

Fuels Transformation Programme (FTP) Request For Information (RFI)

August 2021



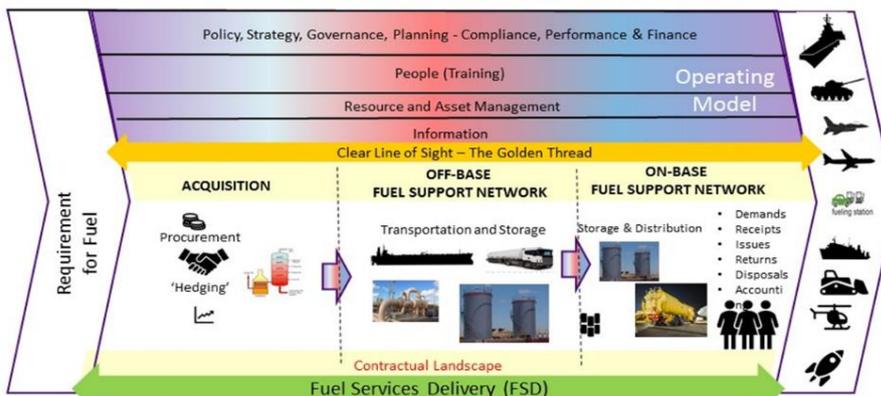
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1. This RFI is issued by the Authority and seeks feedback from industry on the opportunities and means of implementing the transformation of the effectiveness and efficiency of the Defence Fuels Enterprise (DFE). The RFI is issued as part of a market engagement phase and is NOT part of a formal procurement process. Information provided by the Authority in this RFI is indicative and intended only for discussion as part of the Fuels Transformation Programme's (FTP) market engagement activities and no inference should be drawn as to the scope or nature of any possible future requirement or procurement (if any).
2. This RFI is not an assessment of your capability or capacity to perform any aspects of any future possible contract and your responses, or lack of, will not affect whether or not you will be able to bid for any future work. Any information you submit in response to this RFI will be considered solely for the purposes of building a greater understanding of the marketplace and generating options for the delivery of FTP. Information provided by you in response to this RFI will not be taken into consideration in respect of any tender evaluation and shall be deemed to not form any part of any future possible tender response (for the purposes of tender evaluation or otherwise).
3. Save in respect of pre-existing product information, the Authority reserves the right to use the information provided by you in response to this RFI for any purpose related to the transformation of the DFE and to share with other industry participants in the FTP market engagement in an anonymised form that prevents (to the extent reasonably practicable) you, as the originator of that information, being identifiable. In your response to this RFI you are asked to clearly mark any information that you consider to be pre-existing product information that should not be shared with other industry participants.
4. The Authority does not warrant the accuracy or completeness of the information provided in this RFI and the Authority accepts no liability howsoever arising out of the provision of this information. The Authority acknowledges that any responses to this RFI are provided without any warranty as to accuracy or completeness and respondent shall have no liability to the Authority for any inaccuracy or omission. No party has any responsibility or gives any undertaking to provide further information, including any information required to correct any earlier inaccuracy or error.
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7. Participants should note the following when providing a response to this RFI:
 - a) participants may complete this RFI as a single entity and/or as a group of entities working together;
 - b) feedback from the RFI will help inform the FTP assessment, requirement setting and potential procurement process and therefore we request your response to as much of the questionnaire as you feel is applicable. Should you consider a particular question is not applicable to your organisation, please state "not applicable";
 - c) responses for the return of this RFI must be submitted to DESLED-FuelsInfra-FES@mod.gov.uk by Tuesday, 14th September 2021.

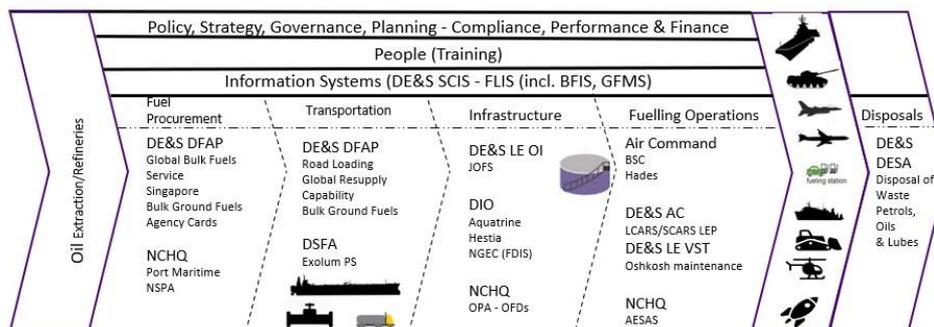
FTP Background

8. FTP was established to assess the potential to transform and modernise the Defence Fuel Enterprise (DFE) and is focussed on the following four key DFE areas:
- Fuel Service Delivery – comprises the entirety of the operation from procurement and logistics of the liquid fuel, maintenance of the fuel handling infrastructure, vehicles, equipment and the services required to move fuel through those assets and into and out of operating platforms;
 - Information Management Capability – which is focussed on what the DFE Information needs are as well as considering how fuel activities and operations can be enhanced through the exploitation of systems and technology;
 - Governance and Organisation – assessing the decentralised approach to the DFE across MOD with consideration as to how it could be improved (this is being led under the Defence Support Operating Model (DSOM));
 - Policy and Processes – assessing and challenging extant internal policy, processes and procedures with a view to identifying and implementing efficiencies and improvements.
9. The discovery phase concluded in 2020 during which a number of opportunities were identified which are now subject to review and scrutiny and will be tested through the forthcoming assessment phase. As part of this phase the Authority is seeking the views of industry to in the form of this RFI to help shape how FTP will be taken forwards.
10. The DFE is categorised into four key areas (Acquisition, Off-Base Support, On-Base Support and Enabling Functions which includes Information Systems and Information Management).

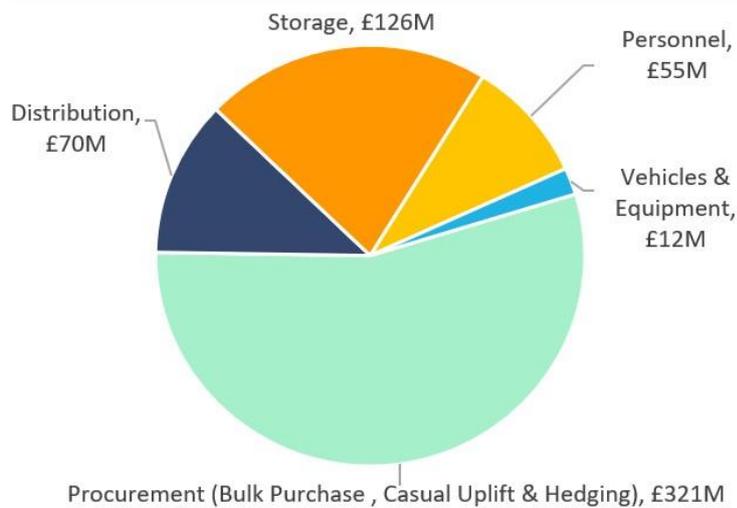
Defence Fuel Enterprise



And is supported through the contract landscape below.



The estimated annual value of the business, and how the costs break down is shown in the pie chart below:



11. The RFI is split into three sections covering Fuels Service Delivery, Information Management Capability and Commercial. We recognise that expertise is spread across all of these areas, please provide answers against the question sets relevant to your experience, there is no expectation on you to complete every section.

Fuels Service Delivery (FSD)

12. FSD is tasked with delivering transformational change across the Defence Fuel Enterprise (DFE) whilst meeting the following challenges:

- **Safe** – zero accidents, incidents or injuries, clear visibility if these events occur.
- **Effective** – missions refuelled on time and in fuel, deliveries on time, in full to military specification.
- **Resilient** – the flexibility to meet changes in demand in volumes and location, the agility to recover from service interruption.
- **Affordable** – within Defence Budget allocations, the most efficient we can make it at a cost to serve comparable to commercial operators.
- **Sustainable** – the DFE must be sustainable so that it is capable of delivering a positive impact on the environment both now and in the future, including by minimising the carbon footprint of fuel distribution and operations as well as by the use of emerging alternative fuels.
- **Technologically Advanced** – the DFE must remain modern and capable of exploiting technological advancements now and in the future.

13. In assessing the current situation across the DFE, the team has identified a number of change initiatives which have been consolidated into common themes. The change initiatives have been used to generate the following problem statements and we are now seeking input from you, in your responses to this RFI. The problem statements detailed below include a background statement and the challenge to Defence, and we would value your experience and insight having faced similar challenges.

14. Responses to this RFI will be used to inform the need for a series of pilots/trials that will in turn be used to inform and make the case for transformational change across the DFE.

Problem Statement 1 - The current Defence Fuels Supply Chain, while broadly effective, is inefficient with reliance on large stock holding levels. Fuel stock consists of 2 elements: turnover stock i.e. stock used on a unit over a period for day-to-day operations (usually measured by month) and Resilience Days of Supply (DOS). The dilapidated state of the fuels infrastructure (on unit) and thus poor asset availability, coupled with a lack of coherent direction and guidance in respect of stock holdings, has led to an overly conservative approach and reversion to cold war era thinking in stock level management.

Background - Defence has an operational requirement to maintain resilience stocks of all fuel types both in the UK and at key overseas locations; this is measured in resilience DOS. Defence Logistic Strategic Direction (DLSD) is the authoritative document which sets the DOS figures; this is due for review. The Defence Strategic Fuels Authority (DSFA) requires confidence that Defence can meet UK and wider operational resilience requirements. Supply chain resilience will be a key consideration when identifying infrastructure and other fuel related capability requirements.

Challenge - To define the bulk fuel supply chain risks, specifically getting fuel to UK or overseas Petroleum Supply Depot/fuel infra ingress points. As this part of the supply chain is, in the main, civilian i.e. from extraction, to refining and delivery, an understanding of the current and future risks to this supply chain is required.

From your experience - what are the supply risks to the UK for bulk fuel, plus additives, including but not limited to extraction of oil, disruption to refining capacity, disruption to shipping / distribution, effect of climate change, geo-political considerations, and what have you achieved within your existing customer base and how could you apply it to support Defence to manage those risks and / or what specific actions could you take to mitigate the risks you have identified? In your response you could break this down into risks associated with key areas of the supply chain e.g. fuel supply, logistics, storage.

Problem Statement 1 Response:

Problem Statement 2 - Defence needs to make better use of waste bulk fuel.

Background - Waste fuel is not exploited as effectively as it could be. Currently sullage is sold to a 3rd party as waste with a gainshare model.

Challenge - To find ways of reducing the volume of waste bulk fuel and identify ways of reconditioning fuel to the required quality so it can be returned to bulk, or, reconditioned for other on-base, or, Defence wide use. i.e. building heating oil, fuel for generators. Where waste does occur find outlets that will achieve the maximum value for Defence.

From your experience - define the parameters for when fuel is sent to sullage/slops and classified as 'waste'. Provide an indication of volumes of waste as a percentage of consumption and revenue generated from the sale of sullage/waste. Propose ways that the use of technology could achieve a reduction in waste fuel through reconditioning or fuel being returned to bulk and provide VROM costs to establish a waste reconditioning capability, or, outsourced waste processing solution, as well as parameters for investing in the technology to do so.

Problem Statement 2 Response:

Problem Statement 3 - Defence fuels infrastructure across the estate has poor asset availability, is over matched in capacity to the usage requirement and is likely to require replacement during the period Defence will continue to burn hydrocarbons. Pressure on Defence spending leads to insufficient funding being available to support repair/improvement and replacement activities due to conflicting priorities.

Background - The Exolum pipeline (GPSS) that provides off-base storage for Defence owned aviation fuel is not owned by Defence, the fuel within the pipeline is a mixture of Defence fuel and fuel owned by other customers. On-base fuel storage assets are owned by Defence and these have historically been maintained on a fix on fail basis. On-base Defence fuel infrastructure is aging and scaled against a legacy cold war operating scenario, based upon today's fuel requirements there is a surplus of storage capacity. Combined with historic stock tank filling practices where tanks were kept full, Defence holds more fuel on-base than is needed.

Securing funding and approvals for infrastructure maintenance activities has historically proved challenging and as a result major infrastructure improvement projects have been delayed, or, postponed. In addition, Defence fuel safety management systems allow infrastructure to be used at risk to meet operational requirements, subsequently the case for funding investment has been weakened. To note, on-base infrastructure is subject to the maintenance schedules in the recently awarded Future Defence Infrastructure Services (FDIS) contracts.

Challenge - To right size the Defence fuels infrastructure, improve its availability, and ensure it is sustainable and matched to provide a future fuel storage capability for Defence for all of the fuel types required (F76, F44, MGO, F35, F34, Diesel and Petrol) .

From your experience –

- a) provide a view on regional and other support solutions (e.g. hub and spoke) that could minimise on-base storage requirements, such as a regional central location being used as a storage hub to service satellite Defence sites, and the parameters used to determine configuration of hub and spokes; and
- b) propose alternative infrastructure maintenance/management approaches and strategies, including alternative ownership models. Identify opportunities to exploit surplus on-base storage capacity.

Problem Statement 3 Response:

Problem Statement 4 - Defence Bulk Fuel Carrying Vehicles (BFCV) are aging, incurring rising maintenance costs, are only intended for on base or tactical use, some are not approved to transport fuel on the road and therefore are unable to be used to transport fuel from unit to unit.

Background - Defence owns an aging fleet of Large Capacity Aviation Refuellers (LCARS) and Small Capacity Aviation Refuellers (SCARS) that are predominately used to transport fuel from Bulk fuel Installations (BFIs) and support platform refuelling activities. These vehicles are also used to store fuel (fuel on wheels) where fixed infrastructure is out of commission, or, off-line. The availability of these vehicles is generally declining and

associated maintenance costs are rising and the fleet is facing obsolescence issues. A fleet replacement programme is being initiated although significant savings could be made if the size of the fleet was reduced, particularly if alternative solutions to refuel platforms without a refueller capability could be identified. In addition, unit fuel contingency plans rely upon support from nearby units should their current fuel capabilities prove insufficient.

Challenge - To provide a sustainable wheel storage and fuel movement capability.

From your experience - propose alternative support solutions to refuelling platforms on-base (and occasional temporary fuel storage), including alternative ownership models (e.g. leasing), use of hybrid/electric refuellers, and potentially replacing fixed infrastructure with wheeled storage at low volume usage units¹. And highlight any limitations relating to fuel being stored on wheels. Examples where Industry adopts this practice, and indicative whole life costs of changing to alternative vehicle types (e.g. electric or hydrogen fuel cell) would be very useful.

Problem Statement 4 Response:

Problem Statement 5 - Defence needs to lower the cost for E2E fuel capability.

Background - Defence is involved across the full E2E fuels support chain from calculation of the demand requirement, through the acquisition of liquid fuel and fuel infrastructure/equipment, through the off-base support stage associated with storing and transportation of fuel to the point of need, to the management, storage and handling of fuel on-base, including refuelling operations and the management of waste. Defence also resources the enabling functions associated with providing a fuel capability, by providing policy, regulations and process, personnel, training, governance and information management. All of these activities contribute to the fully serviced cost of a litre of fuel that we believe is not as efficient as it could be.

Challenge - To identify different integrated support solutions that will ensure an effective, resilient, sustainable fuel capability and the lowest cost to Defence, within an acceptable level of risk.

From your experience - what innovative ways can Defence use to reduce the costs associated with supply chain acquisition and liquid fuel distribution of Defence fuel types, their storage distribution and issue, Off-Base and On-Base. Consideration to be given to different support solutions. i.e. the scale and bundling of outsourcing and its integration (noting the current contract landscape as detailed in paragraph 10), direct fuel supply, pay-as-you-use models, different ways of providing a refuelling capability, whether Defence needs to own or store fuel, alternatives to the pipe-line/off-base distribution and storage, the point that Defence should take ownership of its fuel and associated cost savings?

Problem Statement 5 Response:

¹ Where 'low' is an annual consumption of 3 million litres of F34 with an average daily consumption rate (ave-DCR) of 10,000 litres, 'medium' is 20 million litres and an ave-DCR of 100,000 litres, and, 'high' is 120 million litres and an ave-DCR of 500,000 litres.

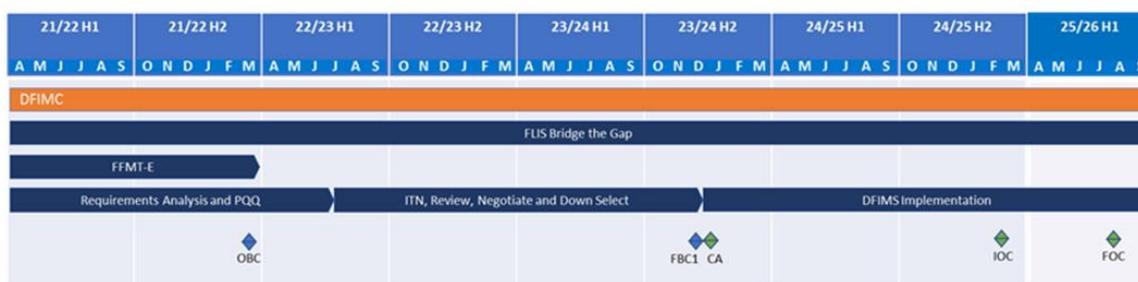
Defence Fuels Information Management Capability (DFIMC)

15. DFIMC is concerned with the improvement and enduring sustainability of all matters relating to fuels information in line with the Defence Digital Strategy. The project has already undertaken remediation activity to stabilise the existing, aging Fuels Information Management systems and has also exploited available data sources to create a Fuel Forecasting Management Tool (FFMT) producing an orchestration of the Defence fuels estate.

16. DFIMC now needs to further establish an enduring fuels information capability, which transforms the existing solution to a more coherent, robust, powerful, sustainable and cost effective modern digitised system. The vision for DFIMC is:

- a) End to End Digitisation,
- b) Visibility of Fuel Information (security permitting),
- c) Digitisation of Fuel Service Operations,
- d) Process Automation,
- e) Industrial Automation,
- f) Improved Operational Mobility.

17. The planning assumptions are for a competitive procurement based on a COTS/MOTS solution in 2022/23 and an indicative schedule is included below.



18. Defence currently has two Fuel Information Management systems which are 20 years old and only meet a fraction of the customer requirement and as such does not have a trusted interface that delivers asset audibility and accountability. Defence needs to improve its ability to capture fuel related data and improve evidence-based decision making. Therefore, the challenge for Defence is to exploit best practice and technological advancements to automate data collection, provide real time performance pictures and inform decision making across the whole DFE.

19. The requirement is referred to as DFIMC Operational Support Tool (OST) and consists of 4 components.

- a) Integrated Fuels Management solution, to record all fuel issues and receipts.
- b) Operational Transactional Interface, to link the demander with the supplier via electronic means with no need to depend on a paper trail.
- c) Recognised Fuels Picture, consolidated information regarding fuel holdings providing situational awareness and allowing Defence to have visibility of what fuel we hold and at what location.
- d) Support to Business as Usual that will provide, amongst many things, automated 3-way match on invoices, that will result in one fast, efficient and streamlined process for Defence payments.

These have been translated into the following high-level summary of the future requirements:

| Requirements Catalogue | | | |
|----------------------------------|--------------------------------------------|----------------------------------|-----------------------------------|
| FTP Operational BAU | Operational Transactional Interface | Recognised Fuels Picture | Integrated Fuel Management |
| Cancelled Demands | Access Application | Performance Reporting | Assets Requirements |
| CASP Performance | Access Portal | Dashboard Summary | Bandwidth to Server |
| Casual Uplift | Accessibility to RFP | Drill Down Functionality | Compatibility |
| Discrepancy Reports | Demand Planning | Export & Print Function | Database |
| Dues in & Dues out | Demand Processing | Global Fuels Picture | Dispense (Issue) Requirements |
| Export Functionality | Demand Submission | Graphic View of Historical Data | Governance & Assurance Regimes |
| Fuel Cards | Discrepancy Reporting | Item Information | Human Resources Requirements |
| Incident Reporting | Incident Reporting | Deployability | Maintenance Requirements |
| Messaging & Notifications | Payments Processing | Zoom Functionality | Performance Management |
| Monthly Forecast by Product Type | Permissions Requirements | View PJOBS | Quality Control |
| Monthly Forecast by TLB | Receipt Demanding Unit | View Forecast | Report Fuel Forecast |
| Notional Price | Recognised Fuels Picture | Set Quick Filters | Reporting Requirements |
| Payments Processing | Security | Standardisation | Security Requirements |
| PLATTS Pricing | Supplier Demand Planning | RFP Training | Service Provision |
| Stock Adjustments | Supplier Invoicing | Serviceability of Infrastructure | Sites Requirements |

| | | | |
|--------------------------|----------------|----------------------------------|----------------------------|
| Supplier data Management | Trend Analysis | Urgent Messaging & Notifications | Stock Maintenance |
| Trend Analysis | | | Supportability |
| | | | System Development |
| | | | Training Requirements |
| | | | Transactional Requirements |

20. The team is currently reviewing and assessing options, to provide an end to end enduring Fuels Information Management System across Defence. We are seeking to obtain ROM costs to support our Outline Business Case to be submitted in October 2021 and information to support the development of the detailed requirements. Your input in providing a response to the questions below is key to helping to shape that activity:

- a) Is your product designed solely for fuel information management and has it ever been used in a Defence setting?
- b) Can you please provide ROM cost for your IM systems, including hardware, implementation and through life support costs based on the following parameters?
 - (1) It will need to support 32 Bulk fuel installations concerned with aviation fuel, 8 Oil Fuel depots concerned with marine fuel, 123 Motor Transport Fuel Installations for ground fuels, 7 petroleum storage depots for aviation and marine fuel and around 700 users.
 - (2) The system could be provided as a hosted service or software as a service.
 - (3) The DFIMC requirement will include overseas deployment, how scalable and deployable is your system and what infrastructure is required to enable and support such deployment.
- c) What type of encryption product do you use and what cyber security measures and protections are deployed such as air gapped systems, data security, partitioning, nonrepudiation through user sign on?
- d) Please provide examples of where you have successfully implemented a Fuel Information management system, including duration, lessons learned, risks, issues and opportunities that you have managed, and what was the biggest risk? In your response please confirm whether you had to modify your solution to meet customer needs and how you went about doing so and what was the impact on cost and schedule?
- e) Can you give us an example of where you have successfully transferred industry best practice into a new environment to save money and change behaviours, culture and business practices and processes using Management Information to identify opportunities and reduce costs? What was the area that introduced the biggest saving?
- f) Have you ever had to interface with supplier's information management and or client's systems and how did you go about it? What were the timescales, costs and challenges?

- g) What do you see as the biggest innovation in the next 5-10 years and the impact on the IM this will have? How could it be managed? What is the adaptability of your system to accommodate the introduction of new products and categories of fuel?

Commercial Section

21. In the short to medium-term (2022 to 2025):

a) The FSD pilots/trials will be delivered wherever possible using existing contractual arrangements, by amendment to existing service delivery contracts such as FDIS or changing the way that current framework agreements are used. Only if existing contracts cannot be used will new contracts be awarded, but these are only likely to be small-scale and low value (up to £1M);

b) The requirements of DFIMC Operational Support Tool (OST) will, for planning purposes, be met by a competitive procurement under the applicable Public Procurement Regulations with contract award planned for mid-2023/2024. However, as the requirement matures, we will actively explore opportunities to deliver the requirement using existing framework agreements (such as Crown Commercial Services' framework agreements for Technology Services (RM6100)), especially where this enables early delivery.

22. The long-term and enduring transformation of the DFE (from 2025-2027) could be achieved under the Commercial Models (CM) CM4 to CM5, the full range of CMs being considered can be summarised as:

a) **CM1 – Mosaic (enhanced as-is):**

(1) Optimise existing supply chain and contract landscape with some horizontal consolidation;

(2) Transformation of fuel purchasing and its logistics/distribution including:

(a) longer-term bulk fuel supply contracts (e.g. 12 to 18 month contracts for a given quantity of fuel supplied at a defined rate per month) +/- 10% with surge capacity;

(b) direct fuel supply contracts (e.g. the fuel supplier is responsible for delivery to MOD user sites);

(c) automation of demand, ordering, receipt and issue of fuel.

(3) Some elements of the DFE supply chain (such as fuel infrastructure and "Green" and "White" vehicle fleets) remain managed and contracted according to the wider Defence contracting strategy for that category of spend;

(4) Enhancements in procurement process, command, control and governance enabled by MI;

(5) MOD remains responsible for the integration of supply chain contracts to deliver DFE outputs and outcomes.

b) **CM2 – Supported Mosaic** - as CM1 with structured and dedicated support from specialist advisory partners (using existing framework agreements and delivery partners).

c) **CM3 – Transformation & Delivery Managing Agent(s):**

(1) MOD contracts for one or two Managing Agents who are responsible for the enduring transformation of the DFE and the delivery of defined outputs (e.g. Managing Agent (Transformation) is responsible for delivering defined

efficiencies and effects in the DFE, while Managing Agent (Delivery) is responsible for delivery of fuel to MOD units on-time and in-full;

(2) DFE supply chain contracts remain MOD contracts and the Managing Agent(s) are MOD's agents for the procurement and management of contracts for fuel supply, distribution etc. and for the management of the fuel specific elements of any wider MOD contracts for infrastructure, management information and vehicle fleets;

(3) the Managing Agents are responsible for integrating the supply chain for which they are responsible while MOD is responsible for the integration between the Managing Agent(s) and/or wider Defence Contracts.

d) **CM4 – Transformation & Delivery Partner(s)** - MOD contracts for one or two Delivery Partners, similar to CM3, but where they would be responsible for subcontracting for all supplies and services to deliver the required outputs (a traditional Prime Contractor).

e) **CM5 – End-to-End Delivery Partner (GOCO)** - responsible for the delivery and operation of the Defence Fuels Enterprise whereby the DFE is established as a single arms-length entity, owned by Defence and accountable to the Front Line Customers, and is operated by a consortia of industry partners formed-up into a Special Purpose Vehicle (referred to as "Government Owned Contractor Operator" or "GOCO").

23. The creation of a Joint Venture between Defence and Industry to transform and deliver the DFE is currently discounted as a viable option.

24. Under these commercial models, from CM2 to CM5, industry and its supply chain take an increasing role (and risk) in the integration, management and control of the supply chain (and MOD a decreasing role) and bears an increasing responsibility (and reward) for achieving outputs and outcomes.

Commercial Response Request

25. Considering these commercial models and the Problem Statements in the Fuel Service Delivery section above, your own knowledge/experience of the DFE contract landscape, and, wider relevant and related experience:

a) What do you perceive to be the top five risks to implementing the transformation of the DFE and delivering an enduring solution?

b) Which Parties (MOD and Industry) are best placed to manage and be liable for those risks?

c) What other commercial models would you consider against key parts of the DFE supply chain to implement and deliver a transformed DFE?

d) Considering the ownership of assets in the DFE supply chain (including fuel stocks), what types or models for asset ownership would best enable transformation taking into account:

(1) on-base fixed infrastructure and equipment which could be provided to an industry partner as:

(i) Government Furnished Assets (GFA) - where the assets are owned by the MOD and provided through the contract for use under the terms of the contract;

(ii) a lease or concession - where the contractor would be leased the assets from the MOD and MOD grant a concession to manage and operate

the assets to provide the service to MOD and the contractor would market / exploit any spare capacity.

(2) mobile assets (fuel bowsers and temporary fuel storage) and whether they are owned by the MOD and provided as GFA or owned by the contractor and leased/hired as required to meet the MOD requirement (including Surge);

(3) the location and ownership of off-base fuel stocks (such as vendor managed inventory) that meets MOD's routine and surge/resilience requirements.

e) What pricing, risk and reward models (including KPI and incentivisation mechanisms) would you consider to be of most appropriate?

f) For commercial models CM3 to CM5 what would you consider the optimum contract length that would make any future procurement opportunity attractive to your organisation? How would contract length affect your delivery model? What contract length would most effectively transform the DFE?

g) For commercial models CM1 and CM2 what considerations should the MOD give to a lotting strategy based on optimising the segmentation and consolidation of the DFE's supply chain by category (i.e. fuel procurement, distribution/delivery, infrastructure supply, infrastructure maintenance, vehicles, on-base operation), by location (i.e. on a national or on a regional basis), or, by location according to category (e.g. fuel supply on a [5] regional basis, vehicle leasing on a national basis, fuel infrastructure on a [2] regional basis)?

General Response Request

26. In your response to any of the sections of this Request for Information please state:

a) which sector or part of the DFE supply chain does your organisation specialise in?

b) which geographical regions do you currently operate in?

27. In your response to any of the sections of this Request for Information please also consider:

a) which aspect of the transformation and delivery of DFE you would want to participate in (that you do not already)?

b) what opportunities would you like to be able to exploit for the benefit of Defence, and identify any barriers and/or factors that would enable such opportunities?

c) do you have anything else you feel is relevant to FTP that you wish to share with us (such as past or current experience of delivering transformation to other UK or Defence clients)?

28. The Authority is considering holding one to one sessions to discuss and clarify RFI responses, please indicate if you would be interested in attending, virtually or otherwise, and any areas not detailed in this RFI that you would be interested in discussing.