

Pricing guidance review 2018 Changes for 2019/20 January 2019

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## 1. Introduction

- 1.1 Section 18 of the Defence Reform Act 2014 (the Act) requires that the Secretary of State, or an authorised person, and primary contractors have regard to guidance issued by the SSRO in relation to any of the six steps for determining the contract profit rate for a qualifying defence contract (QDC) or qualifying sub-contract (QSC). Section 20 of the Act states that the SSRO must issue guidance about determining whether costs are Allowable Costs under QDCs and QSCs. The SSRO aims to keep its guidance on these matters current and relevant and consult, as required, with stakeholders to provide additional clarity and certainty for those involved in single source defence contracting.
- 1.2 The current pricing guidance was published in spring 2018. It includes guidance on:
  - a. Allowable Costs (Allowable Costs guidance); and
  - b. the application of the six-step process to calculate the contract profit rate<sup>2</sup> (profit rate guidance).
- 1.3 Following engagement with key stakeholders during summer 2018, the SSRO conducted an eight-week public consultation<sup>3</sup> on proposed changes to its pricing guidance in three areas:
  - a. the requirements of Allowable Costs (the AAR test);
  - b. research and development costs (R&D); and
  - c. capital servicing adjustment (CSA).
- 1.4 During the consultation period, the SSRO:
  - a. held group and individual meetings with members of the SSRO's Operational Working Group<sup>4</sup> and other interested parties;
  - b. received written responses to the working papers from 13 stakeholders, including the MOD, ADS, ten defence contractors and one consultant.<sup>5</sup>
- 1.5 The SSRO would like to take this opportunity to thank all those who responded to the consultation for sharing their views with us. The majority of respondents gave permission for their responses to be published and these are available in SSRO (2019) *Pricing Guidance Review 2018: Consultation Responses*. A summary of the views and evidence provided by consultation respondents, together with the SSRO's commentary on how these responses have informed the final guidance in the areas on which we consulted is available in SSRO (2019) *Pricing Guidance Review 2018: Summary of Consultation Responses*.
- 1.6 Having considered the feedback provided on the proposed guidance, this document presents the changes to the SSRO's pricing guidance that will apply from 1 April 2019. The SSRO will republish its pricing guidance documents in full in March 2019, incorporating the changes set out in this document.
- 1.7 Any queries relating to the revised pricing guidance for 2019/20 should be addressed to the SSRO's helpdesk (020 3771 4785 or <a href="helpdesk@ssro.gov.uk">helpdesk@ssro.gov.uk</a>).

<sup>1</sup> SSRO (2018) Allowable Costs Guidance.

<sup>2</sup> SSRO (2018) Guidance on the Baseline Profit Rate and its Adjustment 2018/19.

<sup>3</sup> From 15 October to 7 December 2018. See SSRO (2018) *Pricing Guidance Review 2018: Consultation on Changes for 2019/20.* 

<sup>4</sup> Comprising the Ministry of Defence (MOD), ADS Group Ltd (ADS) and individual defence contractors.

<sup>5</sup> The ADS response was explicitly supported by four of the defence contractors that responded to the consultation.

# 2. Requirements of Allowable Costs (the AAR test)

We will replace paragraph 2.2 in the current Allowable Costs guidance with the guidance below. Subsequent paragraphs will be re-numbered.

Key to changes: Text deleted Text revised/moved Text added

## Guidance proposed in consultation

For the purpose of pricing QDCs and QSCs the Act requires both the parties to be satisfied that particular costs meet the requirements of Allowable Costs, having regard to this guidance. To facilitate this, the Secretary of State may require the contractor to show that the requirements are met (with reference to this guidance or otherwise). In such cases, the burden of proof rests with the contractor. Whether or not the Secretary of State requires the contractor to show that the requirements of Allowable Costs are met, the Secretary of State and the contractor must be able to verify, to their satisfaction, that the costs are Allowable Costs.

### New guidance from 1 April 2019

For the purpose of pricing a QDC, the Act requires the Secretary of State and the primary contractor to be satisfied that particular costs meet the requirements of Allowable Costs under Section 20(2)(a) to (c) of the Act, having regard to SSRO guidance. In the case of a QSC, it is the Secretary of State and the sub-contractor who must be so satisfied. To be satisfied, the Secretary of State may require the primary contractor (in the case of a QDC) or the sub-contractor (in the case of a QSC) to show that the requirements are met (with reference to SSRO guidance or otherwise). In such cases, the burden of proof rests with the contractor or sub-contractor, as the case may be. Whether or not the Secretary of State requires the contractor or sub-contractor to show that the requirements of Allowable Costs are met, the Secretary of State and the

contractor or sub-contractor must be satisfied that the costs are

Allowable Costs.

## Changes arising from consultation

- To provide clarity regarding QDCs and QSCs.
- Removing unnecessary reference to verification.

### 2.3 In relation to a QDC or QSC, and associated reports required under Part 5 of the Regulations, Regulation 20 places a duty on the primary contractor or sub-contractor to keep 'relevant records'. Section 23 of the Act defines relevant records as accounting and other records (whether in hard or electronic form) which the primary contractor or sub-contractor 'may reasonably be expected to keep' and 'which are sufficiently up-to-date and accurate' for use by the Secretary

of State or an authorised person

relating to the price payable under

a QDC or QSC, including whether

for verifying certain matters

a cost is an Allowable Cost.

### New guidance from 1 April 2019

- 2.3 In relation to a QDC, Regulation 20 requires the primary contractor to keep 'relevant records'. In the case of a QSC, it is the sub-contractor who is so required. Section 23 of the Act defines relevant records as accounting and other records (whether in hard or electronic form) which the primary contractor or sub-contractor, as the case may be, 'may reasonably be expected to keep' and 'which are sufficiently up-to-date and accurate' for use by the Secretary of State for specific purposes, such as verifying certain matters relating to the price payable under a QDC or QSC, including whether a cost is an Allowable Cost.
- Changes arising from consultation
- To provide clarity regarding QDCs and QSCs.

- 2.4 The Act and Regulations do not specify what, if any, other information related to facts, assumptions or calculations is to be provided by a contractor (if required by the Secretary of State), or what standard of information is needed, to show that a cost in a QDC or QSC is an Allowable Cost to the satisfaction of both parties. In determining what type and standard of information is required, the parties should take a proportionate approach considering:
- a. the specific requirements and circumstances of the contract;
- b. the materiality of particular costs; and
- c. what it is reasonable to expect would be available.

- 2.4 The Act and Regulations do not specify what information is required in order to be satisfied that a cost is an Allowable Cost. In determining what type and standard of information is required, the relevant parties identified in paragraph 2.2 should take a proportionate approach considering:
- a. the specific requirements and circumstances of the contract:
- b. the materiality of particular costs; and
- c. what it is reasonable to expect would be available.
- 2.5 Transparency between the parties as to what type and standard of information each considers is required to be satisfied that a cost is an Allowable Cost will facilitate the achievement of a proportionate approach.

- To enhance brevity.
- To provide clarity regarding QDCs and QSCs.
- To note that transparency between the parties will facilitate the achievement of a proportionate approach.

- 2.5 The information used to show that costs are Allowable Costs should make sufficiently clear how the costs meet the requirements to be appropriate, attributable to the contract and reasonable in the circumstances.
- 2.6 The information used to show that costs are Allowable Costs should make sufficiently clear to both the Secretary of State and the primary contractor (in a QDC) or sub-contractor (in a QSC) how the costs meet the requirements to be appropriate, attributable to the contract and reasonable in the circumstances.
- To provide clarity regarding QDCs and QSCs.

We will replace paragraphs 3.1 to 3.10 in the current Allowable Costs guidance with the guidance below.

Key to changes: Text deleted Text revised/moved Text added

## Guidance proposed in consultation

3.1 Costs are Allowable to the extent they are appropriate, attributable to the contract and reasonable in the circumstances. These three requirements apply to all costs of a QDC or QSC, whether estimated or actual, and whether incurred directly or indirectly to enable the performance of the contract.

## New guidance from 1 April 2019

3.1 Costs incurred by a contractor (which includes those already incurred and those which are anticipated) are Allowable Costs in a QDC or QSC to the extent they are appropriate, attributable to the contract and reasonable in the circumstances. These three requirements apply whether the contractor's costs are estimated or actual, and whether they are applied to the contract as a direct cost or as an indirect cost.

## Changes arising from consultation

- To clarify that 'costs incurred' refers to both those already incurred and those which are anticipated.
- To more clearly explain that costs are incurred and then applied to contracts as direct or indirect costs.

This guidance sets out the principles underpinning each requirement and a non-exhaustive list of related factors that the parties should consider when assessing whether particular costs meet the requirements and are, therefore, Allowable Costs. Assessing whether the factors are true requires judgement to be applied by the parties. The relative importance of each factor to the particular costs under consideration, and the level of information required by the parties to be satisfied that the factors are true, are matters for the parties to decide taking account of the circumstances of the case. However, it is unlikely that a requirement will be met where the parties judge none of the underpinning factors to be true.

### New guidance from 1 April 2019

- 3.2 The guidance in this section sets out the typical characteristics of costs that meet the requirements of Allowable Costs. The relevant parties should consider the characteristics when evaluating whether a particular cost incurred by the contractor meets each requirement.
- 3.3 Determining whether each requirement of Allowable Costs is met calls for judgement to be applied by the Secretary of State and the contractor or sub-contractor, as the case may be. This includes judgement regarding:
- the relative importance of the characteristics identified in the guidance to the particular cost under consideration, taking account of the circumstances of the case; and
- the type and standard of information required to be satisfied that the particular cost demonstrates the characteristics identified in the guidance.
- 3.4 In determining whether each requirement is met, the relevant parties may place differing emphasis on the characteristics described in the guidance and require different information to be satisfied that the cost demonstrates the characteristics. It is unlikely, however, that a requirement will be met where the relevant parties cannot conclude positively that the particular cost possesses at least one of the related characteristics.
- 3.5 Section 5 of this document provides additional guidance related to the evaluation of specific categories of cost including, in some cases, the types of evidence that should be considered.

- Changes arising from consultation
- To more clearly explain the format of the guidance and how it should be applied.
- To clarify that the relevant parties may be satisfied that costs are Allowable Costs in different ways.

 To explain the purpose of the guidance on specific categories of cost.

### Guidance proposed in New guidance from 1 April 2019 **Changes arising from** consultation consultation The overarching principle This guidance is intended To better indicate the need for is that for costs to be determined to assist the parties to determine the relevant parties to have Allowable Costs they must the Allowable Costs for a QDC or regard to the aims of ensuring support a contract price that QSC in a way that supports the good value for money in delivers good value for money SSRO's statutory aims of ensuring government expenditure and in government expenditure and fair and reasonable contract that: is fair and reasonable to the prices when applying the a. good value for money is contractor. guidance. obtained in government expenditure on qualifying defence contracts, and b. persons (other than the Secretary of State) who are parties to qualifying defence contracts are paid a fair and reasonable price under those contracts. 3.7 The relevant parties should have regard to these aims when applying the guidance and considering whether costs meet the requirements to be appropriate, attributable to the contract and reasonable in the circumstances. 3.8 References in this To clarify the meaning of guidance to costs that 'enable 'enable the performance of the the performance of the contract' contract'. include those suitably and necessarily incurred by the contractor to: a. deliver the contract in question; b. deliver multiple contracts including the contract in question and equitably apportioned to those contracts. Delivering the contract in guestion may require sustaining an essential or desirable capability. 3.9 References in this To clarify the meaning of guidance to costs which 'would 'withstand public scrutiny'. withstand public scrutiny' include those which meet high standards of regularity, propriety and prudence, such that the relevant standards expected by Parliament of the Ministry of Defence can be

### Guidance proposed in New guidance from 1 April 2019 Changes arising from consultation consultation **Appropriate** Merged with subsequent **Appropriate** paragraph to avoid duplication. A cost is appropriate if it A cost is appropriate if, To clarify that the requirement is of a type and arising from an by its character, it is a cost that a relates both to types of cost reasonable person would consider activity that: and the activities from which ought to be or have been incurred a. a reasonable person informed costs arise. to enable the performance of the of the facts would consider Item a): The meaning of QDC or QSC in question and enables the performance of the 'enables the performance' is which would withstand public QDC or QSC in question; and given at 3.8. scrutiny. b. would withstand public Item b): The meaning of scrutiny. 'withstand public scrutiny' is given at 3.9. 3.5 In order to assess (See 3.10) Merged with preceding paragraph to avoid duplication. whether a cost is appropriate, consideration should be given to the following: a. whether a reasonable person, informed of the facts, would consider the cost suitable and necessary to enable the performance of the contract; and b. whether the cost is of a type that is consistent with the standards of regularity, propriety and prudence expected by Parliament of the Ministry of Defence. Attributable to the contract Attributable to the contract Merged with subsequent paragraph to avoid duplication. 3.11 A cost is attributable to 3.6 A cost is attributable to Item c): To more clearly explain the contract if it: the contract if it is incurred by the that costs are incurred and contractor directly or indirectly to a. is incurred by the contractor; then applied to contracts as enable the performance of the direct or indirect costs. b. enables the performance of the QDC or QSC in guestion and QDC or QSC in question; Item d): To identify the principle is applied to the contract on a that Allowable Costs must c. is applied directly or indirectly basis that is consistent with the only be recovered once and contractor's overarching cost to the contract on a basis acknowledge that costs may accounting practices or using that is consistent with the be recovered from a range of a methodology agreed with the contractor's overarching cost other sources, not just other Secretary of State. Costs which accounting practices or using contracts. are attributable to the contract a methodology agreed with the should not be recovered in any Secretary of State; and way from another contract, d. has not been and is not whether past, existing or anticipated to be recovered, proposed. directly or indirectly, from another source, as Allowable Costs must only be recovered once.

### Guidance proposed in New guidance from 1 April 2019 Changes arising from consultation consultation (See 3.11) Merged with preceding In order to assess whether a cost is attributable to paragraph to avoid duplication. the contract, consideration should be given to the following: a. whether the cost has been or is anticipated to be incurred by the contractor; b. whether the cost has a causal relationship with the performance of the contract; c. whether the allocation and apportionment of the cost to the contract is consistent with the contractor's overarching cost accounting practices or uses a methodology that is agreed with the Secretary of State; and d. whether the contractor has effective controls in place to ensure that costs are only recovered once. Reasonable in the Reasonable in the Merged with subsequent circumstances circumstances paragraph to avoid duplication. Item a): The meaning of 3.8 A cost is reasonable in the 3.12 A cost is reasonable in the 'enables the performance' is circumstances if it is of an amount circumstances if it is of an amount given at 3.8. that is consistent with what a that: Item b): The meaning of reasonable person would consider a. a reasonable person informed 'withstand public scrutiny' is ought to be or have been incurred of the facts would consider given at 3.9. to enable the performance of the consistent with enabling the QDC or QSC in question and Item c): To remove reference performance of the QDC or which would withstand public to performance of third parties QSC in question; scrutiny. as relevant data is rarely likely b. would withstand public to be available. scrutiny; c. is consistent with costs incurred by the contractor in similar circumstances; and d. demonstrates due regard for economy and efficiency in the use of resources.

Guidance proposed in consultation	New guidance from 1 April 2019	Changes arising from consultation
3.9 In order to assess whether a cost is reasonable in the circumstances, consideration should be given to the following:	(See 3.12)	<ul> <li>Merged with preceding paragraph to avoid duplication.</li> <li>Item c): Removed as the requirement is more fully</li> </ul>
a. whether a reasonable person, informed of the facts, would consider the cost congruent with the performance of the contract;		described in paragraphs 2.2 to 2.5.
b. whether the cost is of an amount that is consistent with the standards of regularity, propriety and prudence expected by Parliament of the Ministry of Defence;		
c. whether the cost is supported by relevant empirical evidence, where it is reasonable to expect this would be available;		
d. whether the cost is consistent with costs of a similar nature that were or are anticipated to be incurred by the contractor in the performance of other contracts or by third parties in similar circumstances; and		
e. whether the contractor has taken adequate steps to enhance economy and efficiency in the use of resources.		

- 3.10 Consideration must be given to the circumstances of the case when determining whether costs are reasonable. Circumstances which may influence costs and which may, therefore, be considered when determining if a cost is reasonable in the circumstances include, but are not limited to:
- a. the level of competitiveness and/or market testing undertaken in the supply chain;
- b. the particular specification and performance requirements of the contract:
- c. uncertainty and risk affecting costs:
- d. events which were not anticipated at the time of agreement;
- e. the economic environment;
- f. the statutory provisions in place at the time of contracting; and
- g. any alternative options available, for example, to justify decisions as to whether to sub-contract or undertake work 'in-house'.

### New guidance from 1 April 2019

- 3.13 Consideration must be given to the circumstances of the case when determining whether costs are reasonable. Circumstances which may influence costs, and which may, therefore, be considered when determining if a cost is reasonable in the circumstances, include, but are not limited to:
- a. the level of competitiveness and/or market testing undertaken in the supply chain;
- b. the particular specification and performance requirements of the contract:
- c. the capability necessary to perform the contract;
- d. uncertainty and risk affecting estimated costs;
- e. the impact on actual costs of events which were not anticipated at the time of agreement;
- f. the economic environment;
- g. the statutory provisions in place at the time of contracting; and
- h. any alternative options available, for example, to justify decisions as to whether to sub-contract or undertake work 'in-house'.

## Changes arising from consultation

- Item c): Introduced to provide consistency with the guidance at 3.8 on costs which enable the performance of the contract.
- Item d): To reflect that this is a consideration for costs which are anticipated to be incurred.
- Item e) To reflect that this is a consideration concerning costs already incurred.

## 3. Research and development

We will replace Part D – Research and development costs in the current Allowable Costs guidance with the guidance below.

Key to changes: Text deleted Text revised/moved Text added

Guidance proposed in consultation	New guidance from 1 April 2019	Changes arising from consultation
D.1 Research  D.1.1 Research means original and planned investigation undertaken with the prospect of gaining new scientific or technical knowledge and understanding.  (And D.2.1)	D.1 Research and development  D.1.1 Research is original and planned investigation undertaken with the prospect of gaining new scientific or technical knowledge and understanding.  D.1.2 Development is the application of research findings or other knowledge to a plan	To bring definitions of research and development together.
	or design for the production of new or substantially improved materials, devices, products, processes, systems or services before the start of commercial production or use.	
D.1.2 The costs of research undertaken before or during the contract that directly or indirectly enables its performance may be Allowable costs.	D.1.3 The costs of research and development incurred, whether applied directly or indirectly to a QDC or QSC, may be Allowable Costs.	<ul> <li>To bring guidance on research and development together.</li> <li>To more clearly explain that costs are incurred and then applied to contracts as direct or indirect costs.</li> </ul>

### Guidance proposed in New guidance from 1 April 2019 **Changes arising from** consultation consultation D.2 Research applied indirectly D.1.3 Where the contractor's To replace the guidance related to historic indirect costs method for allocating and apportioning research costs with guidance related to costs means it is not possible or cost A proportion of the costs incurred during the period of research undertaken during effective to show what amount of the contract and applied the period of the contract that are of historic indirect research indirectly to it. applied indirectly to contracts may costs meet the requirements of To clarify considerations to be attributable to the QDC or QSC Allowable Costs, indirect research inform the assessment of in question where the research to costs incurred during the period whether the costs meet the which the costs relate enables the of the contract may be used to requirement to be attributable determine the historic indirect performance of the contract. to the contract. research costs that are Allowable Item a): To remove the Costs provided that: requirement to consider D.2.2 In determining whether the consistency with historic levels a. the research costs incurred research enables the performance as costs will need to satisfy the during the period of the of the contract, the parties should requirement to be reasonable contract are consistent with consider the requirements of in the circumstances. historic levels: the contract and whether these Items c) and d): Removed b. the parties agree that the necessitate the research, either to avoid duplication with indirect research undertaken expressly or by implication. Some during the period of the paragraph 3.11. research may be necessary if it is contract is of potential interest required to maintain capability to to the Secretary of State perform the contract. when considering the specific circumstances of the contract being delivered; c. indirect research costs are applied to the contract on a basis that is consistent with the contractor's overarching cost accounting practices or using a methodology agreed with the Secretary of State; and d. costs are only recovered once. **D.2 Development D.3 Development** See comment at D.1.2. D.2.1 Development is the (See D.1.2) application of research findings or other knowledge to a plan or design for the production of new or substantially improved materials, devices, products, processes, systems or services before the start of commercial production or use. D.2.2 Development costs that (See D.1.3) See comment at D.1.3. directly or indirectly enable the performance of the contract may be Allowable Costs.

### Guidance proposed in New guidance from 1 April 2019 Changes arising from consultation consultation D.2.3 Accounting standards Accounting standards To enhance clarity. allow contractors to account for allow contractors to account for To avoid duplication with development costs in different development costs in different paragraph 3.11. ways. They will either recognise ways. They will either recognise an intangible asset arising from an intangible asset arising from development expenditure and development expenditure and amortise this over time or will amortise this over time or will write off the costs as they are write off the costs as they are incurred. Development costs incurred. Either approach may may be Allowable Costs under be used in determining the level either approach and the treatment of development costs that are already established for the Allowable Costs. contractor's own purposes should normally be adopted. Development costs that Development costs that No change. are recognised as an intangible are recognised as an intangible asset and amortised are dealt with asset and amortised are dealt with in section G.1 of this guidance. in section G.1 of this guidance. D.2.5 Development costs that Development costs that D.3.3 No change. are written off as they are incurred are written off as they are incurred should be applied to the contract should be applied to the contract on a basis that is consistent with on a basis that is consistent with the contractor's overarching cost the contractor's overarching cost accounting practices or using accounting practices or using a methodology agreed with the a methodology agreed with the Secretary of State. Secretary of State. D.3 Other matters Other matters To enhance brevity and clarity. **D.4** To remove the additional D.3.1 Abortive research or D.4.1 The costs of research or quidance on assessing development that did not achieve development expenditure should what is reasonable in the its planned objectives may be be treated in the same way as any circumstances as this is Allowable Costs and should be other research and development adequately covered in and may be an Allowable Cost. evaluated in the same way as any paragraphs 3.12 to 3.13 and, other research or development This recognises that trial and in the case of research, the error is normal and inevitable costs. additional specific guidance at given the nature of such work. D.2.2. The assessment of what is a reasonable level of aborted work will depend on the information available and the specific circumstances of the contract being delivered, similar to the guidance on reworks, wastage and faulty workmanship (E.2). D.3.2 Costs should only be Removed to avoid duplication recovered once. Any costs with paragraph 3.11. recovered as a direct cost of any contract should not also be allocated and apportioned as an indirect cost.

We will replace Part E.4 in the current Allowable Costs guidance with the guidance below.

This is not part of the *Research and Development* specific Allowable Costs guidance, but the change is introduced here because previous specific guidance on benefits and credits gained by contractors through the taxation system as a result of research and development expenditure have been merged with the specific guidance on *Refunds*, *penalties and notional transactions*.

Key to changes: Text deleted Text revised/moved Text added

## E.4 Reimbursements, notional transactions and penalties

E.4.1 Allowable Costs should be net of any reimbursements, credits, grants or refunds received by contractors that directly reduce a particular cost for the contractor.

## E.4 **Credits**, notional transactions and penalties

E.4.1 Allowable Costs should be net of any credits received by contractors that reduce a particular cost for the contractor. Credits may include, but are not limited to, reimbursements, grants, discounts or refunds.

 To clarify that the guidance relates to credits, of which reimbursements are one example.

- E.4.2 Grants that are not ringfenced and adjustments made through company income tax regimes are not relevant to the determination of Allowable Costs because they are not given with a view to directly reduce particular costs.
- E.4.2 Credits that do not reduce a particular cost are not relevant to the determination of Allowable Costs.
- E.4.3 The treatment of a particular credit should be consistent with the contractor's overarching cost accounting practices or using a methodology agreed with the Secretary of State. In determining whether the treatment for a particular credit is appropriate, the relevant parties should consider:
- a. the legal basis of the credit and whether this indicates it reduces costs or not;
- b. the economic substance of the credit, which may indicate that it reduces costs if:
  - there is a requirement, intent, or common practice for the credit to be used to reduce costs;
  - ii. the credit is calculated with direct reference to costs;
  - iii. the credit is received from the same entity with which the costs were incurred; and
  - iv. transactions are settled net of the credit; and
- c. the credit is received as a result of a particular requirement of the contract, which may indicate that it reduces costs.

- To provide more general guidance concerning credits that do not reduce a particular cost.
- To provide principles-based guidance to assist the relevant parties to determine the appropriate treatment for a particular credit.

- E.4.3 Notional transactions are generally not Allowable Costs.
- E.4.4 Costs arising from civil penalties and fines are not Allowable Costs. Such costs result from charges imposed by third parties on contractors to penalise them for wrongdoing or to derive compensation for harm done. As such, they do not satisfy the requirements of Allowable Costs.
- E.4.4 Notional transactions are generally not Allowable Costs.
- E.4.5 Costs arising from civil penalties and fines are not Allowable Costs. Such costs result from charges imposed by third parties on contractors to penalise them for wrongdoing or to derive compensation for harm done. As such, they do not satisfy the requirements of Allowable Costs.
- No change
- No change

# 4. Guidance on the baseline profit rate and its adjustment: Introduction

We will insert the following after paragraph 3.3 of the current Introduction. Subsequent paragraphs will be re-numbered.

Key to changes: Text deleted Text revised/moved Text added

### Guidance proposed in New guidance from 1 April 2019 **Changes arising from** consultation consultation (2.3 of Allowable Costs guidance) Relevant Records To remind contractors and subcontractors of their In relation to a QDC, obligations to keep relevant Regulation 20 requires the records for the purpose of primary contractor to keep verifying certain matters 'relevant records'. In the case of relating to the price payable a QSC, it is the sub-contractor under a QDC or QSC; who is so required. Section 23 of reflecting the Allowable Costs the Act defines relevant records guidance. as accounting and other records (whether in hard or electronic form) which the primary contractor or sub-contractor, as the case may be, 'may reasonably be expected to keep' and 'which are sufficiently up-to-date and accurate' for use by the Secretary of State for specific purposes, such as verifying certain matters relating to the price payable under a QDC or QSC. Such matters may include the calculation of the contract profit rate.

# 5. Capital servicing adjustment: Allowable Costs guidance

We will replace Part G.2 – Financing costs in the current Allowable Costs guidance with the guidance below.

Key to changes: Text deleted Text revised/moved Text added

## Guidance proposed in consultation

G.2.1 Costs associated with the raising and servicing of capital are not Allowable Costs. The approach to calculating the step 6 capital servicing adjustment compensates for these costs. The SSRO publishes separate guidance on how the step 6 capital servicing adjustment ensures the contractor receives an appropriate and reasonable return on the fixed and working capital they employ to enable the performance of a QDC or QSC.

## New guidance from 1 April 2019 (

G.2.1 Borrowing costs are generally not Allowable Costs. The approach to calculating the step 6 capital servicing adjustment compensates contractors for these costs. The SSRO publishes separate guidance on how the step 6 capital servicing adjustment ensures the contractor receives an appropriate and reasonable return on the fixed and working capital it employs for the purpose of enabling it to perform the contract.

## Changes arising from consultation

To clarify the guidance.

# 6. Capital servicing adjustment: Profit rate guidance

We will replace sections 17 to 23 in the current profit rate guidance with the guidance below. Subsequent paragraphs will be re-numbered.

Key to changes: Text deleted Text revised/moved Text added

Guidance proposed in	New guidance from 1 April 2019	Changes arising from
consultation		consultation
17 Basis of the capital servicing adjustment	17 Basis of the capital servicing adjustment	No change.
17.1 Section 17(2) of the Act, and Regulation 11(7), set out the requirement for the capital servicing adjustment:	17.1 Section 17(2) of the Act, and Regulation 11(7), set out the requirement for the capital servicing adjustment:	
"Take the amount resulting from step 5 and add to or subtract from it an agreed amount ("the capital servicing adjustment"), so as to ensure that the primary contractor receives an appropriate and reasonable return on the fixed and working capital employed by the primary contractor for the purposes of enabling the primary contractor to perform the contract."	"Take the amount resulting from step 5 and add to or subtract from it an agreed amount ("the capital servicing adjustment"), so as to ensure that the primary contractor receives an appropriate and reasonable return on the fixed and working capital employed by the primary contractor for the purposes of enabling the primary contractor to perform the contract."	
17.2 Regulation 11(8) requires that: "In agreeing the capital servicing adjustment, the primary contractor and the Secretary of State:	17.2 Regulation 11(8) requires that: "In agreeing the capital servicing adjustment, the primary contractor and the Secretary of State:	No change.
a. must have regard to the capital servicing rates in force at the time of the agreement;	a. must have regard to the capital servicing rates in force at the time of the agreement;	
b. must not apply any adjustment in respect to any costs of the fixed and working capital employed by the primary contractor which are Allowable Costs under the contract; and	b. must not apply any adjustment in respect to any costs of the fixed and working capital employed by the primary contractor which are Allowable Costs under the contract; and	
c. may use an average fixed and working capital for any business unit which is likely to be performing the primary contractor's obligations under the contract."	c. may use an average fixed and working capital for any business unit which is likely to be performing the primary contractor's obligations under the contract."	

Guidance proposed in consultation		New guidance from 1 Ap	ril 2019	Changes arising from consultation	
17.3 Section 30 of the Act sets out that "[the Act] and single source contract regulations apply to qualifying subcontracts (and to sub-contractors) as they apply to qualifying defence contracts (and to primary contractors)".		17.3 Section 30 of the A sets out that "[the Act] and source contract regulations to qualifying subcontracts sub-contractors) as they a qualifying defence contractor primary contractors)".	single s apply (and to pply to	No change.	
17.4 The three capital servicing rates published by the Secretary of State that are in force for the financial year commencing 1 April 2019 are:		,		<ul> <li>No change.</li> <li>The guidance will be updated in March 2019 following the announcement by the Secretary of State of the relevant rates to apply from 1</li> </ul>	
Item	Rate	Item	Rate	April 2019.	'
Fixed capital	X	Fixed capital	X		
Positive working capital	X	Positive working capital	X		
Negative working capital	X	Negative working capital	X		
baseline profit rate (Step 1) the comparator company data is adjusted to remove the effect of capital servicing and so sets a baseline upon which Step 6 can be applied for a contract. This process is set out in SSRO (2018) Single Source Baseline Profit Rate, Capital Servicing Rates and Funding Adjustment Methodology.		Single Source Baseline Profit Rate, Capital Servicing Rates and			
18 Calculating the capital servicing adjustment		18 Calculating the c servicing adjustment	apital	No change.	
18.1 This guidance sets out the approach that should be followed to calculate the capital servicing adjustment using a ratio of capital employed to the total cost of production (CP:CE ratio) of a relevant unit of business which is likely to be performing the contractor's obligations under the contract (the "CSA calculation").		18.1 This guidance sets the approach that should be followed to calculate the caservicing adjustment using of capital employed to the cost of production (CP:CE a relevant unit of business is likely to be performing the contractor's obligations un contract (the "CSA calcular").	ne apital a ratio total ratio) of which ne der the	:	
guidance set out the calculation of capital employed and of cost of production, which are required for the calculation. The diagrams after that guidance set out the four computations to be performed.  A simple worked example is described at Appendix C to this		18.2 The next sections guidance set out the calcu of capital employed and of of production, which are refor the CSA calculation. The diagrams after that guidan set out the four computation be performed. A simple work example is described at App C to this guidance.	lations cost quired e ce ons to orked	No change.	

#### Guidance proposed in New guidance from 1 April 2019 **Changes arising from** consultation consultation 18.3 The CSA calculation The CSA calculation To enhance clarity. compensates for an appropriate ensures the contractor receives and reasonable return on all an appropriate and reasonable capital employed by the contractor return on the fixed and working for the purposes of enabling the capital employed by the contractor contractor to perform the contract. for the purposes of enabling it On this basis financing costs to perform the contract. On this should not form part of Allowable basis borrowing costs should not Costs. form part of Allowable Costs. 18.4 The CSA calculation 18.4 The CSA calculation To define the meaning of assumes that the capital assumes that the capital intensity 'capital intensity'. intensity of the unit of business is of the unit of business (that is equivalent to the capital intensity the ratios of its fixed and working of the performance of the contract. capital to its cost of production for This assumption is a reasonable a given period) is equivalent to the capital intensity of the contract. estimate because a unit of business will normally perform This assumption is a reasonable many contracts of a similar nature estimate because a unit of under similar conditions and it is business will normally perform therefore reasonable to expect many contracts of a similar nature that the QDC or QSC will be under similar conditions and it is therefore reasonable to expect performed on the same basis with equivalent capital requirements. that the QDC or QSC will be performed on the same basis with equivalent capital requirements. 18.5 The contractor must The contractor and the To clarify to whom the use the information of the unit Secretary of State must use the guidance applies. information of the unit of business of business most relevant to To require the parties to the contract, which may be a which they agree is most relevant agree which unit of business subsidiary company, division, to the contract. This may be a is most relevant for the CSA Qualifying Business Unit (QBU), subsidiary company, division, calculation. or site location, and is selected business unit, or site location, based upon professional and is selected based upon judgement. If reliable information professional judgement. If reliable information cannot reasonably cannot reasonably be isolated to a unit of business the information be isolated to a unit of business of the contractor's business as a the information of the contractor's whole may be used. business as a whole may be

used.

Guidance proposed in	New guidance from 1 April 2019	Changes arising from
consultation		consultation
[See 21.2]	18.6 The calculation has two components: the capital employed and the cost of production. Both components should be derived from the same financial records or should be adjusted to ensure they are on the same basis. For example, if cost of production is derived from the information supplied during the course of the assessment of cost recovery rate claims, such as financial or management accounts, then components of capital employed, for example manufactured inventory, may need adjustment to ensure they are valued on the same cost basis.	To clarify the need for information used in the calculations of capital employed and cost of production to be on the same basis.
19 Calculation of capital employed	19 Calculation of capital employed	To enhance brevity.
19.1 Capital employed is the debt and equity investment necessary for a unit of business to function. Directly calculating this may be difficult because a unit of business may not separately report the debt and equity necessary for a business to function from other debt and equity investment. Capital employed is instead indirectly calculated with reference to the equal and opposite balance sheet items for which more granular information is available.	19.1 Capital employed is the debt and equity necessary for a unit of business to function. Directly calculating this may be difficult because a unit of business may not separately report the debt and equity necessary for a business to function from other debt and equity. Capital employed is instead indirectly calculated with reference to the equal and opposite balance sheet items for which more granular information is available.	
19.2 Capital employed should be computed as the total assets less total liabilities, excluding interest bearing liabilities, of the business unit.	19.2 Capital employed should be computed as the total assets less total liabilities, excluding interest bearing liabilities, of the business unit.	No change
19.3 Capital Employed is the average capital employed over the same period used to determine cost of production. At a minimum this is the average of the opening and closing position.	19.3 Capital Employed is the average capital employed over the same period used to determine cost of production. At a minimum this is the average of the opening and closing position.	No change

19.4 The capital employed is adjusted to remove elements that are not part of normal operations, are equivalent to debt, or irrelevant for single source procurement. These adjustments seek to achieve a result that, when taken with the cost of production as a ratio, approximates the capital intensity of the performance of the contract as closely as is practicable.

## New guidance from 1 April 2019

19.4 The capital employed is adjusted to remove elements that are not part of normal operations, are equivalent to debt, or would not result in an appropriate result if included in the calculation. These adjustments seek to achieve a result that, when taken with the cost of production as a ratio, approximates the capital intensity of the contract as closely as is practicable.

## Changes arising from consultation

 To clarify elements that are to be excluded from the calculation of capital employed.

- 19.5 The following items should generally be excluded from the general definition of total assets less total liabilities, except for interest bearing liabilities:
- a. items not representing capital employed in normal operations, for example:
  - intangible assets with an indefinite useful life;
  - ii. fair value adjustments that did not require additional input of capital, for example the upward revaluation of tangible and intangible assets;
  - iii. investments in shares and securities;
  - iv. loans to or from other companies, including nontrading balances with group entities:
  - v. assets held for sale and idle assets not required for the normal operation of the business; or
  - vi. cash in excess of the amount required for normal operations;
- items that are indirect ways of raising money that should be treated as debt equivalents, for example:
  - i. deferred tax assets or liabilities; or
  - ii. retirement benefit surpluses or obligations; and
- c. items generally not relevant for single source MOD contracting.

### New guidance from 1 April 2019

- 19.5 The initial definition of capital employed is total assets less total liabilities, except for interest bearing liabilities. The following items should then generally be excluded:
- a. items not representing capital employed in normal operations, for example:
  - i. goodwill, brands and customer lists acquired in a business combination;
  - fair value adjustments that did not require additional input of capital, for example the upward revaluation of tangible and intangible assets;
  - iii. investments in shares and securities;
  - iv. loans to or from other companies, including nontrading balances with group entities;
  - assets held for sale and idle assets not required for the normal operation of the business; or
  - vi. cash that exceeds the amount required for normal operations. Normal operational requirements might include holding cash for the purpose of meeting liabilities included in the calculation of capital employed;
- items that are indirect ways of raising capital that should be treated as debt equivalents, for example:
  - i. deferred tax assets or liabilities: or
  - ii. retirement benefit surpluses or obligations; and
- c. other items whose inclusion would not result in an appropriate Step 6 adjustment.

## Changes arising from consultation

- · To enhance clarity.
- Item 19.5a)i): To clarify classes of asset that are to be excluded from the calculation of capital employed, rather than relying on their useful life.
- Item 19.5a)vi): To clarify the meaning of normal operations.
- Item 19.5c: To clarify elements that are to be excluded from the calculation of capital employed.

Guidance proposed in consultation	New guidance from 1 April 2019	Changes arising from consultation
19.6 Where cash is held in a group pooling arrangement outside the balance sheet of the unit of business used for the calculation, a value of cash required for normal operations of the business unit may be included as an element of Capital Employed.	19.6 Where cash is held in a group pooling arrangement outside the balance sheet of the unit of business used for the calculation, a value of cash required for normal operations of the business unit may be included as an element of Capital Employed.	No change
19.7 Further adjustments may be required as part of the calculation if they can be reliably estimated and have a material impact on the result. Any adjustment required will depend on the information available and the specific circumstances of the contract being delivered. Examples of such situations are:	19.7 Exceptional further adjustments may be agreed with the Secretary of State if they can be reliably estimated and have a material impact on the result. Any adjustment will depend on the information available and the specific circumstances of the contract being delivered. Examples of such situations are:	To clarify that adjustments may be made exceptionally and with the Secretary of State's agreement.
<ul> <li>a. where a pervasive change is expected to occur that will affect the capital employed of the unit of business; or</li> <li>b. where considering the timing of a significant transaction during</li> </ul>	<ul> <li>a. where a pervasive change is expected to occur that will affect the capital employed of the unit of business; or</li> <li>b. where considering the timing of a significant transaction during</li> </ul>	
the period will give a more precise average.	the period will give a more precise average.	
20 Fixed and working capital	20 Fixed and working capital	No change
20.1 To calculate the split of capital employed between fixed and working capital employed a contractor should identify balance sheet items that are fixed in nature; this will generally include items that are held for more than one year. This 'fixed capital value' figure is subtracted from the capital employed and the balance is the 'working capital value', which may be positive of negative.	20.1 To calculate the split of capital employed between fixed and working capital employed a contractor should identify balance sheet items that are fixed in nature; this will generally include items that are held for more than one year. This 'fixed capital value' figure is subtracted from the capital employed and the balance is the 'working capital value', which may be positive of negative.	

### Guidance proposed in New guidance from 1 April 2019 **Changes arising from** consultation consultation 20.2 Adequate justification 20.2 Adequate justification To clarify that the parties should be provided to support should be provided to support should take a proportionate the calculation of both fixed and the calculation of both fixed and approach in determining working capital. working capital. what information is required concerning the calculation. In determining what type and standard of information is required, the relevant parties should take a proportionate approach considering: a. the specific requirements and circumstances of the contract; b. the materiality of particular components of the calculation; and what it is reasonable to expect would be available. 21 Calculation of cost of Calculation of cost of No change production production Cost of production is the 21.1 Cost of production is the 21.1 cost incurred by the functioning cost incurred by the functioning of a business before financing of a business before financing charges; the general definition charges. being Operating revenue less Operating profit/loss. Cost of production (See 18.6) Guidance on information should be computed for the same sources moved forward as it relevant unit of business for which relates to the calculation of capital employed is computed and both capital employed and cost should be derived from the same of production. information source to ensure both To clarify why data should be calculations are made on the 'annualised'. same basis. 21.2 Where the period to which The information should be the cost of production relates is not one year, an equivalent annualised where appropriate annual value should be computed because the Capital Servicing Rates to which the CP:CE ratio is because the capital servicing rates to which the CP:CE ratio applied are on an annual basis. is applied are an annual rate of return. The initial definition of 21.3 The following items 21.3 To clarify elements that should generally be excluded from cost of production is operating are to be excluded from the general definition of operating revenue less operating profit/loss. the calculation of cost of revenue less operating profit/loss: The following items should then production. generally be excluded: a. the cost of raising and servicing capital; a. borrowing costs; b. costs related to items excluded b. costs related to items excluded from capital employed; and from capital employed; and c. costs generally not relevant c. costs whose inclusion would for single source MOD not result in an appropriate contracting. Step 6 adjustment.

### Guidance proposed in New guidance from 1 April 2019 **Changes arising from** consultation consultation 21.4 Where exceptional 21.4 Where exceptional Updated cross reference. adjustments have been made to adjustments have been made to Capital Employed in accordance Capital Employed in accordance with paragraph 19.7, a with paragraph 19.5, a corresponding adjustment to cost corresponding adjustment to cost of production may be required. of production may be required. No change **Computation 1 Computation 1** Determine Ratio of Capital Determine Ratio of Capital **Employed to Cost of Production** Employed to Cost of Production Fixed Capital Value Fixed Capital Value **Plus Plus** Working Capital Value (positive Working Capital Value (positive or negative) or negative) **EQUALS EQUALS** Total Capital Employed Total Capital Employed **Divide into Divide into** Cost of Production Cost of Production **EQUALS EQUALS** Cost of Production as a Cost of Production as a Proportion of Capital Employed Proportion of Capital Employed (CP:CE) (CP:CE) No change **Computation 2 Computation 2** Determine the individual Determine the individual proportions of Total Capital proportions of Total Capital **Employed Employed** Fixed Capital Value Fixed Capital Value **Divided by** Divided by Total Capital Employed Total Capital Employed **EQUALS EQUALS** Fixed Capital as a proportion of Fixed Capital as a proportion of Capital Employed Capital Employed Working Capital Value (positive Working Capital Value (positive or negative) or negative) Divided by Divided by Total Capital Employed Total Capital Employed **EQUALS EQUALS** Working Capital as a proportion Working Capital as a proportion of Capital Employed of Capital Employed

### Guidance proposed in New guidance from 1 April 2019 **Changes arising from** consultation consultation No change Computation 3 **Computation 3 Apply Capital Servicing Rates** Apply Capital Servicing Rates Fixed Capital as a proportion Fixed Capital as a proportion of Capital Employed of Capital Employed **Multiplied by Multiplied by** Fixed Capital Servicing Rate Fixed Capital Servicing Rate **PLUS PLUS** Working Capital (positive) as a Working Capital (positive) as a proportion of Capital Employed proportion of Capital Employed **Multiplied by Multiplied by** Positive Working Capital Positive Working Capital Servicing Rate Servicing Rate **OR** (if Working Capital is **OR** (if Working Capital is negative) negative) Working Capital (negative) as a Working Capital (negative) as a proportion of Capital Employed proportion of Capital Employed **Multiplied** by **Multiplied by Negative Working Capital Negative Working Capital** Servicing Rate Servicing Rate **EQUALS EQUALS** Capital Servicing Rate<sup>6</sup> Capital Servicing Rate7 <sup>6</sup> The Capital Servicing Rate can <sup>7</sup> The capital servicing rate can be be positive or negative. positive or negative. No change Computation 4 Computation 4 Calculate the Capital Servicing Calculate the Capital Servicing Adjustment for Step 6 Adjustment for Step 6 Capital Servicing Rate Capital Servicing Rate Divided by Divided by

Cost of Production as a

proportion of Capital Employed

(CP:ĊE)

Capital Servicing Adjustment

to be used in Step 6 of CPR

Cost of Production as a

proportion of Capital Employed

(CP:CE)

EQUALS
Capital Servicing Adjustment

to be used in Step 6 of CPR

