 7–8 years' experience leading delivery teams, designing project structures, and presenting recommendations to senior stakeholders.
- Senior Consultant / Manager / Project Lead – Mid-level consultants (5–6 years) managing project components, coordinating inputs across disciplines, and engaging with stakeholders.
- Consultant / Senior Analyst – Consultants with 2–4 years' experience delivering complex project tasks, conducting analysis, and supporting client engagement across technical and policy areas.
- Analyst / Junior Consultant – Early-career professionals (0–2 years) supporting research, data analysis, and stakeholder interaction.

Bidders must clearly map proposed personnel to the required grades in their rate card and provide CVs demonstrating relevant experience.

The proposed team should collectively demonstrate expertise in the areas, as relevant to the scope of this contract. Bidders should ensure that their team's experience is directly relevant to the anticipated needs of ORR's evolving monitoring role, as described in this specification.

Named Personnel and Substitutions

Where bidders name specific individuals in their proposal as key personnel responsible for delivering the work, ORR expects those individuals to be assigned to the project.

Substitution of named personnel will require prior written approval from ORR. Any proposed replacements must:

- Be accompanied by CVs demonstrating equivalent or greater expertise relevant to the agreed Statement of Work.
- Be assessed and approved by ORR before commencement of work.

This requirement ensures continuity of expertise and delivery quality and reflects the importance of the individuals proposed in the tender evaluation.

2.4 To support the evaluation of tenders, bidders must include:

- A description of their engagement methodologies and stakeholder engagement approaches relevant to the rail industry and public sector.
- At least two case studies demonstrating the application of these methodologies, including references where available.
- Confirmation that the proposed personnel were involved in the delivery of the case studies, with clear mapping of roles and responsibilities.
- Bidders should include copies of draft template materials used that illustrate their approach / proposed engagement methodologies and delivery plans. These materials should demonstrate the bidder's adaptability and alignment with consultancy best practices, and provide evidence of their approach to delivering similar work in relevant contexts.

2.5 Request for proposals

We request interested consultants to set out how their knowledge and expertise meets the required skills and experience. Consultants should provide a list of key staff to be used on this contract together with their availability to the end of the financial year and day rates. The experience and expertise of key staff should reflect the breadth of skills and experience required for the study. We are open to consortia of bidders given the wide range of skills and experience sought. We will evaluate bids based on a combination of skills and experience and weighted day rate cost of key staff.

2.6 Future Scope and Procurement Approach

This contract forms part of ORR's preparatory work to support its evolving monitoring role given anticipated legislative and structural changes to the rail industry. This specification

relates to a discrete piece of work, the outputs may be used to inform future activities and potential further procurements under consideration.

Any future procurement activity will be undertaken in accordance with the principles and requirements of the Procurement Act 2023 and will follow a structured and compliant route to market.

This specification does not constitute a commitment to any future procurement or contractual arrangement, or does it imply any preferred route to market or supplier.

We recognise that the potential for future related work may be of interest to suppliers with relevant expertise and capacity. However, this opportunity does not confer any advantage or preference in relation to future requirements and procurements.

2.7 Project Outputs, Deliverables and Contract Management

Outputs and Deliverables

Specific outputs and deliverables will be defined within Statements of Work agreed with the consultant post award. A typical set of outputs and deliverables is listed below but will be defined in the Statement of Work to suit the specific scope:

- Interim presentation of emerging findings to ORR and relevant stakeholders. (so that ORR has the opportunity to provide comments before the report is finalised)
- Host joint workshops with ORR and other stakeholders: one to gather views and evidence, and one to present early findings.
- Draft report for ORR comment and review, including a summary of stakeholder engagement and methodology.
- Final report incorporating ORR feedback, suitable for publication.
- PowerPoint presentation summarising the final report and key findings.
- Copies of draft materials used to build the proposed engagement methodologies and delivery plans.

- The Consultant should prepare a project plan and present it with the Statement of Work. Once a Statement of Work is agreed, the plan should be kept up-to-date.
- All documents must meet ORR's accessibility guidelines for publication. Analytical outputs must be supported by an assurance statement outlining risks, uncertainties, and scope for challenge.

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.

Contract Management Requirements

The appointed consultant will be expected to work collaboratively with ORR and relevant stakeholders throughout the duration of the contract. Contract management will be overseen by ORR's designated project manager and will include the following elements:

Progress Reporting:

- Weekly progress update meetings via Microsoft Teams, with minutes and action logs.
- Maintenance of a shared collaboration space (e.g. Microsoft Teams channel) for real-time updates, document sharing, and issue tracking.
- Submission of updated delivery plans and risk registers at agreed intervals.

Stakeholder Engagement:

- The consultant will be responsible for scheduling and facilitating engagement with stakeholders including ORR, DfT, GBR transition teams, and other relevant bodies.
- Engagement must be proportionate and sensitive to resource pressures, with support from ORR to coordinate access and introductions.

Confidentiality and Data Handling:

- The consultant may be required to sign confidentiality agreements with ORR and third parties.
- Any confidential information shared must be handled in accordance with Cabinet Office protective marking guidelines and ORR's data protection policies.
- Disclosure of confidential information to third parties (other than ORR or DfT) will require prior written approval.

Change Control:

- ORR reserves the right to modify the scope, deliverables, or duration of the contract in response to evolving policy, stakeholder requirements, or legislative developments.
- Any such changes will be subject to formal contract change notices and, where applicable, voluntary standstill periods in accordance with the Procurement Act 2023.

Performance Monitoring:

- ORR will monitor delivery against agreed milestones and KPIs.
- Analytical assurance must be documented for all deliverables involving data analysis, including a summary of risks, uncertainties, and assurance steps taken.
- ORR reserves the right to request interim presentations, draft outputs, and evidence of stakeholder engagement to assess progress and quality.

The consultant must ensure that all outputs meet ORR's accessibility standards and are suitable for publication.

2.8 Budget and Payment Schedule

This contract will be awarded as a call-off agreement, with individual Statements of Work (SoWs) issued as required. Each SoW will typically be commissioned on a fixed-fee basis, agreed in advance based on the scope and deliverables for that specific piece of work. However, bidders will be assessed on their submitted rate card for all grades of personnel, which will be used to inform the pricing of each SoW.

The total contract value will not exceed the maximum ceiling price agreed at contract award. All rates must be exclusive of VAT, inclusive of overheads and valid for the duration of the contract.

Invoices must be submitted monthly in arrears, with a breakdown of time spent by each named consultant and a summary of activities or deliverables completed during the invoiced period.

ORR will only pay for work that has been agreed and delivered to an acceptable standard under each SoW.

Bidders must provide a rate card for all grades of personnel expected to be used on the project.

ORR is seeking a flexible, multi-disciplinary team capable of delivering strategic, analytical, and stakeholder-focused work across a range of consultancy levels.

All rates must be:

Exclusive of VAT

Inclusive of all expenses and overheads, unless otherwise agreed in writing

Valid for the duration of the contract

Payment Terms

Invoices must be submitted monthly in arrears.

Each invoice must include:

A breakdown of time spent by each named consultant

The applicable day rate

A summary of activities or deliverables completed during the invoiced period

ORR will only pay for actual time worked, subject to approval by the ORR project manager.

All invoices must be supported by timesheets or equivalent evidence of work completed.

Travel and Subsistence

Travel and subsistence costs will only be reimbursed if:

- Explicitly agreed in advance by ORR
- In line with ORR's travel and subsistence policy

The maximum budget for this piece of work is £200,000 (inc. of VAT).

2.9 Further project related information for bidders

Intellectual Property Rights

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

Contract Flexibility

ORR reserves the right to modify the scope, deliverables, or duration of the contract in response to evolving policy, stakeholder requirements, or legislative developments. Any

such changes will be subject to formal contract change notices and, where applicable, voluntary standstill periods.

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.

Freedom of Information

ORR is subject to the Freedom of Information Act 2000 and the Government's transparency agenda. As such: Contract details (including value, supplier name, and SME status) may be published. Bidders should clearly mark any information they consider commercially sensitive, explaining:

- The nature of the sensitivity.
- The potential harm from disclosure.
- The time period for which the sensitivity applies.

Marking information as “confidential” does not guarantee exemption from disclosure.

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.

Cyber Security and Data Handling

Bidders must confirm compliance with Cyber Essentials as a minimum. Equivalent certifications such as Cyber Essentials Plus or ISO27001 are also acceptable. Where consultants will access ORR's network or process personal data, appropriate security protocols must be followed.

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.

3. 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

(a) Understanding of customer's requirements

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

(b) Approach to customer's requirements

- Bidders should describe their general approach and methodologies for delivering consultancy assignments of this nature, including:
- An explanation of the proposed approach and any methodologies you would typically apply to projects of this type.
- Details of any key assumptions, constraints, or dependencies you would expect to consider when responding to Statements of Work under this call-off contract.
- An overview of your approach to identifying and managing risks, and how you would ensure delivery of high-quality outputs in a flexible, evolving context.
- Details of your approach to meeting the security requirements outlined in the Statement of Requirement.
- An outline of any support you would require from ORR to deliver the work effectively.

Bidders are not expected to provide detailed project plans or resource allocations at this stage, but should demonstrate their ability to adapt to evolving requirements and deliver value under a call-off arrangement.

(c) Proposed delivery team

- Bidders should provide a list of proposed personnel and their grades for the rate card. Assignment of individuals to specific Statements of Work will be agreed as requirements are defined during the contract period 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)

(d) 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.

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, 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.

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 (20%)

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

- (a) Delivery plans and milestones will be agreed for each Statement of Work issued under this call-off contract. Bidders should describe their general approach to project management and delivery assurance.;
- (b) Demonstrate an understanding of the risks, and project dependencies and explain how they would be mitigated to ensure project delivery;
- (c) Describe your general approach to resource allocation and project delivery for consultancy assignments of this nature. Please outline how you ensure the right mix of skills and capacity is available to meet evolving requirements under a call-off contract, and how you would respond to Statements of Work as they are issued

Experience (45%)

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 available to deliver the project;

- (b) Highlight the organisation's relevant experience for this project, submitting examples of similar projects.

Cost / Value for money (15%)

Bidders must submit a rate-based pricing proposal for the project. This should include:

A completed rate card showing day rates for all proposed personnel grades. Bidders must provide a rate card for all proposed grades. Cost proposals for individual Statements of Work will be agreed as requirements are defined

All rates must be:

- Inclusive of overheads.
- Valid for the duration of the contract.

ORR will evaluate cost proposals based on value for money, using a weighted day rate model. The lowest total estimated cost will receive the maximum score for price. This score will then be weighted according to the cost weighting set out in the evaluation criteria.

Note: This contract will be awarded as a call-off agreement, with individual Statements of Work (SoWs) issued as required. Each SoW will typically be commissioned on a fixed-fee basis, agreed in advance based on the scope and deliverables for that specific piece of work. However, the overall contract will be subject to a maximum ceiling price agreed at contract award. Bidders should confirm their willingness to work within a capped overall budget and provide any relevant assumptions regarding their rate card and approach to pricing individual SoWs.

Name of consultant	Grade	Role	Day rate	Number of days	Total cost (ex VAT)

Please note that consultancy grades should align with the following definitions:

Partner / Managing Director:

Partners / Managing Directors are expected to be acknowledged experts in at least one function, capability and/or industry and have extensive experience of leading major and/or complex projects.

Activities may include but are not limited to:

- being accountable for overall project delivery and overseeing knowledge transfer to customer
- bringing innovative strategic insight and best practice
- applying relevant private and public sector knowledge including policy and political issues
- delivering results that meet or exceed customer expectations
- developing strong customer relationships with senior stakeholders

Someone working at this grade would typically be expected to have over ten years relevant experience.

Managing Consultant / Director:

Managing Consultants / Directors are expected to have deep expertise in at least one function, capability and/or industry and perform a wide range of leadership responsibilities.

Activities may include but are not limited to:

- providing leadership to the project team and the customer
- reviewing and improving the project team's recommendations
- providing relevant thought leadership and expertise to the customer
- forming strong working relationships with customer stakeholders

Someone working at this grade would typically have over eight years relevant experience

Principal Consultant / Associate Director:

Principal Consultants / Associate Directors are expected to have specialised knowledge of a function, capability and/or industry and be responsible for providing leadership both internally for the project team and when interfacing with the customer.

Activities may include but are not limited to:

- designing the project structure
- providing leadership and coaching to internal project team members
- contributing to the development of customer-facing presentations
- leading on the delivery of presentation of recommendations to customer stakeholders

Someone working at this grade would typically have between seven and eight years relevant experience.

Senior Consultant / Manager / Project Lead:

Senior Consultants / Managers / Project Leads are expected to have specialised knowledge of a function, capability and/or industry and be responsible for managing several or all components of a project.

Activities may include but are not limited to:

- managing the project across multiple work streams
- prioritising the team's workload
- bringing together the team's inputs into coherent recommendations
- engaging customer stakeholders including presenting recommendations

Someone working at this grade would typically have between five and six years relevant experience.

Consultant / Senior Analyst:

Consultants / Senior Analysts are expected to have knowledge of a function, capability and/or industry and be responsible for larger and/or more complex components of a project. They would have strong analytical skills, along with excellent verbal, written and presentation skills.

Activities may include but are not limited to:

- analysing and modelling data
- drawing out high quality insights
- creating slides to present recommendations
- meeting with customer stakeholders to understand their issues

Someone working at this grade would typically have between two and four years relevant experience.

Analyst / Junior Consultant:

Analysts / Junior Consultants are expected to be responsible for a specific component of a project and have good analytical and communication skills.

Activities may include but are not limited to:

- identifying and researching information sources
- gathering and interpreting data
- executing qualitative and quantitative analysis
- interacting with customer stakeholders

Someone working at this grade would typically have up to two years relevant experience.

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	<p>Minimal or poor response to meeting the requirement, with little or no relevance. Limited understanding misses some aspects.</p> <p>The response addresses few elements of the requirement and contains insufficient/limited detail or explanation to demonstrate how the requirement will be fulfilled.</p>
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	<p>Excellent response fully addressing the requirement and providing significant additional evidence of how the criterion has been met and how value would be added</p> <p>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.</p>

For the Price evaluation the following shall apply:

- Fee
- The lowest 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:

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

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.

4. Procurement Procedures

Tendering Timetable

This procurement will follow a multi-stage Competitive Flexible Procedure under the Procurement Act 2023. ORR reserves the right to conduct dialogue, presentations, interim assessments, and post-tender negotiations as appropriate.

The timescales for the procurement process are as follows:

Element	Timescale
Invitation to tender issued	23/09/2025
Deadline for the submission of clarification questions	03/10/2025 @12:00
ORR response to clarifications (latest)	06/10/2025
Deadline for submission of proposals	14/10/2025 @12:00
Evaluation of tenders	15/10 – 22/10/2025
Dialogue / Presentations (if required)	27/10 – 31/10/2025
Contract award	03/11/2025

Please note: The above timetable is indicative and may be subject to change in accordance with the provisions of the Procurement Act 2023. ORR reserves the right to adjust timescales, introduce additional stages (such as dialogue or clarification), or amend deadlines where necessary to ensure a fair and transparent process. Where applicable, a standstill period will be introduced prior to contract award in line with statutory requirements.

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.](#)

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;
- 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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This publication is available at [Find a Tender](#)

Any enquiries regarding this publication should be sent to us at procurementteam@orr.gov.uk

