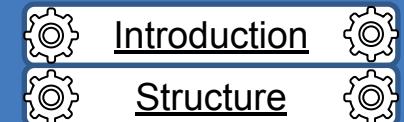




Government
Commercial
Function

Source to Contract Functional Reference Model 2024 v7

Published by the Government Commercial Function

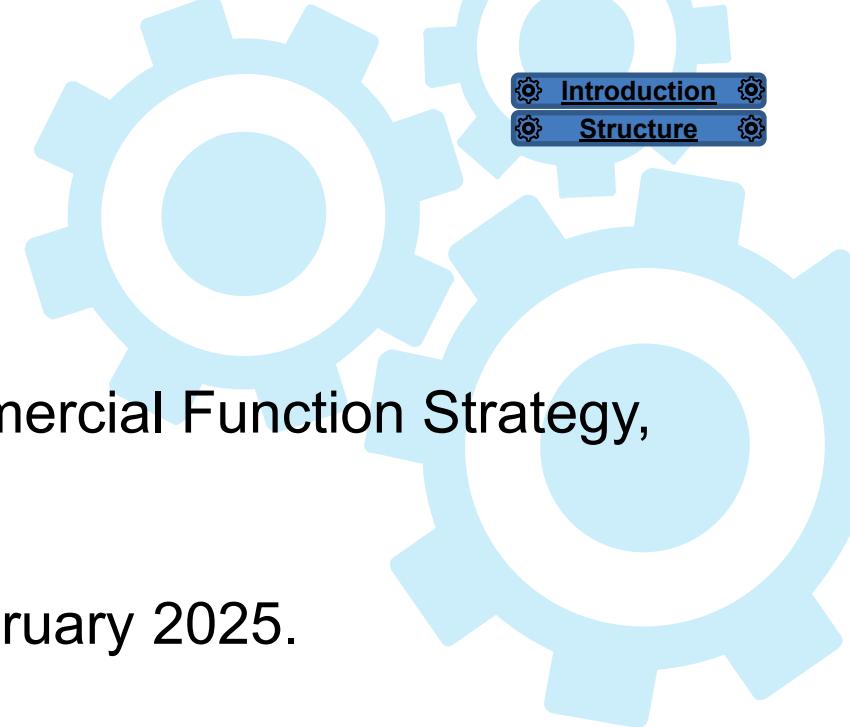




Overview

This document has been prepared by the Government Commercial Function Strategy, Assurance and Standards team.

Please note this latest document is up to date as of 26th February 2025.





Executive Summary

The **Source to Contract Functional Reference Model (FRM) 2024** is a standardised framework that outlines global processes and activities. They create a common understanding and language enabling consistency in practice and performance measurement

The Functional Reference Model (FRM) 2024 has four components;

1. Process Taxonomy - procurement global and sub processes, they define a common language
2. Leading practices - practices and activities to be undertaken
3. Process Flows Diagrams - visual representation of the sequence of activities
4. Performance KPIs and Reporting

Define and Procure - form the core scope of FRM 2024 and all four components are provided

Plan and Manage - are described at Process Taxonomy only. Leading practices and process flows for Plan and Manage are described elsewhere in the **GCF Functional Standard GovS 008: Commercial, The Procurement Pathway and Contract Management Playbook**

This update of FRM 2024;

- Has been developed collaboratively with colleagues across government departments, with GCF procurement policy including Transforming Public Procurement and the private sector, they are based on leading practices
- Are based solely on the Procurement Act 2023
- Are system 'agnostic' - i.e. do not depend on a specific system
- **Should** be used across all government departments and, where appropriate, leveraged by other government organisations
- Should be used in proportion to the size and complexity of a sourcing activity
- Are interoperable with Grants Management, Finance and HR processes, data and quality and performance frameworks



Executive Summary

The existing **Global Design Principles (GDP) 2021** are still relevant up until the Procurement Act 2023 launch date and relevant for any requirements under the Public Contracts Regulations (PCR) 2015 and still apply to procurements covered by the transitional provisions. **Global Design Principles (GDP) 2021** remain available on Gov.uk.

FRM 2024 is a development of **GDP 2021** and is aligned to the **Procurement Act 2023**, as such the **FRM 2024** will not formally be published until after the Procurement Act launch date 24th February 2025.





Introduction

Who are we?

The Government Commercial Function is a cross-government network procuring or supporting the procurement of goods and services for the government.

Commercial activities are a priority for government. Here's why:

- It is important that the public sector reduces waste and repetition to deliver value for money in the circa £300 billion that it spends every year on contracts for vital goods and services
- It is vital that end-to-end accurate data is accessible across government to enable insight-driven decisions for better commercial outcomes for the whole of the Civil Service
- Interoperable processes and data are an essential foundation for the adoption of leading-edge technology to enable automation and a focus on value added commercial activities

What are the Source to Contract Functional Reference Model?

The Source to Contract Functional Reference Model (FRM) 2024 is a standardised framework that outlines global processes and activities. They create a common understanding and language enabling consistency in practice and performance measurement. There are similar FRM's for Finance, Grants and HR.

The Functional Reference Model (FRM) 2024 has three components;

1. Process Taxonomy - procurement global and sub processes, they define a common language
2. Leading practices - practices and activities to be undertaken
3. Process Flows Diagrams - visual representation of the sequence of activities
4. Performance KPI's and Reporting

Alongside FRM 2024 are a Business Glossary and Data Dictionary for ERP systems, these are published in NOVA.

Why implement the Commercial Functional Reference Model?

The need to standardise principles and have interoperable processes and data across functions is an important objective across government. Implementing these Functional Reference Model will enable a more unified commercial function, seamlessly working with grants management, finance and HR functions across government. In addition, we believe these principles will enable:

- The sharing of leading practice to improve outcomes
- Specific guidance for professionals, which supports and empowers their decision making
- Principles that can be used to support the development of commercial capability across government
- Transparency, consistency and compliance in commercial processes
- Create efficiency by preventing duplication of commercial process, data and quality and performance definition and framework creation

When should I use it?

This document can be used by everyone, as our principles are best practice processes developed cross-government. Three specific examples where you should consider reviewing the principles are when:

- Reviewing your source to contract (S2C) processes and making process improvements
- Looking to identify why your S2C performance is not meeting expected performance, the principles should be used to identify where the process needs amending to improve overall performance
- Designing detailed processes to determine new systems design and configuration



Purpose

Standardised processes and principles will:

-  Enable government organisations to **converge to common processes**
-  Enable **functional convergence** with Commercial, Grants Management, Finance and HR functions across government
-  Drive **uniformity across departments** in the systemisation of these standards
-  Enable **convergence of data standards** to improve data quality across GCF
-  Create a **framework (taxonomy)** against which central policies, guidance and toolkits can be published and made available to all departments
-  Enable the identification and review of the potential to **scale**, through **shared services** across smaller departments and **aggregation of services** within bigger departments





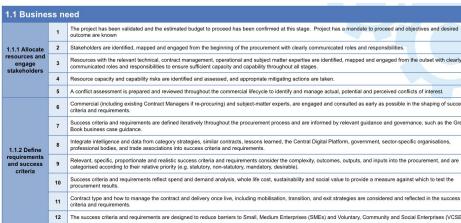
Strategic Design Principles

The strategic design principles **articulate what will shape the design** of the Functional Reference Model and related processes.



Leading practice guidance

Detailed points of **guidance / leading practice** features related to each process area.



Process Metrics

These are **indicative metrics** to help measure **performance**. They are a guide and need to be applied to individual circumstances.



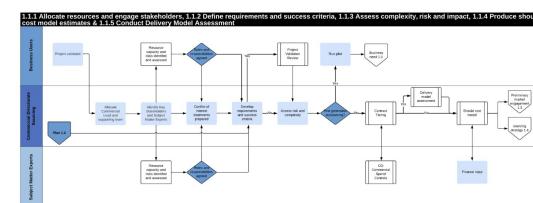
taxonomy

The taxonomy outlines the **different processes** in different **levels of detail** in Source to Contract and highlights which ones are fully covered and those that are outlined in this guidance.



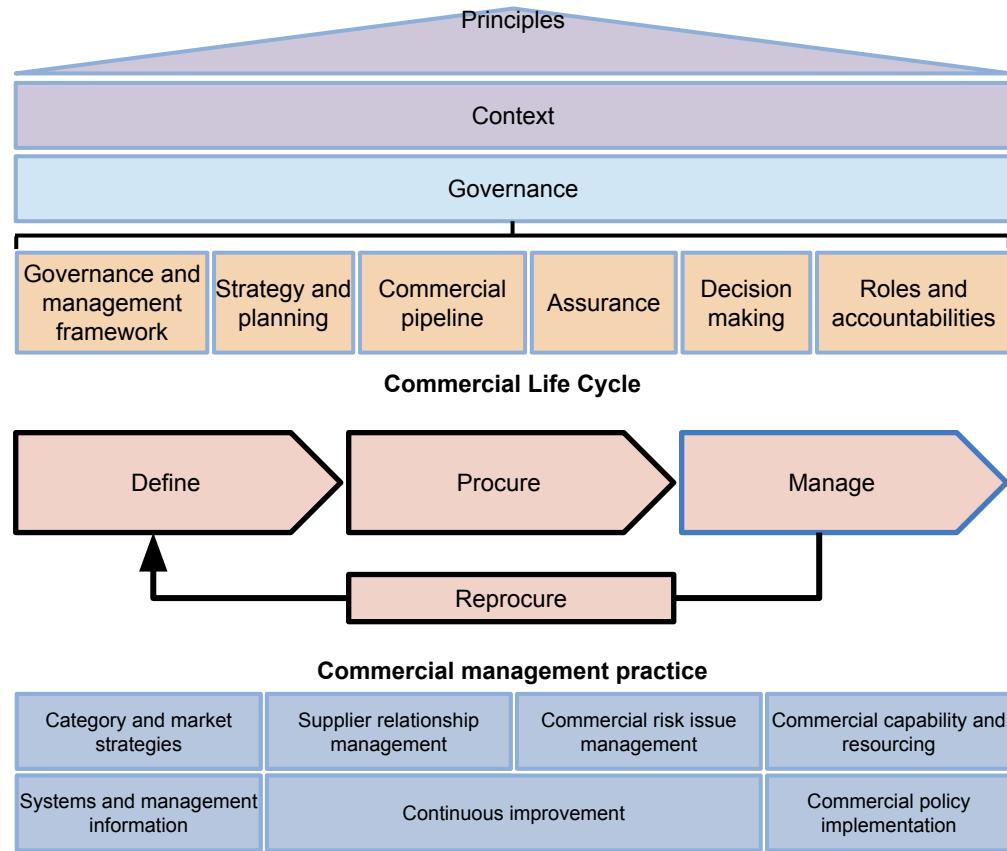
Process Maps

These outline **system-agnostic processes** to reference, including **steps**, **roles** and **key decision points**.





The Government Functional Standard GovS 008: Commercial, commercial life cycle informs the core scope of the Functional Reference Model.



Summary

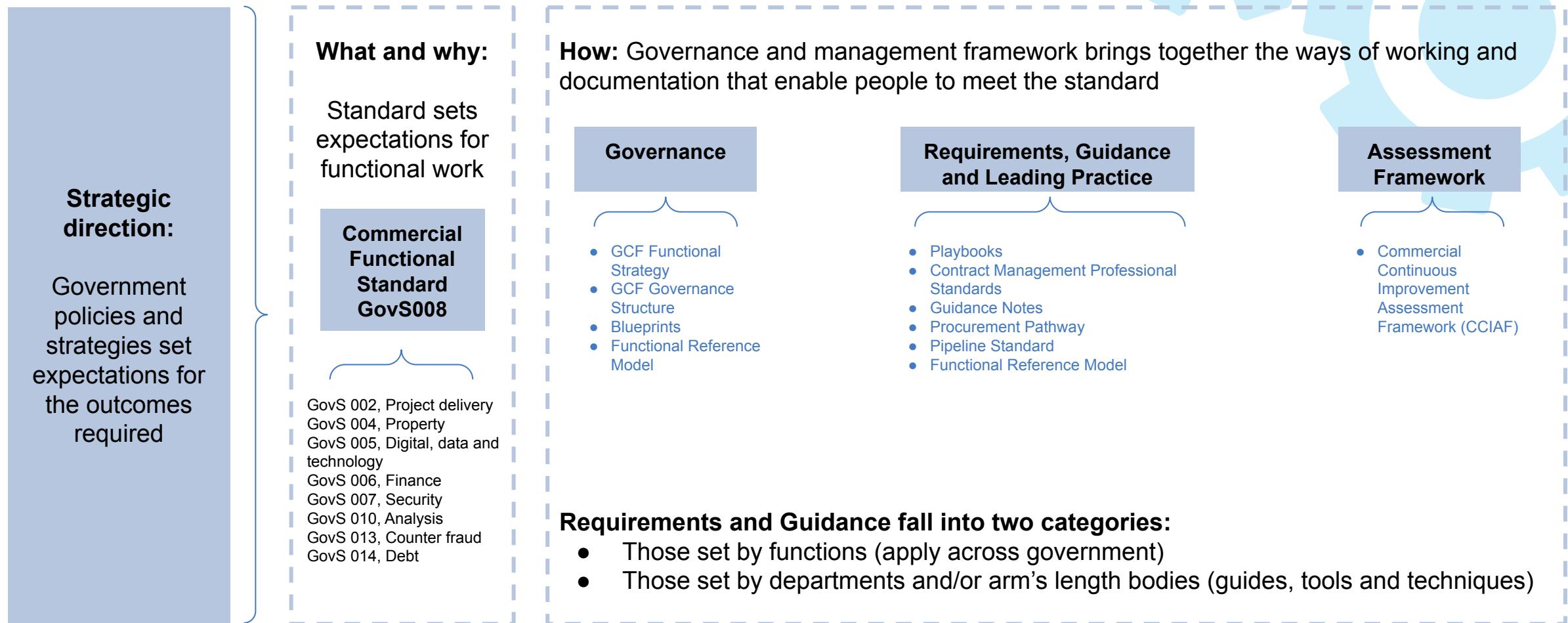
Scope: FRM includes process taxonomy, leading practices, process flows and performance KPIs for the commercial lifecycle:

- **Plan:** This includes L3 Process Taxonomy for strategic activities. Leading practices can be found in other artefacts including but not limited to GovS008, blueprints and CCIAF.
- **Define:** Process Taxonomy, Leading Practices, Process Flows and Performance KPIs. Processes in Define, which are related to a specific procurement will be included, but any which are related to the definition of the overall commercial plan or strategy will be referenced but not developed in detail.
- **Procure:** Process Taxonomy, Leading Practices, Process Flows and Performance KPIs. The Procure phase will be included and will consist of finalising and publishing the tender notice and associated documents, supplier engagement, selection and evaluation, clarification and due diligence, and contract award and mobilisation.
- **Manage:** L3 - 4 Process Taxonomy. The Functional Reference Model will not explore Manage beyond Level 4 of the Process Taxonomy, though it will reference documents where this is described, e.g. the Contract Management Professional Standards and the Contract Management Playbook.

Note: There are a range of wider activities related to governance, strategy and planning, risk management, workforce capability, systems and continuous improvement, which will be referenced where appropriate, but not be a focus for detailed process and principle development.



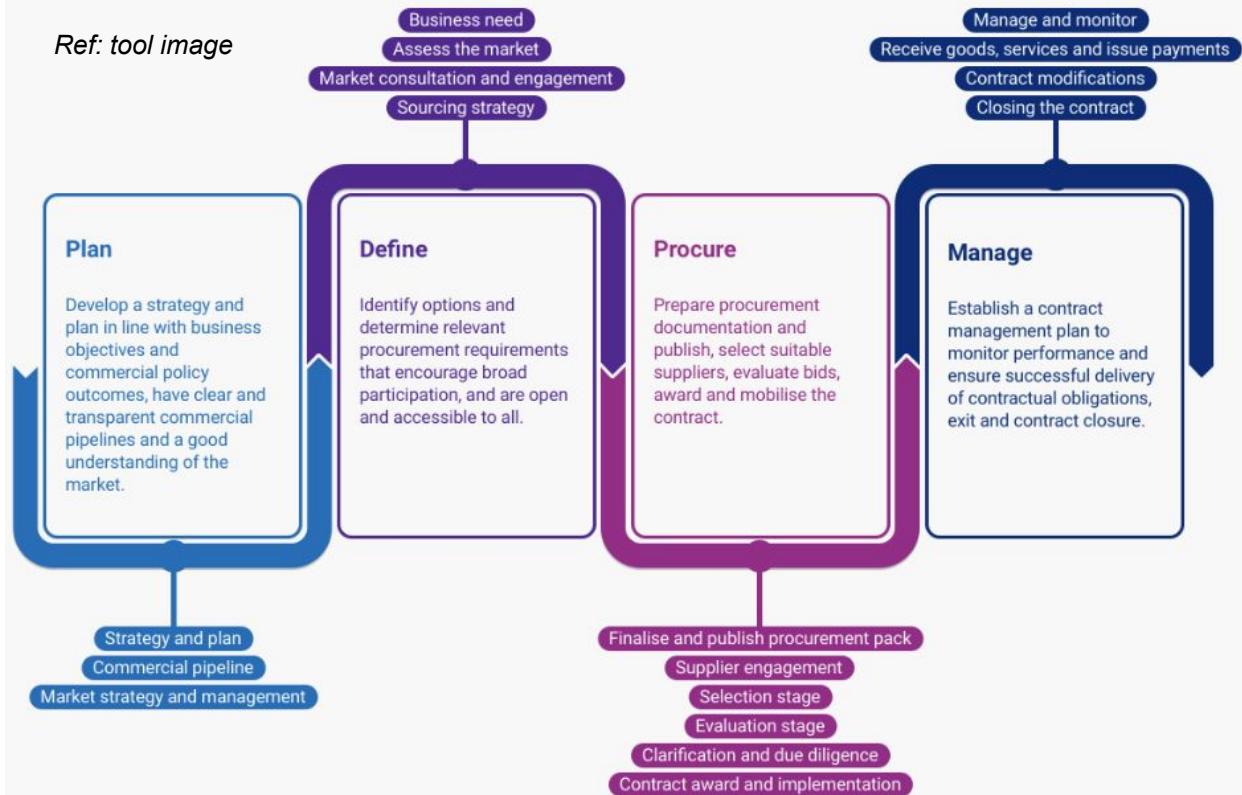
The Source to Contract Functional Reference Model provide the key processes and leading practices to consider throughout the commercial lifecycle, from Plan to Manage, with a particular in-depth focus on Define and Procure. It is intended that the Source to Contract Functional Reference Model, is used alongside other GCF policy and guidance, for example standards, playbooks, CCIAF, blueprints and guidance notes. Also tools such as the Procurement Pathway.





Procurement Pathway (tool)

Ref: tool image



The end-to-end lifecycle, and corresponding commercial stages, are based on the Source to Contract Functional Reference Model.

The mapping approach identifies a likely commercial stage that policy, or specific provision in procurement legislation, etc may need to be considered and / or acknowledged according to leading practice approaches.

*commercial stages across the end-to-end lifecycle (i.e. Plan, Define, Procure and Manage) do not necessarily need to be considered consecutively. To that end, it may be appropriate and relevant to consider certain commercial stages earlier or later for a particular procurement procedure and / or commercial situation.

On 27 September 2024 the Cabinet Office launched a new public-facing tool that **brings together**: Procurement Policy Notes (PPNs), Public Contracts Regulations 2015 (PCR), Procurement Act 2023 (PA23) & associated guidance and regulations, commercial Playbooks and a suite of standard procurement templates aligned to the commercial lifecycle.

www.procurementpathway.civilservice.gov.uk

This tool is for public sector contracting authorities within the meaning, or scope of, of UK procurement legislation and situated in England or Wales.

What is this tool?

- streamlined access to commercial / procurement information, published on GOV.UK
- a high-level overview that identifies what may need to be considered and / or acknowledged across commercial stages
- a guide to **plan**, **define**, **procure** and **manage** procurement activities; supporting effective decision-making.

What this tool is not?

- a substitute for technical, legal, financial and other professional advice
- to be used instead of complying with applicable procurement legislation, policy and guidance; including organisation's guidance, policy, process and toolkits
- based on a specific procurement and / or commercial situation; the content provides a high-level overview, only.

Why use this tool?

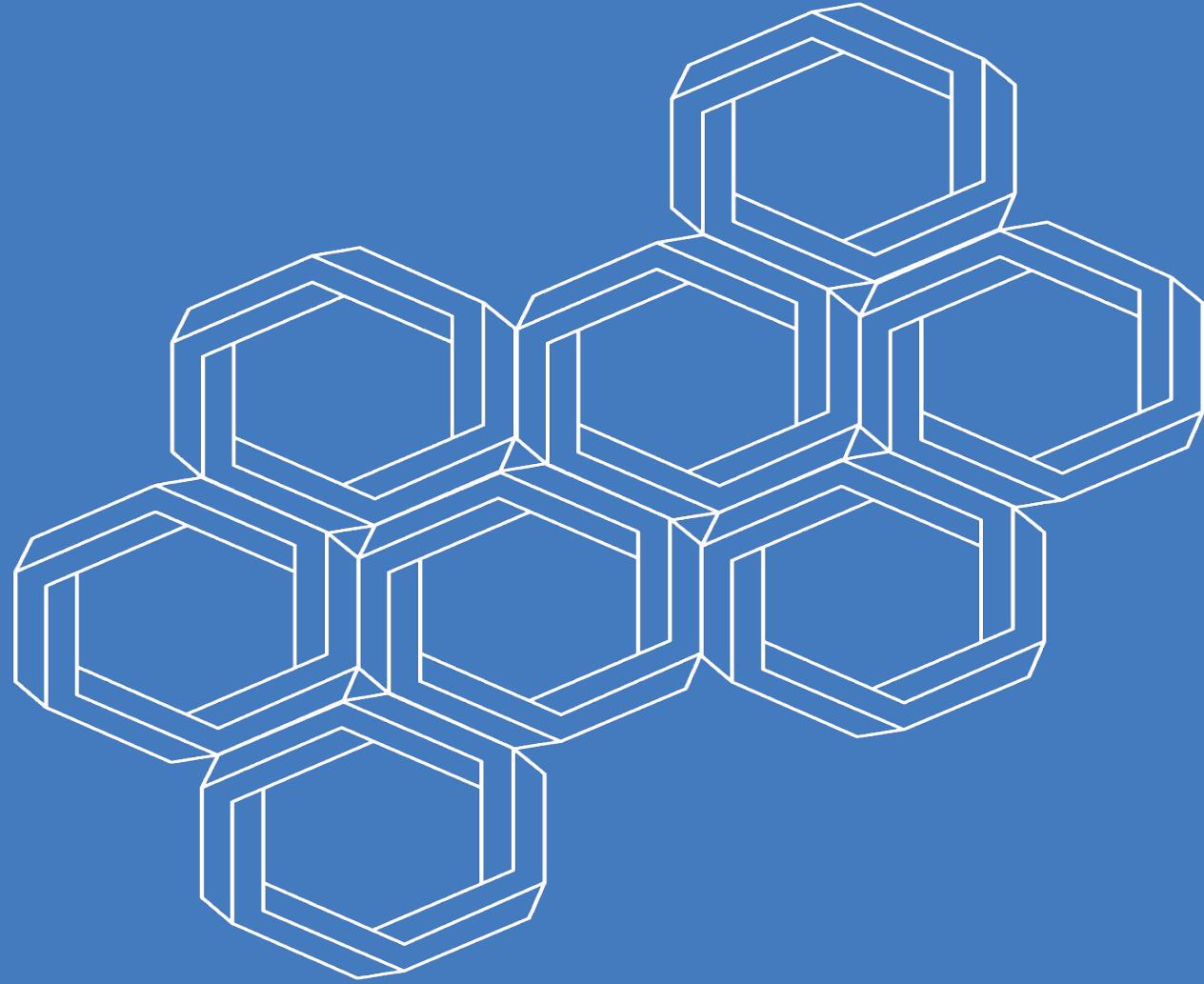
By aligning (or 'mapping') policy and legislations, etc to commercial stages*, this should provide greater insight into the issues that may need to be considered and / or acknowledged as part of commercial / procurement decision-making.

The tool is designed to complement, not replace, existing departmental toolkits.



Government
Commercial
Function

Strategic Design Principles





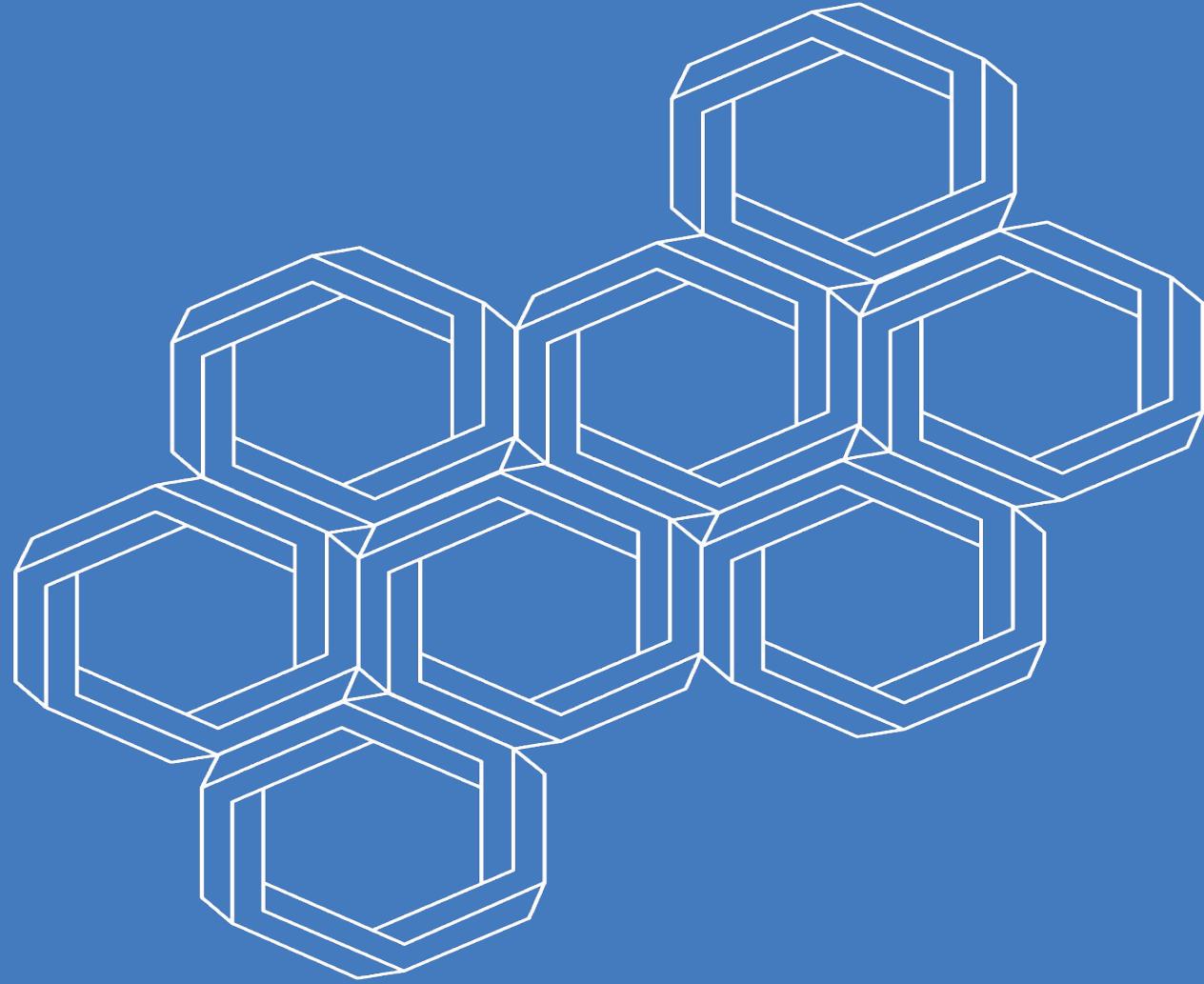
Source to Contract processes:

1	Impact	Enhance impact of procurement and align with government missions, policy and regulation
2	User experience	Create an intuitive, consistent, transparent and standardised user experience
3	Leading practice	Reflect leading practice from inside and outside Government
4	Proportionality	Are proportionate in terms of time and effort requirements
5	Decision making	Empower commercial decision making and governance without prescribing the outcome
6	Continuous improvement	Support continuous improvement, innovation and future relevance
7	System agnostic	Are applicable across Government organisations (i.e. system agnostic)
8	Roles and responsibilities	Drive clear roles and accountability supporting effective collaboration and risk management
9	Process and data convergence	Create convergence with Commercial, Grants Management, Finance and HR functional processes



Government
Commercial
Function

Taxonomy





Commercial Taxonomy

Notices from the Procurement Act 2023

1 UK1: Pipeline notice (from April 2025)

2 UK2: Preliminary market engagement notice

3 UK3: Planned procurement notice

4 UK4: Tender notice

5 UK5: Transparency notice

6 UK6: Contract award notice

7 UK7: Contract details notice

8 UK8: Contract payment notice (Available post go live)

9 UK9: Contract performance notice (Available post go live)

10 UK10: Contract change notice

11 UK11: Contract termination notice

12 UK12: Procurement termination notice

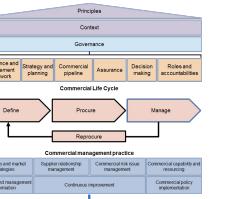
13 UK13: Dynamic market intention notice

14 UK14: Dynamic market establishment notice

15 UK15: Dynamic market modification notice

16 UK16: Dynamic market cessation notice

17 UK17: Payments compliance notice (Available post go live)



Level 2

Plan

Define

Procure

Manage

Commercial governance and management

Business need

Prepare and publish

Commercial strategy and plan

Market assessment

Selection and evaluation

Risk management

1 Commercial pipeline plan and publication

2 Preliminary market engagement

6 Contract award and mobilisation

Supplier and stakeholder engagement

Category strategy and plan

3 Sourcing strategy

Transact

Contract Change Control

Market strategy

11 Contract transition and exit

Source to contract master data management

Spend analytics

Market insights

Commercial risk management framework

Sourcing enablers

Core scope of this document where they relate to an individual procurement

Outlined in S2C Functional Reference Model

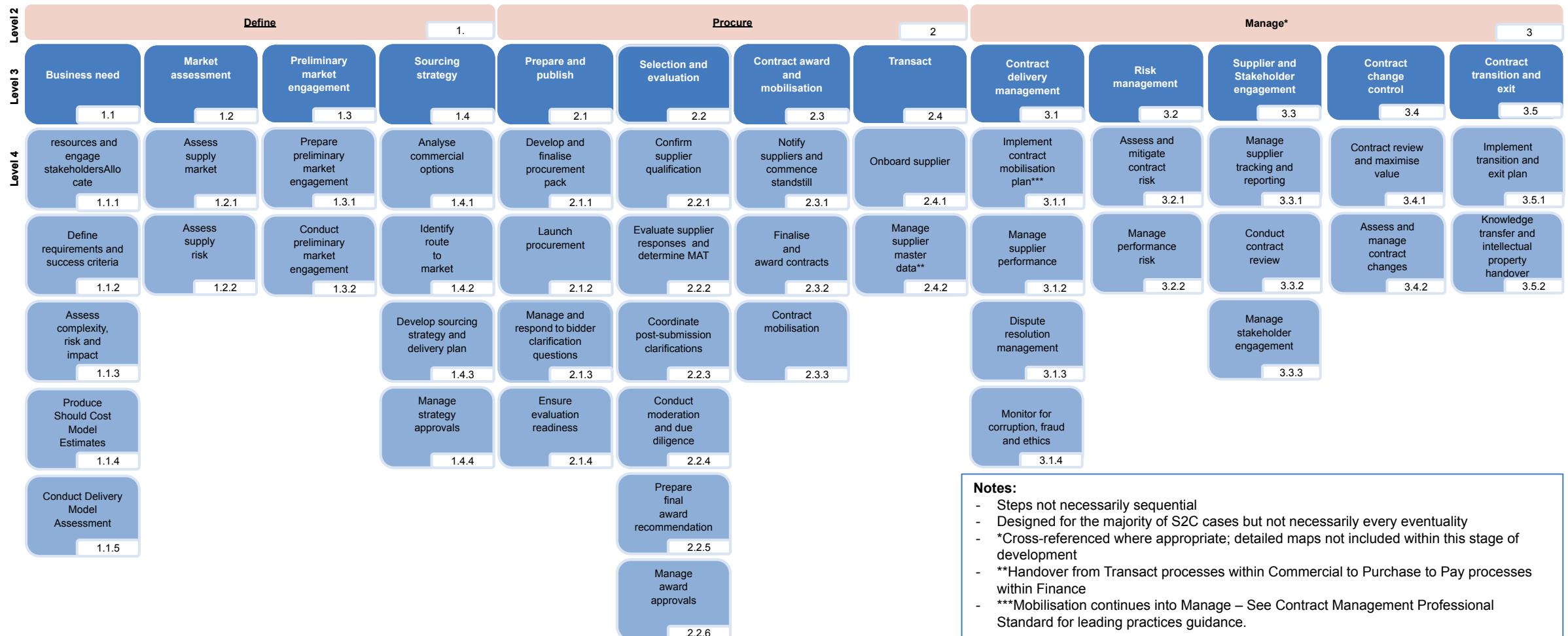
Cross-referenced where appropriate; detailed maps not included in this stage of development

Enablers



Source to Contract Taxonomy

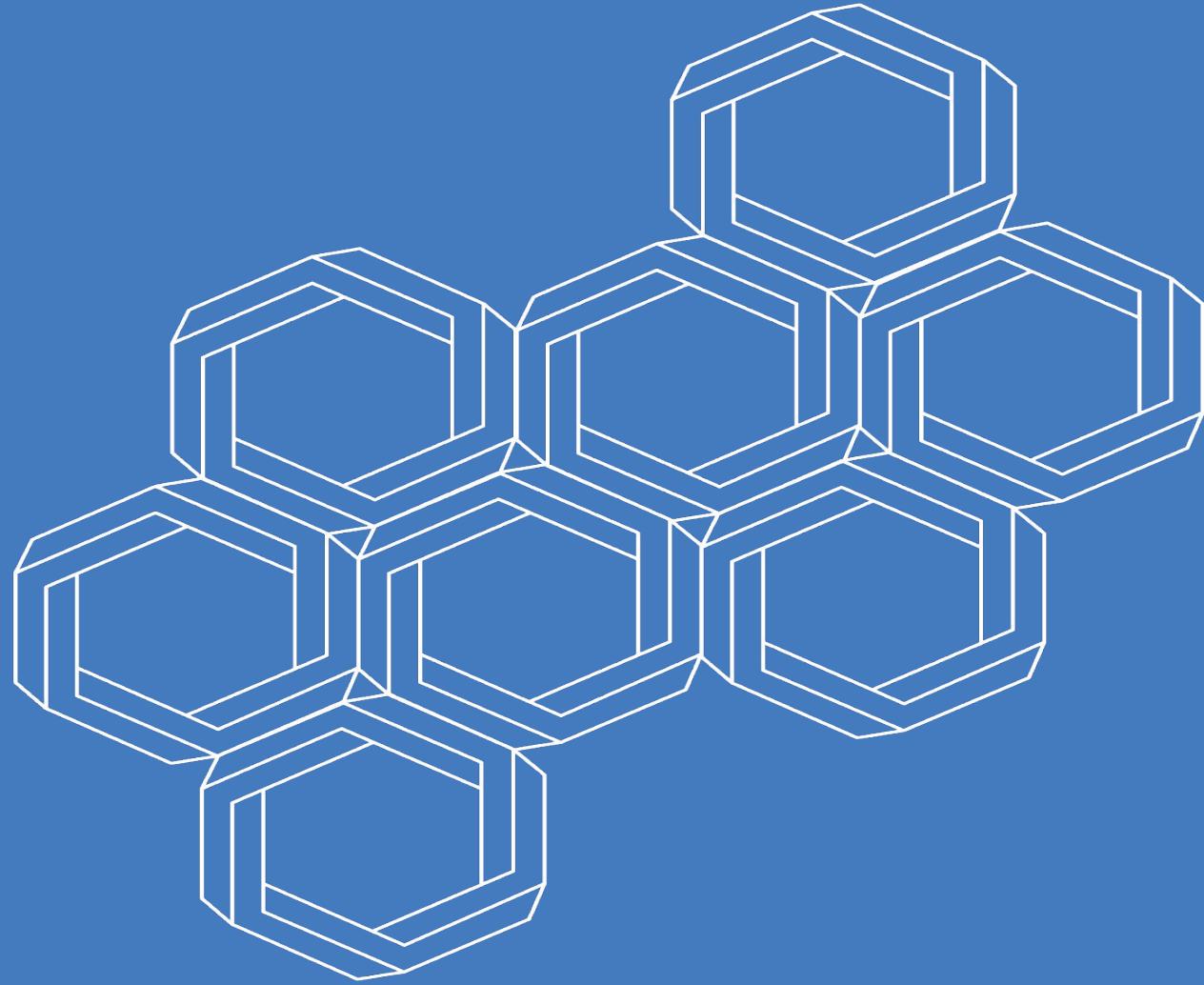
The Source-to-Contract taxonomy visually identifies our global processes as a structured list and creates a common language to be used when referring to processes.





Government
Commercial
Function

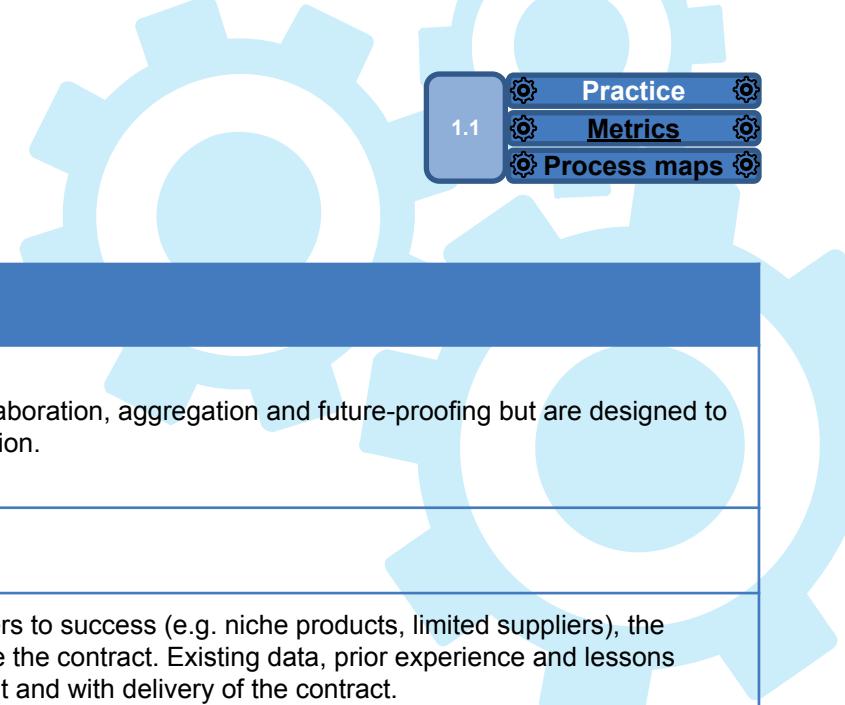
1. Define





1.1 Business need

1.1.1 Allocate resources and engage stakeholders	1	The project has been validated and the estimated budget to proceed has been confirmed at this stage. Project has a mandate to proceed and objectives and desired outcome are known
	2	Stakeholders are identified, mapped and engaged from the beginning of the procurement with clearly communicated roles and responsibilities.
	3	Resources with the relevant technical, contract management, operational and subject matter expertise are identified, mapped and engaged from the outset with clearly communicated roles and responsibilities to ensure sufficient capacity and capability throughout all stages.
	4	Resource capacity and capability risks are identified and assessed, and appropriate mitigating actions are taken.
	5	A conflict assessment is prepared and reviewed throughout the commercial lifecycle to identify and manage actual, potential and perceived conflicts of interest.
1.1.2 Define requirements and success criteria	6	Commercial (including existing Contract Managers if re-procuring) and subject-matter experts, are engaged and consulted as early as possible in the shaping of success criteria and requirements.
	7	Success criteria and requirements are defined iteratively throughout the procurement process and are informed by relevant guidance and governance, such as the Green Book business case guidance.
	8	Integrate intelligence and data from category strategies, similar contracts, lessons learned, the Central Digital Platform, government, sector-specific organisations, professional bodies, and trade associations into success criteria and requirements.
	9	Relevant, specific, proportionate and realistic success criteria and requirements consider the complexity, outcomes, outputs, and inputs into the procurement, and are categorised according to their relative priority (e.g. statutory, non-statutory, mandatory, desirable).
	10	Success criteria and requirements reflect spend and demand analysis, whole life cost, sustainability and social value to provide a measure against which to test the procurement results.
	11	Contract type and how to manage the contract and delivery once live, including mobilisation, transition, and exit strategies are considered and reflected in the success criteria and requirements.
	12	The success criteria and requirements are designed to reduce barriers to Small, Medium Enterprises (SMEs) and Voluntary, Community and Social Enterprises (VCSEs).



1.1 Business need

1.1.2 Define requirements and success criteria (continued)	13	Requirements aim to deliver long-term value through methods such as modularisation, standardisation, collaboration, aggregation and future-proofing but are designed to prevent 'lock-in' to a particular supplier or solution and allow flexibility for potential future changes or innovation.
	14	For goods and services define whether input, output or outcome based requirements
1.1.3 Assess complexity, risk and impact	15	Risk assessments include consideration of whether the product or service is new, novel or innovative, barriers to success (e.g. niche products, limited suppliers), the potential impact of contract / supplier failure and how quickly the Authority can switch suppliers or re-procure the contract. Existing data, prior experience and lessons learned from similar procurements inform the assessment of identified risks associated with the procurement and with delivery of the contract.
	16	Applicable risks are guided by market engagement and identified and apportioned to the parties best placed to manage the risk.
	17	For complex cases, the process includes a Project Validation Review (PVR).
	18	The nature of the requirements is categorised (e.g. Defence, Health) and the relevant policies and regulations are understood.
	19	The procurement is classified as either: Gold, Silver or Bronze by using a contract tiering tool to guide procurement timeline and regulatory requirements.
	20	Clear rationales are documented and made available to all relevant stakeholders when balancing the achievement of the desired procurement outcomes against the complexity, risk and impact.
1.1.4 Produce Should Cost Model Estimates	21	A 'Should Cost Model' is created iteratively throughout the commercial lifecycle with data from sourcing and the contract delivery phases and then used for financial planning and determining cost targets in re-procurement. Should Cost Model to feed into Delivery Model Assessment.
	22	It is essential that contracting authorities assess and manage the risk of inflation and look to implement an agreed approach at the pre-procurement stage to maximise value for money



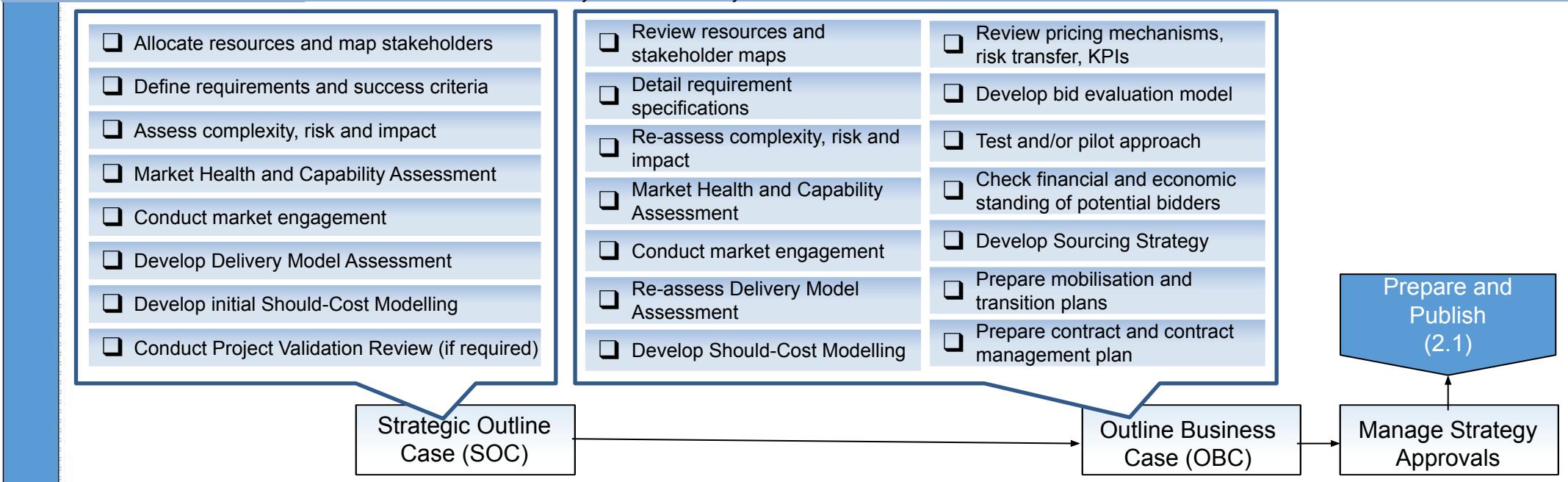
1.1 Business need

1.1.5 Conduct Delivery Model Assessment	23	Delivery model assessments, which are proportionate to the complexity and criticality of the work and value of the proposed contract are aligned to detailed guidance and the organisation's strategy where relevant and are initiated early in the planning phase.
	24	Disaggregation is considered if the contract could reasonably be awarded by reference to lots if market insight shows that this will remove barriers to small medium enterprises, NGOs and voluntary, community and social enterprises.
	25	The success criteria are used to inform the evaluation of the Delivery Model Assessment



Plan and Define

The checklists below sets out the activities that are expected to be carried out in the Plan and Define stage. The steps are not necessarily sequential and should be carried out iteratively and concurrently.

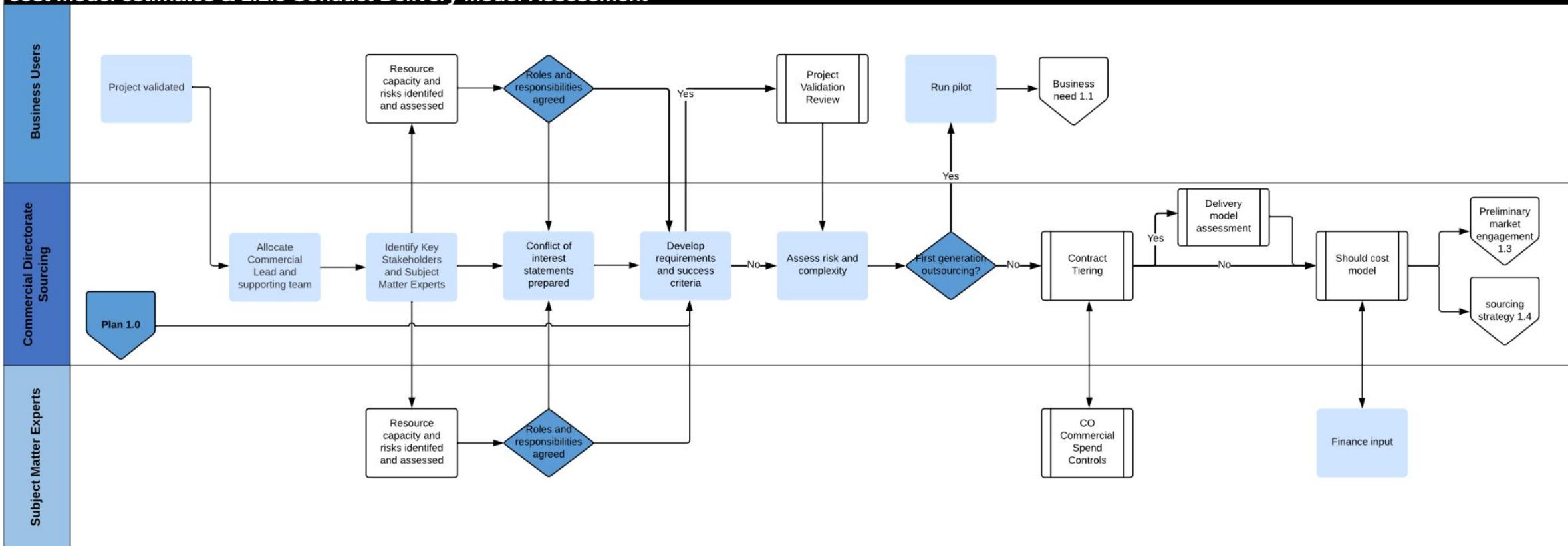


Notes:

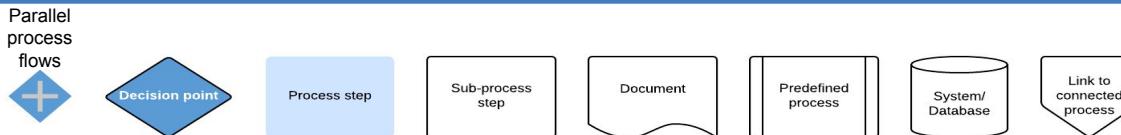
- Effective definition of the requirements and understanding of the supply market prior to commencing sourcing is critical to achieving successful outcomes. Efforts to define, research, analyse and identify risks at this stage can significantly streamline the subsequent sourcing processes and avoid issues at a later stage.
- Whilst the project to conduct the source to contract process in a specific case will be initiated and led by a Project Lead or Senior Responsible Officer within the business, best practice suggests that Commercial input is sought as soon as possible during the shaping of initial requirements.
- The creation of relevant business cases throughout the process where relevant is led by the business owner with input from Commercial, Finance, Legal and Technical where appropriate.
- The processes in scope of the 'Define' phase should be carried out in a concurrent and iterative way to enable the requirements and strategy to be shaped cohesively, taking into consideration the research, analysis and engagement activities throughout.
- Collaboration between the business users, Commercial, Finance and other relevant parties on all aspects of the 'Define' stage enables a more robust strategy and approach ahead of a sourcing event.



1.1.1 Allocate resources and engage stakeholders, 1.1.2 Define requirements and success criteria, 1.1.3 Assess complexity, risk and impact, 1.1.4 Produce should cost model estimates & 1.1.5 Conduct Delivery Model Assessment



Key:



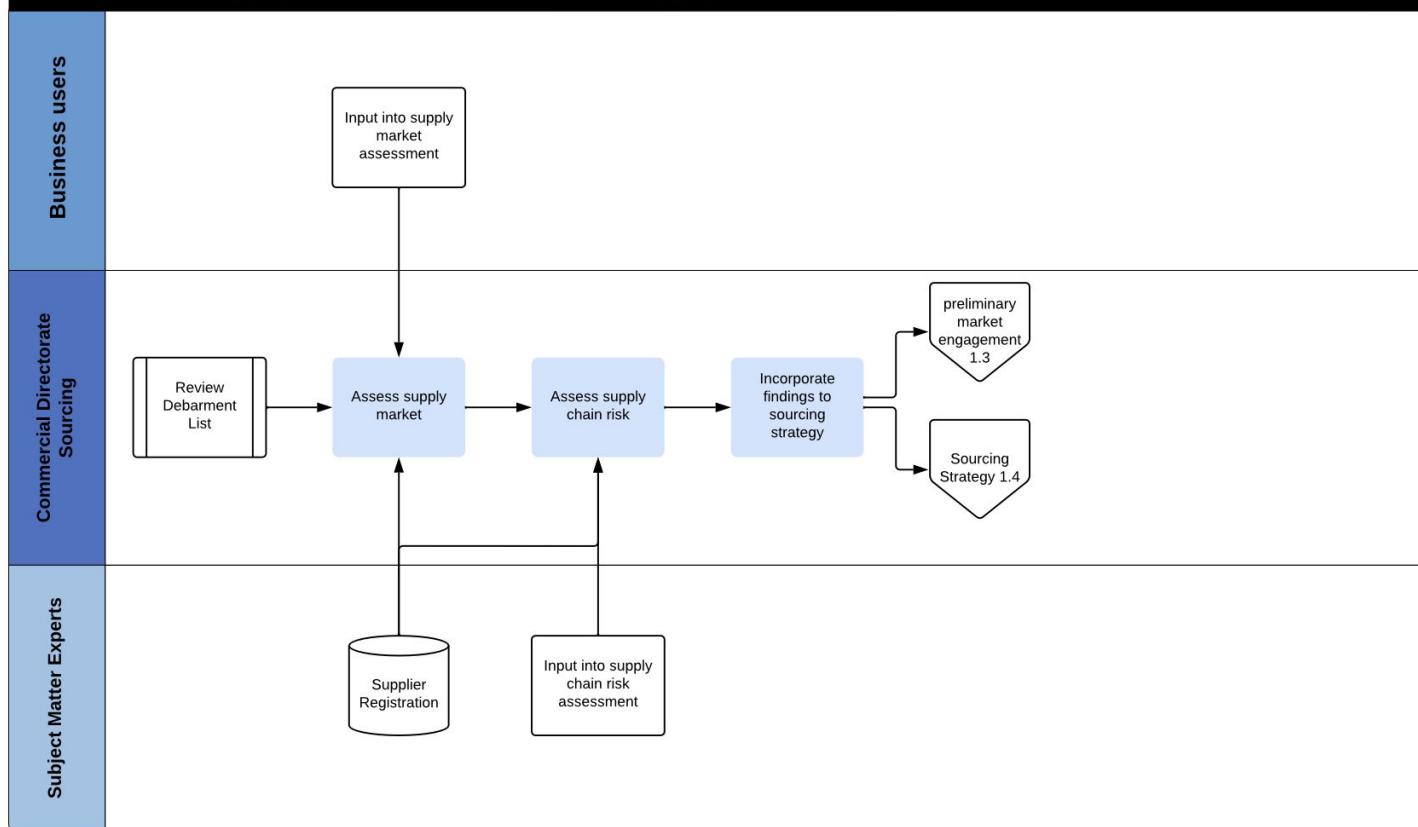


1.2 Market assessment

1.2.1 Assess supply market	26	Market health assessments determine short and long-term requirements, government need and procurement objectives against market drivers, trends, supplier market share and capability.
	27	Commercial staff define a market for assessment, agree procurement objectives and use a supply chain methodology to align business need with market capacity and capability.
	28	Key performance indicators, both qualitative and quantitative, are identified to assess the market.
	29	Various data sources are used to appraise market health including cross government insights, the Central Digital Platform, external reports, market expertise, market intelligence and comparison with common procurement terms.
	30	This enables alignment of market health with category strategies and the commercial pipeline as appropriate.
	31	When the market capacity / capability is limited (i.e. 2 or fewer suppliers), consider opportunities for market development and or market-making / generating where appropriate.
	32	Findings are documented in a 'Market Health Analysis' report and any commercial hypotheses are tested during preliminary market engagement.
	33	Supply chain risk is assessed beyond immediate third parties likely to be in scope of the procurement.
1.2.2 Assess supply risk	34	Determine if any mandatory exclusion grounds apply to exclude a supplier from the procurement, or if any discretionary grounds apply and whether to exclude a supplier from the procurement.
	35	Consider available data and frameworks on the Central Digital Platform and contract performance notices [when available] to assess performance metrics of potential suppliers.



1.2.1 Assess supply market & 1.2.2 Assess supply risk



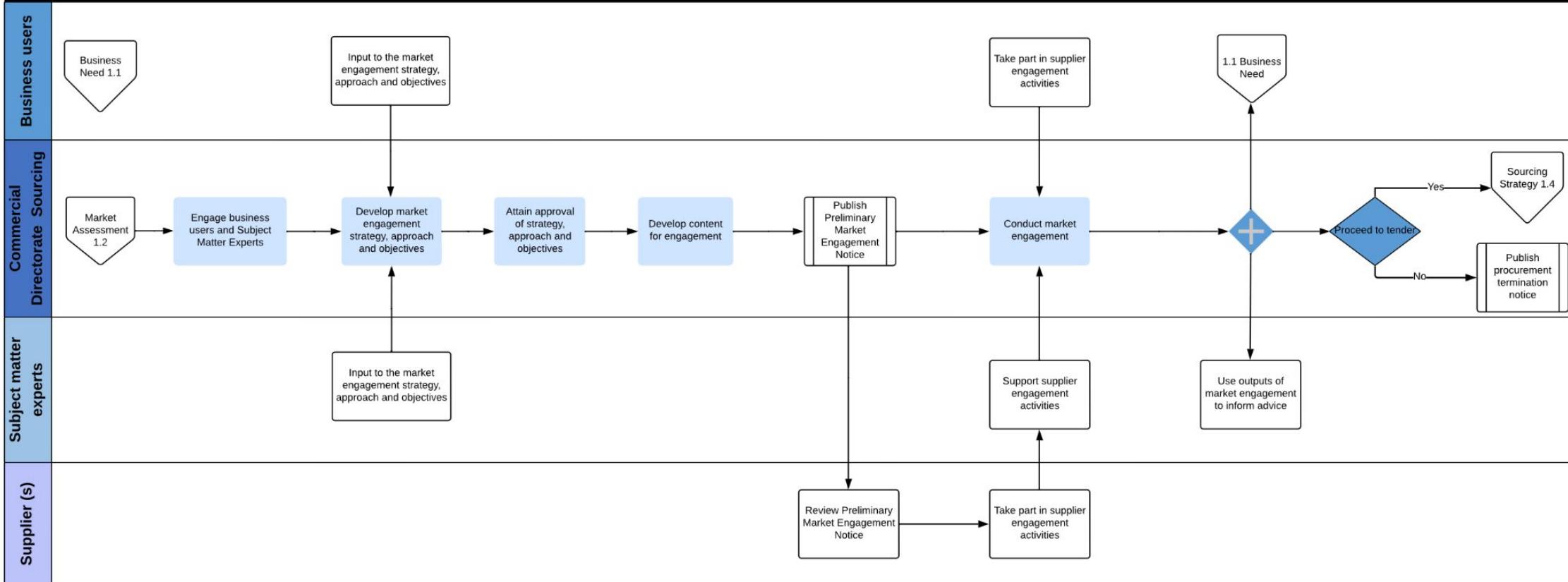


1.3 Preliminary market engagement

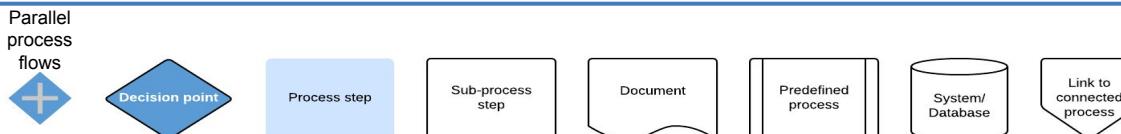
1.3.1 Prepare preliminary market engagement	36	Business users and Subject Matter Experts are engaged such that there is sufficient input to the development and delivery of the preliminary market engagement.
	37	The form, manner and scale of engaging the market is tailored to the specific circumstances (e.g. use of group or individual market engagement), procurement complexity and desired outcomes (e.g. utilisation of e-procurement tool, pilot phase, prototypes, workshops, supplier days and written exercises).
	38	Preliminary market engagement is used to: test route to market, requirements, evaluation criteria and performance metrics with the market; stimulate interest; and allow more time for suppliers to prepare for the procurement launch.
	39	Preliminary market engagement identifies opportunities for negotiation, dialogue, or testing/demonstration.
	40	Preliminary market engagement enhances understanding of how requirements can reduce whole lifecycle costs and achieve value for money.
	41	Consider using preliminary market engagement to identify whether there are specific barriers to SME participation that can be reduced or eliminated. For example, by issuing surveys, site visits, hosting events where suppliers can understand the bidding process and what is sought in a tender and/or hosting digital webinars or recording sessions to reduce time and cost of preliminary market engagement.
1.3.2 Conduct preliminary market engagement	42	Issue a preliminary market engagement notice, to invite suppliers to participate and provide them with details of the format, purpose and expected outcomes. However, if a selected group of suppliers is invited to participate in preliminary market engagement, use a preliminary market engagement notice to confirm its occurrence and share engagement outputs with wider suppliers.
	43	Preliminary market engagement is conducted in a fair and transparent way that ensures that information is open to all interested suppliers and avoids granting any supplier an unfair advantage or distorting competition in relation to the contract award.
	44	Any updates to the sourcing strategy and tender documents, including specification, following preliminary market engagement are derived from key themes and other outputs and remain solution-agnostic and non-attributable to an individual supplier.
	45	If not proceeding with a procurement after market engagement, document reasons for deciding against proceeding and publish a procurement termination notice



1.3.1 Prepare preliminary market engagement & 1.3.2 Conduct preliminary market engagement



Key:





1.4 Sourcing strategy

1.4.1 Analyse commercial options	46	A thorough analysis of the commercial options which take into account whole life cost and maximising competition, are conducted and include investigation of opportunities for cross-government collaboration.
	47	Applicable risks are informed by market engagement, identified and apportioned to the parties best placed to manage the risk, including what potential exists for risk transfer.
	48	Evaluate how each option aligns to the success criteria.
	49	Relevant functions, such as finance and legal, are consulted from the inception of options development and provide cross-functional appraisal of commercial options.
	50	Utilise market intelligence, market engagement, category strategies, commercial pipeline information and the existing contract landscape to inform commercial options, such as aggregation or lotting.
	51	Where a market does not currently exist, the benefits of market generation, including how it can drive innovation, are considered.
	52	Where outsourcing a service for the first time, a pilot should be run first as part of a robust programme of testing before deciding on a long-term delivery model
	53	Utilise a methodology aligned to the selected commercial option and policy and existing decision tree guidance where available to support the route to market decision.
1.4.2 Identify route to market	54	Relevant procurement thresholds within the Procurement Act are considered and inform the route to market.
	55	Consider utilising Competitive Flexible Procedure to help drive innovation, create a fit for purpose solution and achieve value for money. Has preliminary market engagement suggested the use of negotiation, dialogue or testing in the tender?
	56	Ensure the chosen route to market considers the overall complexity of the requirements and allocation of risk, the type of contract which needs to be set up and takes into account the capacity and capability of the market.
	57	Clear rationales for the chosen route to market are documented and transparent to all relevant stakeholders.

Note – Regard is to be had for Cabinet Office Spend Controls



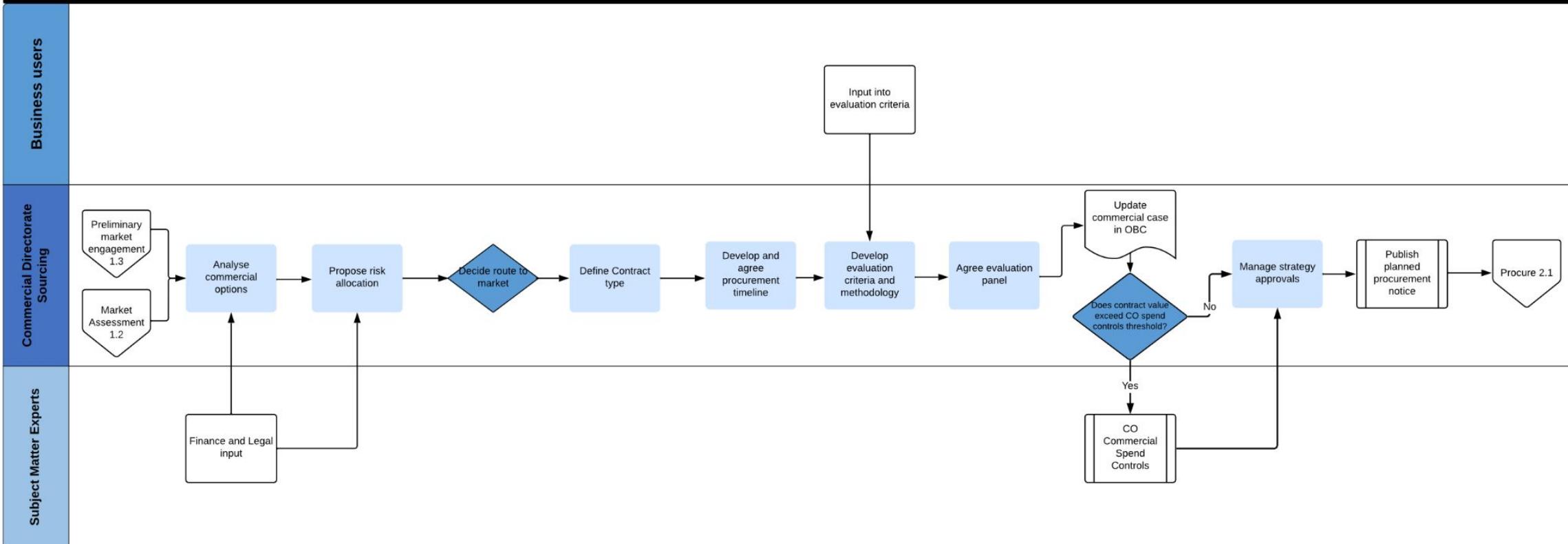
1.4 Sourcing strategy

1.4.3 Develop sourcing strategy and delivery plan	58	National Procurement Policy Statement and all outputs from the Define stage are collated and synthesised into a clear sourcing strategy, which details the requirement, route to market, proposed evaluation methodology and weightings, type of contract, pricing mechanisms, risk allocation, estimated cost of goods/ services, roles and responsibilities of stakeholders and a proposed procurement timeline with key milestones, dependencies, and contingencies, agreed with all stakeholders prior to approval.
	59	Previous procurements of similar type, size and scale are leveraged to facilitate consistency and continuous improvement in the development of the sourcing strategy and delivery plan.
1.4.4 Manage strategy approvals	60	Where an Outline Business Case is required, it is updated and finalised and reflects the sourcing strategy, supporting research and analysis conducted during the 'Define' phase, with approvals sought in order to proceed.
	61	The relevant approvals level, timeline and processes have been agreed prior to this step, at project initiation. All other relevant internal and external approvals to proceed to launching the procurement are sought.
	62	Consider publishing a Planned Procurement Notice to provide early notification of an upcoming procurement. Include as much advance information as possible to allow potentially interested suppliers to decide if they want to bid and to allow ample time for preparation.

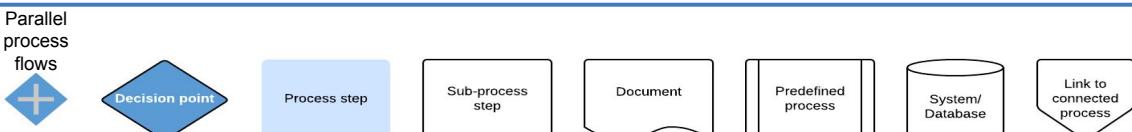
Note – Regard is to be had for Cabinet Office Spend Controls



1.4.1 Analyse commercial options, 1.4.2 Identify route to market, 1.4.3 Develop sourcing strategy and delivery plan & 1.4.4 Manage strategy approvals



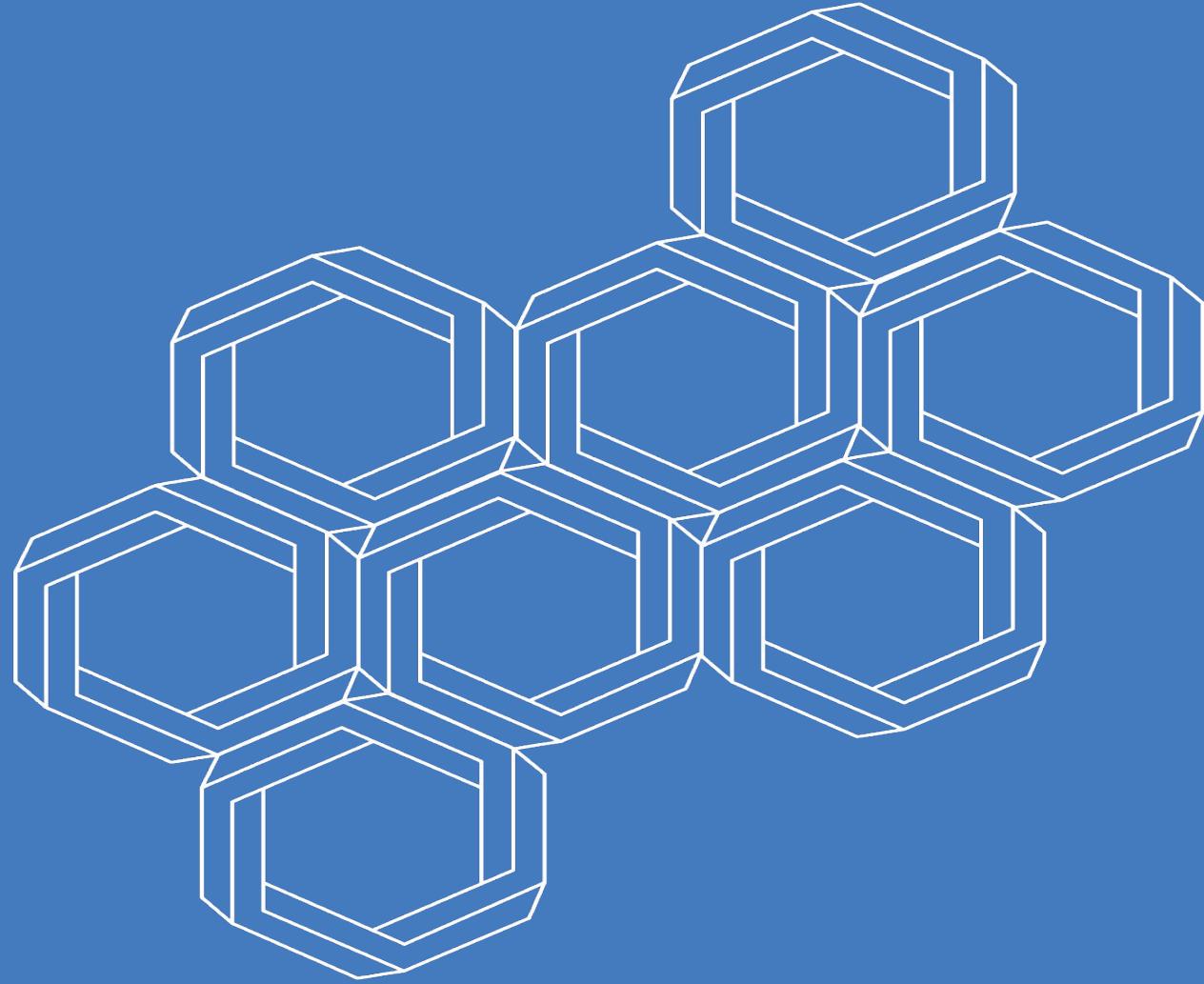
Key:





Government
Commercial
Function

2. Procure





2.1 Prepare and publish

2.1.1 Develop and finalise procurement pack	63	The procurement pack, including procurement timelines / deadlines, templates and prescribed forms, requirement / technical specification and instructions on how to respond, is constructed in a clear and logical format that provides accessible and sufficient information for bidders to decide whether to bid.
	64	Prepare to obtain core supplier information as set in the Procurement Act and regulations and set suitable conditions of participation consulting the Procurement Specific Questionnaire PPN. The conditions set should comply with Section 22 of the Procurement Act and be proportionate, having regard to the nature, complexity and cost of the public contract.
	65	Objective evaluation criteria encompassing priced and unpriced elements, such as quality, deliverability, capability, knowledge and skills, social value, and whole-life cost, align with the defined requirements, success criteria, sourcing strategy and lessons learned, and are established to ensure differentiation between supplier offers, the identification of the most advantageous tender and the desired outcomes are achieved.
	66	Pricing models reflect the complexity of the requirements and desired success criteria to the evaluation criteria. Consider implementing an input-based pricing model and transferring little or no risk to suppliers, e.g. procuring resources on a 'cost plus' or 'time and materials' basis, if your organisation retains control over service delivery. Avoid fixed-price payment mechanisms when the contract scope is not fixed.
	67	If the supply market is best positioned to define the solution, consider the use of outcome-based specifications and assigning the supplier responsibility for designing the delivery method. The supplier assumes any associated risks, potentially leading to higher contract margins.
	68	Prepare a draft contract, utilising model forms of contract whenever possible, which are customised to allocate risks appropriately, if necessary and reflect the organisation's requirements. Consider using scenario analysis to test the contracts adaptability to future requirements.
	69	Risks applicable to a contract are guided by market engagement and identified and apportioned within the contract to the parties best placed to manage the risk.
	70	The criticality of the service contract and whether contingency planning information will be required is considered and included in the contract.
	71	Relevant, robust and proportionate key performance indicators and performance management mechanisms and controls aligning with the intended benefits to be realised during contract delivery are developed in consultation with relevant stakeholders and incorporated into contracts to ensure effective delivery.
	72	Payment incentives are considered as part of the procurement complexity assessment e.g. gainshare, milestone payments etc.
	73	Transparency between parties is considered (open book accounting) and reflected in the contract.



2.1 Prepare and publish

2.1.1 Develop and finalise procurement pack (continued)	74	The Change Control process for managing change requests under the contract is defined as part of the procurement documents.
	75	Contract managers are engaged and stress-test the procurement pack before sign-off from key stakeholders (e.g. business approval board / commercial forum).
	76	The project is set up and configured on the e-sourcing system ahead of the procurement launch (if not already set up as part of market engagement activities) or if not using an e-sourcing system, confirming an alternative route for suppliers to bid.
2.1.2 Launch procurement	77	Publish a Tender Notice to advertise the procurement. The Tender Notice should set out the process to be followed. Where necessary explain why a preliminary market assessment has not been conducted in the tender notice.
	78	If using Direct Award, publish a Transparency Notice.
	79	The procurement pack is published electronically in compliance with relevant transparency requirements and invites all relevant parties to submit documented offers to deliver the requirement according to the organisation's commercial procedures and processes and in compliance with regulations.
	80	The relevant e-sourcing system allows for access and intuitive functionality from a user perspective.
	81	All communication relating to the tender is issued and stored in a comprehensive way via a source to contract system.
2.1.3 Manage and respond to bidder clarification questions	82	Instructions for bidders issued with the launch of the procurement clearly set out the process for asking clarification questions.
	83	The clarification process (e.g. submitting questions and receiving answers) is managed centrally via the e-sourcing system, or if not using an e-sourcing system, an alternative route for the clarification process is defined.
	84	All clarification questions are logged and allocated to relevant Subject Matter Experts with timelines for responses clearly communicated.
	85	Supplier clarification responses are appropriately reviewed and validated by appropriate individuals.
	86	Answers to clarification questions are made available and are easily accessible to all relevant stakeholders at the same time (including suppliers) in the process, except where these are deemed as 'Commercially Sensitive' (e.g. through a source to contract system).

Note – Suppliers should be registered on the Central Digital Platform to participate in the procurement.



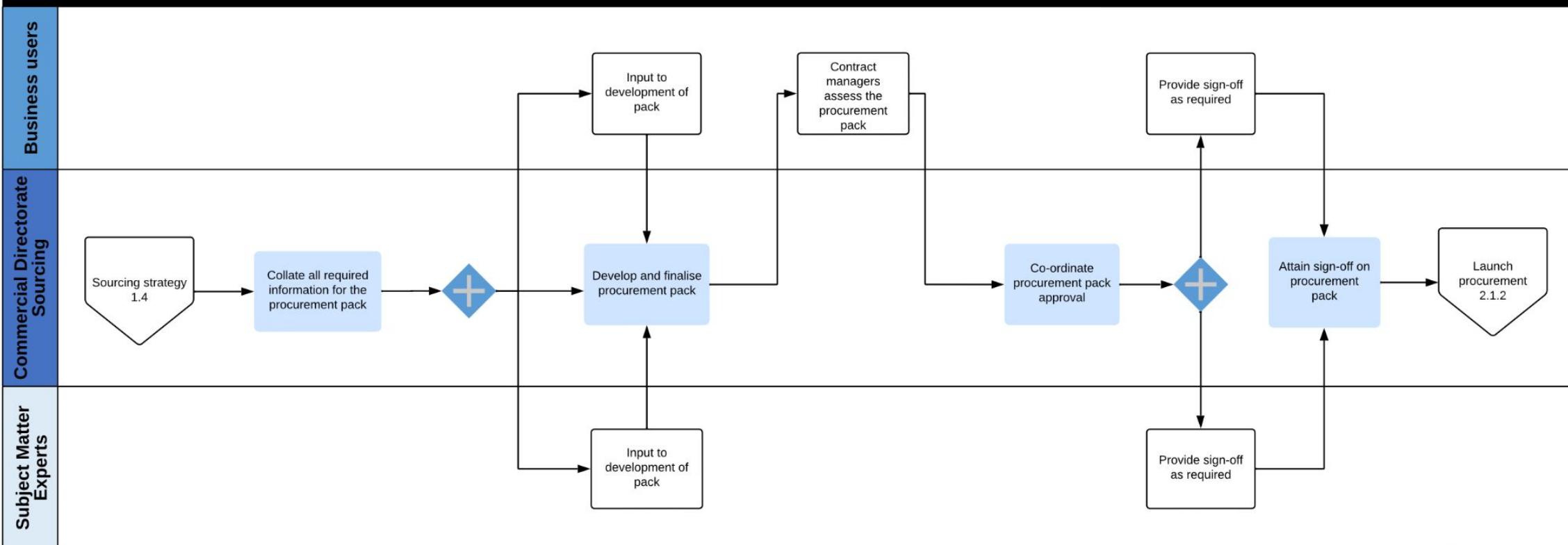
2.1 Prepare and publish

2.1.4 Ensure evaluation readiness	87	Evaluators with the right skills and experience are identified and confirmed as early as possible during the 'Define' stage to ensure their availability within timeframes and to enable them time to prepare. The appropriate number of evaluators (and contingency resource) is put in place in advance, alongside an independent moderator (s).
	88	Where possible, at least three different evaluators review all responses to each aspect of the tender, to facilitate consensus and moderation.
	89	The role and responsibilities of the evaluators are segmented across areas of expertise, clearly communicated and understood by all relevant parties.
	90	All evaluators are checked for objectivity, conflict of interests and reminded of the confidentiality aspects of the procurement (where appropriate) from the 'Define' stage and throughout the evaluation.
	91	Any gaps in knowledge which require upskilling before evaluation takes place are identified and acted upon.
	92	Evaluators receive appropriate training relevant to the procurement itself and to the method for running the evaluation process e.g. via an e-sourcing system.
	93	Training delivered to evaluators includes dedicated training on the use of the appropriate evaluation systems and processes in use during the procurement, as well as the evaluation criteria and associated scoring systems. Training should highlight the legal risk/implications of an insufficient/poorly conducted evaluation

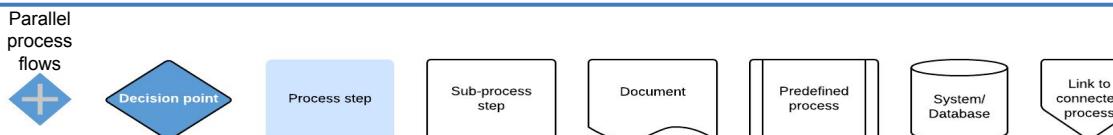
Note – If a Tender Notice or Transparency Notice has been published and it is decided that the procurement is to be abandoned a **Procurement Termination Notice** must be published.



2.1.1 Develop and finalise procurement pack

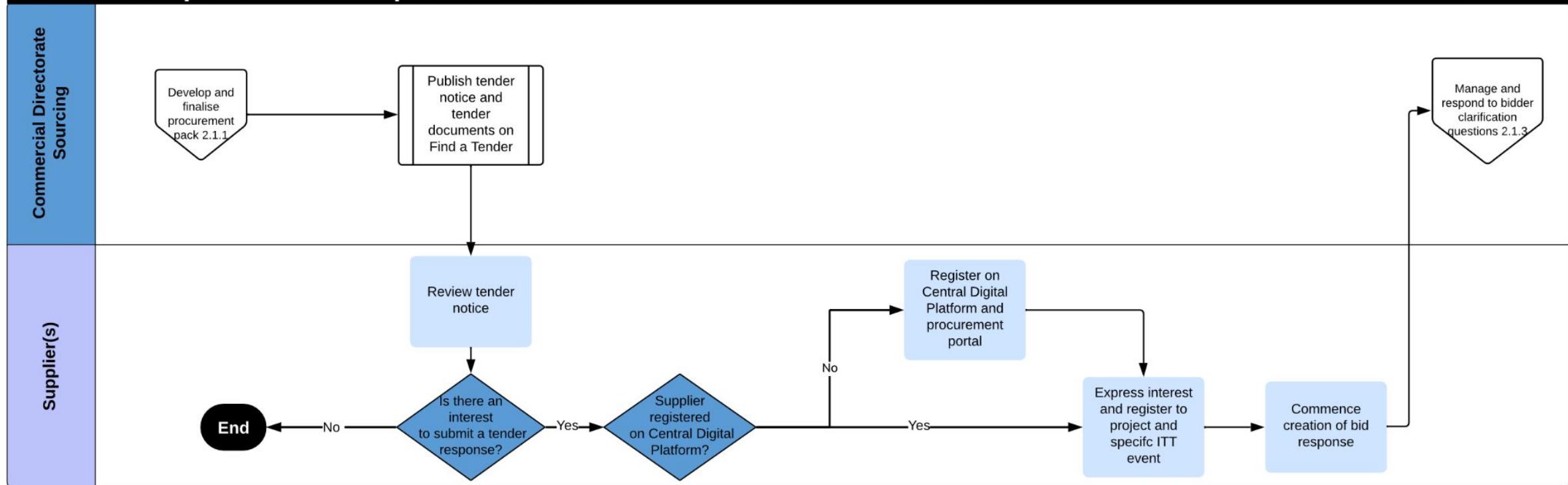


Key:



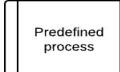
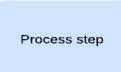


2.1.2 Launch procurement - Open Procedure



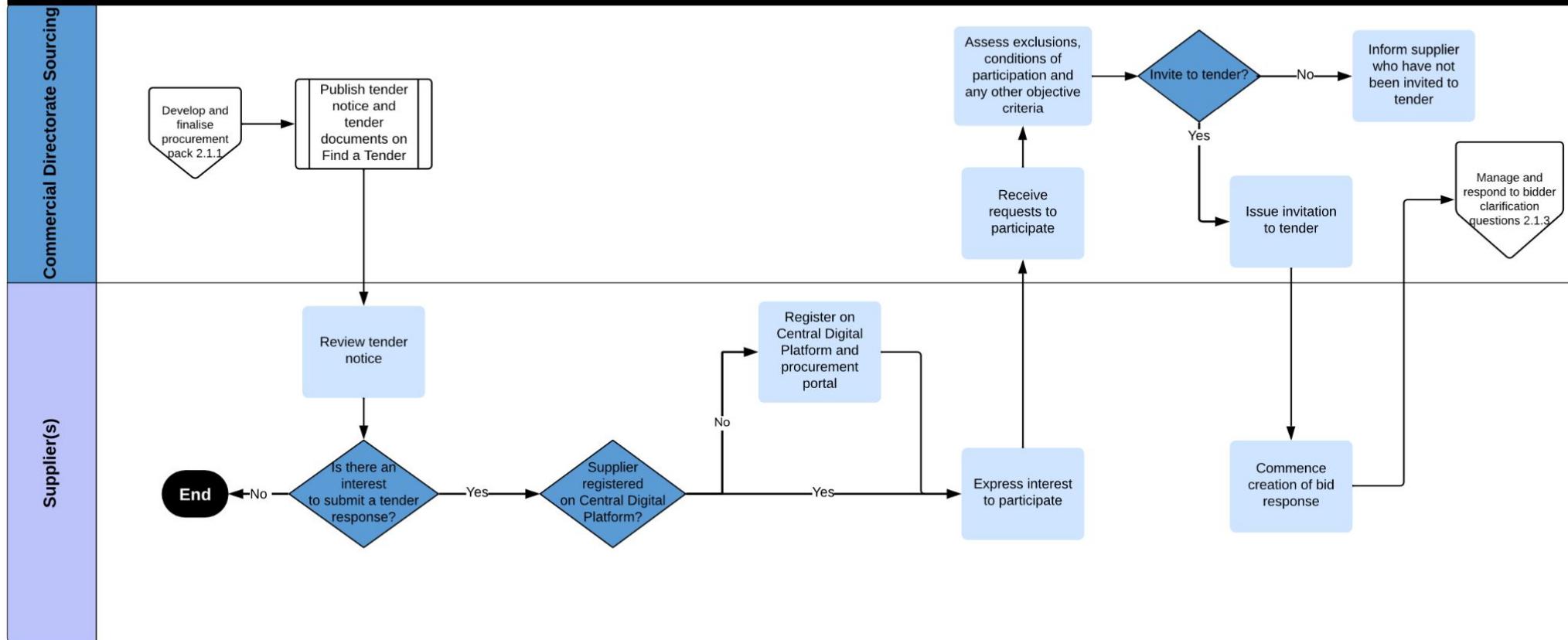
Key:

Parallel process flows



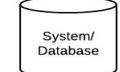
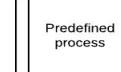


2.1.2 Launch procurement - Competitive Flexible Procedure



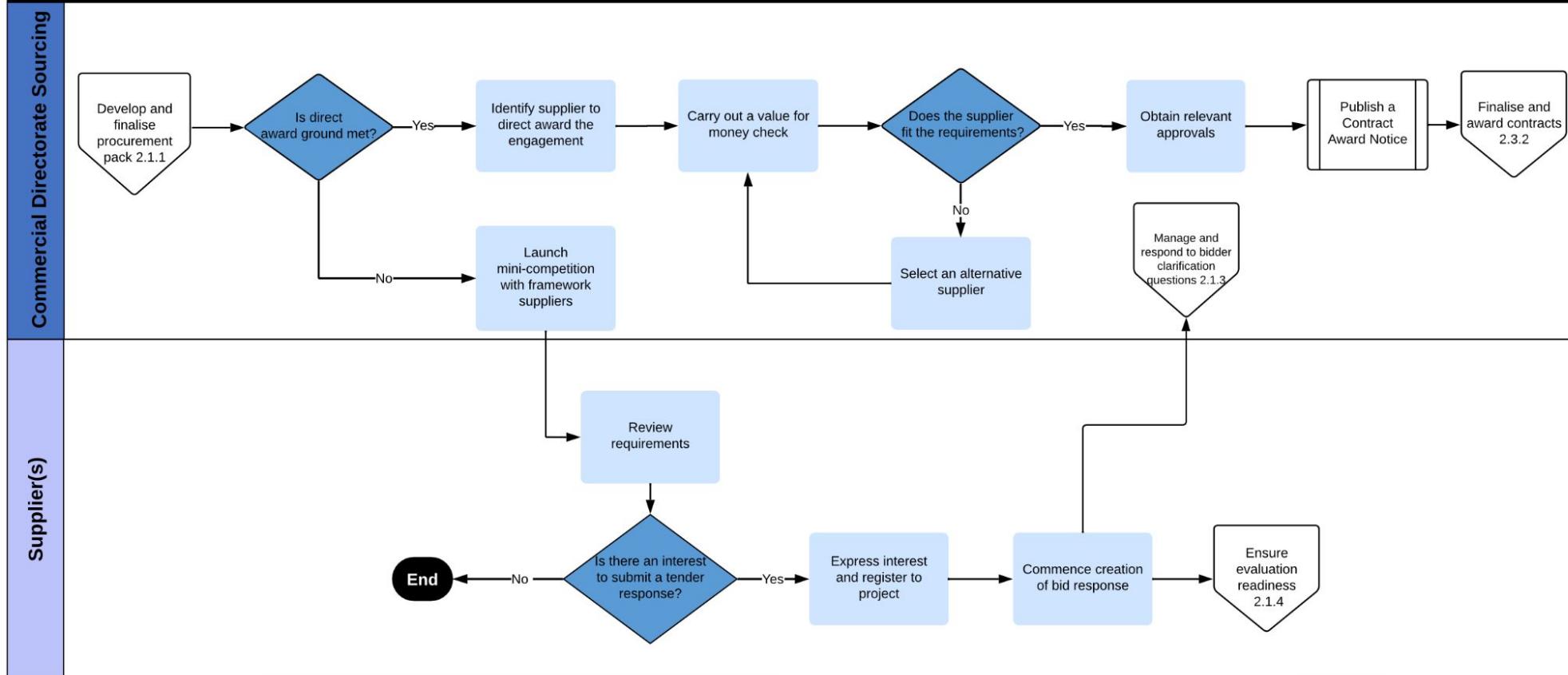
Key:

Parallel process flows



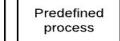
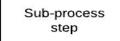


2.1.2 Launch procurement - Existing Framework



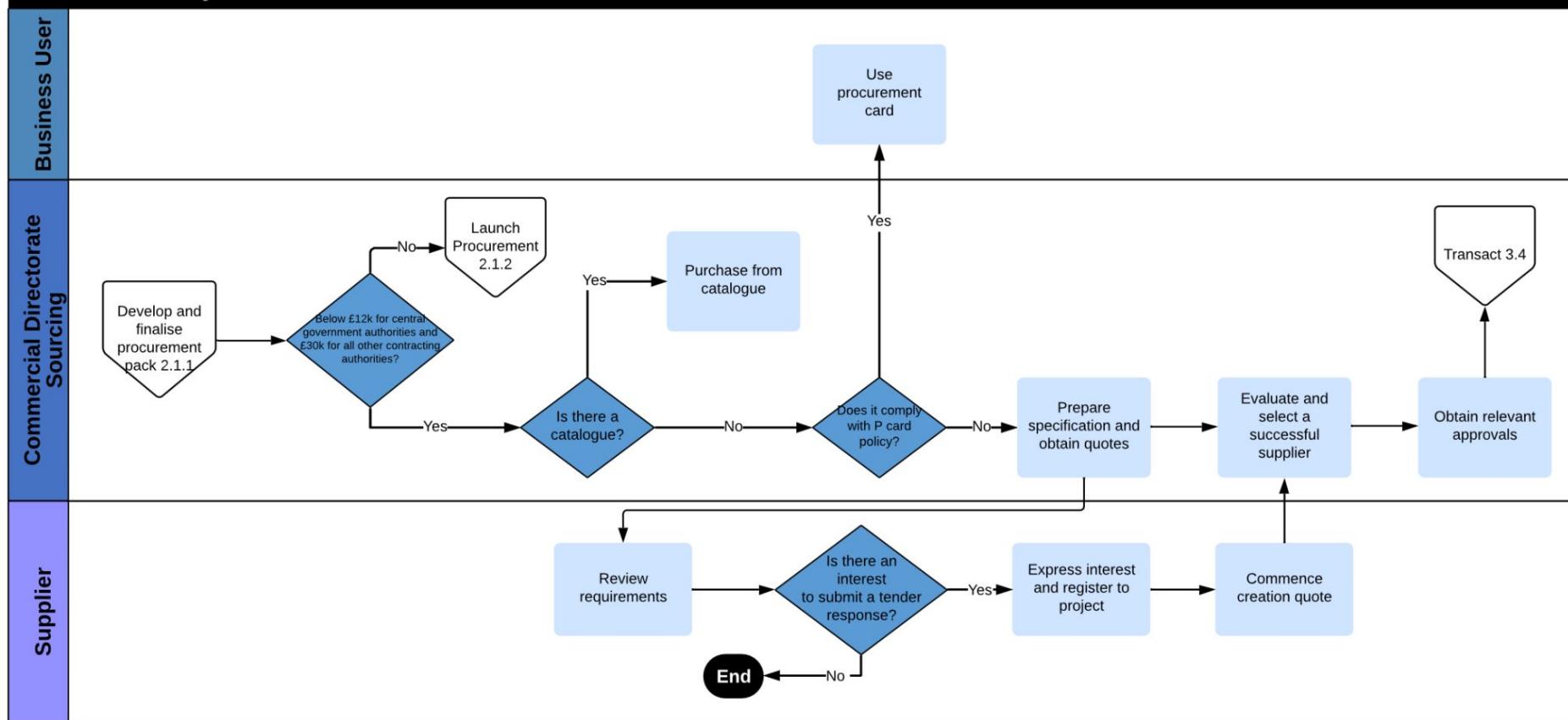
Key:

Parallel process flows



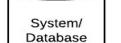
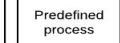


2.1.2 Launch procurement - Below-Threshold



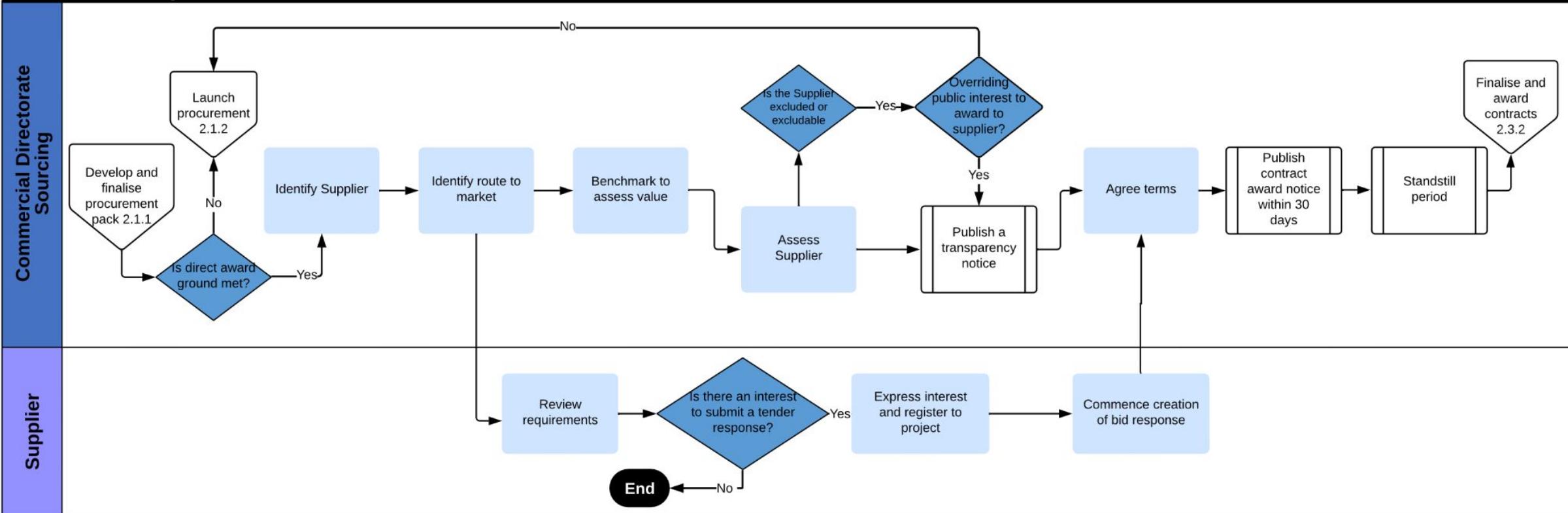
Key:

Parallel process flows



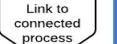
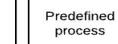
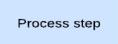


2.1.2 Launch procurement - Direct Award



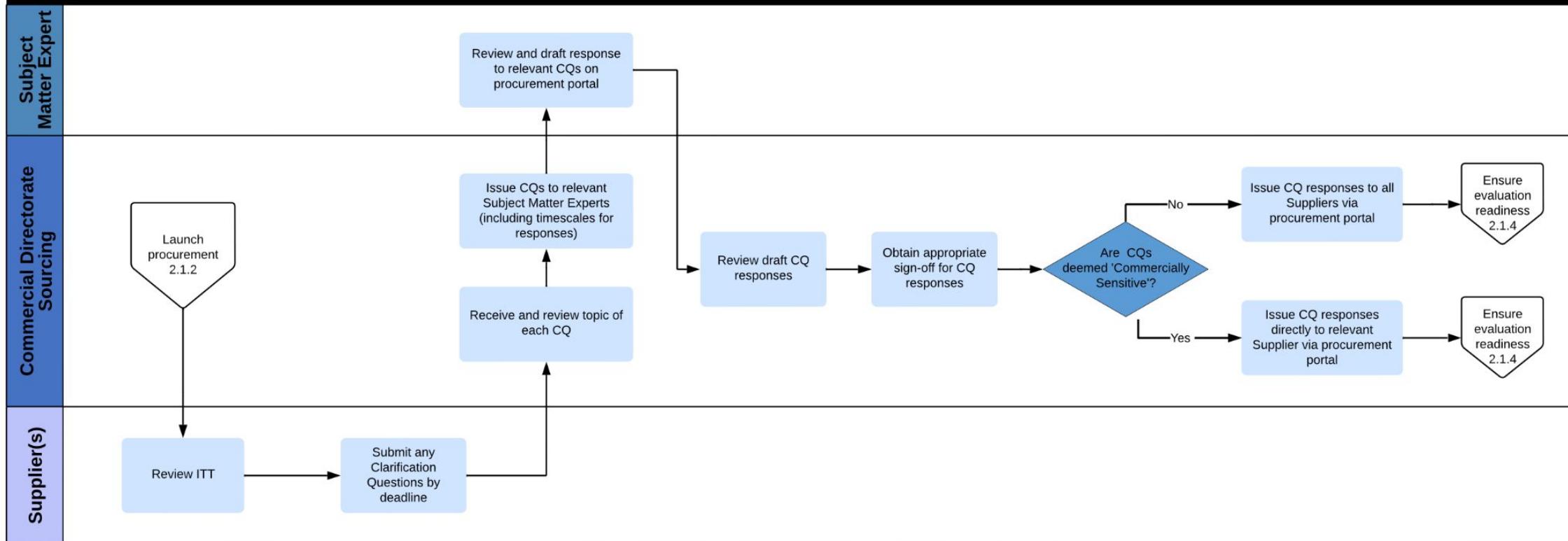
Key:

Parallel process flows



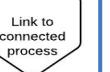
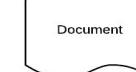


2.1.3 Manage and respond to bidder clarification questions



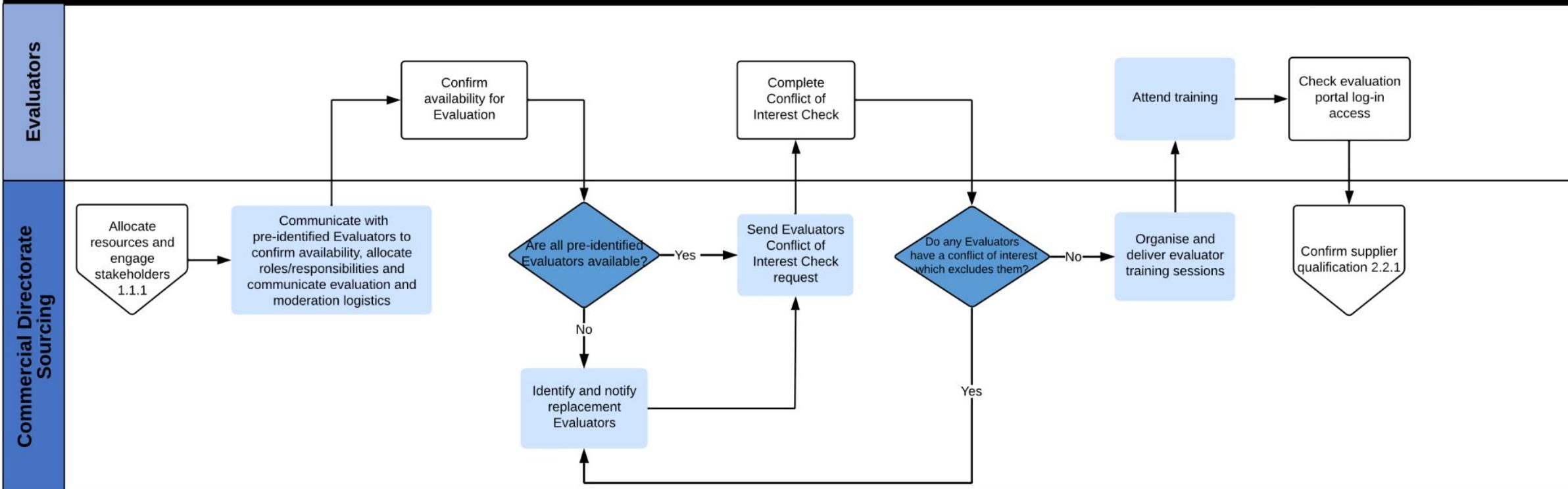
Key:

Parallel process flows





2.1.4 Ensure evaluation readiness



Key:

Parallel process flows





2.2 Selection, evaluation and assessment

2.2.1 Confirm supplier qualification	94	The selection process is an assessment of the suppliers themselves, as opposed to the Evaluation and Award stage which is an assessment of their bids.
	95	Determine if supplier is excluded or excludable.
	96	The Supplier Information and submitted responses to the conditions of participation are used to determine whether bidders are able to comply with minimum pass / fail requirements and demonstrate initial suitability to carry out the contract.
	97	Specific economic and financial standing requirements and policy are assessed at this stage.
	98	Check the debarment list to identify any suppliers that must or may be excluded from the procurement.
	99	Determine whether a supplier is to be excludable based on discretionary grounds such as poor contractual performance, improper behaviour, and misconduct by the supplier or associated individuals.
	100	When determining exclusion for discretionary grounds, consider whether the supplier can demonstrate satisfactory self-cleaning activities, such as implementing compliance and training procedures to prevent further misconduct.
	101	Determination of supplier tender compliance includes clear rationale(s).
	102	Findings are documented and stored in the most appropriate system, accessible to relevant stakeholders and, where appropriate, distilled and fed into the remainder of the process.
	103	All evaluators are able to provide an objective and independent assessment and have declared no conflicts of interest.
2.2.2 Evaluate supplier responses and determine the MAT	104	Evaluation is supported by central evaluation guidance and enabled by the e-sourcing system wherever possible.
	105	Commercial play a role in ensuring evaluation is compliant and that a robust repository of all evaluation records is maintained. This is to assist in mitigating risk in the event of a legal challenge.
	106	Evaluators document their rationale for awarding each score, evidencing alignment with the published criteria. Evaluators are to capture detailed notes and be aware that these are subject to review in the event of a legal challenge.
	107	Contracting authorities should take steps to assure themselves that bids are deliverable where they suspect they are abnormally low.

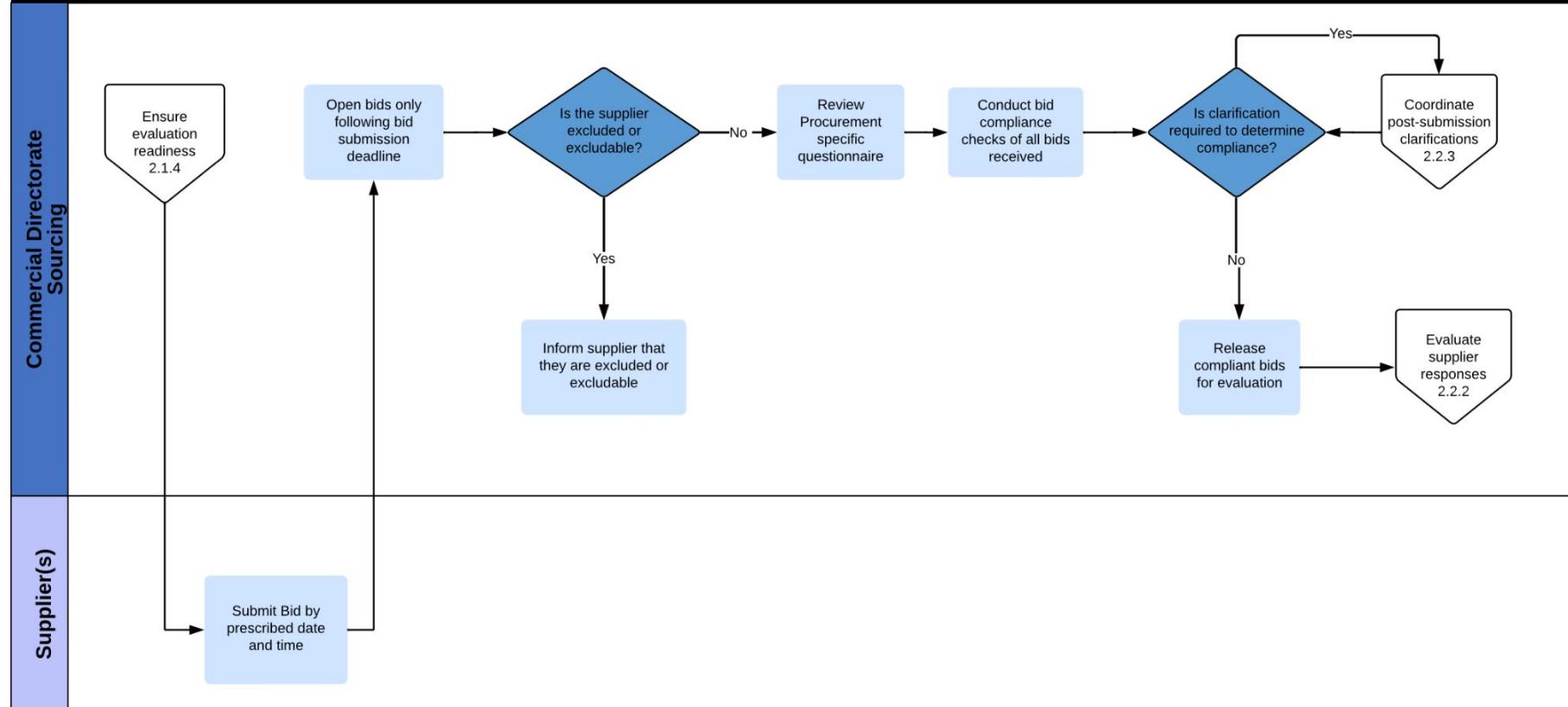


2.2 Selection, evaluation and assessment

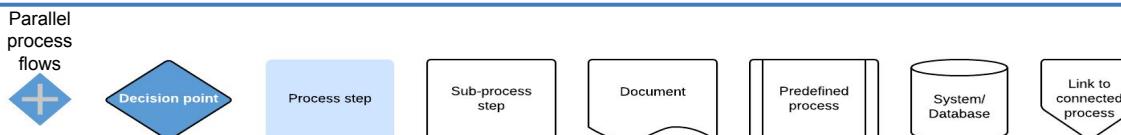
2.2.3 Coordinate post - submission clarifications	108	Post-submission clarification questions are limited to clarification of bidder written submissions; they do not allow for bidders to change or add new or different information to their submitted response.
	109	Post-submission clarification questions are reviewed by Commercial / Legal prior to being issued to bidders via the relevant e-sourcing system.
	110	All post-submission clarification questions and answers are logged and coordinated through a central owner.
2.2.4 Conduct moderation and due diligence	111	Moderation aims to establish a consensus on evaluation scores. All evaluators are gathered and take part in the moderation with an independent chair overseeing the process.
	112	Moderation minutes are captured and logged, with a clear rationale for any amended scores documented within the source to contract system.
	113	Conduct supplier due diligence in accordance with applicable organisational assurance policies.
	114	Perform proportionate due diligence, including financial testing and consideration of any debt owed to the organisation, on the selected supplier before recommending a contract award.
	115	Supplier due diligence checks are tailored to the specific requirement and may include site visits, following up on references and verifying financial sustainability. If due diligence checks are to be carried out, this is to be made clear to bidders as part of the procurement launch pack.
2.2.5 Prepare final award recommendation	116	The process of preparing and finalising the evaluation report is streamlined by utilising a standard template and pre-populating key information where possible. Systems automated reports are configured to facilitate this where possible.
	117	Reasons for evaluation results are clearly documented in contract award report and assessment summaries before sign-off.
2.2.6 Manage award approvals	118	Commercial approval board and any other relevant governance forums have signed-off evaluation and contract award decision.
	119	Where applicable, the Full Business Case is updated and approval sought prior to contract award.



2.2.1 Confirm supplier qualification (including Procurement Specific Questionnaires)

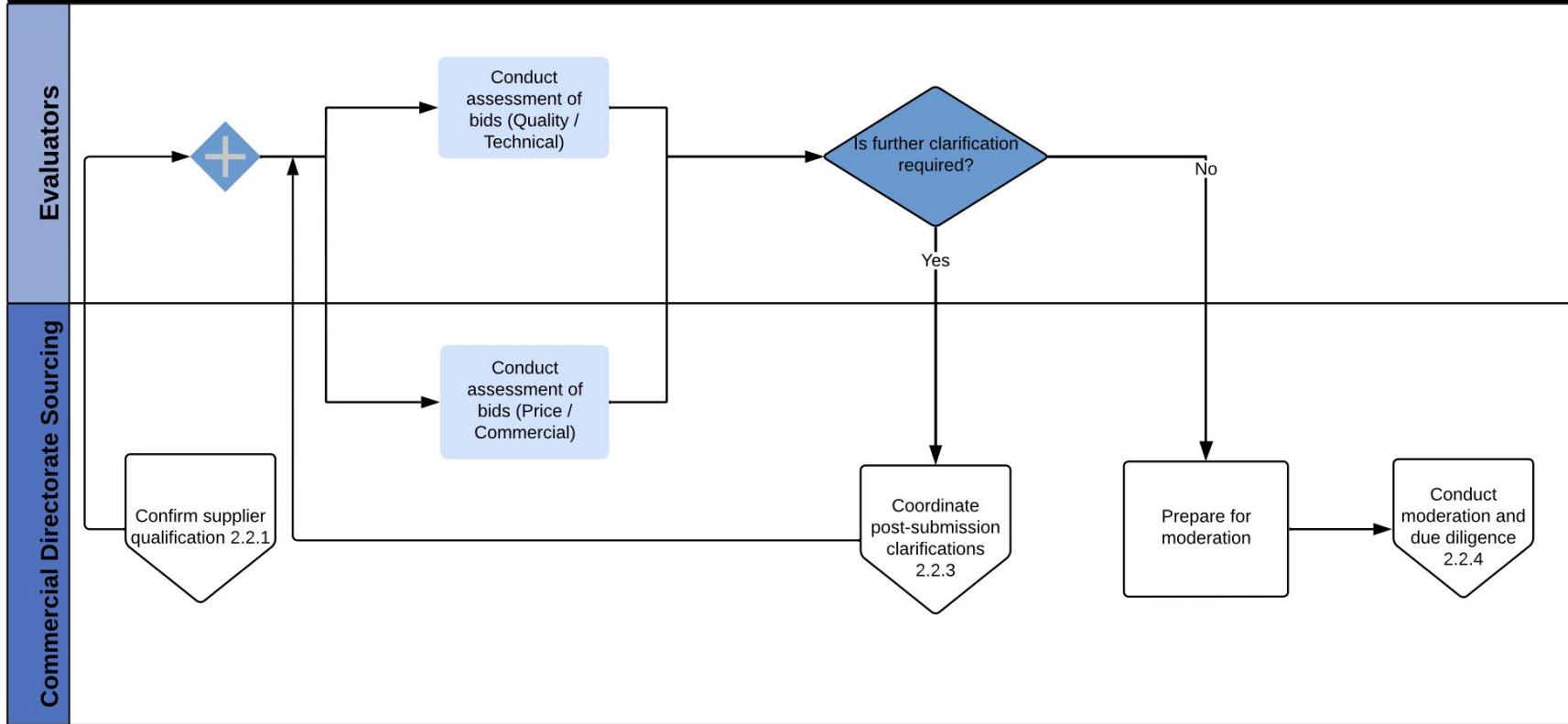


Key:





2.2.2 Evaluate supplier responses and determine MAT (Competitive Tendering Procedure)



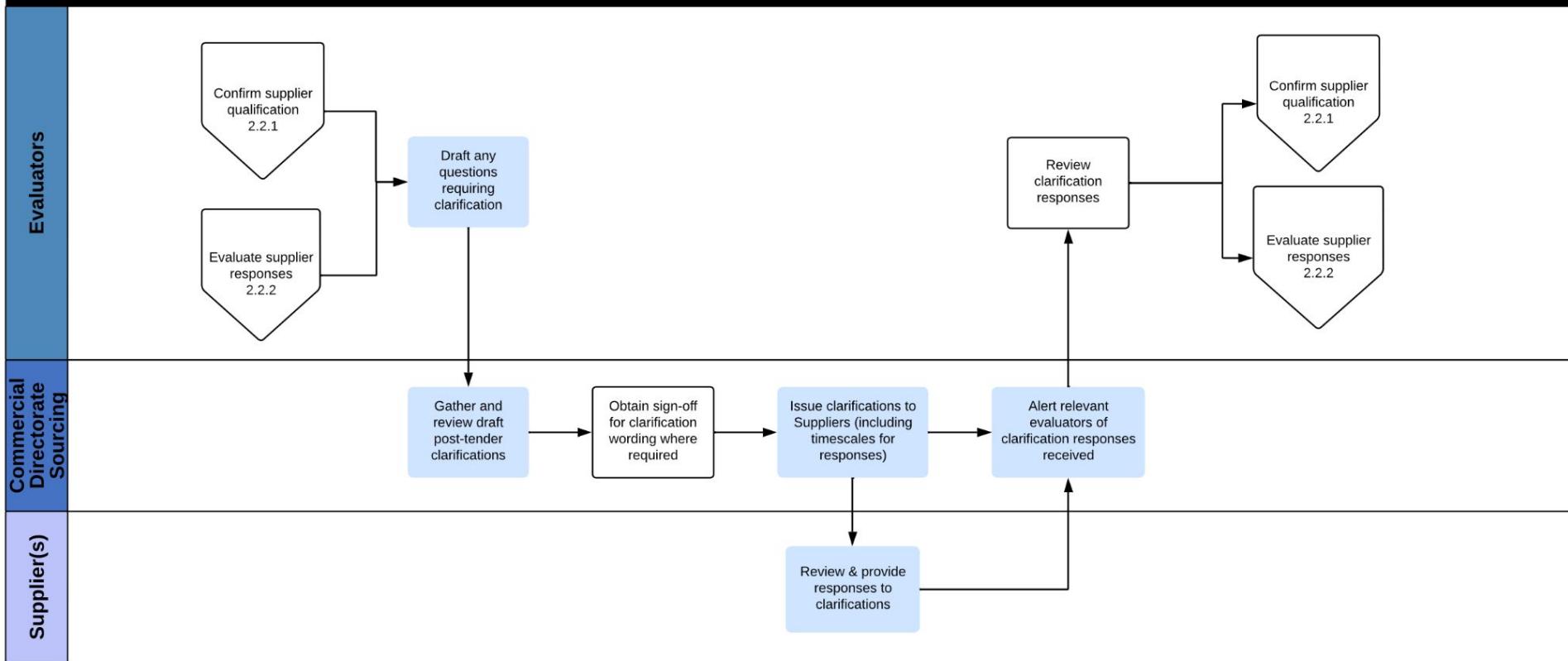
Key:

Parallel process flows



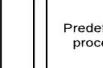
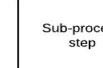


2.2.3 Coordinate post-submission clarifications



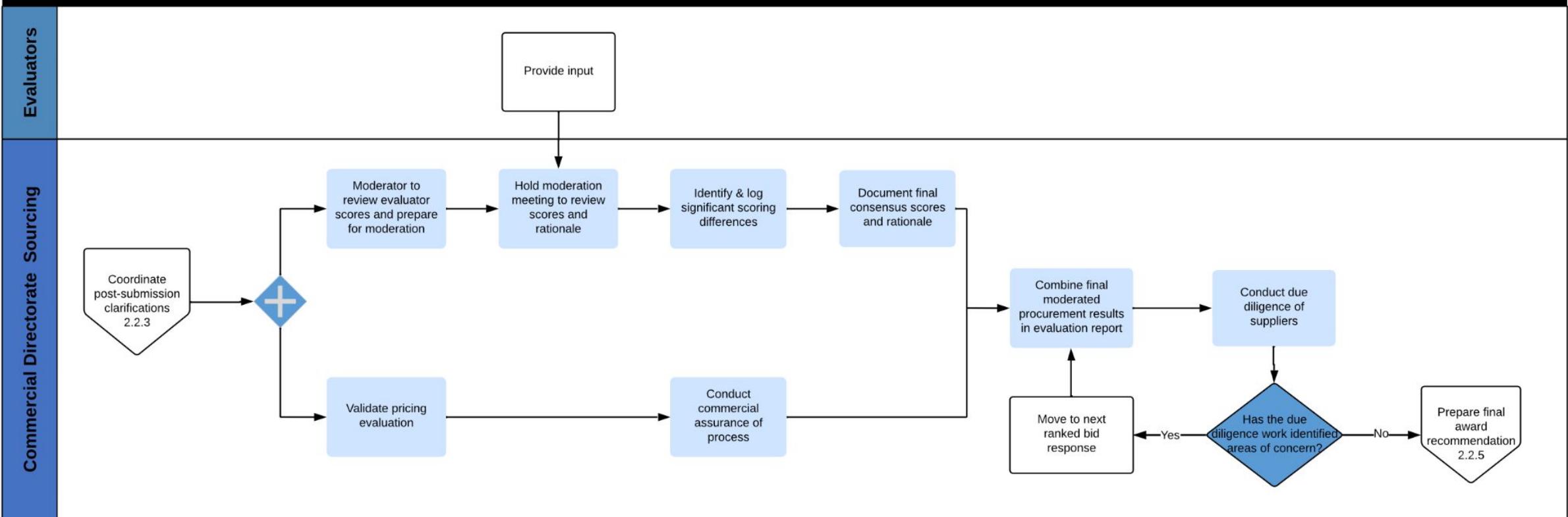
Key:

Parallel process flows

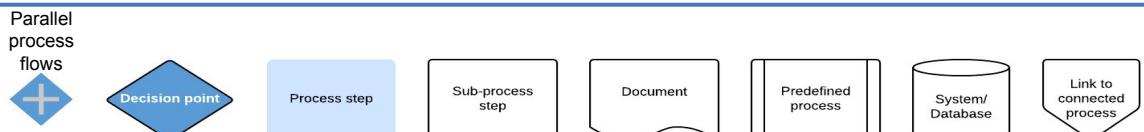




2.2.4 Conduct moderation and due diligence

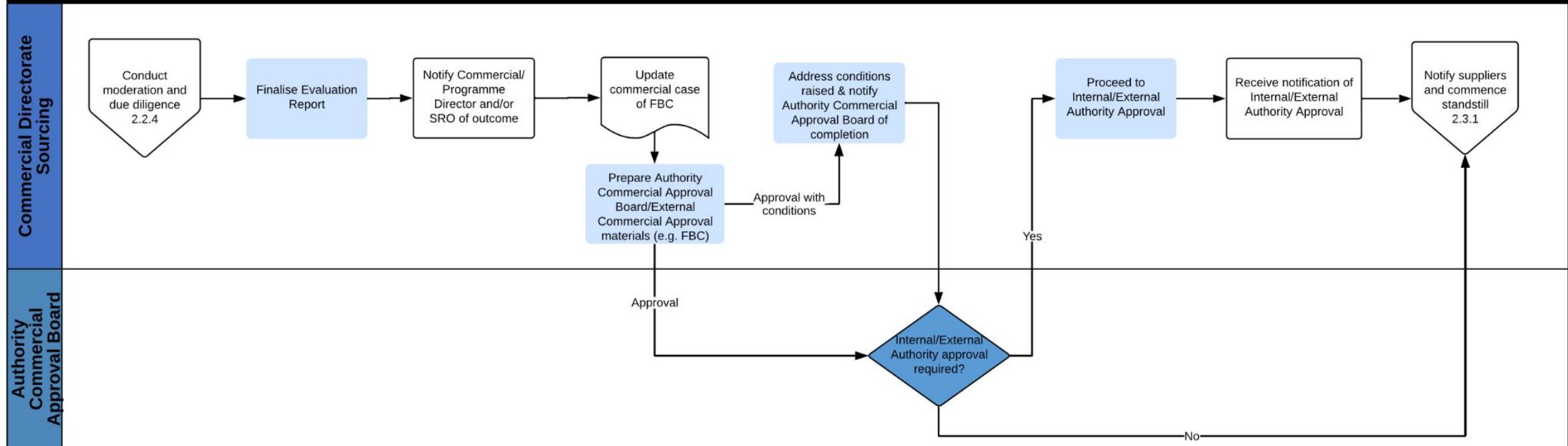


Key:





2.2.5 Prepare final award recommendation and 2.2.6 Manage award approvals



Key:

Parallel process flows



Process step

Sub-process step

Document

Predefined process

System/Database

Link to connected process



2.3 Contract award and mobilisation

2.3.1 Notify suppliers and commence standstill	120	Issue assessment summaries via the e-sourcing system to each supplier who submitted an assessed tender, with the supplier's score and explanation for that score, along with the successful supplier's score and explanation redacted for commercially sensitive information.
	121	Publish a contract award notice indicating the intent to award a contract, initiating the 8 working day standstill period.
	122	If a legal challenge is made during the standstill period, legal are engaged to support in a timely manner.
2.3.2 Finalise and award contracts	123	The contract schedules are updated and finalised with relevant details from the successful bidder's response.
	124	Governance and signoff requirements have been met, documented and reflected in the final contract as appropriate.
	125	Following expiry of Standstill, final contracts are signed by all parties. Electronic signing mechanisms are utilised wherever possible.
	126	After awarding the contract, publish a contract details notice. Publish redacted copies of contracts worth £5 million or more, including details of the three key performance indicators (KPIs) most material to the performance of the core contractual obligations. The Commercial Pipeline is updated.
	127	The Department commercial pipeline is updated upon contract award.
2.3.3 Contract mobilisation	128	Benefits achieved through the sourcing process are captured and a benefits realisation plan over the lifetime of the contract is mapped out.
	129	Lessons learned are gathered, documented and made available to relevant stakeholders for future similar procurements.
	130	The contract set-up process is recorded on the source to contract system and interdependencies with purchase to pay systems are managed.
	131	Complex contracts have associated guidance / handbook(s) explaining key contractual provisions to the wider business users.
	132	Ongoing contract management responsibilities are clear prior to contract implementation. The proportionate level of contract management for the value, duration and complexity of the contract has been determined and captured within a plan early on in the definition of the requirements.
	133	Collaborate closely with the contract management team to ensure a thorough contract handover from procurement to the contract delivery stage.
	134	Contract management kick-off includes gathering corporate resolution planning from the supplier and setting up appropriate financial monitoring.

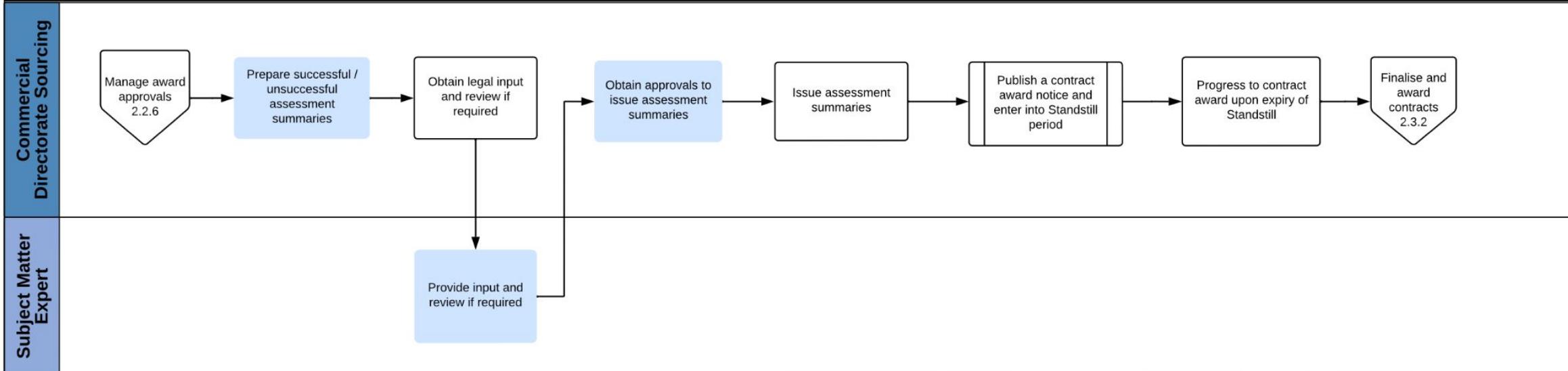


2.3 Contract award and mobilisation

2.3.3 Contract mobilisation (continued)	135	Review the contract obligations and identify roles and responsibilities of every party involved in supporting the contract, including commercial specialists and any trained resources to be deployed.
	136	Prepare financial processes for committing and monitoring spend aligned to the organisation's financial processes.
	137	Use financial controls and open book contract management to support contract mobilisation.
	138	Identify and prepare risk management tools and structured plans to manage risk throughout the contract management lifecycle.
	139	Identify and prepare effective processes and tools for contract administration and monitoring delivery to provide clear management information on performance and savings.
	140	Provide contract performance reports to stakeholders
	141	Manage a structured transition between contract award and service delivery, mitigating against unplanned service disruption.
	142	Should create and maintain a contingency plan for supplier failure

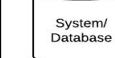
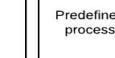
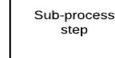


2.3.1 Notify suppliers and commence standstill



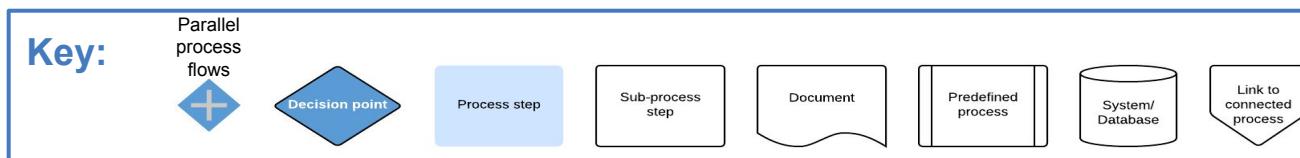
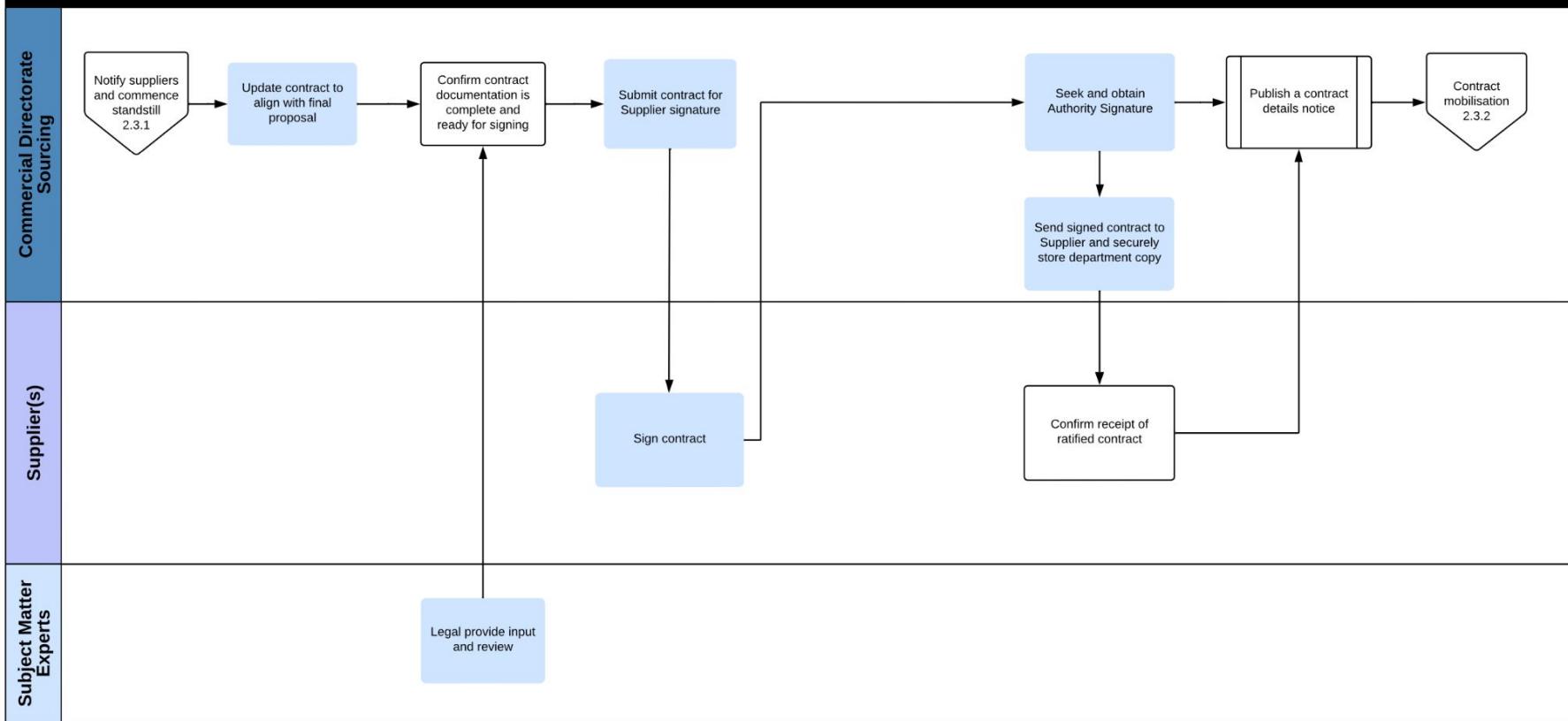
Key:

Parallel process flows



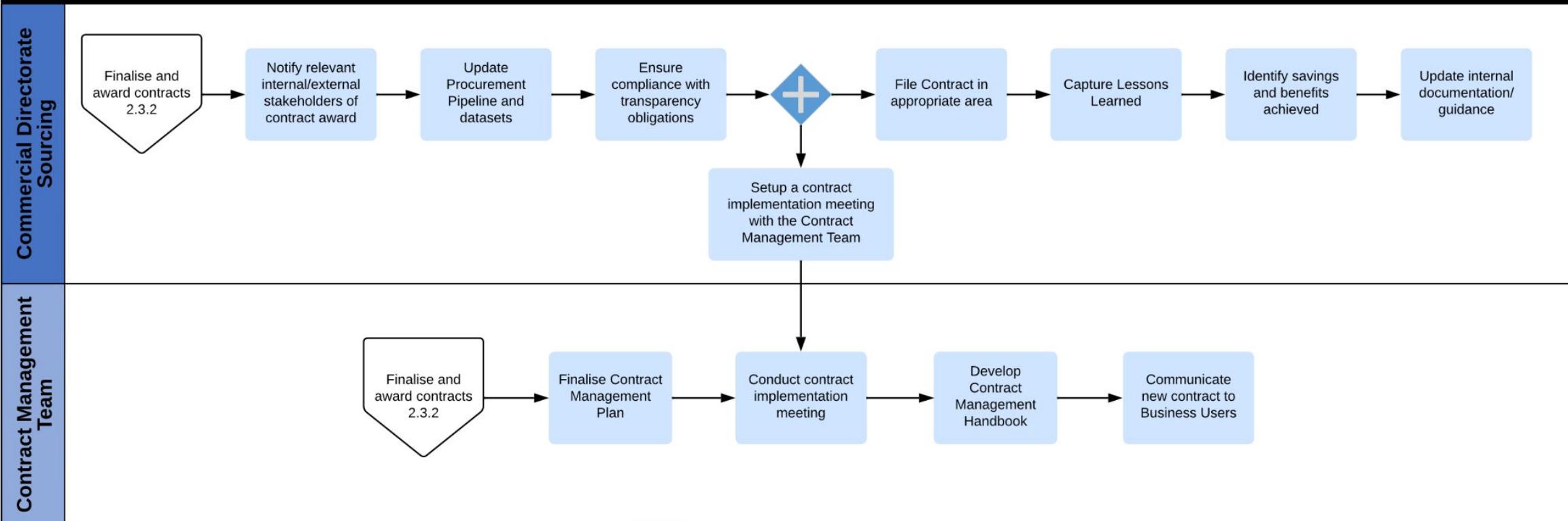


2.3.2 Finalise and award contracts



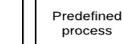
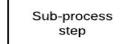


2.3.3 Contract mobilisation



Key:

Parallel process flows





Government
Commercial
Function

Performance Metrics



Source to Contract Performance Metrics and Reporting - Key Considerations

When defining key metrics for source to contract processes, a number of key questions should be considered:

- **Purpose:** are metrics intended to track progress in implementing change (transformational) or to monitor continuous improvement on a business as usual basis? All metrics should have a clear rationale and objective for what they are intended to measure and why.
- **Proportionality:** are all metrics meaningful, useful and prioritised, linked to the desired outcomes and success criteria to be measured?
- **Feasibility:** what data will be required to track and report on each metric. Can metrics be systems driven and automated?
- **Audience:** how does the scope of the metrics reflect the intended audience, e.g. commercial continuous improvement, business, other stakeholders etc.?
- **Aggregate or case-specific:** which metrics track total aggregate measures across all commercial activity and which apply to an individual sourcing process?
- **Volumetrics vs. performance measures:** distinguish which metrics capture volumes and those metrics where the outcome can be influenced by commercial performance
- **Target levels:** for performance metrics, consider appropriate target levels



Functional Performance

Theme	Define	Procure	Manage	Data Source	Statutory/Functional
	KPI		Report		
Functional Performance - End-to-end metrics aligning with GCF dashboard		Average cycle time from Tender Notice to Contract Details Notice by procurement type		CDP e-Sourcing systems	Functional
		Volume and value of live procurements by CPV code		e-Sourcing systems	Functional
		Percentage of spend with SMEs & VCSEs		e-Sourcing systems	Functional
	Volume and value of contracts awarded by type (framework, contract, competition/singel /direct award)	Contracts in place across different tiers/classifications, contract type, function, agency (contracting entity).		e-Sourcing systems	Functional
	Strategic Intent - defined future status of contracts (terminate, retender, extend, TBA)	Volume of contracts (in place) by tier		e-Sourcing systems	Functional
		Contracts Under challenge (authority/supplier) showing value and duration of dispute.		Manual	Functional
	Abandoned Procurements (spec challenge, market strength, scoring challenge, other)				
	Publication performance: Percentage of transparency notices published within the required timeframe			CDP e-Sourcing systems	Statutory



Additional Enablement

Theme	Define	Procure	Manage	Data Source	Statutory/Functional
	KPI		Report		
Additional Enablement - Macro Measures	Percentage of procurements not utilising system enabled evaluation processes			e-Sourcing systems	Functional
		Level of alignment in master data between S2C and P2P systems		e-Sourcing systems ERP system	Functional
	Volume and Value of total Purchase Order values where the relevant contract reference is included			ERP system	Functional
	Percentage of Senior Business Owners (Operational contract lead) in place for each contract (CMCP Foundation training)			Manual	Functional



Define and Procure

Theme	Define	Procure	Manage	Data Source	Statutory/Functional
	KPI		Report		
Define			Percentage of market assessments that have been updated within a 2 year period	Manual	Functional
	Percentage of preliminary market engagement notices published within the required timeframe			CDP e-Sourcing systems	Statutory
Procure	Percentage of invoices transmitted electronically			ERP system	Functional
	Percentage of Purchase Orders transmitted electronically			ERP system	Functional
			Percentage of total spend (by category) going through a catalogue (tail end spend)	e-Sourcing ERP system	Functional
	Percentage of non-PO spend (compliant and non-compliant)			ERP system	Functional

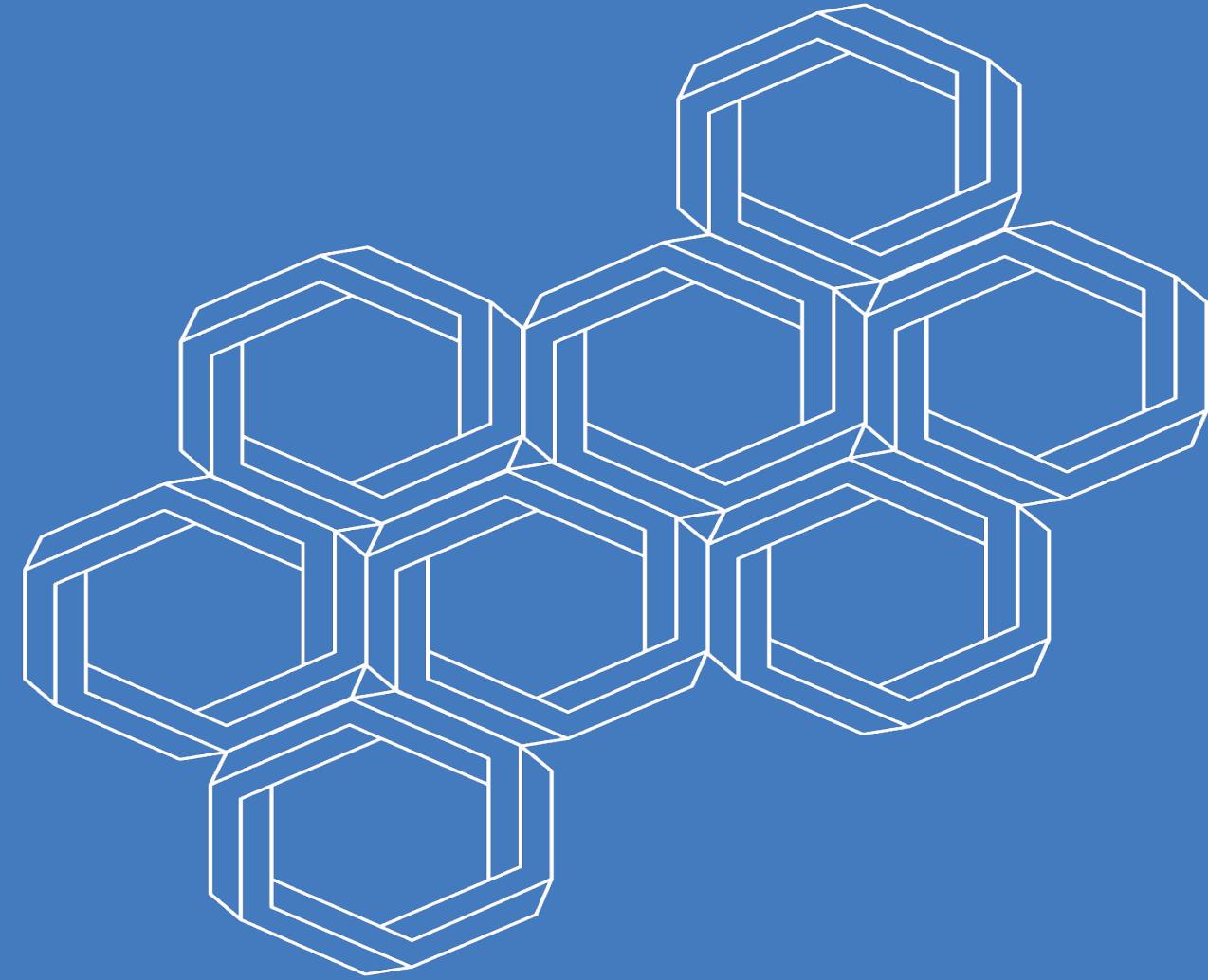


Theme	Define	Procure	Manage	Data Source	Statutory/Functional
	KPI	Report			
Manage	Contract performance is measured against agreed/published KPIs for the contract where required			CM system	Functional
	Time for payments to suppliers (are payments made in accordance with the contract terms)			ERP system	Statutory
	Percentage of risks not allocated to appropriate parties			CM system	Functional
	Strategic contracts Business Continuity Plans: % of Business continuity plans are in reviewed and maintained within a 12 month period			Manual	Functional
	Number of contract reviews held (compared with the agreed stakeholder engagement plan for the contract)			Manual CM system	Functional
	Number of non-compliances with contract terms (supplier relationship management)			CM system	Functional
	Number of formal disputes raised with supplier(s)			CM system	Functional
	Number of change requests			Manual CM system	Functional
	Number of changes made without change control			Manual CM system	Functional
	Financial impact of change requests (savings)			CM system	Functional
	Number of non-compliances with transition/exit plan by supplier			CM system	Functional



Government
Commercial
Function

Appendices





Bibliography

Publicly available Sources

- The Sourcing Playbook: <https://www.gov.uk/government/publications/the-outsourcing-playbook>
- Government Functional Standard, GovS 008: Commercial:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/789146/Gov-Functional-StdGovS008-Commercial_Mar19.pdf
- Finance Global Design Principles:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/776838/Global_Design_Principles_Handbook.pdf
- The Green Book:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/685903/The_Green_Book.pdf
- Procurement Pathway: <https://www.procurementpathway.civilservice.gov.uk/lifecycle/>
- Scottish Government procurement journey: <https://www.procurementjourney.scot/>

Other sources

- Various Department process maps