



Glasgow City Council

Contracts and Property Committee

Report by Pat Togher, Chief Officer, Glasgow City Health and Social Care Partnership

Item 6

6th November 2025

Contact: Geri McCormick, Head of Commissioning Ext: 72732

**AWARD OF THE FLEXIBLE PURCHASING FRAMEWORK
FOR SOCIAL CARE SUPPORTS - GCC006407SW**

Purpose of Report:

- 1) To advise Contracts and Property Committee of the outcome of the tender for a Flexible Purchasing Framework for Social Care Supports.
- 2) To seek Contracts and Property Committee approval for the awards to the Framework to the successful Bidders as detailed in this report.

Recommendations:

Contracts and Property Committee is asked to:

- a) Approve the award to the Flexible Framework Agreement for Social Care Support to the Bidders referenced in Section 3 of this report for an initial period of four years from a services start date of 1st February 2026, with the option to extend in accordance with the contract for one or two consecutive periods each not exceeding twelve months;
- b) Note that continuance of contractual arrangements will be subject to satisfactory service review outcomes being achieved; and
- c) Note that the Council may re-open the Framework once a year, on the anniversary of the commencement date, for the duration of the contract including the period of the available extensions.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes ☐ No ☐ consulted: Yes ☐ No ☐

1 Background to Tender

- 1.1 Glasgow City Health and Social Care Partnership (GCHSCP) has been adapting the way in which people access support that meets their needs whilst promoting and maintaining their independence. The Council recognises that closer engagement with communities, families, carers and the people we support is required: focussing on the assets and strengths that people and their communities already have; to transform the way we all collaborate, maximising the opportunity for people to live independent lives and achieve their full potential. Connecting people with their communities is a key objective of maximising independence, and access to health and social care support when needed can improve health and wellbeing and support people to become more resilient.
- 1.2 This Framework will replace the current 2019 Social Work Framework for Selected Purchased Social Care Supports ("2019 Framework") at its expiry on the 31 January 2026. The new unranked Flexible Purchasing Framework for Social Care Supports ("2026 Framework") will be the mechanism through which the Council discharges its duties to offer Self-Directed Support (SDS) Options 2, 3, and aspects of option 4 to relevant people. The 2026 Framework has been structured to support GCHSCP's Access to Social Care which ensures fair and equitable access to social care support when assessed eligible needs are identified.
- 1.3 In line with the Council's commitments to outcomes based commissioning, and to support the new assessment processes for social care supports, the Lotting arrangements for the 2026 Framework were divided by care group. This Lotting arrangement will provide professionals undertaking the assessments, and people and their families who use services, to have access to a range of services that have been offered to meet each care group's specific needs. Categories of Support were identified in the Service Specification and Bidders were required to bid and submit a price for at least one category of support in at least one Lot to be eligible for the Framework.
- 1.4 The tender was divided into the following six care group lots:
- Care Group Older People (Lot 1) - people over sixty five (65) years old and / or people under sixty five (65) with early onset dementia.
 - Care Group Learning Disability (Lot 2) - people aged between sixteen (16) and sixty five (65) years old including people with learning disabilities and autism, people who have learning disabilities with a physical disability, or any combination of these.
 - Care Group Physical Disability (Lot 3) - people aged between sixteen (16) and sixty five (65) years old who have a physical disability without a learning disability.
 - Care Group Mental Health (Lot 4) - people between sixteen (16) and sixty five (65) years old with mental health and/or related conditions, including

Huntington's and people with neurodiversity who have no learning disability.

- Care Group Children and Young People (Lot 5) from birth up to their 19th birthday and only includes children and young people with a disability.
- Lot 6 is for the provision of social care supports for individuals with multiple support needs and who the Council has determined require bespoke support that cannot be met within the Framework Lots 1-5. The decision on whether Lot 6 is to be used is exclusively at the Council's discretion.

1.5 The Categories of Support for which Bidders could submit prices in each of the Lots are undernoted. Bidders were required to submit at least one price, for any one of the categories of support for their bid to be compliant.

- Care and support services (personal and non-personal care)
- Day opportunities/employability supports community based
- Day opportunities/employability supports building based
- Short Breaks community based
- Short Breaks building based (Children and Young People with a Disability Lot 5 only)

In addition, and to provide additional flexibility to meet the outcomes for people who will use services, Bidders were given an opportunity to submit prices for any additional services they could offer.

1.6 The tender opportunity was advertised on Public Contracts Scotland, Public Contracts Scotland Tender and UK Find a Tender Service on the 5 June 2025 for an initial contract term of four years with an option to extend the contract for one or two consecutive periods not exceeding twelve months in each case. The total advertised contract value including potential extensions was £600m.

2 Evaluation and tender outcome

2.1 A total of 87 submissions were received timeously, with some Bidders bidding for more than one Lot. In addition, 2 bids were rejected and not opened or downloaded from PCS-t as they were received after the tender closing deadline. A full audit trail of the PCS-t log was requested, along with a check with the PCS-t system IT provider to ensure that there had been no system failure before the two Bidders were advised that their bids had been rejected.

2.2 Bids were assessed against exclusion and selection criteria, quality, and commercial criteria. The award criteria were allocated a weighting as undernoted with a requirement to score a minimum of 60 marks in each of the three scored questions.

Quality	%
Care Group Lot Specific Service Delivery Question	25%
Care Group Lot Specific Case Study Question	20%
Generic Fair Work First Question (only answered once regardless of how many Lots bid for)	15%
Total (per Care Group Lot)	60%

Commercial	%
Average Best Price Per Care Group Lot	40%
Total (per Care Group Lot)	40%

Total Award Criteria (Per Care Group Lot)	100%
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3 Bidders recommended for award per Care Group Lot

The Bidders recommended for Award to each of the five Care Group Lots, and the Bidders recommended for Award to Lot 6, are contained in the following section. Seven Bidders who are recommended for award to the Framework, but who were not successful in reaching the minimum score in all of the Lots for which they submitted a bid, are listed in Appendix 2.

3.1 Care Group Older People (Lot 1)

Aspire Housing and Personal Development Services Limited
Ballieston Community Care
Bield Housing and Care
Call-In Homecare Limited
Care1 Professional Services Limited
CareLine HomeSupport
Carr Gomm
Cera Care Operations Scotland Limited
Cluaran HCS Limited (operating as Cluaran Care)
Community Care Choice Ltd
Constance Care Limited
CRC Care Ltd
ENABLE Scotland (Leading the Way)
Fair Deal
Glasgow East End Community Carers Limited
HRM HomeCare Services Ltd
Kelvin Care Limited
Key Housing Association Limited
Living Ambitions Ltd
Mochridhe Limited
Queens Cross Housing Association Ltd

SHARE Scotland
The British Red Cross Society
Trust Housing Association Limited
Wheatley Care

3.2 Care Group Learning Disability (Lot 2)

Antonine Court Ltd
Aspire Housing and Personal Development Services Limited
Baillieston Community Care
Barnardos
Call-In Homecare Limited
Care 1 Professional Services Limited
Careline Home Support
Carr Gomm
Cera Care Operations Scotland Limited
Community Care Choice Ltd
Community Integrated Care
Cornerstone Community Care (Operating as Cornerstone)
Crossreach (The Social Care Council of The Church of Scotland, Operating as CrossReach)
Enable Glasgow
Enable Scotland (Leading the Way)
Fair Deal
Glasgow East End Community Carers Limited
HK-Care Consulting Limited
Inclusion Glasgow
Kelvin Care Limited
Key Housing Association Limited
Living Ambitions Ltd
Mochridhe Limited
Partners for Inclusion
Quarriers
Real Life Options
Scottish Autism
Sense Scotland
SHARE Scotland
The Coach House Trust
Unity Enterprise
Wheatley Care

3.3 Care Group Physical Disability Lot 3

Antonine Court Ltd
Aspire Housing and Personal Development Services Limited
Baillieston Community Care
Barnardos
Call-In Homecare Limited
Care 1 Professional Services Limited
Careline Home Support
Carr Gomm
Cera Care Operations Scotland Limited
Cluaran HCS Limited (operating as Cluaran Care)
Community Care Choice Ltd
Community Integrated Care
CRC Care Ltd
Enable Scotland (Leading the Way)
Fair Deal
Glasgow East End Community Carers Limited
HK-Care Consulting Limited
HRM Homecare Services Ltd
Kelvin Care Limited
Key Housing Association Limited
Living Ambitions Ltd
Mochridhe Limited
Partners for Inclusion
Quarriers
Real Life Options
Sense Scotland
SHARE Scotland
The British Red Cross Society
Wheatley Care

3.4 Care Group Mental Health – Lot 4

Aspire Housing and Personal Development Services Limited
Ballieston Community Care
Call-In Homecare Limited
Careline Home Support
Carr Gomm
Cera Care Operations Scotland Limited
Community Integrated Care
CRC Care Ltd
ENABLE Scotland (Leading the Way)
Fair Deal

Glasgow Association for Mental Health
Glasgow East End Community Carers Limited
HK-Care Consulting Limited
Key Housing Association Limited
Living Ambitions Ltd
Mochridhe Limited
Queens Cross Housing Association Ltd
SAMH
The Coach House Trust
Turning Point Scotland
Wheatley Care

3.5 Care Group Children and Young People with a Disability – Lot 5

Action For Children
Antonine Court Ltd
Barnardos
Call-In Homecare Limited
Care1 Professional Services Limited
Carr Gomm
Crossreach (The Social Care Council of The Church of Scotland, Operating as CrossReach)
ENABLE Scotland (Leading the Way)
Glasgow East End Community Carers Limited
Key Housing Association Limited
Mochridhe Limited
Sense Scotland

3.6 Lot 6

Action for Children
Antonine Court Ltd
Aspire Housing and Personal Development Services Limited
Baillieston Community Care
Barnardos
Call-In Homecare Limited
Care 1 Professional Services Limited
Carr Gomm
Cera Care Operations Scotland Limited
Cluaran HCS Limited (operating as Cluaran Care)
Community Care Choice Ltd
Community Integrated Care
Cornerstone Community Care (Operating as Cornerstone)
CRC Care Ltd

CrossReach (The Social Care Council of The Church of Scotland, Operating as CrossReach)
Deafblind Scotland
Enable Scotland (Leading the Way)
Fair Deal
Glasgow East End Community Carers Limited
HK-Care Consulting Limited
HRM Homecare Services Ltd
Inclusion Glasgow
Kelvin Care Limited
Key Housing Association Limited
Living Ambitions Ltd
Partners for Inclusion
Penumbra
Quarriers
SAMH
Scottish Autism
Sense Scotland
SHARE Scotland
The British Red Cross Society
Turning Point Scotland
Unity Enterprise
Wheatley Care

4 Unsuccessful Bidders

- 4.1 Whilst the Council has achieved the objective of creating an inclusive, multi-supplier, multi Lot Framework available for people who require social care supports, 41 Bidders were not successful in being awarded a place on any of the Lots on the 2026 Framework. These Bidders are listed in Appendix 1 of this report.
- 4.2 This occurred despite the Council undertaking a range of activities to support potential Bidders in the pre-tender stage and working closely with the market during the strategy development phase. This included a dedicated Talking Tender event, with the video from the event posted online for any potential Bidders who had been unable to attend the event; and an Aligned Tender Training in partnership with the Supplier Development Programme which provided potential Bidders with dedicated training on how to complete their bid.
- 4.3 In addition to the Council's approach to the Treatment of Errors and Omissions outlined in the Invitation To Tender full use was made of Regulation 57(5) in The Public Contracts (Scotland) Regulations 2015.

“where information or documentation to be submitted by an economic operator is or appears to be incomplete or erroneous, or where specific documents are missing, a contracting authority may request the economic operator concerned to submit, supplement, clarify or complete the relevant information or documentation within an appropriate time limit, provided that such requests are made in full compliance with the principles of equal treatment and transparency.”

- 4.4 The decision to exercise the Council's discretion on the use of this Regulation was in recognition of the types of services undertaken by social care providers, the range of organisations in the City some who do not tender on a regular basis, and the commitments in our Market Facilitation Plan.
- 4.5 The Council issued a courtesy message to all Bidders to advise that the Council was going to use its discretion under Regulation 57(5) and advised all Bidders to ensure they checked their PCS-t message board daily for the duration of the evaluation period.
- 4.6 The Council is confident that Bidders have been fully supported throughout this procurement, including the full use of the discretion afforded to the Council under Regulation 57(5).
- 4.7 Analysis shows that no single element of our procurement processes led to the number of unsuccessful Bidders. The stage / reason for not meeting the Council's requirements as laid down in the Invitation To Tender, and following the Council's application of Regulation 57(5) to support the Bidders are;

Stage / Reason	Bidders
Qualification and Selection	
SPD / Bidder Information	2
Insurance	1
Health and Safety	2
Economic and Financial Standing	8
Technical and Professional – Care Inspectorate Registration	5
Sub-total	18

Award Criteria	
Commercial	2
Quality – did not meet the minimum mark of 60 required in each of the 3 questions	21
Sub-total	23

Total number of unsuccessful Bidders	41
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- 4.8 The Council will engage with unsuccessful Bidders and partner organisations following the conclusion of this tender process to reflect on the outcome of this procurement and determine if there are any additional steps the Council can take to further support Bidders who are tendering for social care services in the City.

5 Contract Implementation and Contract Management

- 5.1 Plans for the implementation period are underway, with changes required to social work recording systems and payment systems to move to the new Care Group Lotting arrangements.
- 5.2 Call-offs under the 2019 Framework will continue past the expiry of the 2019 Framework contract and will not transfer directly to the new 2026 Framework.
- 5.3 Purchases under the 2026 Framework will initially be for new social work assessments conducted from the 1st February 2026. Call offs from the 2019 Framework will transfer to the 2026 Framework at the point of the statutory social work review for the individual receiving support.
- 5.4 The implementation project team will oversee all transition arrangements for providers delivering services under the 2019 Framework.
- 5.5 The contract will be managed under the Social Work Services Contract Management Framework.

6 Framework Re-Opening

- 6.1 In order to support growth and innovation within the social care sector, the Council may re-open the 2026 Framework once a year, on the anniversary of the commencement date, for the duration of the contract.
- 6.2 When the 2026 Framework is re-opened, potential new entrants including any Bidders who were previously unsuccessful, may bid to be awarded to the 2026 Framework, and existing Providers already on the 2026 Framework may bid to provide new services. The requirements for acceptance at any re-opening will be the same as the initial tender requirements.
- 6.3 Providers already on the 2026 Framework at the point of re-opening may not seek to change their Approved Rate for services that they are already contracted to supply.
- 6.4 The Council will give advance notice of any opening of 2026 Framework via Public Contracts Scotland, Prior Information Notice twelve weeks in advance of the anticipated re-opening date(s).

7 Policy and Resource Implications

Resource Implications:

Financial:

The estimated framework contract value over the full six years is £600m. Prices submitted during the tender, and for any new services or bids received at tender re-opening, remain fixed for the duration of the contract except at the discretion of the Council in line with any

increases awarded to the Council for social care purposes.

Prices accepted in the commercial evaluation will also be applied to equivalent existing orders called off under the 2019 Framework if the existing Provider is awarded to the 2026 Framework.

Legal: The Director of Legal and Administration will be required to conclude on the award of Contract to each of the recommended Bidders following Committee approving the award and a period of Standstill.

Personnel: No direct Personnel implications.

Procurement: The procurement has been undertaken in line with the requirements of the Public Contracts (Scotland) Regulations 2015.

Council Strategic Plan: The services delivered under this contract will support;

Grand Challenge 1 to Reduce Poverty and Inequality in our communities - Mission 3
Improve the health and wellbeing of our local communities.

Grand Challenge 2 to Increase Opportunity and Prosperity for all our citizens - Mission 1
Support Glasgow residents into sustainable and fair work.

Grand Challenge 4 to Enable staff to deliver essential services in a sustainable, innovative and efficient way for our communities - Mission 2
Run an open, well-governed council in partnership with all our communities, Mission 3
Enable staff to deliver a sustainable and innovative council structure that delivers value for money.

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.

Yes, and a full EQIA has been completed and published: [EQIA - Flexible framework tender for selected purchased social care supports 2026 | Glasgow City Health and Social Care Partnership](#)

What are the potential equality impacts as a result of this report?

Overall, it is expected that the service will actively address equalities issues and have an ethos that shows understanding of the circumstances and experiences of people assessed as requiring social care support.

Please highlight if the policy/proposal will help address socio-economic disadvantage.

Fair Work First was included as part of the quality evaluation with a weighting of 15%. In addition to answering the standard Fair Work First question, there was a mandatory requirement for bidders to provide evidence of what they are doing, or plan to do, in respect of meeting each of the Fair Work First criteria.

As part of the tender submission bidders were required to indicate the Community Benefits they would offer as an organisation; in addition to the core purpose of the contract, should their overall contract spend reach each of the nine threshold levels specified for the contract.

A points value was specified per threshold value and Bidders were required to detail which theme and outcome area they wanted to attribute those points to. The table below details the high level theme areas and some examples of the outcomes offered:

Theme Heading	Examples of Benefit Offered
Recruitment and Employment	• New Full Time Employees from priority and non-priority groups • Apprenticeships (full and part time) • Graduate and Internship Placements
Skills and Training	• 1-1 Mentoring Schemes • Work Experience Placements • Careers Events • Staff Training to a recognised Qualification

Community Engagement	• Financial Support to a local community group or charity/organisation • The Providers time – in blocks of 5 hours. Examples of this range from; Litter Picks, Painting, Allotment growing and tidy, community gardens, clubs, and training initiatives
Community Benefit Hub Wish List	• Financial Support to a local community group or charity/organisation to meet or contribute to a Wish List Item • The Providers time or donation of an item/s requested by another organisation on the Wishlist.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

A sustainability test was completed for this tender and no specific actions were identified.

What are the potential climate impacts as a result of this proposal?

N/A

Will the proposal contribute to Glasgow's net zero carbon target?

In response to the climate emergency announced in 2019 and Glasgow City Council's commitment to being a carbon neutral city by 2030, Bidders were required to submit a non-evaluated statement which outlined their organisations response to this climate and ecological emergency as well as specific actions that could be taken in relation to the contract. Some examples of actions noted are:

- A new build centre with sustainability at the heart of the design - featuring energy efficient heating and ventilation systems, maximised use of natural light, sustainable building materials, and

- outdoor spaces that promote biodiversity and connection to nature
- Community-Led 'Green Activities' e.g. gardening group promotes biodiversity and wellbeing through planting, composting, and green space enhancement. Regular litter-picking sessions in partnership with local schools and community groups, fostering intergenerational learning and civic pride.
- To reduce vehicle emissions - avoiding high-emission vehicles, limits CO₂ emissions to 125g/km for cars owned/leased and promotes fuel efficiency through monitoring. Staff are encouraged to car share, use public transport, especially where free for under-22s and over-60s, and engage in active and sustainable travel. Cycle Friendly Employers supporting walking and cycling for both staff and supported individuals.
- Eliminating reusable plastic, e.g., reusable cups for staff, reusable cleaning materials for branch kitchen/toilets, soap bars/loose grains for handwash/washing up liquid.

Privacy and Data Protection Impacts:

Are there any potential data protection impacts as a result of this report Y/N	Yes, there are potential data protection impacts as a result of this report. Social Care Providers are required to comply with GDPR and the Council's Privacy, Data Sharing and Data Protection policy requirements which form part of the contractual terms.
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8 Recommendations

8.1 Contracts and Property Committee is asked to:

- a) Approve the award to the Flexible Framework Agreement for Social Care Support to the Bidders referenced in Section 3 of this report for an initial period of four years from a services start date of 1st February 2026, with the option to extend in accordance with the contract for one or two consecutive periods each not exceeding twelve months;

- b) Note that continuance of contractual arrangements will be subject to satisfactory service review outcomes being achieved; and
- c) Note that the Council may re-open the Framework once a year, on the anniversary of the commencement date, for the duration of the contract including the period of the available extensions.

APPENDIX 1 – Unsuccessful bidders, not awarded to any of the Lots on the Framework

1st Class Care Solutions Limited
Academy House Limited
Active Healthcare Services Limited
Adigo Limited
Altogether Care Services Ltd
Buddies Clubs and Services (Glasgow West) Limited
C&S Recruitment Limited
Caledonia Social Care Limited
Capability Scotland
Care Staff LTD
Carescot LTD t/a Home Instead
Caring Grace LTD
C-Change Scotland
Community Volunteers Enabling You
Complete Complex Care Ltd
Cosgrove Care
Deaf Action
Delight Supported Living Ltd
Diamond Hearts Homecare Ltd
Diamond Medical Limited
Glasgow Homecare Ltd t/a Home Instead
Hayfield Limited
Heavenly Homecare Limited
Imperial Recruitment Limited
Keane Premier Support Services Ltd
Lanarkshire Care Partners Ltd
Lerue Healthcare Ltd
Mainstay Trust Ltd
MEDD Care Services Ltd
Medgen Community Services - Trading as MCS Healthcare Ltd
Neighbourhood Networks
Newcross Healthcare Solutions Limited
Precious Care Services Ltd t/a My Homecare Glasgow
Roberts Care and Training Ltd
Robinson Medical Recruitment
Rotary Residential and Care Centres
Scotland Yard Adventure Centre
Support for Ordinary Living (SOL)
Support and Social Care Network Ltd
Tendercare and Services Limited
Trust Community Care Limited

APPENDIX 2 – Bidders awarded to the Framework, but not to all Lots for which they submitted a bid

Care 1 Professional Services Limited
Cluaran HCS Limited (operating as Cluaran Care)
Deafblind Scotland
Kelvin Care Limited
Partners for Inclusion
Penumbra
Real Life Options